

Mr. ROBB. Mr. President, I thank the Senator from Vermont and the Senator from Nebraska for sponsoring this legislation. My own experience in combat in Vietnam, having had over 100 of my men wounded and over 20 killed, seeing directly the impact of landmines and booby traps, I know exactly the kind of devastation they can inflict. In my travels around the world where landmines are a principal impediment to farming and other civilian activities in areas where combat had been previously conducted, I have seen its hideous effects, the maiming of many, many individuals. I am pleased to join Senator LEAHY and Senator HAGEL in this bipartisan effort to eventually eliminate antipersonnel landmines.

This legislation reflects a principled first step on our part to halt the spread of these dangerous weapons. If an international consensus is to be achieved ultimately banning their manufacture and deployment, the United States will have to lead by example and restrict its own activities in this area. During peacetime, most Americans reasonably assume that military weapons are safely stored away. That is not the case, regrettably, with landmines. Many countries, particularly developing countries, continue to actively lay mines with tragic consequences. These devices indiscriminately kill or maim an average of 70 individuals a week, or some 26,000 civilians annually. In Bosnia alone, over 250 soldiers of various countries have been injured by landmines.

Mr. President, two-thirds of the Senate is formally on record supporting a moratorium on our use of landmines. While this does not get to the heart of the issue, in my mind, beginning the process of demining an estimated 100 or more million mines scattered across the world today, and cutting off funds for new deployments, will sharpen the debate on the utility derived from placing landmines, compared to the damage they inflict.

I recognize this is a debate underway for expedited consideration of a comprehensive ban treaty this year through what is known as the Ottawa conference, or embracing the United Nations approach of negotiating a multilateral agreement over a longer period of time. This legislation steers clear of the controversy by formally endorsing neither, but noting each in hortatory language. Moreover, given the belief of some that landmines continue to function as a useful deterrent on the Korean Peninsula, the legislation creates a national security exception for that particular situation.

We have a long way to go before we rid ourselves of these insidious devices. Someday I look forward to considering a permanent and international treaty banning the production, stockpiling, sale, and use of these weapons. For now, the legislation proposed by Senator LEAHY and Senator HAGEL is a modest proposal, eliminating funding for new deployments and, in my judg-

ment, it heads us in the right direction and it has my full support.

With that, I yield the floor. I yield any time I may have.

The PRESIDING OFFICER. The Senator from Nebraska.

Mr. HAGEL. Mr. President, I yield as much time as necessary to the distinguished Senator from Illinois.

The PRESIDING OFFICER. The Chair recognizes the Senator from Illinois.

Mr. DURBIN. Mr. President, at the outset, let me say this is a serious matter and one in which I heartily concur with Senators LEAHY and HAGEL over the issue before us. In the recorded history of humankind, there were many instances of conflict leading to wars of devastation and great loss. Most people believe those wars come to an end, and with the end of the war there is at least some finality and some peace. Those who have been injured, of course, carry those scars for a lifetime. Those who lost their lives are remembered. Those who served look back with sometimes horror, sometimes fondness, to the experience.

We in the United States think at the end of the great wars, and after the tickertape parades, the finality is finally evidenced by something as significant as a memorial. But what we are speaking of today is a legacy of war that does not end. After the decisions are made, the foreign policy decisions which go awry and lead to a war or a conflict, those decisions end up creating situations which live on forever. In this case, we are dealing with a specific challenge and a specific issue of landmines.

In a visit to Central America about 7 years ago, I went to Costa Rica, to a clinic which was being sustained by contributions from the United States. It was an orthopedic clinic where, primarily children, but adults as well, were brought in to be fitted for orthopedic devices. These are young men, children, young women who walked the streets and the dusty roads in Honduras, El Salvador, and Nicaragua, and innocently stepped on a landmine and lost one of their limbs.

These were not combatants or soldiers, these were ordinary people. The wars were over. Yet, for them, the war continued. Each and every day they faced hostilities, hidden hostilities in these landmines. We rallied, in the United States, as we do so often, to provide medical assistance, as we should.

The decisions of foreign policy that led to those conflicts meant nothing to these people, nothing whatsoever. The important thing is that they had been maimed and had lost a limb because of that war and because of its legacy. Many of us think of someone losing a leg or a foot and, of course, in the United States, assume they will go through rehabilitation, they will be fitted with some type of orthopedic device, and life will go on. But in a developing country, a poor country, that

kind of injury can be devastating for a lifetime. People who once had great potential can find themselves at that point relegated to impoverishment, relegated to always being a "cripple." We take for granted that they will receive help, and many times they do not.

There are now 110 million landmines in 64 countries around the world. The conflicts which led to the planting of those landmines may have been long forgotten, but they still sit there, waiting for an innocent civilian or passerby to come through and become a victim. The Leahy-Hagel proposal is a good one, to put an end to this devastation and an end to this legacy of war.

CONCLUSION OF MORNING BUSINESS

The PRESIDING OFFICER. The period of morning business is closed.

FOREIGN AFFAIRS REFORM AND RESTRUCTURING ACT OF 1997

The PRESIDING OFFICER. Under the previous order, the Senate will now resume consideration of S. 903. There will be a vote, under the previous order, scheduled for 12 noon. The time between now and then will be equally divided between the Senator from North Carolina, Mr. HELMS, and the Senator from Delaware, Mr. BIDEN, and the Senator from Indiana, Mr. LUGAR.

The clerk will report.

The bill clerk read as follows:

A bill (S. 903) to consolidate the foreign affairs agencies of the United States, to authorize appropriations for the Department of State for the fiscal years 1998 and 1999, and to provide for reform of the United Nations, and for other purposes.

The Senate resumed the consideration of the bill.

Pending:

Lugar amendment No. 382, relating to the payment of United Nations arrearages without conditions.

DeWine/Graham Amendment No. 383, to deny entry to the United States to Haitians who have been credibly alleged to have ordered, carried out, or sought to conceal extrajudicial killings.

The PRESIDING OFFICER. The Chair recognizes the Senator from North Carolina.

Mr. HELMS. Mr. President, I ask unanimous consent that no amendments be in order to either the pending DeWine amendment, No. 383, or the Lugar amendment, No. 382.

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

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

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

AMENDMENT NO. 382

Mr. LUGAR. Mr. President, Members who have followed this debate will recall that yesterday afternoon I offered