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ACTION: NONE INFO: DONOVA, ODPD-D, ODPN-N, ODPS-S, ODPW-W,
OGI/ISI/AT, OGI/TNA/SN-3, OGITNATAB1, OGITNATAB2, OPCTR/EALA, OSWR/TTC,
RF, SOV/PA/S/A, SOV/TWA/LA, FILE, AF/RR-2, AF/SB/R-3, LA/APUB-2,
LA/CAR-2, LA/CPE, ALA/AF/DC1, ALA/AF/RI3, ALA/AF/RI5, ALA/AF/RIG,
ALA/AF/S1, ALA/AF/S2-2, ALA/BO-2, ALA/BZ1-2, ALA/BZ2-2, ALA/U-2, ALA MC,
ALA/MC/CAR, ALA/MC/CR, ALA/MC/E1, ALA/PA-2, ALA/PE-2, ALA/PO/AF,
ALA/PO/LA, ALA/SA/R, ALA/SA/RCE, ALA/SA/RCH, ALA/SA/RPE, ALA/SA/RPU,
ALA/SA/SE, ALA/SA/SW, ALA/SEM, ALA/SWR, ASG/AM, CPAS/CDP, CR/W, CRES ARO,
D/FBIS-2, EPO/LA, ICS/HC/LA, INT/RR, NCECF, NCPM, NICAG/TWI, NIO/AF,
NIO/ECON, NIO/EUR, OCG/ICB, OCG/NIF-2, OCG/PEL, OGI/GD/AWH, OIA/ERRS,
OIA/TWALA, OOE/EI/PS, PPS/AO-2, PPS/PO-2, PPS/SEO-3, STD/PPC, STG/TCS,
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E.O. 12356: N/A
TAGS: PGOV, XM, XL, XK, XR
SUBJECT: SENATE PASSED FOREIGN ASSISTANCE BILL, ARA
SUBJECTS

REF: STATE 95204

1. BEGIN SUMMARY: THE SENATE PASSED ON MAY 15 THE FOREIGN ASSISTANCE AUTHORIZATION BILL. AMENDMENTS TO STRIKE NEW AUTHORITY FOR LAND REFORM IN CENTRAL AMERICA AND MULTI-YEAR AUTHORIZATION FOR ECONOMIC ASSISTANCE FOR CENTRAL AMERICA WERE DEFEATED. AMENDMENTS WERE ADOPTED PRAISING PRESIDENT DUARTE, PLACING NARCOTICS-RELATED RESTRICTIONS ON BOLIVIA, PERU, JAMAICA AND BRAZIL, REQUIRING A REPORT ON LATIN AMERICA DEBT AND A REPORT ON EFFORTS BY PARAGUAY TO LOCATE JOSEPH MENGELE. THE HOUSE IS EXPECTED TO BEGIN VOTING ON ITS VERSION OF THE FOREIGN ASSISTANCE BILL IN EARLY JUNE. END SUMMARY.

2. THE SENATE ON MAY 15 BY A VOTE OF 75 TO 19 PASSED S. 960, THE INTERNATIONAL SECURITY AND DEVELOPMENT COOPERATION ACT OF 1985. AFTER TWO DAYS OF DEBATE, THE BILL AUTHORIZES APPROPRIATIONS FOR FY-85 FOR INTERNATIONAL SECURITY AND DEVELOPMENT ASSISTANCE, THE PEACE CORPS, THE INTER-AMERICAN FOUNDATION AND THE AFRICAN DEVELOPMENT FOUNDATION, AND AMENDS THE FOREIGN ASSISTANCE ACT OF 1961 AND THE ARMS EXPORT CONTROL ACT. THIS IS THE FIRST FOREIGN AID BILL WHICH THE SENATE HAS PASSED SINCE 1981. LAST YEAR, THE BILL NEVER REACHED THE FLOOR FOR A VOTE.

3. CENTRAL AMERICA. AS REPORTED REFTEL, TITLE IV OF THE BILL CONTAINS THE ADMINISTRATION'S PROPOSAL FOR THE CENTRAL AMERICA DEMOCRACY, PEACE AND DEVELOPMENT INITIATIVE. ONLY THREE AMENDMENTS CONCERNING CENTRAL AMERICA WERE OFFERED ON THE SENATE FLOOR. TWO FAILED; ONE PASSED, AS FOLLOWS:

-- SENATOR HELMS (R-NC) OFFERED AN AMENDMENT TO STRIKE THE LAND REFORM PROVISION IN THE BILL. HELMS ARGUED THAT

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THERE WAS NO NEED TO CHANGE PRESENT LAW AND CRITICIZED USAID FOR OFFERING THE PROVISION AS A QTE PANACEA FOR THE ECONOMIC DISASTER UNOTE CAUSED BY THE GOES QTE CHOOSING SOCIALISM IN THE AGRICULTURAL SECTOR. UNOTE HELMS ADVOCATED THAT USAID ENCOURAGE DENATIONALIZING EL SALVADOR'S BANKS AND AGRICULTURAL SECTOR, AS AN ALTERNATIVE TO LAND REFORM. SFRC CHAIRMAN LUGAR (R-IN) STATED THAT THE REPUBLICANS WERE PREPARED TO SUPPORT HELMS' AMENDMENT. SENATOR PELL (RRI) ARGUED THAT THE HELMS PROPOSAL WOULD DESTROY THE LAND REFORM PROGRAM IN EL SALVADOR. MOST DEMOCRATIC SENATORS, JOINED BY A SIZEABLE NUMBER OF REPUBLICANS, VOTED AGAINST THE AMENDMENT, WHICH WAS DEFEATED 33(Y) - 60(N); DEM. 2(Y) - 42(N); REP. 31(Y) - 18(N).

-- SENATOR KASSEBAUM (R-KA) OFFERED AN AMENDMENT TO REMOVE AUTHORIZATION OF DOLLARS 1.2 BILLION IN ECONOMIC ASSISTANCE FOR CENTRAL AMERICA FOR EACH OF THE FISCAL YEARS 87-89. KASSEBAUM ARGUED THAT THE SFRC SHOULD NOT SURRENDER ITS AUTHORITY TO AUTHORIZE FUNDS FOR CENTRAL AMERICA EACH YEAR, WHILE PROMISING FUTURE SUPPORT FOR ECONOMIC ASSISTANCE TO THE REGION, SHE VOICED CONCERN OVER THE PRECEDENT OF MULTI-YEAR AUTHORIZATION. SENATORS ZORINSKY (D-NE), PELL AND HELMS AGREED, WITH THE LATTER STATING OPPOSITION TO TURNING OVER FOR THE REST OF THE DECADE U.S. DEVELOPMENT POLICY IN CENTRAL AMERICA TO USAID AND A QTE TOTALLY UNPROVEN INSTITUTION CALLED CADO UNOTE. TWO KISSINGER COMMISSION CONGRESSIONAL COUNSELORS, SENATORS DOMINICI (R-NM) AND MATHIAS (R-MD), ARGUED FORCEFULLY FOR MULTI-YEAR AUTHORIZATION. THEY POINTED OUT THAT THIS WAS THE KEY RECOMMENDATION OF THE PNBCCA AND THAT IT WAS ESSENTIAL FOR OUR CENTRAL AMERICAN ALLIES TO HAVE A GUARANTEE OF U.S. POLICY CONSISTENCY TO PERMIT

DEMOCRATIC PROGRESS AND ECONOMIC DEVELOPMENT. MATHIAS DESCRIBED CENTRAL AMERICA AS QTE AN AREA WHERE POVERTY IS OUR ENEMY AND IN WHICH THE LOCATION IS OUR BACKYARD UNOTE AND QUOTED THE LATE SENATOR JACKSON AS SAYING QTE WE NEED A 50-YEAR COMMITMENT. UNOTE BOTH NOTED FOR THE RECORD THAT THE BUDGET AUTHORIZATION AND APPROPRIATIONS PROCESS RESERVED THE RIGHT OF THE CONGRESS TO ESTABLISH ANNUAL SPENDING LEVELS DIFFERENT FROM THOSE IN THE MULTI-YEAR AUTHORIZATION. SENATOR DODD (D-CT) SUPPORTED MULTI-YEAR AUTHORIZATION, ARGUING THAT THE CONGRESS SHOULD DEMONSTRATE U.S. COMMITMENT TO DEAL WITH THE PROBLEMS UNDERLYING STRIFE IN CENTRAL AMERICA. THE KASSEBAUM AMENDMENT WAS DEFEATED ON A VOTE OF 41(Y) - 52(N); DEM. 27(Y) - 17(N); REP. 14(Y) - 35 (N).

-- SENATOR BUMPERS (D-AK) INTRODUCED AND THE SENATE ACCEPTED BY VOICE VOTE A SENSE OF THE SENATE AMENDMENT CONGRATULATING EL SALVADOR PRESIDENT DUARTE FOR HIS OUTSTANDING LEADERSHIP AND FOR HIS EFFORTS TO FOSTER A DEMOCRATIC GOVERNMENT AND TO PROMOTE POLITICAL PLURALISM, DEMOCRATIC INSTITUTIONS, AND RESPECT FOR HUMAN RIGHTS. THE MEASURE ALSO CONGRATULATED THE ARMED FORCES OF EL SALVADOR FOR THEIR IMPROVED PROFESSIONALISM IN DEFENDING EL SALVADOR'S DEMOCRATICALLY ELECTED GOVERNMENT FROM INSURGENT ATTACK. SENATOR BUMPERS NOTED THE APPROPRIATENESS OF HIS TRIBUTE IN VIEW OF PRESIDENT DUARTE'S VISIT TO THE UNITED STATES. SENATORS LUGAR AND PELL AGREED.

4. NICARAGUA. SECTION 903 OF S. 960, AS PASSED, CONTAINS QTE PROHIBITIONS RELATING TO MILITARY OR PARAMILITARY OPERATIONS IN NICARAGUA UNOTE WHICH HAVE BEEN OPPOSED BY THE ADMINISTRATION. THE LANGUAGE, QUOTED BELOW, WAS APPROVED IN A CLOSE 9(Y) TO 8(N) VOTE IN COMMITTEE ON MARCH 27. THERE WAS CONSIDERABLE CONFUSION IN THE SFRC AT

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THE TIME BECAUSE THE LANGUAGE OF THE AMENDMENT, SPONSORED BY SENATOR PELL, WAS NOT BROADLY CIRCULATED TO OR UNDERSTOOD BY MEMBERS. SENATOR LUGAR HAD BEEN EXPECTED TO OFFER AN FLOOR AMENDMENT TO DELETE OR MODIFY SECTION 903 BUT DID NOT DO SO. LUGAR EXPLAINED THAT HE DECIDED NOT TO OFFER AN AMENDMENT QTE IN THE SAME SPIRIT THAT OTHER SENATORS UNQTE AGREED NOT TO OFFER AMENDMENTS ON NICARAGUA IN ORDER TO AVOID OTE A SUBSTANTIAL REVISITING OF NICARAGUA AND CENTRAL AMERICAN QUESTIONS IN THIS BILL. UNQTE LUGAR ADDED THAT THE SFRC AND THE SENATE WILL DISCUSS NICARAGUAN POLICY IN DUE COURSE. COMMENT. SENATORS DODD AND KENNEDY WERE PREPARED TO PURSUE A SERIES OF AMENDMENTS CONCERNING CENTRAL AMERICA, INCLUDING LANGUAGE AGAINST ADMINISTRATION POLICY ON NICARAGUA, EL SALVADOR AND GUATEMALA, AS WELL AS TO OPEN UP THE ISSUE OF ECONOMIC SANCTIONS ON SOUTH AFRICA, IF AN ATTEMPT WERE MADE TO MODIFY SECTION 903 OR TO APPROVE FUNDING FOR THE NICARAGUAN RESISTANCE DURING THE DEBATE ON S. 960. TO AVOID THIS, THE BILL MANAGERS DECIDED NOT TO DEBATE NICARAGUAN POLICY IN THE CONTEXT OF THE FOREIGN AID BILL. AS THE PRESIDENT HAS STATED, WE CONTINUE TO SEEK CONGRESSIONAL APPROVAL OF OUR NICARAGUAN POLICY, AND WE FULLY EXPECT THAT THERE WILL BE FURTHER CONGRESSIONAL CONSIDERATION OF FUNDING FOR THIS PURPOSE IN THIS FISCAL YEAR. END COMMENT.

5. SECTION 405 READS QTE

OPERATIONS IN NICARAGUA

NOTWITHSTANDING ANY OTHER PROVISION OF LAW, NO FUNDS AUTHORIZED TO BE APPROPRIATED OR OTHERWISE MADE AVAILABLE BY THIS ACT, BY THE FOREIGN ASSISTANCE ACT OF 1961, AS AMENDED, OR BY THE ARMS EXPORT CONTROL ACT, AS AMENDED, SHALL BE USED TO PROVIDE ASSISTANCE OF ANY KIND, EITHER DIRECTLY OR INDIRECTLY, TO ANY PERSON OR GROUP ENGAGING IN AN INSURGENCY OR OTHER ACT OF REBELLION AGAINST THE GOVERNMENT OF NICARAGUA. THE UNITED STATES SHALL MAKE NO AGREEMENT AND SHALL ENTER INTO NO UNDERSTANDING, EITHER FORMAL OR INFORMAL, UNDER WHICH A RECIPIENT OF UNITED STATES ECONOMIC OR MILITARY ASSISTANCE OR A PURCHASER OF UNITED STATES MILITARY EQUIPMENT SHALL PROVIDE ASSISTANCE OF ANY KIND TO PERSONS OR GROUPS ENGAGING IN AN INSURGENCY OR OTHER ACT OF REBELLION AGAINST THE GOVERNMENT OF NICARAGUA. UNQTE

6. NARCOTICS/CHILES. SENATOR CHILES (D-FL) INTRODUCED AND THE SENATE PASSED BY VOICE VOTE AN OMNIBUS NARCOTICS AMENDMENT THAT:

(A) REGIONAL NARCOTICS ORGANIZATION. INSTRUCTS THE SECRETARY OF STATE TO STUDY THE FEASIBILITY OF ESTABLISHING A LATIN AMERICAN REGIONAL NARCOTICS CONTROL ORGANIZATION TO COMBAT PRODUCTION AND TRAFFICKING AND TO REPORT WITHIN SIX MONTHS TO THE HOUSE AND SENATE JUDICIARY COMMITTEES AND TO THE HFAC AND SFRC ON THE FEASIBILITY OF THE ESTABLISHING SUCH AN ORGANIZATION:

(B) COMMUNIST COUNTRY TRAFFICKING. REQUIRES ANNUAL REPORTS ON THE INVOLVEMENT OF COMMUNIST COUNTRIES IN ILLEGAL DRUG TRAFFICKING, INCLUDING THEIR INDIRECT INVOLVEMENT IN THE PRODUCTION, PROCESSING, OR SHIPMENT OF NARCOTICS:

(C) BRAZIL. REQUIRES THE SECRETARY OF STATE TO NEGOTIATE WITH BRAZIL TO SEEK A NARCOTICS CONTROL AGREEMENT WHICH SHALL HAVE AS A GOAL A 10 PERCENT REDUCTION IN ILLICIT COCA PRODUCTION IN 1986:

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(D) BOLIVIA. CONDITIONS THE PROVISION OF 25 PERCENT OF U.S. AID TO BOLIVIA ON PRESIDENTIAL CERTIFICATION THAT BOLIVIA HAS ENACTED LEGISLATION RESTRICTING COCA PRODUCTION TO TWO HECTARES PER FAMILY AND RELEASES THE REMAINING 75 PERCENT IF THE PRESIDENT CERTIFIES THAT BOLIVIA HAS ACHIEVED THE ERADICATION TARGETS FOR 1985 CONTAINED IN THE 1983 NARCOTICS CONTROL AGREEMENTS WITH THE U.S.:

(E) PERU. SETS DRUG CONTROL CRITERIA FOR FUNDING THE HUALLAGA VALLEY PROJECT IN PERU:

(F) OTHER.

- CONDITIONS FUNDING FOR UNFDAC ON THE NEED FOR IT TO INCLUDE IN ITS CROP SUBSTITUTION PROJECTS A PLAN FOR COOPERATION WITH THE LAW ENFORCEMENT FORCES OF THE HOST COUNTRY:

-- PROHIBITS THE USE OF AID TO REIMBURSE DRUG CROP ERADICATIONS:

-- REQUIRES AID RECIPIENTS TO EXTEND ASSURANCES THAT THEY WILL BEAR AT LEAST 25 PERCENT OF THE COSTS OF NARCOTICS CONTROL PROGRAMS:

- CALLS FOR NEGOTIATION OF UPDATED EXTRADITION TREATIES FOR NARCOTICS OFFENSES WITH EACH MAJOR DRUG PRODUCING COUNTRY.

7. IN OFFERING HIS AMENDMENT, SENATOR CHILES EXPRESSED THE VIEW THAT THIS OMNIBUS PROPOSAL WAS NEEDED BECAUSE A NATIONAL EFFORT TO CONTAIN THE INTERNATIONAL DRUG TRADE HAD FAILED AND THAT NEW, MORE STRINGENT MEASURES WERE NEEDED TO ATTACK THE PROBLEM AT ITS SOURCE. SENATORS NUNN (D-GA) AND FORD (D-KY) APPLAUDED CHILES' EFFORTS, AS DID SENATOR BIDEN (D-DE), WHO NOTED THAT THE STATE DEPARTMENT THIS YEAR HAD OFFERED NO RECOMMENDATIONS TO REDUCE FOREIGN AID TO NATIONS FAILING TO REDUCE NARCOTICS PRODUCTION. SENATORS LUGAR AND PELL EXPRESSED SUPPORT.

8. NARCOTICS/HAWKINS - BOLIVIA AND JAMAICA. SENATOR HAWKINS (R-FL) INTRODUCED AND THE SENATE ACCEPTED BY VOICE VOTE AN AMENDMENT PROHIBITING ASSISTANCE TO BOLIVIA UNLESS THE PRESIDENT CERTIFIES THAT BOLIVIA'S COCA PRODUCTION WAS REDUCED 10 PERCENT IN THE PRECEDING YEAR. THE MEASURE ALSO INSTRUCTS THE SECRETARY OF THE TREASURY TO DIRECT THE U.S. EXECUTIVE DIRECTORS OF THE IBRD, IDA, IFC, AND THE IDB TO OPPOSE ACTIVELY THE EXTENSION OF ANY LOAN OR THE FURNISHING OF ANY FINANCIAL OR TECHNICAL ASSISTANCE IF BOLIVIA FAILS TO ACHIEVE THIS OBJECTIVE. THE AMENDMENT ALSO SETS ASIDE DOLLARS 5 MILLION IN ESF FOR JAMAICA UNTIL THE PRESIDENT CERTIFIES TO CONGRESS THAT JAMAICA HAS PREPARED, PRESENTED, AND ADOPTED A COMPREHENSIVE PLAN OR STRATEGY FOR THE CONTROL AND REDUCTION OF ILLICIT CULTIVATION, PRODUCTION, PROCESSING, TRANSPORTATION AND DISTRIBUTION OF MARIJUANA WITHIN A SPECIFICALLY STATED PERIOD OF TIME. SENATOR HAWKINS ARGUED THAT BOLIVIA HAS FAILED TO ACT CONSTRUCTIVELY OR TO TAKE INTO ACCOUNT CONGRESSIONAL ATTITUDES (INCLUDING HER'S); THEREFORE, MORE FORCEFUL MEASURES WERE REQUIRED. SENATOR LUGAR SUPPORTED THE AMENDMENT, AND SENATOR PELL DID NOT OBJECT.

9. PERU. SENATOR MATTINGLY (R-GA) INTRODUCED AND THE SENATE ACCEPTED BY VOICE VOTE AN AMENDMENT CONDITIONING AID TO PERU UPON PRESIDENTIAL CERTIFICATION THAT PERU HAS MADE PROGRESS IN DEVELOPING A PLAN TO ESTABLISH LEGAL COCA REQUIREMENTS, LICENSE THE NUMBER OF HECTARES NECESSARY TO PRODUCE THE LEGAL REQUIREMENT, AND ELIMINATE ILLICIT AND

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UNLICENSED COCA PRODUCTION. SENATOR MATTINGLY POINTED OUT THAT PERU PRODUCES APPROXIMATELY 45 PERCENT OF THE COCAINE ENTERING THE UNITED STATES, AND, THEREFORE, WAS IN VIOLATION OF THE CONVENTION ON NARCOTIC DRUGS OF 1953 WHICH REQUIRES PERU TO LICENSE ITS COCA CULTIVATION. SENATORS LUGAR AND PELL URGED THE MEASURE'S ADOPTION.

10. DEBT. SENATOR KENNEDY (D-MA) INTRODUCED AND THE SENATE PASSED BY VOICE VOTE AN AMENDMENT REQUIRING THE SECRETARY OF STATE TO ISSUE A REPORT TO CONGRESS NO LATER THAN OCTOBER 1, 1985 ON THE MAGNITUDE OF THE FOREIGN DEBT CRISIS IN LATIN AMERICA, THE DEBT'S IMPACT ON THE ECONOMIES OF LATIN AMERICAN STATES, THE DEGREE TO WHICH THE CRISIS AFFECTS U.S. NATIONAL SECURITY INTERESTS, AND THE POLICIES THE UNITED STATES IS INITIATING TO DEAL WITH THE CRISIS. THE AMENDMENT ALSO DIRECTS THE SECRETARY OF THE TREASURY TO REPORT NO LATER THAN OCTOBER 1, 1985 ON THE DEGREE TO WHICH THE FOREIGN DEBT CRISIS AFFECTS THE U.S. BANKING SYSTEM AND THE POLICIES THE US IS INITIATING TO DEAL WITH THE CRISIS. SENATOR KENNEDY ASKED FOR SUPPORT ON THE GROUNDS THAT DEBT REPRESENTS ONE OF THE MOST SERIOUS THREATS IN THE PAST 25 YEARS TO THE FUTURE OF DEMOCRACY AND TO THE STABILITY OF THE HEMISPHERE. SENATOR CHILES ECHOED SENATOR KENNEDY'S CONCERNS, AND SENATORS LUGAR AND PELL ACCEPTED THE AMENDMENT.

11. SENATOR SPECTER (R-PA) INTRODUCED AND THE SENATE PASSED BY VOICE VOTE A SENSE OF CONGRESS AMENDMENT THAT THE UNITED STATES SHOULD UNDERTAKE ALL POSSIBLE EFFORTS WITH PARAGUAY AND NEIGHBORING COUNTRIES TO BRING JOSEF MENGELE TO JUSTICE. IN PURSUIT OF THESE ENDS, THE US SHOULD PARTICIPATE IN THESE EFFORTS, AND THE PRESIDENT SHOULD REPORT TO CONGRESS NO LATER THAN OCTOBER 1, 1985 ON PARAGUAYAN EFFORTS TO LOCATE AND APPREHEND MENGELE AND ON THE DEGREE TO WHICH OTHER NATIONS HAVE COOPERATED. SENATORS SPECTER, KASTEN (R-WI), D'AMATC (R-NY) AND KENNEDY (DMA) ADDRESSED THE NATURE OF MENGELE'S CRIMES AND URGED ADOPTION OF THE MEASURE. SENATORS LUGAR AND PELL JOINED THEIR COLLEAGUES IN SUPPORT.

12. THE HOUSE OF REPRESENTATIVES IS EXPECTED TO TAKE UP ITS VERSION OF THE FOREIGN AID BILL ON THE FLOOR IN EARLY JUNE. AS PASSED BY THE FOREIGN AFFAIRS COMMITTEE, THE BILL CONTAINS MANY PROVISIONS RELATED TO ARA, ESPECIALLY CONCERNING CENTRAL AMERICA, WHICH THE ADMINISTRATION OPPOSES.

13. THIS MESSAGE HAS NOT DEALT WITH LEVELS OF ASSISTANCE, AS COUNTRY FIGURES ARE NOT FINAL UNTIL THE AUTHORIZATION, APPROPRIATIONS AND ALLOCATION PROCESSES ARE COMPLETED. BOTH THE SENATE AND HOUSE COMMITTEE BILLS, HOWEVER, CONTAIN ASSISTANCE LEVELS LOWER THAN THOSE REQUESTED BY THE ADMINISTRATION. DAM
END OF MESSAGE

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