

continued. It is not as broad as amendments which are already a part of this bill for other States.

Mr. President, with the permission of the other Senator from Washington, I will yield back the remainder of our time.

Mr. SMITH. Mr. President, I move to table the amendment and I ask for the yeas and nays.

The PRESIDING OFFICER. Is there a sufficient second?

There is a sufficient second.

The yeas and nays were ordered.

The PRESIDING OFFICER. The question is on agreeing to the motion. The yeas and nays have been ordered. The clerk will call the roll.

The legislative clerk called the roll.

Mr. LOTT. I announce that the Senator from Oklahoma [Mr. INHOFE] is necessarily absent.

The PRESIDING OFFICER (Mr. THOMAS). Are there any other Senators in the Chamber who desire to vote?

The result was announced—yeas 54, nays 45, as follows:

[Rollcall Vote No. 168 Leg.]

YEAS—54

Abraham	Dole	McConnell
Ashcroft	Faircloth	Moynihan
Baucus	Frist	Murkowski
Biden	Gramm	Nunn
Bingaman	Grams	Packwood
Bond	Gregg	Pell
Bradley	Hatch	Pressler
Brown	Hatfield	Reid
Burns	Heflin	Robb
Campbell	Hutchison	Roth
Chafee	Kassebaum	Santorum
Coats	Kempthorne	Simpson
Cohen	Kerrey	Smith
Coverdell	Kyl	Snowe
Craig	Lautenberg	Specter
D'Amato	Lieberman	Thomas
DeWine	Lugar	Thurmond
Dodd	McCain	Warner

NAYS—45

Akaka	Ford	Levin
Bennett	Glenn	Lott
Boxer	Gorton	Mack
Breaux	Graham	Mikulski
Bryan	Grassley	Moseley-Braun
Bumpers	Harkin	Murray
Byrd	Helms	Nickles
Cochran	Hollings	Pryor
Conrad	Inouye	Rockefeller
Daschle	Jeffords	Sarbanes
Domenici	Johnston	Shelby
Dorgan	Kennedy	Simon
Exon	Kerry	Stevens
Feingold	Kohl	Thompson
Feinstein	Leahy	Wellstone

NOT VOTING—1

Inhofe

So the motion to table the amendment (No. 1079) was agreed to.

Mr. CHAFEE. Mr. President, I move to reconsider the vote.

Mr. BAUCUS. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mrs. FEINSTEIN. Mr. President, I would like to express my deep dismay over the defeat of the Murray-Gorton amendment.

Frankly, it was my intention if the Murray-Gorton amendment were successful, to move an amendment which would be a slight change to take California's situation into consideration.

I cannot help but note that there have been a number of specific amendments to deal with a number of States.

Nine States have received some preferential treatment in this bill. For my State, and I speak for Senator BOXER, as well, California has a unique situation.

We have a State law which mandates a 50-percent reduction in solid waste by the year 2000. How can a State do that if it does not have some flow control over its waste?

Eight local governments in my State, based on last year's bill, made agreements and incurred debts totaling \$125 million which are unaddressed by this bill. Those counties are very concerned.

The California Association of Counties had asked that if the Gorton-Murray amendment were successful, an amendment be introduced based on that amendment which would clarify certain gray areas in the bill. The gray areas are contracts and franchises that have been consummated after the grandfather date, but based on last year's bill.

I very much regret that these issues are not taken into consideration, particularly by a Congress that is very concerned about States' rights.

I, for one, and Senator BOXER as well, will have to vote against this bill, based on the fact that we believe our State is seriously disadvantaged by it. I yield the floor.

Mr. CHAFEE. Mr. President, I gather from what the Senator said she, therefore, will not proceed with the amendment?

We had a reserve amendment slot for the Senators from California, and I gather the Senators will not proceed on that.

Mrs. FEINSTEIN. If I could have a couple of minutes to think about this I would appreciate it.

Mr. BAUCUS. Mr. President, what is the regular order?

The PRESIDING OFFICER. The bill is open to amendment.

AMENDMENT NO. 1083

Mr. CHAFEE. Mr. President, I send an amendment to the desk on behalf of Senator KEMPTHORNE, and I ask for its immediate consideration.

The PRESIDING OFFICER. The clerk will report.

The bill clerk read as follows:

The Senator from Rhode Island [Mr. CHAFEE], for Mr. KEMPTHORNE, proposes an amendment numbered 1083.

Mr. CHAFEE. Mr. President, I ask unanimous consent further reading be dispensed.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

On page 35, line 5, after the word "agreements", insert the words, "or permits authorizing receipt of out-of-State municipal solid waste".

On page 45, lines 15 and 16, after the word, "tax", strike the words, "assessed against or voluntarily"; on lines 16 and 17, after the word, "subdivision", insert the following: ", or to the extent that the amount of the surcharge is offset by voluntarily agreed payments to a State or its political subdivision".

Mr. CHAFEE. Mr. President, this is a technical amendment that has been cleared with the other side.

Mr. BAUCUS. Mr. President, the Senator is correct.

We have reviewed this amendment and we find it acceptable.

The PRESIDING OFFICER. Is all time yielded back?

Mr. CHAFEE. All time is yielded back.

The PRESIDING OFFICER. The question is on agreeing to the amendment.

The amendment (No. 1083) was agreed to.

Mr. CHAFEE. Mr. President, I move to reconsider the vote.

Mr. BAUCUS. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. CHAFEE. Mr. President, here is the situation now.

We have two more amendments that were provided for, and then we would hope be able to go to final passage. One is the Levin amendment and the other is the Domenici amendment. We are working on both of those.

Mr. BAUCUS. Mr. President, it is my understanding that the Levin amendment is withdrawn and Senator LEVIN will not offer his amendment.

Mr. CHAFEE. All right, that takes care of that.

I received word that the Senator from California will withdraw the so-called Boxer amendment.

Mr. BAUCUS. Mr. President, if the Senator will yield, that is my understanding.

Mrs. FEINSTEIN. Mr. President, that is correct.

Mr. CHAFEE. Now, Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The bill clerk proceeded to call the roll.

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

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. LEAHY. Mr. President, I understand the distinguished managers of the bill are in the process of working on what may come next. While that is going on, I ask unanimous consent I be permitted to speak in morning business. I assure the distinguished managers when they reach a point where they want to interrupt, I will yield.

The PRESIDING OFFICER. Without objection, it is so ordered.

IS AMERICA GOING TO LEAD?

Mr. LEAHY. Mr. President, there is an important question hanging over us like Damocles' sword today. It will loom over us as we consider the budget. It will confront us directly as we debate the reorganization of our foreign affairs agencies. The question is "Is America going to lead?"

This is not a question that keeps people awake at night anymore. After all,

people ask, "We won the cold war, didn't we? There is no longer any real threat to America's security, is there?"

Mr. President, there have been few times in history when the United States can less afford to be complacent. The world today is anything but a predictable, peaceful place. While we are fortunate that the military threat to our security has receded, it is more true today than ever that American prosperity is linked to conditions in the rest of the world.

Millions of American jobs depend upon persuading other countries to open their borders to U.S. exports, and helping them raise their incomes so they can afford to buy our exports. Ensuring that we have clean air and clean water depends upon international action to protect the environment. Keeping Americans healthy depends on joint action to fight the spread of infectious diseases in other countries. Imagine if we are unable to contain the recent outbreak of a deadly virus in Zaire—very quickly you would see Senators clamoring for more aid to stop it from reaching our shores.

Stemming the flow of illegal immigrants and refugees to the United States depends on promoting democracy and economic development in the countries from which the refugees are fleeing. These are just a few examples of why we continue to have an enormous stake in what happens in the rest of the world.

Fortunately, the United States, the only remaining superpower with the largest economy and the most powerful military, can influence what happens in the rest of the world.

But influence is not automatic. It requires effort, and it costs money.

Perhaps most important, the United States needs to maintain its leadership in and its financial contributions to the international organizations that make critical contributions to promoting peace, trade, and economic development. Organizations like the United Nations, the World Trade Organization, the International Monetary Fund and the World Bank, to name a few. These organizations are the glue that holds our international system together. They may not always act in precisely the way we would like, but they are dedicated to spreading the values that Americans hold dear—freedom, democracy, free enterprise, and competition.

The American people also want to help alleviate the suffering of people facing starvation or other calamities, like refugees fleeing genocide in Rwanda, or the hundreds of thousands of victims of landmines—the people who are injured and killed every 15 minutes around the clock, around the world, from the 80 to 100 million antipersonnel landmines spread in 60 to 65 countries.

Finally Mr. President, the polls show that most Americans believe we should help developing countries and countries making the transition from communism to democracy and market economics. It is through this aid that we

fight poverty, that we stabilize population growth, that we educate people who have never known anything except tyranny in the basics of representative government, and that we encourage countries to open their economies to trade and competition.

We do these things, not out of a sense of altruism, but because it is in our national interest. Yet, in the rush to reduce Federal spending, some are dismissing spending on international affairs as a luxury we cannot afford, or even a waste.

The United States cannot pay these costs alone, but no one is asking us to. The United States now ranks 21st among donors in the percentage of national income that it devotes to development assistance. Twenty-first. Right behind Ireland. We are not even the largest donor in terms of dollar amount anymore. Japan, which has a keen sense of what is in its national interest, has passed us. They passed the United States in this area. Do you think Japan is doing this out of a sense of altruism? Ha. They do it because they know it creates jobs and it helps their economy.

Six years ago, when I became chairman of the Foreign Operation Subcommittee, the foreign operations budget was \$14.6 billion. We cut that budget by 6.5 percent, not even taking into account inflation, while the remainder of the discretionary spending in the Federal budget increased by 4.8 percent. Those cuts were a calculated response to the end of the cold war. Foreign aid today is substantially less than it was during the Reagan and Bush administrations. Our entire foreign aid program, including funding for the Eximbank and foreign military financing and other activities that have as much to do with promoting U.S. exports as with helping other countries, today accounts for less than 1 percent of the total Federal budget.

We must recognize that there is a limit to how far we can cut our budget for international affairs, and still maintain our leadership position in the world. Just when many people thought U.S. influence was reaching new heights, we are seeing the ability of the United States to influence world events eroding.

This budget proposal amounts to a classic example of penny-wise and pound-foolish. Our allies are scratching their heads, wondering why the United States, with the opportunity to exercise influence in the world more cheaply than ever before, is turning its back and walking away.

We are inviting whoever else wants to—friend or foe—to step into the vacuum and pursue their interests at our expense.

Mr. President, the United States stands as a beacon of liberty and hope for people throughout the world. But we should be more than a beacon. A beacon is passive. We should be proactive, reaching out to defend our interests and to help our less fortunate

neighbors. We should continue to invest in the world. We should continue to lead.

If there is going to be a leader for democracy, if there is going to be a leader for economic development, if there is going to be a leader for human rights, if there is going to be a leader setting the goal, as an American I prefer that it be our country. And as a U.S. Senator I know of no country better suited to do that.

Mr. President, I want to say a few words about Republican proposals to reform the U.S. foreign affairs agencies. Senator HELMS, the distinguished chairman of the Senate Foreign Relations Committee, has launched a broad proposal to reform foreign policymaking in the Federal Government. This proposal includes provisions for completely restructuring the way we administer our foreign aid programs. Senator HELMS asserts that U.S. foreign policymaking has become so decentralized that it no longer serves the national interest. He proposes to merge most foreign affairs functions into the Department of State.

As the former chairman and now ranking Democrat on the Foreign Operations Subcommittee, I have had some opportunity to be involved in the U.S. Government's conduct of foreign policy, and I have some thoughts about Senator HELMS' proposal.

While I have long advocated better coordination among the executive branch agencies in foreign policymaking, I believe Senator HELMS' proposal would result in U.S. national interests being less well, not better, served.

Why is the Foreign Agricultural Service administered by the Department of Agriculture and not by the State Department? Because farmers know they can count on USDA to represent their interests better than the Department of State and all experiences have proven that.

Why, 15 years ago, did we take the commercial function away from the State Department and create a Foreign Commercial Service in the Department of Commerce? It was because State had for years neglected export promotion, sacrificed export interests to its foreign policy priorities, and treated its commercial officers as second-class employees. It was because the American business community was clamoring for something better, knowing that if we could increase our exports we would increase jobs here in the United States.

The reason we have separate foreign service bureaucracies is that many of our foreign policy interests are actually domestic policy interests that are best pursued abroad by technical experts from domestic policy agencies, not be foreign policy generalists from the State Department. I do not know about farmers from other States, but I can tell you that Vermont farmers are not at all anxious to see the State Department expand its influence over

U.S. foreign agricultural policy. They fear that shifting power from domestic agencies to the State Department will not strengthen representation of United States interests in United States policy but rather will strengthen representation of French interests and Argentine interests and Russian interests.

Let me focus on the specific question of restructuring America's foreign assistance program. I have been advocating reform of our foreign aid program ever since the fall of the Berlin Wall, so I welcome this opportunity for discussion of this issue.

Senator HELMS says that our foreign aid program should further our national interests. I absolutely agree. I do not know of anyone who disagrees.

But I do not agree with his definition of the problem. The problem is not that the Agency for International Development is ignoring America's national interests. The problem is that since 1961 when the Foreign Assistance Act was enacted, much of our foreign aid was allocated to winning allies in the fight against communism.

All you had to do was say, "I am anti-Communist, pro-American," no matter what kind of a dictator you were, money flowed to you.

Billions went to right-wing dictatorships with little or not commitment to democracy or improving the living conditions of their people, or even allowing business competition. Much of that aid failed by the standards we apply today. But it is unfair and disingenuous to judge AID's effectiveness today against the failures of the past when our goals were fundamentally different.

AID needs a new legislative mandate. We meet to get rid of cold war priorities and replace them with priorities for the 21st century.

The Secretary of State has full authority under statute to give policy direction to AID, and the State Department influences AID's activities every day. If AID's projects deviate from State Department policy, it is not because AID is out of control, it is because the people at State are not paying enough attention to what AID is proposing to do.

Senator HELMS also does not give sufficient credit to the Clinton administration for its efforts to improve AID performance. Over the past 2 years, we have seen dramatic progress at the Agency for International Development and the Treasury and State Departments in redefining our foreign aid priorities and focusing resources where they can achieve the most in advancing U.S. interests abroad, in spite of the constraints of an obsolete Foreign Assistance Act.

AID Administrator Brian Atwood has made extensive changes at AID. He initiated an agency-wide streamlining effort that has resulted in the closure of 27 missions and a reduction of 1,200 staff. He is installing state-of-the-art data processing systems that link headquarters in Washington with

project officers in the field in real time. This will ensure that information available at one end of the management pipeline is also available at the other, increasing efficiency and improving decisionmaking.

Mr. Atwood has decentralized decisionmaking so the people closest to problems have a full opportunity to design solutions. AID is improving its performance because, for the first time since the mid-1980's, it has hands-on leadership that is committed to making our foreign aid programs effective.

Can AID improve its management performance further? Yes. But would the State Department do better? I doubt it. I believe that abolishing AID and asking regional assistant secretaries at the State Department to manage its functions would be a serious mistake. These assistant secretaries are chosen for their expertise in broad foreign policy. Many do not have experience managing money and programs. And they are overworked now trying to deal with the daily emergencies and complexities of our political relationships with countries in their regions.

Even former Secretary of State Lawrence Eagleburger, a Republican whom I respect and whose counsel I have sought, expressed doubt about this proposal in his testimony before the Foreign Relations Committee on March 23. "The State Department is not well suited, either by historical experience or current bureaucratic culture, to assume many of these new responsibilities," Secretary Eagleburger said. And he was trying to be supportive of the Helms proposal.

I would put the matter a little less delicately: The State Department's specialty is making policy; it has never and probably never will manage programs well. Secretary Eagleburger offered the hope that, with every careful selection of Under Secretaries, it might do better. I am reluctant to trade a bureaucracy that is doing reasonably well and getting better at delivering foreign aid for one that has no competence on the outside chance that it might get better. If we disperse responsibility for foreign aid among assistant secretaries of State, I bet that we will start hearing more stories about misguided and failed projects, not fewer, and more questions about why we have foreign aid, not fewer.

AID today is performing a wide array of tasks that enjoy overwhelming support among the American people:

Every year, AID manages programs worth a billion dollars aimed at protecting the Earth's environment. Does protecting the Earth's forests, oceans, and atmosphere matter to us? Does it further our foreign policy interests? A century from now we are not going to have any foreign policy if we do not join with other countries today to protect the environment.

Every year, AID manages hundreds of millions of dollars in international health programs. Is this money wasted? We might as well ask whether AIDS and tuberculosis are infectious.

Every year, AID commits a large part of its budget to promoting free markets and democratic development in countries where the United States has important interests. This is not diplomacy. It is hands-on assistance that requires people with special expertise on the ground who can get the job done. Working with foreign governments and private organizations on the nuts and bolts of solving real problems. That is what AID does.

Mr. President, we have a strong need to rewrite the Foreign Assistance Act to redefine the framework for foreign aid. AID can continue to downsize and improve its efficiency. But we should not abolish an agency that is aggressively adapting itself to the changed world we live in and to the shrinking foreign aid budget.

Let me close with this, a personal observation.

I have served here during the administrations of President Ford, President Reagan, President Bush, and President Clinton. Each one of those, each President, Republican and Democrat alike, has come to Members of the Congress, Republican and Democrat alike, and sought bipartisan support on foreign policy. We follow the dictates of Senator Vandenberg that politics end at the water's edge.

We have had some major debates on this floor, and we have had major debates in the Cabinet room of the White House. But we have come together. We have observed a number of things, not the least of which is that the President of the United States is our chief foreign policy spokesperson.

Throughout all of my years in the Senate, it has been an unwritten rule that, when the President of the United States is abroad, when he is making foreign policy or conducting foreign policy, he receives support at home. If we disagree with him, we wait until he gets home and we tell him so. I am concerned, when the President of the United States recently went abroad for meetings in Russia and Ukraine, that many would not wait until he came back but had to take to the floors of the House and the Senate to criticize what he was doing. I think that is wrong. We never did that with President Bush. We never did that with President Reagan. We never did that with President Carter. We never did that with President Ford. And we never did that before I was here, to my knowledge, with other Presidents. It is wrong. It gives the wrong signal. It does not mean that we passively agree with everything and anything that any President says. Of course not. We wait until he at least gets back to the country to tell him so. We do not undermine him or say things here in this country that almost guarantees that he cannot be successful in the other country.

Frankly, Mr. President, the President of the United States and the

President of Russia ought to meet on a regular basis every year concerning the nuclear warheads of both sides. We should not set as a standard that the only time they can meet is if they come back with some enormous agreement. As a practical matter, that guarantees failure. They have to meet with or without agreement because there is too much at stake, and we ought to take the lessons of those Congresses in the past to at least let the President come home before we tell him we disagree with him. Let us not have foreign leaders when he is meeting with them see a cacophony of criticism coming, often from those who are not really fully informed of what is going on.

Mr. President, I thank my distinguished colleagues for allowing me to have this time.

I yield the floor.

INTERSTATE TRANSPORTATION OF MUNICIPAL SOLID WASTE ACT

The Senate continued with the consideration of the bill.

Mr. BAUCUS. Mr. President, we have now reached a point where the Senate is about to give our small towns the right to say no. I hope the House will follow suit quickly so that we can send the bill to the President this year.

We have debated this bill extensively. We have heard a lot of statistics. We have heard a lot about policy. So I would like to use a small example to remind the Senate of why this is so important.

Miles City, MT, is a small prairie town of 8,500 people on the Yellowstone River. Not too long ago, its people faced the prospect of what was probably a Noah's flood of garbage imports. A garbage entrepreneur from Minneapolis came out to look them over. He had a rather remarkable plan: Empty coal trains run out of Minneapolis. Each one of them has about 110 cars—open-roofed cars, 50 feet long, 10 feet wide, 11 feet high. He wanted to fill them to the brim with garbage and bring all that garbage to Miles City and dump it in Miles City. Think of it. A giant garbage snake over a mile long ripening in the sun for anywhere up to 5 days on the run out of Minneapolis, shedding rotten food, broken glass, and used diapers into the Yellowstone River at every bend in the track, steaming into town on a hot summer day with as much trash in one single trip as Miles City throws out in a whole year.

It is crazy; it is humiliating; and Miles City should have the right to say no. So far, the people of Miles City and their representatives in the Montana Legislature have been able to stop these plans. But, with no disrespect to the legislature, it is a weak reed.

Every time waste companies have challenged State laws restricting out-of-State waste, the State laws have been overturned by the courts. So we cannot rely on State legislatures. We need a Federal law. Without congress-

sional action, according to the Supreme Court, neither the people of Montana nor of any other State can stop these garbage trains.

Some interstate movement of garbage makes sense. In Montana, two towns have made arrangements to share landfills with western North Dakota towns and some trash from Wyoming areas of Yellowstone Park is disposed in Montana. These arrangements save money for the communities involved and shared regional landfills can be a policy that makes sense. But it only makes sense when the communities involved agree to it. No place should become an unwilling dumping ground. Nobody should have to take garbage they do not want from another community— not Miles City, not anybody.

This bill is a very good start, and I strongly support it. But like any other bill, it is not perfect. In particular, I am concerned that it would allow waste to be imported until a community gets wise to it and has to say no.

I believe we should take a good-neighbor approach. Waste from big cities should not be allowed into our communities until the people agree to accept it. I do not want the people of Miles City to wake up one morning with a garbage train in the station. I want the garbage broker to come to town first and ask the people's permission before using the community as a trash dump. That is just common courtesy.

I hope we can move in that direction as the bill goes ahead, and for now I urge the Senate's support for this critical new law.

Finally, Mr. President, I wish to congratulate the Senators who have worked so very hard over the years in finally developing a balanced bill. Senator COATS from Indiana has been a bulldog, and Senators LAUTENBERG and SMITH, and our new chairman, Senator CHAFEE, have worked tirelessly. Brokering the agreements that brought the bill to this point was not easy, but they met the challenge.

In closing, let us stand up for small towns and give them the right to protect their people from unwanted trash.

I thank the Chair. I yield the floor and suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

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

The PRESIDING OFFICER. Without objection, it is so ordered.

RATIFICATION OF THE LAW OF THE SEA CONVENTION WILL PROMOTE THE ECONOMIC INTERESTS OF THE UNITED STATES

Mr. PELL. Mr. President, the Law of the Sea Convention entered into force on November 16, 1994, and was transmitted to the Senate for its advice and

consent on October 6, 1994 [Treaty Document 103-39]. On this occasion I applauded the President's transmittal of this historic treaty and spoke to the ways in which it will protect the economic, environmental, scientific, and most importantly, the national security interests of the United States (CONGRESSIONAL RECORD, Vol. 140, No. 144, p. 14467). On March 14, 1995 I addressed the importance of ratification of the Convention to the fishery interests of the United States (CONGRESSIONAL RECORD, Vol. 141, No. 47, p. 3862). Today I would like to address how ratification of the convention will best serve U.S. economic interests.

The Third U.N. Conference on the Law of the Sea was initiated as early as 1973 by the United States and the U.S.S.R. to protect navigation rights and freedoms, at a time where coastal States were claiming excessive areas of jurisdiction. Most of the provisions of the convention have long been supported by the United States, and at the conclusion of the law of the sea negotiations in 1982, the Reagan administration indicated that it was fully satisfied with, and supported the entire convention, except for the deep seabed mining part. The recently negotiated part XI implementation agreement, which is also before the Senate [Treaty Document 103-39] addressed all the reservations that the United States and other industrialized countries had. I will speak to the deep seabed mining issues in a forthcoming statement.

The convention directly promotes United States economic interests in many areas: It provides the U.S. with exclusive rights over marine living resources within our 200 miles exclusive economic zone; exclusive rights over mineral, oil and gas resources over a wide continental shelf that is recognized internationally; the right for our communication industry to place its cables on the sea floor and the continental shelves of other countries without cost; a much greater certainty with regard to marine scientific research, and a groundbreaking regime for the protection of the marine environment. With regard to national security, the Department of Defense has repeatedly expressed its strong support for the ratification of the convention because public order of the oceans is best established by a universally accepted Law of the Sea Treaty that is in the U.S. national interest.

The extension by other nations of their national claims were not always limited to matters of resources use but also represented a potential threat to our interests as a major maritime nation in the freedom of commercial and military navigation and overflight. The United States is both a maritime power and a coastal State and, as such, it benefits fully from the perfect balance that the convention strikes. It gives extensive rights to States over the resources located within their EEZ's, but also recognizes the need to maintain freedom of navigation on the high seas,