

SENATE COMMITTEE BUDGET AUTHORITY AND OUTLAY ALLOCATIONS PURSUANT TO SECTION 302 OF THE CONGRESSIONAL BUDGET ACT BUDGET YEAR TOTAL 1998

[In millions of dollars]

| Committee | Direct spending jurisdiction | | Entitlements funded in an annual appropriations | |
|---|------------------------------|-----------|---|---------|
| | Budget authority | Outlays | Budget authority | Outlays |
| Appropriations | 788,769 | 824,665 | 0 | 0 |
| Appropriations (violent crime reduction trust fund) | 5,500 | 3,592 | 0 | 0 |
| Agriculture, Nutrition, and Forestry | 10,011 | 7,702 | 8,502 | 8,476 |
| Armed Services | 48,152 | 48,022 | 0 | 0 |
| Banking, Housing, and Urban Affairs | 9,190 | -3,203 | 0 | 0 |
| Commerce, Science, and Transportation | 4,922 | 2,202 | 637 | 634 |
| Energy and Natural Resources | 1,879 | 1,848 | 50 | 41 |
| Environment and Public Works | 25,637 | 2,915 | 0 | 0 |
| Finance | 683,053 | 681,872 | 112,893 | 115,429 |
| Foreign Relations | 13,135 | 12,945 | 0 | 0 |
| Governmental Affairs | 56,248 | 55,190 | 0 | 17 |
| Judiciary | 4,230 | 4,319 | 220 | 215 |
| Labor and Human Resources | 7,072 | 6,478 | 1,352 | 1,352 |
| Rules and Administration | 93 | 27 | 0 | 0 |
| Veterans' Affairs | 1,111 | 1,193 | 21,187 | 21,106 |
| Indian Affairs | 449 | 423 | 0 | 0 |
| Small Business | 250 | -100 | 0 | 0 |
| Unassigned to Committee | -273,037 | -278,090 | 0 | 0 |
| Total | 1,386,700 | 1,372,000 | 144,841 | 147,270 |

SENATE COMMITTEE BUDGET AUTHORITY AND OUTLAY ALLOCATIONS PURSUANT TO SECTION 302 OF THE CONGRESSIONAL BUDGET ACT 5-YEAR TOTAL: 1998-2002

[In millions of dollars]

| Committee | Direct spending jurisdiction | | Entitlements funded in an annual appropriations | |
|---|------------------------------|-----------|---|---------|
| | Budget authority | Outlays | Budget authority | Outlays |
| Agriculture, Nutrition, and Forestry | 44,971 | 32,871 | 70,151 | 46,846 |
| Armed Services | 259,560 | 258,993 | 0 | 0 |
| Banking, Housing, and Urban Affairs | 52,169 | -4,005 | 0 | 0 |
| Commerce, Science, and Transportation | 28,448 | 14,339 | 3,534 | 3,516 |
| Energy and Natural Resources | 9,530 | 9,528 | 254 | 282 |
| Environment and Public Works | 125,266 | 11,398 | 0 | 0 |
| Finance | 3,607,033 | 3,599,663 | 669,226 | 672,800 |
| Foreign Relations | 59,220 | 60,907 | 0 | 0 |
| Governmental Affairs | 304,950 | 297,311 | 0 | 33 |
| Judiciary | 22,261 | 21,865 | 1,100 | 1,095 |
| Labor and Human Resources | 33,475 | 31,562 | 7,112 | 7,112 |
| Rules and Administration | 471 | 444 | 0 | 0 |
| Veterans' Affairs | 3,483 | 4,376 | 113,589 | 113,276 |
| Indian Affairs | 2,278 | 2,144 | 0 | 0 |
| Small Business | 250 | -699 | 0 | 0 |

JOHN R. KASICH,
DAVID L. HOBSON,
JOHN M. SPRATT, Jr.,
Managers on the Part of the House.

PETE V. DOMENICI,
CHUCK GRASSLEY,
FRANK R. LAUTENBERG,
Managers on the Part of the Senate.

FOREIGN RELATIONS AUTHORIZATION ACT, FISCAL YEARS 1998 AND 1999

The SPEAKER pro tempore (Mr. NETHERCUTT). Pursuant to House Resolution 150 and rule XXIII, the Chair declares the House in the Committee of the Whole House on the State of the Union for the further consideration of the bill, H.R. 1757.

□ 2114

IN THE COMMITTEE OF THE WHOLE

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill (H.R. 1757) to consolidate international affairs agencies, to authorize appropriations for the Department of State and related agencies for fiscal years 1998 and 1999, and for other purposes, with Mr. DICKEY (Chairman pro tempore) in the chair.

The Clerk read the title of the bill.

□ 2115

The CHAIRMAN pro tempore (Mr. DICKEY). When the Committee of the

Whole rose earlier today, the amendment by the gentleman from New Jersey [Mr. PALLONE] had been disposed of.

Are there any further amendments?

AMENDMENT OFFERED BY MR. SCARBOROUGH
Mr. SCARBOROUGH. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. SCARBOROUGH:
Page 185, after line 17, insert the following section:

SEC. 1717. UNITED STATES POLICY REGARDING RELIGIOUS PERSECUTION AND SUPPORT OF TERRORISM BY SUDAN.

(a) FINDINGS.—The Congress finds the following:

(1) Continued disregard of the freedom of religion by Sudan is unacceptable.

(2) Continued support of terrorist activities by Sudan is of deepest concern and shall not be tolerated.

(b) FINANCIAL TRANSACTIONS WITH TERRORISTS.—Notwithstanding any other provision of law, the exception with respect to Sudan under section 2332(a) of title 18, United States Code (provided in regulations issued in August 1996 by the Office of Foreign Assets of the Treasury Department) shall cease to be effective on the date of the enactment of this Act. No such exception under such section may be issued with respect to Sudan until the President certifies to the Congress that Sudan is no longer sponsoring or supporting terrorism.

Mr. SCARBOROUGH. Mr. Chairman, my amendment attempts to address some appalling activities of the government of Sudan. As my colleagues may know, Sudan has been certified by

the administration as being an active supporter of terrorism since 1993 and is currently known to be sheltering several terrorists sought in several countries.

Sudan has also been the scene of some of the world's most deplorable religious persecution, persecution that the Washington Post called unspeakable, persecutions that the United Nations has reported included the crucifixion of a 7-year-old child because he was a Christian.

It has been estimated that more than 1.5 million Christians and other non-Muslims have been killed in Sudan, more than all those that have been killed in the Bosnian civil war. Christian slavery is widespread, and it is believed that at least 30,000 children have been sold to slavery for as little as \$15. This was disputed by Louis Farrakhan some time ago, and he challenged supporters to go to Sudan and unearth this activity if it was really happening. Two reporters from the Baltimore Sun did that and bought two young boys for \$500.

We also have recently had the Pope pleading for an end of religious persecution of non-Muslims. My amendment requires the administration to apply financial transaction restrictions against terrorist states, which were included in Public Law 104-132 to the Republic of Sudan.

Although these restrictions were intended to cover nations such as Sudan,

regrettably the administration specifically exempted Sudan. And although the United States has closed its offices in Sudan, the Sudan still operates an embassy in the U.S., and this embassy has been cited as supporting terrorists who conspired to bomb various New York City landmarks.

Finally, the amendment would express the sense of Congress that Sudan's support for terrorism and religious persecution is unacceptable. In a recent April 1997 CRS report, CRS wrote that human rights violations have been cited by many religious humanitarian and international groups over the years.

Among other things, the Sudan government has been sanctioning civilian massacres, religious persecution, kidnapping, forced conscription of underaged boys, torture, forced circumcision of women, mutilation of women's genitals, unlawful detention, and most recently, slavery.

In a speech to the National Press Club on December 17, 1996, John Eibner of the International CSI stated the following: "Over 100 years after the Emancipation Proclamation, the modern mind does not readily comprehend that the practice of chattel slavery has not been laid to rest but continues. Slavery in Sudan is not a dying practice. It is, instead, a thriving practice that is actively promoted by the extremist Sudan regime."

Another human rights group stated that, during the recent three visits to the Sudan, they talked of torture, murder, starvation and enslavement of black Christians that, she said, resulted in at least 1.5 million deaths. Male slaves who resist conversion have their Achilles' tendons cut, female Christians are routinely raped and sometimes forced to undergo circumcision and have their genitals mutilated.

I took a book off my shelf that is in the office. It is called "The Abandonment of the Jews." It was written 10 years ago. And in the beginning of the Abandonment of the Jews, David Wyman makes this statement: "The murder of the Jews during the Holocaust was done by people to other people, while still other people stood by. Comparatively few American non-Jews recognized that the plight of the European Jews was their plight too. Most were either unaware, did not care, or saw the European Jewish catastrophe as a Jewish problem. That explains, in part, why the United States did so little to help."

At the end of The Abandonment of the Jews, this is the question that he asks: "Would the reaction be different today? Would Americans be more sensitive, less self-centered, more willing to make sacrifices, less afraid of differences now than they were then?" Regrettably it appears that, up until now, the answer has been no.

Writing in the New York Times, A.M. Rosenthal stated the following: "The shocking untold story of our time is that more Christians have died this

century simply for being Christians than in the first 19 centuries after the birth of Christ. They have been persecuted and martyred before an unknowing, indifferent world and a largely silent Christian community."

Mr. Chairman, it is time for that silence to end. That is why I ask my colleagues to pass this bill and send a message to Sudan that such barbarism will no longer be tolerated.

Mr. SMITH of New Jersey. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, let me just say that I rise in very strong support of the amendment of the gentleman from Florida [Mr. SCARBOROUGH]. I think my colleague does a really good and worthwhile service for the suffering Christians and the suffering people of faith in the Sudan.

My Subcommittee on International Operations and Human Rights last year held two hearings. One was on the use of chattel slavery in the Sudan and the terrible policy of forced Islamization, where young boys and girls, mostly boys, are kidnapped and then during the course of 6 months to 2 years, or whatever time period it seems to take, they are brainwashed, Sun Myung Moon-like, with sleep deprivation and other things, to separate themselves from their families, which they are already physically separated from, but also from their faith and all past cultural ties; and then they have this radical Islamic perspective forced upon them.

As we all know, in southern Sudan there has been horrific policy of what many of us consider to be genocide. Khartoum countenances this as part and parcel of it. So I think the gentleman from Florida [Mr. SCARBOROUGH] does a very worthwhile thing by raising this issue on the House floor.

We also had a hearing on the persecution of Christians worldwide, and it was the first hearing of its kind ever in the House, and heard from a large variety of panels and people and experts from Amnesty International to across the board. Nina Shay from Freedom House testified, and they bemoan the fact that there is a frightening rising tide of anti-Christianity and that this is a persecution that has to be addressed by anyone who believes in religious freedom and religious tolerance.

So I think the gentleman from Florida [Mr. SCARBOROUGH] does a great service with his amendment, and I fully support it.

Mr. CAPPS. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I certainly appreciate the effort that is being made here. Religious persecution is a terrible phenomenon in our world today, and the situation in Sudan is certainly one that needs to be addressed in a most effective manner.

I also appreciate the fact that the gentleman from Florida [Mr. SCARBOROUGH] has revised his amend-

ment in light of certain administrative responses through an original draft of his amendment. I think the purpose is a good one, but I believe that the penalty in this amendment is counterproductive and for the following reason: that a lot of non-governmental organizations operate in Sudan, they operate in order to help people who are suffering under oppression from a regime that we certainly cannot support. They have worked to help people who are suffering from hunger.

These NGOs use banks in Khartoum, the capital of Sudan. If the NGOs are not able to use the banks because of this amendment, it will be much harder for the agencies that are in the Sudan trying to alleviate the situation to operate.

So, on those grounds, and also because the administration does not support this amendment, I am also going to oppose it.

Mr. SCARBOROUGH. Mr. Chairman, will the gentleman yield?

Mr. CAPPS. Mr. Chairman, I yield to the gentleman from Florida.

Mr. SCARBOROUGH. Mr. Chairman, I guess my biggest concern is regarding part B, which talks about financial transactions with terrorists. The Sudan has been considered by most human rights groups as one of the greatest sponsors of terrorism across the globe. And what this really strikes to is the fact that President Clinton during 1996 granted a waiver to Occidental Petroleum to basically do business in the Sudan to the tune of about \$90 million and, by doing so, continues to fund the regime that is tottering and has, in fact, worthy opponents that are trying to bring it down.

What we are doing by allowing people to continue to do business while providing this waiver is continuing to fund perhaps the most barbarous antireligious-faith regime in the world today. Again, 1.5 million Christians have been murdered since 1989, and the acts are unspeakable.

Former President Jimmy Carter has been to the Sudan and has tried to intervene, and intervention has not provided any results. In fact, if my colleagues could name more than two or three organizations that remain in Sudan, I would be enlightened. Because from speaking to the gentleman from Virginia [Mr. WOLF] and others, I understand that all have pulled out because the regime is just so despicable and cannot be worked with.

It is one of the most barbarous regimes on the globe today. And if we allow business interests to trump human rights interests and freedom of religion, then we are sending an absolutely miserable message across the globe. This is about money over human rights, and it is about time that we stand up and be counted to be a country that still supports the ideas of Jeffersonian democracy instead of being concerned with market share.

Mr. CAPPS. Mr. Chairman, reclaiming my time, the gentleman from Florida [Mr. SCARBOROUGH] is correct. The

regime is a dreadful one. The persecution that is going on there is absolutely reprehensible. We need to go after terrorist financing, and we have provisions for that under current law and regulations.

But this amendment still hurts NGO's that are a positive, constructive force in the Sudan; and those NGOs need to be protected because they are helping the suffering people. It is on those grounds precisely that I oppose the amendment.

The CHAIRMAN pro tempore. The question is on the amendment offered by the gentleman from Florida [Mr. SCARBOROUGH].

The question was taken; and the Chairman pro tempore announced that the ayes appeared to have it.

Mr. SCARBOROUGH. Mr. Chairman, I demand a recorded vote.

The CHAIRMAN pro tempore. Pursuant to House Resolution 159, further proceedings on the amendment offered by the gentleman from Florida [Mr. SCARBOROUGH] will be postponed.

AMENDMENT OFFERED BY MR. ENGEL

Mr. ENGEL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ENGEL:

At the end of title XVII (relating to foreign policy provisions) add the following (and conform the table of contents accordingly):

SEC. 1717. CRISIS IN ALBANIA.

(a) FINDINGS.—The Congress finds the following:

(1) During March 1997 United States Armed Forces personnel evacuated approximately 500 Americans from Albania.

(2) No Americans were injured in the evacuation.

(3) The military operation was at times risky and dangerous, with helicopters of the United States Armed Forces occasionally receiving fire.

(4) Several United States diplomats, including Ambassador Marissa Lino, remained in Tirana during these unsettled and perilous times.

(5) The evacuation is the result of a rebellion in Albania which followed the collapse of several pyramid investment schemes.

(6) Hundreds of thousands of Albanian citizens lost large portions of their life savings in the pyramid investment schemes.

(7) Hundreds of Albanians have been killed since the crisis began.

(8) The almost complete collapse of central governmental authority left Albania in a state of near-anarchy.

(9) Many weapons depots were raided by the general population of Albania and many small arms were taken by the citizenry.

(10) The proliferation of weapons in Albania has made the situation very dangerous.

(11) On March 9, 1997, Albania's political parties agreed to a nine-point agreement on political reconciliation.

(12) Under the nine-point agreement, President Sali Berisha, a member of the ruling Democratic Party, appointed a broadly based unity government, led by an opposition socialist, former mayor of Gjirokaster Bashkim Fino.

(13) Under the nine-point agreement, President Berisha and opposition parties have agreed to hold general elections by June 1997.

(14) More than 5,500 multinational troops, led by Italy, have entered Albania in order to stabilize the nation and to create a safe secu-

rity environment for the distribution of humanitarian assistance.

(b) DECLARATION OF POLICY.—The Congress declares the following:

(1) United States Armed Forces personnel are to be commended for the evacuation operations in Albania.

(2) United States diplomats are to be commended for their service in Albania during these dangerous times.

(3) The nine-point agreement of March 9, 1997, among all Albanian political parties represents a key step toward lifting Albania out of the current crisis.

(4) Albania's new multiparty leadership is strongly urged to implement in good faith the terms of the nine-point agreement of March 9, 1997, and to do all possible to re-inspire the trust of the Albanian people.

(5) The Albanian people are strongly urged to afford their new government an opportunity to govern by laying down weapons and making any changes to the government through peaceful means, particularly the upcoming elections.

(6) The United States should support the new Albanian Government as it attempts to reestablish calm and achieve political reconciliation and should urge the new government to guarantee human rights, free and fair elections, and freedom of expression.

(7) The United States must remain closely engaged in the diplomatic efforts to ease Albania's crisis and should strongly support similar efforts by the Organization for Security and Cooperation in Europe and the multinational force, led by Italy, seeking to stabilize Albania.

(8) The United States and the international community should work with the new Albanian Government to ensure that upcoming elections will be free and fair by supplying political inducement, technical advice, and large numbers of observers.

(9) The United States should support the convening of a multinational conference, possibly in Rome, Italy, to consider options for assisting Albania to recover from the political and economic crisis.

(10) The United States should oppose any challenge to Albania's international borders or territorial integrity offered as a potential solution to the conflict.

Mr. ENGEL (during the reading). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

Mr. ENGEL. Mr. Chairman, recently I had the opportunity to visit Albania as the United States representative to the OSCE, which was negotiating a peace in Albania between the different factions in Albania.

As my colleagues know, Albania recently has sunk into turmoil and anarchy as a result of failed pyramid schemes in which many Albanians lost their life savings.

□ 2130

Albania has a tragic history. It was the most oppressive Stalinist state on the face of Europe, indeed perhaps in the world, and for 50 years lived under the most oppressive communism, isolationism and anti-Americanism.

What I have found in my three trips to Albania has been that the Albanian people did not believe a word of the anti-Americanism that they were fed

for so many years. In fact, Americans are most welcome. They truly like Americans. Americans are warmly received. I am glad that the United States has established a relationship with Albania where we supply them with help, with aid, with military help, with humanitarian aid. Because it is a small country, a little bit of aid goes a long, long way.

However, as I mentioned before, there are problems in Albania. We know that the pyramid schemes when they collapsed caused many Albanians to lose their life savings, and as a result anarchy and lawlessness broke out, many people were rioting in the streets, guns were stolen, weapons depots were broken into. As a result, there was a proliferation and is a proliferation of weapons in the street.

The European Community and the United States stepped in and tried to calm the situation. I was asked by the State Department to be the United States representative to these negotiations, as a year ago I was the U.S. representative to the South Balkans Defense Ministerial and traveled to Tirana, Albania with then Defense Secretary Bill Perry. I have had extensive knowledge and work involving the United States-Albanian relationship.

This amendment is introduced by myself for myself and for my colleague the gentlewoman from New York [Ms. MOLINARI]. I might also add that the gentleman from New York [Mr. GILMAN], the chairman, also wholeheartedly supports this amendment.

The amendment commends the U.S. military and diplomats for the evacuation operation which we had to implement to get out American personnel and American citizens. I myself left Albania 3 or 4 days before I would have had to be evacuated. Thankfully, I was able to leave on a plane with Chancellor Vranitzky of Austria and some of the other diplomats.

The amendment also supports the multiparty government and agreement of March 9, 1997. We feel that it is very important for the Albanian people themselves to grab the bull by the horns and stop the anarchy. That is why we in the United States have been urging the head of the government of Albania, Sali Berisha, to form a national unity government, a temporary national unity government, which he did form. That was part of the bulk of the agreement of March 9, 1997.

My amendment supports this agreement. It urges the Albanian people to give the new government a chance and to turn in their weapons, and urges the United States to support the new Albanian Government in its efforts to achieve political reconciliation. The amendment also urges the new government of Albania to guarantee human rights, free and fair elections and freedom of expression.

It urges us to remain closely engaged in efforts to ease Albania's crisis, and strongly supports the OSCE, which is the Organization of Security and Cooperation in Europe, efforts and the

Italian-led multilateral force. It urges the United States to work with the Albanian Government to ensure that the June 29 elections will be free and fair by supplying technical assistance and observers. The amendment also supports the convening of a multinational conference to help Albania recover from its political and economic crisis.

I must say on my way back from Albania, I stopped in Italy to meet with the Italian defense minister and officials from the Italian Government who wholeheartedly support and have been working very, very closely with the United States in convening this multinational conference. Finally, the amendment opposes any challenge to Albania's border as a solution to the conflict.

Let me say, Mr. Chairman, that I believe the United States must remain engaged in Albania. We have a stake in that part of the world. The Albanian people, again, for 50 years were fed a steady dose of anti-Americanism, a steady dose of the worst Communist repression, and they did not believe a word of it. They have good, strong feelings for the American people. We want to see democracy take root in Albania, and a free-market economy, and my amendment goes a long way in saying that this is what Congress wants to do.

Mr. CAPPS. Mr. Chairman, I rise in support of the gentleman's amendment. In my judgment he has given a very precise and full analysis of the situation there and has made the case for United States engagement in Albania. The amendment outlines a series of useful steps for United States policy which includes support for diplomatic steps to ease the crisis, support for free and fair elections, and support for assisting Albania's recovery. Albania is one of the trouble spots in the world today about which we are very acutely concerned. This amendment in my judgment spells out good policy, and I urge my colleagues to support it.

Mr. SMITH of New Jersey. Mr. Chairman, I move to strike the last word.

I want to thank my good friend the gentleman from New York for offering this amendment. The majority has looked at it carefully and we like it. We have worked together on issues related to Albania for a number of years. I commend the gentleman for his leadership.

The CHAIRMAN pro tempore (Mr. DICKEY). The question is on the amendment offered by the gentleman from New York [Mr. ENGEL].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. NETHERCUTT

Mr. NETHERCUTT. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. NETHERCUTT: At the end of title XVII insert the following section:

SEC. 1717. SENSE OF CONGRESS RELATING TO THE ABDUCTION AND DETAINMENT OF DONALD HUTCHINGS OF THE STATE OF WASHINGTON.

(a) FINDINGS.—The Congress makes the following findings:

(1) Al-Faran, a militant organization that seeks to merge Kashmir with Pakistan, has waged a war against the Government of India.

(2) During the week of July 2, 1995, Al-Faran abducted Donald Hutchings of the State of Washington, and 4 Western Europeans in the territory of Jammu and Kashmir, India.

(3) Al-Faran has threatened to kill Donald Hutchings and the Western European hostages unless the Government of India agrees to release suspected guerrillas from its jails.

(4) Several militants have been captured by the Indian Government and have given conflicting and unconfirmed reports about the hostages.

(5) Donald Hutchings and the 4 Western European hostages have been held against their will by Al-Faran for nearly 2 years.

(b) SENSE OF CONGRESS.—It is the sense of the Congress that—

(1) the militant organization Al-Faran should release, immediately, Donald Hutchings and 4 Western Europeans from captivity;

(2) Al-Faran and their supporters should cease and desist from all acts of hostage-taking and other violent acts within the State of Jammu and Kashmir, India;

(3) the State Department Rewards Program should be used to the greatest extent possible to solicit new information pertaining to hostages; and

(4) the governments of the United States, the United Kingdom, Germany, Norway, India, and Pakistan should share and investigate all information relating to these hostages as quickly as possible.

Mr. NETHERCUTT (during the reading). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD.

The CHAIRMAN pro tempore. Is there objection to the request of the gentleman from Washington?

There was no objection.

Mr. NETHERCUTT. Mr. Chairman, for the record, this particular amendment is being introduced for myself and on behalf of the distinguished gentleman from New Jersey [Mr. PALLONE] as it relates to a kidnapping that occurred 2 years ago of a constituent of mine in Spokane, Washington, Donald Hutchings.

In the interest of orderly proceedings on this bill, I ask unanimous consent to withdraw the amendment at this time, reserving the right and intending to have this amendment redrawn and offered at a different point in the consideration of this bill tomorrow.

The CHAIRMAN pro tempore. Without objection, the amendment is withdrawn.

There was no objection.

AMENDMENT OFFERED BY MR. SERRANO

Mr. SERRANO. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. SERRANO:

At the end of title XVII (relating to foreign policy provisions) insert the following new section:

SEC. 1717. REPORT CONCERNING OFFICIAL COMPLAINTS OF THE GOVERNMENT OF CUBA TO THE GOVERNMENT OF THE UNITED STATES.

(a) REPORT TO CONGRESS.—Not later than 3 months after the date of the enactment of this Act, and each subsequent 3 months thereafter, the Secretary of State, after con-

sultations with the heads of other Federal departments and agencies, shall submit to the Congress a report listing all complaints by the Government of Cuba to departments and agencies of the United States Government concerning actions taken by United States persons or the Government of the United States.

(b) UNITED STATES PERSON DEFINED.—As used in this section the term "United States person" means any—

(1) United States citizen or national;

(2) permanent resident alien; or

(3) juridical person organized under the laws of the United States.

Mr. SERRANO (during the reading). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD.

The CHAIRMAN pro tempore. Is there objection to the request of the gentleman from New York?

There was no objection.

Mr. SMITH of New Jersey. Mr. Chairman, I reserve a point of order against the amendment.

The CHAIRMAN pro tempore. The gentleman from New Jersey reserves a point of order.

Mr. SERRANO. Mr. Chairman, this bill that is before us today has some new provisions which speak about reports that the administration has to come up with to deal with the issue of the enforcement of the Cuban embargo, the embargo on Cuba. I feel that our country in my opinion is involved in a Cold War with Cuba, and as such I think that it is time that we begin to balance all reports and all information that we get here in Congress.

Therefore, what my amendment does is to state that effective in 3 months and every 3 months thereafter, the Secretary of State would report to Congress on all official complaints put forth by the Cuban Government regarding actions taken by residents or citizens of this country that deal with the daily lives of Cubans and the island of Cuba.

For instance, before the Brothers to the Rescue planes were shot down on the 24th of February of 1996, Cuba made over 10 complaints to the FAA about the group's violations of Cuban airspace. If Congress had seen these complaints, this tragedy might have been prevented. On a regular basis, we hear reports about the fact that the Cuban Government is complaining to the American Government about actions that are being taken individually by either groups in this country or individuals who go into the sea and go over Cuban airspace and create situations which could lead us into a more serious confrontation once again with the Cuban Government.

What my amendment therefore says is that the Secretary of State would let us know about all of these complaints. For instance, the Cuban Government makes formal protests to the State Department, but the FAA and the American interest section in Havana hear other complaints such as violation of Cuban airspace, dropping of leaflets in Cuba, that the Cuban Government

finds offensive and provocative in many ways; American residents traveling too close to Cuban shores, and in some cases acts that could be considered by our Government as paramilitary or military in nature in Cuban territory.

Please understand, Mr. Chairman, that these complaints are complaints that our Government knows about but Members of Congress do not know about. My amendment would ask that we be kept informed. I do this with the full understanding that some people, some colleagues, would say that this somehow helps the Cuban Government, that it strengthens their ability to make public statements, that it gives them publicity that they do not deserve. But I think it is only fair that if we are going to continue to enforce the embargo against Cuba, something that I oppose, if we are going to continue to ask for the Cuban Government to behave in a certain way, then we have to propose the same behavior for our citizens.

Picture, if you will, the situation on February 24. After that incident and after the tragic loss of life of American citizens in that incident, it has been pretty well established that on many occasions, many individuals have ventured into Cuban territory and continue to do so today. Put the shoe on the other foot. If a Cuban airplane were flying over our capital, what would be our response? I would hope our response would be the proper one, which is to ask them to come down immediately and land or to shoot them down, no different than perhaps the behavior by the Cuban Government.

Therefore, I think that as we move into this new era of having the administration report to us on a regular basis as to how the embargo is being enforced, that we ask our own Government to report to us and keep us informed. If that happens, then I believe that in the future we would have situations that we can prevent by having enough information in our hands.

Anyone who opposes this bill, I think, would have to really understand that we are not asking for any action to be taken, we are not asking for anyone to be arrested for these actions. All we want to know is when does this happen, when the Cuban Government complains about it, and use that as we deliberate future actions with and toward the Government of Cuba.

The CHAIRMAN pro tempore. Does the gentleman from New Jersey insist on his point of order?

Mr. SMITH of New Jersey. No, Mr. Chairman, I do not insist on the point of order.

Mr. CAPPS. Mr. Chairman, I move to strike the last word.

With great reluctance because of my great respect for the gentleman from New York [Mr. SERRANO], I am going to oppose this amendment. He properly makes reference to the fact that we have got too many reports about Cuba that have been demanded by Congress,

and I think he and I would agree that the increasing demand for more reports is a congressional effort to constrict the executive's flexibility to conduct foreign policy.

□ 2145

I think still another report, and that is what he is asking for, becomes counterproductive. I think this further restricts the President's ability to conduct Cuba policy in the most useful manner, and it is on that grounds specifically that I am urging my colleagues to vote against this amendment.

The CHAIRMAN pro tempore (Mr. DICKEY). The question is on the amendment offered by the gentleman from New York [Mr. SERRANO].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. FOX OF PENNSYLVANIA

Mr. FOX of Pennsylvania. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. FOX of Pennsylvania:

At the end of title XVII insert the following new section:

SEC. 1717. SENSE OF CONGRESS CONCERNING ASSISTANCE FOR UKRAINE.

(a) IN GENERAL.—It is the sense of the Congress that—

(1) the Government and nation of Ukraine are to be commended for their decision to relinquish the nuclear weapons in the possession of Ukraine after the demise of the former Soviet Union;

(2) the Government of Ukraine is to be commended for its recent announcement that Ukrainian enterprises will not participate in the construction of nuclear reactors in Iran;

(3) the Government of Ukraine is to be commended for taking a positive and cooperative position with regard to the admission into the NATO alliance of new member-states in Central and Eastern Europe, particularly Ukraine's willingness to negotiate a bilateral charter with that alliance;

(4) the Government of Ukraine is to be commended for its efforts to ensure that the Russian-dominated Commonwealth of Independent States organization does not serve as a means to reintegrate the independent states of the former Soviet Union into a new political entity under Russian leadership and occupying the territory that comprised the former Soviet Union;

(5) the Government of Ukraine should immediately move to ensure that United States investors who have been subjected to extortion, fraud, or other criminal activity, or to inappropriate, corrupt activities carried out by officials or representatives of the Ukrainian Government, are provided with full restitution or compensation for their losses;

(6) the nation and Government of Ukraine are to be commended for the adoption of a democratic constitution, the conduct of free and fair elections, and the peaceful transfer of executive power since Ukraine gained its independence in 1991; and

(7) the President should respond positively to any request made by the government of Ukraine for United States government agencies assistance and involvement in the implementation of additional programs to fight corruption in Ukraine and to ensure that American investors in that country are not subjected to unfair, inappropriate, or criminal practices on the part of officials of the Government of Ukraine or any citizens of Ukraine.

(b) AVAILABILITY OF AMOUNTS FOR UKRAINE.—It is further the sense of the Congress that the President should ensure that Ukraine receives assistance for fiscal years 1998 and 1999 for political and economic reforms at a level equal to that allocated to Ukraine for fiscal year 1997.

Mr. FOX of Pennsylvania (during the reading). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD.

The CHAIRMAN pro tempore. Is there objection to the request of the gentleman from Pennsylvania.

There was no objection.

Mr. FOX of Pennsylvania. Mr. Chairman, I appreciate the opportunity to speak to my colleagues tonight on the amendment that will ensure that a nation in fiscal years 1998 and 1999 will have the same level of funding as 1997.

It should be noted that in this sense of Congress amendment that Ukraine foreign policy has served American interests well by unilaterally and voluntarily disarming all nuclear weapons, has refrained from selling turbines to Russia which were to be sold to Iran, that has welcomed the eastward expansion of NATO, that is seeking to curtail selling of military technology to rogue states, that further, the economic policies have unstabilized the Ukraine by reduction of the inflation rate from 10,000 percent in 1993 to a projected 25 percent in 1997.

We have seen 50,000 enterprises being privatized, but there has been a formation of a Council on International Investment to be comprised of individuals in the government and representatives of U.S. companies, and we have even seen the Agra forum by President Leonid Kuchma of Ukraine working with President Clinton to seek his help in designing a national anti-corruption program in Ukraine.

I yield to the gentleman from New Jersey [Mr. SMITH].

Mr. SMITH of New Jersey. Mr. Chairman, I would like to rise in very strong support of the gentleman's amendment. The need for various types of aid to the Ukraine cannot be underestimated. Last year, as chairman of the Helsinki Commission, we held a hearing on the ongoing crisis in Chernobyl. The G-7 has pledged a tremendous amount of aid to shut down the reactor and to encase it in a way that will make it less dangerous than it is currently, and very little of that money has been produced over the last couple of years.

We also heard of the devastating impact of the cancers that are being suffered by children as a result of contamination from the nuclear fallout, and they cannot even begin to cope with the humanitarian medical and hospital needs in the Ukraine that should have been to that Chernobyl disaster.

As the gentleman pointed out, they have been forthcoming when it comes to NATO. As partners, as friends, they have embraced NATO. They have unilaterally forfeited the nuclear warheads on their own soil. That is a grand

gesture of peace in my view, especially given the potential animosities between themselves and Russia which we all know exists today.

So I believe while there are problems, as is acknowledged in this resolution, dealing with corruption and it is insisted in this resolution that our economic interests be treated fairly, I think the resolution is a good one and deserves the support, and I would urge my colleagues to support this amendment.

Mr. CAPPS. Mr. Chairman, I rise to oppose this amendment in spite of my great respect for the gentleman from Pennsylvania [Mr. FOX]. I understand why he is doing this, and I think there is a lot of good reason for it. The Ukraine clearly must implement a number of important reforms specifically in the economic and the anti-corruption areas in order to maintain U.S. support.

However, I cannot support the amendment's recommended earmark. I do not support earmarks in principle, and that is that the President should have flexibility in conducting foreign affairs. Earmarking funds for any country undermines the President's ability to achieve U.S. foreign policy objectives.

Even though this is only a sense of the Congress amendment, it sends an important message particularly at a time when the President, many Members of Congress and our constituents have said Ukraine must make important changes. It does not make sense for Congress to go on record guaranteeing Ukraine foreign assistance. We need to send the right message to the Ukraine, which must be a measured message. We should applaud them for the reforms that they have undertaken, but we should also require that they continue to reform in the appropriate ways.

So, Mr. Chairman, I urge defeat of this amendment.

Mr. DIAZ-BALART. Mr. Chairman, I move to strike the last word.

Mr. Chairman, I yield to the gentleman from Pennsylvania [Mr. FOX].

Mr. FOX of Pennsylvania. Mr. Chairman, just to make a point of clarification, I appreciate the support of comments with regard to part of the motion from my colleague from California, and I would point out a matter of clarification that this is a sense of Congress, this is not an earmark, and so this would give flexibility to Congress and the President to move forward, recognize that there has been advances by Ukraine in the disarmament of nuclear weapons in the economic stabilization, and finally we are seeing the security as well being advanced. So I think that point should be underscored, and that is this is not an earmark and we do hope that the colleagues, both sides of the aisle, would support the legislation.

Mr. CAPPS. Mr. Chairman, I ask unanimous consent to strike the last word.

The CHAIRMAN pro tempore. Is there objection to the request of the gentleman from California?

There was no objection.

Mr. CAPPS. Mr. Chairman, I just wanted to say to the gentleman from Pennsylvania [Mr. FOX] that even though this is only a sense-of-Congress resolution I still think the message needs to be a measured message in the way that I have described it.

The question is on the amendment offered by the gentleman from Pennsylvania [Mr. FOX].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. ENGEL

Mr. ENGEL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. Engel:

At the end of title XVII (relating to foreign policy provisions) add the following (and conform the table of contents accordingly):

SEC. 1717. SANCTIONS AGAINST SYRIA.

(a) FINDINGS.—The Congress finds the following:

(1) Syria remains in a state of war with Israel and maintains large numbers of heavily armed forces near the border with Israel.

(2) Syria occupies Lebanon with almost 40,000 troops and maintains undue influence on all aspects of the Lebanese Government and society.

(3) Syria continues to provide safe haven and support for several groups that engage in terrorism, according to the Department of State's "Patterns of Global Terrorism" report for 1996.

(4) Syria was listed by the Department of State as a country that does not cooperate in the war on drugs.

(5) Syria has not signed the Chemical Weapons Convention, and numerous reports indicate that Syria has increased the production and level of sophistication of chemical weapons. Reports also indicate that such unconventional warheads have been loaded on SCUD-type ballistic missiles with the range to reach numerous targets in friendly nations, such as Israel, Turkey, and Jordan.

(6) Syria routinely commits a wide array of serious human rights violations, and according to a recent Human Rights Watch report, is engaging in the abduction of Lebanese citizens and Palestinian refugees in Lebanon.

(7) Several reports indicate that Syria knowingly allowed the explosives used in the June 1996 Dharan bombing, which killed 19 United States service personnel, to pass through Syria from Lebanon to Saudi Arabia.

(8) More than 20 trips by former Secretary of State Christopher to Damascus, a meeting between President Clinton and Syrian President Hafez Assad, and a Department of State-sponsored intensive negotiation session at Wye Plantation were all unsuccessful in convincing Syria to make peace with Israel. At the same time, most reports indicated that Israel was prepared to make substantial concessions of land in exchange for peace.

(9) According to the Central Intelligence Agency World Fact Book of 1995, petroleum comprises 53 percent of Syrian exports.

(10) By imposing sanctions against the Syrian petroleum industry, the United States can apply additional pressure against Syria to press the Assad regime to change its dangerous and destabilizing policies.

(b) POLICY.—It is the sense of the Congress that the United States should consider applying to Syria sanctions which are currently enforced against Iran and Libya under the Iran and Libya Sanctions Act of 1996 if

the Government of Syria does not eliminate its dangerous and destabilizing policies.

Mr. ENGEL (during the reading). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD.

The CHAIRMAN pro tempore. Is there objection to the request of the gentleman from New York?

There was no objection.

Mr. ENGEL. Mr. Chairman, this is a sense of Congress resolution that given Syria's extremist and dangerous policies, that I firmly believe the time has come for the U.S. to consider applying to Syria sanctions which are currently enforced against Iran and Libya in the Iran-Libya Oil Sanctions Act of 1996. The fact is that these penalties ought to be applied to Syria because Syria remains in a state of war with Israel and maintains large numbers of heavily armed forces near the border with Israel. Syria occupies Lebanon with almost 40,000 troops and maintains undue influence on all aspects of the Lebanese government and society to the detriment of the Lebanese people. Syria continues to provide safe haven and support for several groups that engage in terrorism.

According to the State Department's patterns of global terrorism report for 1996, the fact that Syria is one of the nations that support terrorism is undisputed, and that is why there are restrictions upon U.S. citizens' travel to Syria. Syria was also listed by the U.S. State Department as a country that does not cooperate in the war on drugs, and indeed the problem that we have here in the United States with regards to drug addiction, much of it can be laid at the doorstep of Syria.

Syria, moreover, has not signed the Weapons Convention, and numerous reports indicate that Syria has increased the production and level of sophistication of chemical weapons. Reports also indicate that such unconventional warheads have been loaded on SCUD type ballistic missiles with the range to reach numerous targets in friendly nations, such as Israel, Turkey and Jordan.

Syria routinely commits a wide array of serious human rights violations and, according to a recent Human Rights Watch report, is engaging in the abduction of Lebanese citizens and Palestinian refugees in Lebanon. Several reports indicate that Syria knowingly allowed the explosives used in the June 1996 Dharan bombing in Saudi Arabia which killed 19 United States service personnel to pass through Syria from Lebanon to Saudi Arabia. That is how it was able to happen.

More than 20 trips by former Secretary of State Christopher to Damascus, Syria, a meeting between President Clinton and Syrian President Hafez Assad and the State Department-sponsored intensive negotiation session at Wye Plantation were all unsuccessful in convincing Syria to make peace with Israel. At the same time, most reports indicate that Israel was prepared

to make substantial concessions of land in exchange for peace.

According to the CIA World Fact Book of 1995, petroleum comprises 53 percent of Syrian exports. So if we really want to send a message to Syria and hit them where it hurts, this is where we can do the most damage. By imposing sanctions against the Syrian petroleum industry, the U.S. could apply additional pressure against Syria to press the Assad regime to change its dangerous and destabilizing policies.

I think that clearly when we are talking about Middle East peace, when we are talking about terrorism, and we are talking about the war on drugs, and we are talking about all the things to which this country is committed to help with Syria has been one of the biggest obstacles to peace in the Middle East, the biggest obstacles to combating the scourge of terrorism, the biggest obstacles in trying to curb drug addiction. Moreover, Syria maintains ties with terrorist states and works to the detriment of U.S. foreign policy and U.S. interests abroad.

So it is for all these reasons, Mr. Chairman, that I think it is very, very important, the time has come for the U.S. to consider applying to Syria sanctions which are currently enforced against Iran and Libya in the Iran-Libya Oil Sanctions Act of 1996. The same types are going against U.S. interests that Iran and Libya have done; Syria has been there as well.

Again, no matter what the United States has tried to do in foreign policy in these fields which I mentioned, Syria has been the most uncooperative nation, so I believe that this Congress ought to go on record as a sense of Congress resolution to say that we are tired of Syria's nonsense, we are not going to stand idly by, that if we are going to apply all sanctions upon Iran and Libya due to their terrorist and extremist policies Syria ought to be treated no differently.

The CHAIRMAN pro tempore. The question is on the amendment offered by the gentleman from New York [Mr. ENGEL].

The question was taken; and the Chairman pro tempore announced that the ayes appeared to have it.

Mr. ENGEL. Mr. Chairman, I demand a recorded vote.

The CHAIRMAN pro tempore. Pursuant to House Resolution 159, further proceedings on the amendment offered by the gentleman from New York [Mr. ENGEL] will be postponed.

Are there any other amendments?

AMENDMENT OFFERED BY MR. LAZIO OF NEW YORK

Mr. LAZIO of New York. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. LAZIO of New York: At the end of title XVII (relating to foreign policy provisions) insert the following:

SEC. 1717. SENSE OF CONGRESS REGARDING COMPLIANCE WITH CHILD AND SPOUSAL SUPPORT OBLIGATIONS BY UNITED NATIONS PERSONNEL.

(a) SENSE OF CONGRESS.—It is the sense of the Congress that—

(1) all United Nations staff, including diplomats, should comply with binding United States Federal, State, and local court orders regarding child and spousal support obligations;

(2) the internal regulations of the United Nations allows—

(A) the United Nations to release staff salary information to the courts in spousal and child support cases;

(B) the Secretary General to authorize deduction of dependency related allowances from staff salary;

(C) the United Nations to cooperate with appropriate authorities to facilitate proper legal or judicial resolution of the family's claim.

(b) CONGRESSIONAL STATEMENT.—The Secretary of State should urge the United Nations to fully comply with regulations regarding compliance with child and spousal support obligations by United Nations personnel, in a timely manner and to the fullest extent possible.

(c) LIMITATION ON PAYMENT OF ARREARAGES TO THE UNITED NATIONS.—Notwithstanding any other provision of this Act, of funds appropriated for the payment of United States arrearages to the United Nations out of funds authorized to be appropriated by this Act, \$10,000,000 shall not be available until the Secretary of State certifies that—

(1) the United Nations is actively enforcing child and spousal support payments in compliance with Federal, State, and local court orders; and

(2) the United Nations is actively reforming its pension policy, making the United Nations pension fund subject to Federal, State, or local court orders of spousal or child support.

Mr. LAZIO of New York (during the reading). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD.

The CHAIRMAN pro tempore. Is there objection to the request of the gentleman from New York?

There was no objection.

□ 2200

Mr. LAZIO of New York. Mr. Chairman, we have a chance tonight to help the United Nations enforce its own rules.

We have passed strict reforms in Congress to ensure that our citizens in America fulfill their obligations to their children and their spouses, yet many children and former spouses living in New York have not received the basic support they need to survive. As a matter of fact, I should extend that to my neighboring States of Connecticut and New Jersey as well. Their spouses are not bound by our laws to provide or even to furnish the courts with the salary information needed to process their claims. They are able to avoid responsibility simply because they are employed by the United Nations.

In most family support cases, a family who fails to comply with court orders could have their wages garnished. They may even face jail time. But this is not the case, however, with U.N. staff. Until 1994, the United Nations would not release any information regarding the salary of its employees. Even with the court order of support,

spouses and children were left without payment and without recourse. In effect, the United Nations staffers living in New York had no obligations to their families. Lacking any legal remedy, their spouses and children were simply abandoned in American cities.

In 1994 the United Nations finally issued a directive encouraging employees to address their personal obligations, yet the United Nations has been dragging its feet in providing family courts with salary information and in taking action against its employees. The U.N. Family Rights Committee, a volunteer organization based in New York, is currently addressing over 40 cases of women having difficulty obtaining support. Clearly, these regulations need stronger enforcement.

While the Family Rights Committee has made some progress, people whose spouses have retired from the United Nations still have absolutely no recourse. The United Nations' pensions are still completely immune from court orders, and the United Nations Joint Staff Pension Fund refuses to divulge any information regarding pension payments. I might add, Mr. Chairman, in a recent inquiry to one of the staffers as to why that occurs, the answer was that the people over there were old and in their old ways. Totally unacceptable.

Women divorced from a retired United Nations employee legally entitled to support are left virtually stranded. We can expect no less, no less from the United Nations than we expect of our own citizens.

This amendment directs the United Nations to comply with its own internal rules regarding family support and to apply those rules to its pension policy, allowing U.S. courts and former spouses some recourse once a U.N. official has retired. Further, it limits the payment of U.S. arrearages to the United Nations until the Secretary of State can certify that the U.N. is making these reforms, bringing the standards of the U.N. in line with those of the United States. I understand that the Members of the minority had some concerns with this, so we have tried to narrow the scope of this.

Congress has tried to ensure that U.S. citizens meet their responsibilities, and we must not accept less from the staff of the United Nations. We expect the U.N. staff to be held to the highest standards of competence, efficiency, and integrity in their professional conduct. We should expect it in their personal conduct as well. In short, the United States Congress cannot support a United Nations that does not support its own family.

Mr. SMITH of New Jersey. Mr. Chairman, I move to strike the last word.

Mr. Chairman, I want to applaud the gentleman from New York [Mr. LAZIO] for his fine amendment. I think he helps the issue of deadbeat dads or parents and will, I think, make a very strong statement to the U.N. simply to enforce their own regulations. They

ought to be a shining example rather than something other than that. So I think he does a very good service, and the linkages to arrearages could not come at a better time. So I rise in strong support of the amendment.

Mr. CAPPS. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I want to commend the gentleman for the work he has put into this amendment. We all recognize that there is a strong desire in Congress for greater accountability for U.N. staff, a great need for U.N. reform. We also agree that U.N. employees should comply with and meet their family obligations. But the real question is, what is the best way to promote such policy?

I and we do not think that withholding our U.N. arrears is the most effective way to promote such actions by U.N. employees. We also suspect that there are thorny legal issues that need to be dealt with here regarding the ability of the United States courts to compel compliance by international civil servants.

So I would ask the gentleman to withdraw the amendment and urge him to bring this concern to the bipartisan bicameral United Nations Working Group under the leadership of Senator TRENT LOTT. Clearly, this is a serious issue that needs to be addressed, but I believe that that would be the most appropriate context and framework for addressing this issue.

Mr. LAZIO of New York. Mr. Chairman, will the gentleman yield?

Mr. CAPPS. I yield to the gentleman from New York.

Mr. LAZIO of New York. Mr. Chairman, I would just remind the gentleman from California [Mr. CAPPS], who I have a great deal of respect for, the fact is that this is the United Nations' own rules. We are asking them to enforce their own rules.

Up until 1994, they did not even cooperate with the least amount of information that is needed to try and provide for this collection so that spouses and children could survive on the streets. It is a matter of, I think, basic ethics and morality.

I think it is absolutely the right position for America to have to expect that U.N. employees living in America should respect their own family obligations, and this is not a situation that is new; it is something that has been complained about for quite some time. As a matter of fact, there is a whole organization, a volunteer organization that has been developed in response to the United Nations policies with respect to this.

We have tried to narrow the scope of this amendment so that only \$10 million can be held back in response to some of the concerns that the gentleman has, which I understand, but without this leverage, more spouses and more children are going to be left out there holding the bag. And that should not be acceptable to this House.

Mr. CAPPS. Mr. Chairman, reclaiming my time, I understand the gentle-

man's concern, but in order to proceed in proper order, since we already have a bipartisan, bicameral working group under the leadership of Senator LOTT dealing with a wide variety of U.N. issues, I would prefer that this matter be placed on their agenda and dealt with in that fashion, because it is inter-related to other issues with which that committee is dealing.

The CHAIRMAN pro tempore (Mr. DICKEY). The question is on the amendment offered by the gentleman from New York [Mr. LAZIO].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. PALLONE

Mr. PALLONE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. PALLONE: At the end of title XVII (relating to foreign policy provisions) insert the following new section:

"SEC. 1717. SENSE OF CONGRESS REGARDING DEVELOPMENT OF AZERBAIJAN'S CASPIAN SEA PETROLEUM RESERVES.

"It is the sense of the Congress that—

"(1) the President should seek cooperation from the governments of Armenia, Azerbaijan, and Turkey, as well as private companies with an interest in developing Azerbaijan's Caspian Sea petroleum reserves, to encourage the construction of a pipeline route from Azerbaijan through Armenia that could reach Turkey and Mediterranean sea ports; and

"(2) such a route for a pipeline should in no way prejudice other trans-Caucasus pipeline routes, but would help to promote stability and economic growth in the Caucasus region, improving relations between neighboring countries and the United States."

Mr. PALLONE. Mr. Chairman, I am submitting this amendment on behalf of myself and my colleague, the gentleman from California [Mr. RADANOVICH].

The amendment simply recognizes the importance to U.S. national interests of promoting regional cooperation between Armenia, Azerbaijan and Turkey. Encouraging the construction of an oil pipeline from Azerbaijan through Armenia to Turkish ports is a tangible way to support regional cooperation.

The Caspian Sea area has been identified as one of the world's most abundant sources of oil. Given the need to decrease U.S. energy dependence on Middle Eastern oil, it makes sense for the United States to promote the development of this resource. Indeed, U.S. oil companies are already involved in this process.

Mr. Chairman, to be a commercially viable resource, the oil has to be transported to world markets. The most logical way to bring the oil to the outside world is via an overland pipeline from the source to Mediterranean ports in Turkey. The most direct route would pass through the Republic of Armenia.

Alternative pipeline routes have been proposed. I want to stress, Mr. Chairman, that this amendment would in no way prejudice these other routes. Indeed there are likely to be and could be other routes. Armenia, as a stable democratic region, would be able to safely maintain the stretch of pipeline

stretching through its territory. In addition, giving the three neighboring countries a shared stake in the maintenance of the pipeline would improve confidence and cooperation in this troubled region and help provide economic benefits, I believe, to all of the nations and the Caucasus.

Given the important role that the U.S. is playing in developing this resource, we believe it makes sense for Congress to go on record in support of encouraging the Azerbaijan-Armenia-Turkey pipeline route.

As is indicated in my discussion of the previous amendment dealing with Armenia, the tensions in the Caucasus region frequently generate emotional rhetoric. We have tried very carefully, Mr. Chairman, to craft language that is straightforward and noncontroversial in this case.

Mr. SMITH of New Jersey. Mr. Chairman, I rise in support of the amendment.

Mr. Chairman, I rise in support of the amendment offered by the gentleman from New Jersey [Mr. PALLONE], my friend and colleague, and the gentleman from California [Mr. RADANOVICH]. I share their interest to see a pipeline leave the Caspian Sea region and cross the Caucasus and Turkey to reach the Mediterranean. The energy reserves of the Caspian region and of central Asia may prove vital to the U.S. and its allies in the course of the next few decades.

However, it is also important for the independence of the states of those two regions that some of the pipelines that will be built to export that energy follow routes outside the control of Russia. Frankly, there have been too many indications that Russia has tried to employ its control of the existing export pipelines to place political pressure on the other independent states of the former Soviet Union. And circumstances in surrounding areas such as the conflict in Afghanistan and the vast distances and high mountains of China have made it difficult to complete new export pipelines quickly.

Mr. Chairman, I also support this amendment because I do not want to see the energy-exporting countries of the Caucasus and central Asian regions forced to build pipelines across the territory of Iran due to the instability and the conflict in the Caucasus and due to the Russian manipulation of existing pipelines. Iran is a state sponsor of terrorism, and the more hard currency it makes by shipping oil and gas across its territory, the more the U.S. will have to guard against it. The answer is to build a major pipeline across Turkey to the Mediterranean. Perhaps such a pipeline, if it were to cross Armenia or Georgia, would also prove a means of ensuring stability for all of the countries of the Caucasus region. I support the amendment.

Mr. CAPPS. Mr. Chairman, I move to strike the last word.

Mr. Chairman, I rise in support of the amendment. It is a constructive

amendment. I commend the gentleman from New Jersey and the gentleman from California for offering it.

It is in the interests of these three countries to work toward peace, and peace will bring economic benefits. The peaceful development of Caspian-based oil fields and pipelines in our judgment and in my judgment will benefit all parties. So I urge support for the amendment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New Jersey [Mr. PALLONE].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. CONDIT

Mr. CONDIT. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CONDIT:

After division B, insert the following new division C (and conform the table of contents accordingly):

**DIVISION C—FOREIGN AID REPORTING
REFORM ACT OF 1997**

SEC. 2001. SHORT TITLE.

This division may be cited as the "Foreign Aid Reporting Reform Act of 1997".

SEC. 2002. ANNUAL FOREIGN ASSISTANCE JUSTIFICATION REPORT.

(a) IN GENERAL.—In conjunction with the submission of the annual requests for enactment of authorizations and appropriations for foreign assistance programs for each fiscal year, the President shall submit to the Congress a single report containing—

(1) an integrated justification for all foreign assistance programs proposed by the President for the coming fiscal year; and

(2) an assessment of when the objectives of those programs will be achieved so that the assistance can be terminated.

(b) SPECIFIC INFORMATION TO BE PROVIDED.—Each such report shall include the following:

(1) INFORMATION REGARDING A FOREIGN ASSISTANCE PROGRAM GENERALLY.—For each foreign assistance program taken as a whole—

(A) the total amount of assistance proposed to be provided under that program;

(B) the justification for that amount;

(C) the objectives that assistance under that program is intended to achieve;

(D) an explanation of the relationship of assistance under that program to assistance under other foreign assistance programs; and

(E) the President's estimation of the date by which the objectives of that program will be achieved and the program terminated.

(2) INFORMATION REGARDING SPECIFIC ASSISTANCE RECIPIENTS.—For each country or organization which is a proposed recipient of assistance under any foreign assistance program—

(A) the amount of each type of assistance proposed;

(B) the justification for providing each such type of assistance;

(C) the objectives that each such type of assistance is intended to achieve;

(D) an explanation of the relationship of each type of assistance proposed to other types of assistance proposed for that recipient; and

(E) the President's estimation of the date by which the objectives of assistance for such recipient under each foreign assistance program will be achieved and assistance under that program to that recipient terminated.

The information required by subparagraphs (A) through (E) shall be provided on a recipient-by-recipient basis.

(3) INFORMATION REGARDING CENTRALLY-FUNDED PROGRAMS.—For each centrally-funded program under a foreign assistance program—

(A) the amount proposed for such program;

(B) the justification for such program;

(C) the objectives each such program is intended to achieve;

(D) an explanation of the relationship of such program to other types of assistance proposed under that foreign assistance program and under other foreign assistance programs; and

(E) the President's estimation of the date by which the objectives of such program will be achieved and such program terminated.

SEC. 2003. REQUIREMENT FOR CONGRESSIONAL EXPLANATION OF PROPOSED CHANGES TO THE PRESIDENT'S FOREIGN ASSISTANCE BUDGET.

Any committee of the House of Representatives or any committee of the Senate reporting legislation authorizing the enactment of new budget authority for, or providing new budget authority for, foreign assistance programs shall, to the maximum extent feasible, include in the report accompanying that legislation an explanation for any change proposed by that committee—

(1) in the total amount of new budget authority authorized or provided (as the case may be) for any foreign assistance program as compared to the amount proposed by the President; or

(2) in the amount of assistance for any specific recipient of assistance, or for any centrally-funded program, under any foreign assistance program as compared to the amount proposed by the President.

SEC. 2004. DEFINITION OF FOREIGN ASSISTANCE PROGRAMS.

As used in this chapter, the term "foreign assistance program" includes—

(1) any program of assistance authorized by the Foreign Assistance Act of 1961 (such as the development assistance program, the economic support fund program, and the international military education and training program) or authorized by the African Development Foundation Act, section 401 of the Foreign Assistance Act of 1969 (relating to the Inter-American Development Foundation), or any other foreign assistance legislation;

(2) any program of grant, credit, or guaranty assistance under the Arms Export Control Act;

(3) assistance under the Migration and Refugee Assistance Act of 1962;

(4) assistance under any title of the Agricultural Trade Development and Assistance Act of 1954;

(5) contributions to the International Monetary Fund;

(6) contributions to the International Bank for Reconstruction and Development, the International Development Association, or any other institution within the World Bank group; and

(7) contributions to any regional multilateral development bank.

Mr. CONDIT (during the reading). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD.

The CHAIRMAN. Is there objection to the request of the gentleman from California?

There was no objection.

PARLIAMENTARY INQUIRY

Mr. MENENDEZ. Mr. Chairman, parliamentary inquiry.

The CHAIRMAN pro tempore. The gentleman will state it.

Mr. MENENDEZ. Mr. Chairman, may I ask, are we still on title XVII?

The CHAIRMAN. The gentleman is correct.

Mr. CONDIT. Mr. Chairman, this amendment requires the President to prepare a yearly comprehensive report justifying all foreign aid requests and reporting on whether the existing assistance programs are meeting their objectives, and when they can be terminated or graduated.

The amendment also requires the committee of the Congress to make in their report a similar explanation, a comprehensive justification for their foreign assistance request.

This is a pretty straightforward bill. It is about accountability requiring us in the House and the administration to let us know how we are spending our foreign aid money and whether or not we are achieving our objectives with those programs.

I would in addition like to thank the gentleman from New Jersey [Mr. SMITH] for his tolerance and for allowing me the opportunity to introduce this amendment tonight, as well as my colleague from California.

Mr. SMITH of New Jersey. Mr. Chairman, I rise in support of the amendment.

I would like to congratulate the gentleman on his very fine amendment. The majority has looked at it very carefully. We like it. We think it will help the bill, so I thank him for his contribution to this legislation.

Mr. CAPPS. Mr. Chairman, I move to strike the last word.

I simply want to commend the gentleman from California [Mr. CONDIT] on an excellent amendment. This, when passed, will provide useful information, and I stand wholeheartedly in support of it.

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The CHAIRMAN pro tempore. The question is on the amendment offered by the gentleman from California Mr. CONDIT.

The amendment was agreed to.

The CHAIRMAN pro tempore. Are there any further amendments?

AMENDMENT OFFERED BY MR. MENENDEZ

Mr. MENENDEZ. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. MENENDEZ:

At the end of the bill add the following (and conform the table of contents accordingly):

**DIVISION C—MISCELLANEOUS
PROVISIONS**

SEC. 2001. ACTIVITIES AND PROGRAMS IN LATIN AMERICA AND THE CARIBBEAN REGION AND ASIA AND THE PACIFIC REGION.

Of the amount made available for assistance for a fiscal year under sections 103 through 106 of the Foreign Assistance Act of 1961 (22 U.S.C. 2151a through 2151d), including assistance under section 104(c) of such Act (22 U.S.C. 2151b(c)), the amount made available for activities and programs in Latin America and the Caribbean region and the Asia and the Pacific region should be in at least the same proportion to the total amount of such assistance made available as the amount identified in the congressional

presentation documents for development assistance for the fiscal year for each such region is to the total amount requested for development assistance for the fiscal year.

Mr. MENENDEZ (during the reading). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD.

The CHAIRMAN pro tempore. Is there objection to the request of the gentleman from New Jersey?

There was no objection.

Mr. MENENDEZ. Mr. Chairman, this amendment is straightforward. It was adopted in the original committee bill that came before the Committee on Rules. This language which I seek to include was included in the foreign operations appropriations bill last year. It creates no increase in authority or money, but simply put, it is a firewall to protect development assistance funds for Latin America and Asia from being reprogrammed.

The Asia and the Pacific region is home to 60 percent of the world's population and 75 percent of the world's poor. Since 1993, the Latin American, Caribbean, Asian, and Pacific regions have taken drastic funding cuts. Development assistance to Latin America and the Caribbean region dropped nearly in half, to half the level, which does not, I believe, reflect the commitment of this Congress or the government to the region.

Simply because of its proximity, Latin America should always be considered a priority region for the United States. The political and economic problems of the region manifest themselves in problems which affect our country and our future here at home: illegal immigration, narcotics trafficking.

As I listen to Members speak about the impact of immigration and drugs in our country, I cannot help but think our efforts to combat these problems at their root are insufficient. With 50 percent of Latin America and the Caribbean living below the poverty line, we will not see a decline in illegal immigration as long as the economic outlook to our south remains depressed.

Similarly, we cannot expect a decline in the drug trade when the reality for many poor and rural farmers is that cocoa is the only crop by which they support and feed their families. We need to create an alternative. Development assistance in the context of economic development, agricultural development, and education works to combat the problems which plague the streets of America.

Instead of fighting a war of words, we would be better served by a forward-looking policy toward these countries which includes enhanced development assistance.

Latin America is an important economic and trade partner. Democracy has swept through the region. Today only one country, Cuba, remains outside of that hemispheric commitment to democracy and free trade. In view of those facts, in view that Mickey

Kantor has told us when he was the Trade Representative that Latin American trade between the United States and Latin America equaled trade to the entire Pacific Rim minus Japan, it tells us what we should be doing.

So if Members support business, they seek to create jobs, promote economic growth, if they oppose illegal immigration and narcotics trafficking, they should support this amendment, which again simply puts a firewall to protect development assistance for Latin America and Asia from being reprogrammed, creates no new increase in authority or money, but makes sure that we are engaged with an important region of the world.

Mr. SMITH of New Jersey. Mr. Chairman, I move to strike the last word.

Mr. Chairman, I want to commend my friend for his amendment. I served as ranking member of the Subcommittee on the Western Hemisphere for a couple of terms. It was very apparent that Latin America often got short-shrifted and did not get its fair share of developmental aid.

In the heyday of the Nicaraguan and El Salvadoran crisis, the Contras and all of that, all of a sudden everybody cared about Central America. When that was over, it seemed a lot of people just wanted to look elsewhere. I think the amendment is a good step in the right direction, and in Asia as well. I thank the gentleman for his amendment.

The CHAIRMAN pro tempore. The question is on the amendment offered by the gentleman from New Jersey Mr. MENENDEZ.

The amendment was agreed to.

AMENDMENT OFFERED BY MR. SMITH OF NEW JERSEY

Mr. SMITH of New Jersey. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. SMITH of New Jersey:

Insert at the end of the bill the following new title:

TITLE . UNITED STATES POLICY WITH RESPECT TO FORCED ABORTION AND FOREIGN ORGANIZATIONS THAT PERFORM OR PROMOTE ABORTION

SEC. . FOREIGN ORGANIZATIONS THAT PERFORM OR PROMOTE ABORTION.

Section 104 of the Foreign Assistance Act of 1961, Public Law 87-195, is amended by the addition of the following subsection:

“(h) RESTRICTION ON ASSISTANCE TO FOREIGN ORGANIZATIONS THAT PERFORM OR ACTIVELY PROMOTE ABORTIONS.—

“(i) PERFORMANCE OF ABORTIONS.—

“(a) Notwithstanding section 614 of this Act or any other provision of law, no funds appropriated for population planning activities or other population assistance may be made available for any foreign private, non-governmental, or multilateral organization until the organization certifies that it will not, during the period for which the funds are made available, perform abortions in any foreign country, except where the life of the mother would be endangered if the pregnancy were carried to term or in cases of forcible rape or incest.

“(b) Paragraph (a) may not be construed to apply to the treatment of injuries or illnesses caused by legal or illegal abortions or

to assistance provided directly to the government of a country.

“(2) LOBBYING ACTIVITIES.—

“(a) Notwithstanding section 614 of this Act or any other provision of law, no funds appropriated for population planning activities or other population assistance may be made available for any foreign private, non-governmental, or multilateral organization until the organization certifies that it will not, during the period for which the funds are made available, violate the laws of any foreign country concerning the circumstances under which abortion is permitted, regulated, or prohibited, or engage in any activity or effort to alter the laws or governmental policies of any foreign country concerning the circumstances under which abortion is permitted, regulated, or prohibited.

“(b) Paragraph (a) shall not apply to activities in opposition to coercive abortion or involuntary sterilization.

“(3) The prohibitions of this subsection apply to funds made available to a foreign organization either directly or as a subcontractor or sub-grantee, and the required certifications apply to activities in which the organization engages either directly or through a subcontractor or sub-grantee.”

SEC. . FORCED ABORTION IN THE PEOPLE'S REPUBLIC OF CHINA.

Section 301 of the Foreign Assistance Act of 1961, Public Law 87-195, is amended by the addition of the following new subsection:

“(i) LIMITATION RELATING TO FORCED ABORTIONS IN THE PEOPLE'S REPUBLIC OF CHINA.— Notwithstanding section 614 of this Act or any other provision of law, no funds may be made available for the United Nations Population Fund (UNFPA) in any fiscal year unless the President certifies that (1) UNFPA has terminated all activities in the People's Republic of China, and the United States has received assurances that UNFPA will conduct no such activities during the fiscal year for which the funds are to be made available; or (2) during the 12 months preceding such certification there have been no abortions as the result of coercion associated with the family planning policies of the national government or other governmental entities within the People's Republic of China. As used in this section the term “coercion” includes physical duress or abuse, destruction or confiscation of property, loss of means of livelihood, or severe psychological pressure.”

Mr. SMITH of New Jersey (during the reading). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD.

The CHAIRMAN pro tempore. Is there objection to the request of the gentleman from New Jersey?

There was no objection.

Mr. SMITH of New Jersey. Mr. Chairman, I move that the Committee do now rise.

The motion was agreed to.

Accordingly, the Committee rose; and the Speaker pro tempore (Mr. COOKSEY) having assumed the chair, Mr. DICKEY, Chairman pro tempore of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 1757) to consolidate international affairs agencies, to authorize appropriations for the Department of State and related agencies for fiscal years 1998 and 1999, and for other purposes, had come to no resolution thereon.