

CONGRESSMAN KILDEE HONORS  
CATHOLIC SOCIAL SERVICES OF  
OAKLAND COUNTY

**HON. DALE E. KILDEE**

OF MICHIGAN

IN THE HOUSE OF REPRESENTATIVES

*Thursday, October 23, 1997*

Mr. KILDEE. Mr. Speaker, I rise before you today to recognize Catholic Social Services of Oakland County for 50 years of dedicated service to our community. As a Member of Congress I consider it my duty and my privilege to work on behalf of the American family. It is in this spirit that I urge my colleagues to join me in supporting an organization that is on the frontlines everyday working to protect and preserve families.

In 1947, the Archdiocese of Detroit gave Catholic Social Services of Oakland County space above a downtown Pontiac drug store. During the 1950's a new office was established in Pontiac's historical district, with subsequent openings in Farmington, Royal Oak, Southfield, and Waterford. With its 6 offices operating throughout the county and a staff of 140, over 8,000 people every year have benefited from Catholic Social Services' programs, resources, and activities. Many of the group's accomplishments were the result of the selfless dedication of the late Leonard Jagels. Mr. Jagels had been a mainstay since 1949 and served as executive director for many years. His work has left a lasting impression on the organization.

Catholic Social Services has maintained a tradition of providing prompt and effective service to individuals through community outreach, outpatient treatment and in-home programs, and child placement programs. The Families and Schools Together Program, the Foster Grandparent Program, the Retired Senior Volunteer Program, and the Older Adult Day Care Program are just a few of the programs administered by Catholic Social Services. In addition to their services for at-risk children, the group's outpatient and in-home programs are a valuable resource, always on hand for clinical, family, mental health, and substance abuse counseling. Finally, the organization participates in child placement programs, acting as an advocate in matters of special needs adoption, post adoption services, and foster care.

Catholic Social Services is more than just one organization, but rather an integral part of a tremendous service network, one that includes United Way of Oakland County, United Way Community Services, Catholic Charities USA, and the Michigan Federation of Private Child and Family Agencies. Working together to achieve common goals these organizations serve as an inspiration to us all. The dedicated individuals who work with these organizations deserve our gratitude for in my eyes they are true heroes.

Mr. Speaker, without a doubt, our community is a much better place in which to live because of the 50 years of service, love and support from Catholic Social Services of Oakland County. I urge my colleagues in the House of Representatives to join me in congratulating Catholic Social Services on a fulfilling 50 years, and in wishing them even greater success in the years ahead.

INTRODUCTION OF THE  
SANCTIONS REFORM ACT, H.R. 2708

**HON. LEE H. HAMILTON**

OF INDIANA

IN THE HOUSE OF REPRESENTATIVES

*Thursday, October 23, 1997*

Mr. HAMILTON. Mr. Speaker, today Congressman PHILIP CRANE and I introduced H.R. 2708, the Enhancement of Trade, Security, and Human Rights through Sanctions Reform Act. This bill would reform the process by which both the Congress and the executive branch consider unilateral sanctions proposals. I would like to share with my colleagues the rationale for this bill and describe its key provisions.

The United States needs economic sanctions in its foreign policy toolkit. We need to respond to many international problems. Economic sanctions can be an attractive policy option when military action is not warranted, and diplomacy seems to have failed. In some circumstances, the conduct of a particular country may be sufficiently abhorrent or dangerous that we will feel compelled to respond, regardless of whether other countries join us.

Prior to 1980, several major laws authorized the imposition of economic sanctions for foreign policy purposes. Those laws tended to give the President considerable flexibility to decide when and how to impose sanctions. They also tended to target foreign conduct, rather than specific countries.

During the past two decades, however, and especially since 1990, U.S. sanctions policies have evolved substantially.

First, we impose unilateral sanctions more frequently. In a report prepared earlier this year, the President's Export Council noted that more than 75 countries are now subject to, or threatened by, one of more unilateral U.S. sanctions.

Second, we use a wider variety of unilateral measures to target a wider range of foreign conduct. The Export Council counted 21 specific sanctions covering 27 different target behaviors. We have also given the President less latitude in implementing sanctions.

Third, during the past 2 years we have adopted unilateral sanctions that are extraterritorial in scope. In 1996, we departed from our longstanding policy of opposing secondary boycotts by enacting two laws that penalize foreign firms for activities for activities in Cuba, Iran, and Libya. Meanwhile, roughly 20 States and localities have adopted laws prohibiting government commercial dealings with United States or foreign companies that do business with countries that have poor human rights records.

Fourth, over the past year, several of our colleagues have introduced measures that seek to narrow the presidential waiver or lower the decision threshold in existing sanction statutes. None of these measures has made it to the President's desk. If any do, however, they will raise difficult questions about the roles of Congress and the President in the conduct of foreign policy.

CONCERNS ON UNILATERAL SANCTIONS

I have several concerns about the increasing frequency and scope of unilateral sanctions.

First, unilateral measures often cost U.S. exports. The private Institute for International Economics estimated earlier this year that re-

strictions imposed for foreign policy purposes are costing \$15–19 billion in export sales annually.

An extraordinary example of the cost of unilateral sanctions recently came to my attention. According to the U.S. Department of Agriculture, the five countries currently under total U.S. trade embargoes—Iran, Iraq, Libya, Cuba, and North Korea—will together account for roughly 11 percent of the world's wheat export market this year. This means that 11 percent of the world wheat market is off-limits to U.S. farmers. But it doesn't mean those countries can't get wheat. If they have the cash, there are plenty of other countries willing to do business with them.

My second concern is that our reputation for unilateral sanctions is costing potential export sales and foreign investment opportunities. Many executives I have spoken with over the past couple of years have told me that foreign firms and governments are increasingly steering clear of U.S. companies when making procurement decisions. They are concerned that deals with U.S. firms could be jeopardized by subsequent sanctions. I also understand that some European companies have begun to tell prospective customers that U.S. competitors can't be counted on because of U.S. sanctions policies.

Third, exports lost to unilateral sanctions mean lost jobs. Fifteen to twenty billion dollars in export sales would support tens of thousands of American jobs.

Fourth, third-party unilateral sanction measures like the Helms-Burton and Iran-Libya statutes put us at odds with many of our closest friends. That can undermine both our trade leadership and the effectiveness of our foreign policy.

Fifth, in addition to antagonizing foreign governments, some of our State and local sanctions raise difficult questions concerning the constitutional authority to conduct U.S. trade and foreign policy.

INEFFECTIVENESS OF UNILATERAL SANCTIONS

Unilateral sanctions might be worth their price in exports, jobs, and foreign policy interests if they succeeded in achieving their aims. They rarely do. In fact, they are sometimes counterproductive and harmful to the very people we are trying to help.

A number of studies have concluded that sanctions, both unilateral and multilateral, have worked less than half the time since the early 1970's. One of the most thorough and credible of these studies, from the Institute for International Economics, found that unilateral and multilateral sanctions together have succeeded less than 20 percent of the time since 1990. Unilateral sanctions rarely work because the world economy has become too interdependent. When we deny a country access to our products or our markets, it has plenty of alternatives.

WEAK INFORMATION BASE

One of the most alarming aspects of U.S. sanctions policy, in my view, is the weak information base upon which most unilateral sanction decisions are typically made.

Congress does not usually have before it a detailed assessment of new sanctions bills when it takes them up. We hold hearings and we debate proposals in mark-ups. But our review of sanctions is rarely systematic or comprehensive.

We need to improve our decisionmaking on sanctions. Before they act, Congress and the