

S. 1643

At the request of Mr. KENNEDY, the name of the Senator from South Carolina (Mr. HOLLINGS) was added as a cosponsor of S. 1643, a bill to amend title XVIII of the Social Security Act to delay for one year implementation of the per beneficiary limits under the interim payment system to home health agencies and to provide for a later base year for the purposes of calculating new payment rates under the system.

S. 1710

At the request of Mr. COCHRAN, the name of the Senator from Rhode Island (Mr. REED) was withdrawn as a cosponsor of S. 1710, a bill to provide for the correction of retirement coverage errors under chapters 83 and 84 of title 5, United States Code.

S. 1802

At the request of Mr. MCCAIN, the name of the Senator from Virginia (Mr. WARNER) was added as a cosponsor of S. 1802, a bill to authorize appropriations for the Surface Transportation Board for fiscal years 1999, 2000, and 2001.

SENATE RESOLUTION 188

At the request of Mr. MOYNIHAN, the name of the Senator from North Dakota (Mr. CONRAD) was added as a cosponsor of Senate Resolution 188, a resolution expressing the sense of the Senate regarding Israeli membership in a United Nations regional group.

AMENDMENTS SUBMITTED

CONCURRENT RESOLUTION ON THE CONGRESSIONAL BUDGET

MURRAY AMENDMENT NO. 2165

Mrs. MURRAY proposed an amendment to the concurrent resolution (S. Con. Res. 86) setting forth the congressional budget for the United States Government for fiscal years 1999, 2000, 2001, 2002, and 2003 and revising the concurrent resolution on the budget for fiscal year 1998; as follows:

At the appropriate place, insert the following:

SEC. . DEFICIT-NEUTRAL RESERVE FUND FOR CLASS SIZE REDUCTION.

(a) IN GENERAL.—In the Senate, revenue and spending aggregates and other appropriate budgetary levels and limits may be adjusted and allocations may be revised for legislation to reduce class size for students, especially in the early grades, provided that, to the extent that this concurrent resolution on the budget does not include the costs of that legislation, the enactment of that legislation will not increase (by virtue of either contemporaneous or previously-passed deficit reduction) the deficit in this resolution for—

- (1) fiscal year 1999;
- (2) the period of fiscal years 1999 through 2003; or
- (3) the period of fiscal years 2004 through 2009.

(b) REVISED ALLOCATIONS.—

(1) ADJUSTMENTS FOR LEGISLATION.—Upon the consideration of legislation pursuant to subsection (a), the Chairman of the Committee on the Budget of the Senate may file

with the Senate appropriately-revised allocations under section 302(a) of the Congressional Budget Act of 1974 and revised functional levels and aggregates to carry out this section. These revised allocations, functional levels, and aggregates shall be considered for the purposes of the Congressional Budget Act of 1974 as allocations, functional levels, and aggregates contained in this resolution.

(2) ADJUSTMENTS FOR AMENDMENTS.—If the Chairman of the Committee on the Budget of the Senate submits an adjustment under this section for legislation in furtherance of the purpose described in subsection (a), upon the offering of an amendment to that legislation that would necessitate such submission, the Chairman shall submit to the Senate appropriately-revised allocations under section 302(a) of the Congressional Budget Act of 1974 and revised functional levels and aggregates to carry out this section. These revised allocations, functional levels, and aggregates shall be considered for the purposes of the Congressional Budget Act of 1974 as allocations, functional levels, and aggregates contained in this resolution.

(c) REPORTING REVISED ALLOCATIONS.—The appropriate committees shall report appropriately-revised allocations pursuant to section 302(b) of the Congressional Budget Act of 1974 to carry out this section.

ADDITIONAL STATEMENTS

MEXICO DRUG DECERTIFICATION

• Mr. MCCAIN. Mr. President, I voted yesterday against the legislation to disapprove the certification of Mexico as cooperating with U.S. counter-narcotics efforts. Given the level of attention that has been paid recently to continuing problems with Mexican anti-drug efforts, I want to make clear the reasons for my vote.

I am under no illusions about Mexican performance in combating drug trafficking and corruption. But the question we face is whether decertification would make the situation better or worse.

We have a long land border with Mexico. Our economies are closely linked. Our relationship with Mexico is much more diverse and significant than the single issue of drugs. We need Mexico's cooperation on drugs, and we need it on a host of other issues as well. If we were to decertify Mexico, we would kill all cooperation in the drug war and spoil the atmosphere in the rest of our relationship as well. We would be sending a message of a complete loss of confidence in Mexico. I do not believe that this is a message we really want to send.

Fighting the drug war is no simple task. A country's efforts cannot be reduced to a simple statement of "fully cooperating" with the United States or not. In this respect, the entire drug certification process is fatally flawed. While the senior leadership in Mexico is committed to fighting drugs, the task before them is enormous. Even the most strenuous efforts by a government could not guarantee 100 percent success against a multi-billion dollar industry. There is no black or white answer.

What matters most is that U.S. assistance to Mexico to help fight the

war on drugs serves U.S. interests. For as challenging as the situation is now, imagine how much worse it would be if there were no U.S. assistance to Mexico to combat drug trafficking at the source. We would be hurting our own interests as much as Mexico's if we were to decertify Mexico and dramatically reduce our counter-narcotics assistance.

Finally, we need to bear in mind that the only reason there is such a massive effort by the drug lords to supply drugs is because the United States provides such a massive demand. By all means, we must fight the supply chain by working together with our neighbors against drug production and trafficking. But we must also continue to take our share of the responsibility in the United States and fight the demand for drugs here at home.●

MEXICO DRUG DECERTIFICATION

• Mr. SHELBY. Mr. President, I rise in support of Senate Joint Resolution 42, the resolution of disapproval.

Much has already been said on this issue, and I will make my comments brief.

The United States Government has been working with the Government of Mexico for over a decade on fighting the flow of drugs.

Year after year, we have received promises, commitments, and declarations to reduce the flow of narcotics from Mexico. But we have not seen the concrete actions that are required to block the flow of cocaine, heroin, and marijuana into the United States.

For example, in 1997, Mexico agreed to facilitate the extradition of narcotics traffickers. In fact, no Mexican national has been extradited and surrendered to the United States as a result of that agreement.

In a recent hearing, the Senate Select Committee on Intelligence heard from witnesses from the Justice Department, the Central Intelligence Agency, and the Drug Enforcement Administration on the status of Mexican antidrug efforts.

While I cannot go into detail, their testimony was not at all optimistic and was, in fact, extremely disturbing to me.

Of greatest concern is the endemic corruption that runs rampant at all levels throughout those Mexican institutions tasked with combating narcotics trafficking.

The story on the front page of today's New York Times, describing corruption in the ranks of the Mexican military is, if accurate, especially disturbing, since the military is considered less corrupt than the Federal police force.

While Mexican officials often speak of efforts to prevent this corruption, no definitive steps have been taken to target the illicit drug monies that make this corruption possible. New laws are discussed, debated, in some cases even enacted, but they are not implemented.

And while there have been a few highly publicized prosecutions of corrupt officials, many more are allowed to retire or are simply reassigned.

I wonder whether criminal prosecution is selective and whether such terminations are themselves reflections of such corruption.

Again, actions speak louder than words.

I understand that the Clinton administration and other regional governments are discussing the concept of a regional approach to drug cooperation certification, to replace the current process.

I have serious doubts about replacing the current system with regional certification, since the almost certain result would be that Mexico and others would be given a pass rather than being held accountable for their actions. Simply stated, it would make certification a meaningless process of averaging an array of mediocre and poor performances.

Furthermore, before considering Mexico as a member of such a regional group, we should consider Mexico's participation in current regional counter-narcotics efforts. It is hardly encouraging.

For example, the Joint Inter-Agency Task Force located in Key West, FL, is one such organization. It includes representatives from all of the United States armed services, as well as law enforcement agencies, and an equal contribution from our British and Dutch allies.

I urge my colleagues to visit the Task Force and hear their frustrations regarding Mexico. Again, while Mexico says it is using every asset to prevent the transshipment of drugs into the United States, the officials there will tell you this is just not so.

They cite example after example of the detection and tracking of drug-carrying ships and planes.

But when it comes to handing off these targets to the Mexican authorities, there is either no response or such a limited and late response, the traffickers often escape and disappear into Mexico.

When we make informal suggestions that Mexico send its representatives to the multi-national task force to correct this problem, the response is that they are willing to discuss it. But, they have been discussing it for several years now.

Mr. President, for these reasons I strongly support the resolution to decertify Mexico. It is time to judge Mexico on its actions rather than empty promises.●

THE PRESIDENT'S TRIP TO AFRICA: AN IMPORTANT STEP FOR U.S. NATIONAL INTERESTS

● Mr. BIDEN. Mr. President, I rise today to speak on the President's current trip to Africa and the importance of Africa to United States national interests. I highly applaud the Presi-

dent's decision to go to Africa. The President's trip to Ghana, Botswana, South Africa, Uganda, Senegal and Rwanda comes on the heels of visits to the region last year by both the First Lady and the Secretary of State. This marks only the second time that an American President has undertaken an official trip to sub-Saharan Africa, and the first visit to any of the countries on the President's itinerary. As we have seen by the warm reception that the President has enjoyed so far, this first visit in 20 years by an American President carries considerable symbolic significance for the 650 million people in Africa. For the 270 million people of America, the President's visit will help further strengthen U.S.-Africa relations and promote important national interests.

President Clinton's trip highlights a very different Africa from the one President Carter saw during the first Presidential visit in 1978. At that time, Washington largely viewed Africa as merely another battleground for U.S.-Soviet Cold War competition. Today, in many parts of the region nations are working to reform politically and economically. More elections have occurred at all levels of government in the last five years than in the last two decades. The traditional image of African states controlled by dictatorial strongmen is giving way to multiparty political systems with an increasing appreciation for democratic institutions and processes. And economically, many African countries have rejected the failed policies of central planning in favor of privatization of state assets and the creation of free markets.

Mr. President, the image that we often see of Africa in the media largely is one of famine, instability, and ethnic conflict. The purpose of the President's trip is to refocus the international spotlight to include the emerging economic and political renaissance that is occurring in some countries. I applaud President Clinton's recognition of the importance of including Rwanda in his itinerary. In contrast to the relatively positive outlook for the other countries on the President's itinerary, the outlook for Rwanda is not so clear and bright. Rwanda is still reeling from the aftershocks of the brutal 1994 genocide that resulted in the deaths of upwards of 800,000 men, women and children. For the last two years, more than 120,000 accused genocidaires have waited in prison for a trial. The country remains under insurgent attack by the 1994 genocidaires who are now based in neighboring Congo.

Rwanda is still waiting for justice. Rwanda—and the rest of Central Africa—will not be able to move forward until there is justice for the victims of genocide. Justice is the critical factor that will either allow that country to move forward, or see it fall backwards into bloodshed. I support the President's proposed Great Lakes Justice Initiative to assist the states of the region to strengthen judicial systems and

the rule of law. I also urge the Administration to continue its efforts to ensure the effectiveness of the International War Crimes Tribunal for Rwanda. The Tribunal was established over three years ago to bring to justice leaders of the 1994 genocide. To date, however, only 35 persons have been indicted and the Tribunal has yet to hand down its first sentence. By contrast, the Yugoslav Tribunal already has cases in the appeal stage. The Tribunal's effective and efficient functioning will be key to allowing the Rwandan justice system the political and legal flexibility it needs to deal with the 120,000 men in prison.

Mr. President, Rwanda is not the only troubled African nation. Some nations, such as Liberia, the Central African Republic, and Angola, are at critical crossroads and will make decisions that will have a significant impact on their political and economic futures. Others, such as Nigeria, Sudan and Cameroon, have resisted the tide of political openness and economic reform that is sweeping through their neighbors and have remained repressive. As the President continues current efforts in Africa and undertakes new initiatives, it is critical that the United States strongly and clearly encourages those countries at the crossroads to choose the right road. At the same time, we should be unambiguous in our non-acceptance of those countries that continue to choose political repression and failed economic policies.

One of the most critical tests that United States foreign policy currently faces in Africa is the Democratic Republic of Congo. An enormous country the size of the United States east of the Mississippi River, the Congo is strategically located in the heart of Africa. Bordered by nine different countries, it is at once a Southern and Central African state. Blessed with natural and human resources, this country for the last thirty years has been cursed with poor leadership and financial ruin. The term kleptocracy was coined for the despotic rule of former President Mobutu Sese Seko which saw billions of dollars of foreign assistance misappropriated and the national coffers drained.

Foreign Relations Committee staff members who traveled to Congo last month saw a country in crisis. Critical infrastructure such as health and transportation are in disarray. There is no justice system to speak of. Human rights conditions are, in the words of one international human rights worker, catastrophic. The Congolese President, Laurent Kabila, a guerilla opposed to the former government for most of his adult life, has no relevant experience governing a country. The same is true for most of his cabinet. Perhaps the only positive news to report is that the security situation is relatively calmer for the moment than it has been in recent years. As discouraging a picture as this might be, recent Central African history has shown that