

Calendar No. 804

93rd CONGRESS  
1st Session

SENATE

REPORT  
No. 93-838

LEGISLATIVE

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DEPARTMENT OF STATE/USIA  
AUTHORIZATION ACT, FISCAL YEAR 1975REPORT  
OF THE  
COMMITTEE ON FOREIGN RELATIONS  
UNITED STATES SENATE  
TOGETHER WITH SUPPLEMENTAL VIEWS  
ON  
S. 3473  
TO AUTHORIZE APPROPRIATIONS FOR THE DEPARTMENT  
OF STATE AND THE UNITED STATES INFORMATION  
AGENCY, AND FOR OTHER PURPOSES

MAY 9, 1974.—Ordered to be printed

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of the bill). Voting in the affirmative were Senators Fulbright, Mansfield, Church, Symington, Pell, Muskie, McGovern, Humphrey, Case, Javits, and Percy; opposed were Senators Sparkman, Aiken, Scott, Pearson, and Griffin.

On April 33, the Committee voted 13-0 to approve an amendment proposed by Senator Javits concerning U.S. policy toward Cuba. This amendment now appears as section 14 of the bill. Voting in favor were Senators Sparkman, Church, Symington, Pell, McGovern, Muskie, McGovern, Humphrey, Aiken, Case, Javits, Pearson, and Percy.

On April 23, by voice vote, the Committee determined to merge the bills and to report favorably an original bill.

## COMMITTEE COMMENTS

The comments of the Committee with respect to the amounts authorized, as well as the several policy provisions, appear in the section-by-section analysis below. Only two additional points need be made here.

First, as appears in the discussion of the provisions concerning military base agreements (Sec. 10) and the Diego Garcia agreement (Sec. 11), the Committee continues to be concerned over the tendency of the Executive Branch to bypass Congress in the making of foreign commitments until the United States is so deeply involved that Congressional freedom of action is more limited than would have been the case if Congress had been brought into the process earlier. Specifically, the Committee believes that the agreements concerning clearance of the Suez Canal ought to be submitted to Congress for approval. The magnitude of this undertaking and its potential implications are such that agreements of this kind ought not to be made by the Executive Branch without the approval of Congress.

Second, the Committee expects the Department of State to enforce higher language requirements for lateral entrants into the Foreign Service. The Committee seriously considered amending the bill to provide that no Foreign Service Officer receive more than one promotion until he has demonstrated competence in at least one foreign language. This is the case now, by regulation, for incoming junior officers, but no such requirement has been imposed on those who enter the Service laterally in the higher ranks. The Committee refrained from writing such a requirement into the law on the basis of assurances from the Department that it will be done by regulation. If adequate steps are not taken to enhance the language proficiency of the entire Foreign Service corps, the Committee will be inclined next year to adopt appropriate legislative measures.

## COST MATTERS

Section 552(a)(1) of the Legislative Reorganization Act of 1970 requires that Committee reports on bills and joint resolutions contain an estimate of the costs of carrying out such legislation in the fiscal year in which it is reported and in each of the five fiscal years which follow.

This bill authorizes appropriations for the regular operating budgets of two agencies, the State Department and USIA, for one fiscal

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recent years initiated a number of measures designed to require Congressional approval of executive agreements relating to those bases. In the Committee's view, the drafters of the Constitution intended that all major agreements with foreign countries be treaties, subject to Senate approval; but because extensive reliance in modern times upon executive agreements has heavily undercut this original design, the Committee has supported corrective legislation to redress the balance and restore the participatory role of Congress. The Committee has continued to reject the argument that appropriations bills afford Congress an ample opportunity to express its view implicitly on matters of foreign policy, because the Committee believes that Congress should address itself explicitly to major questions of foreign policy.

This section, initiated by Senator Case, is intended to restore the participation of Congress in certain agreements with foreign nations by requiring that Congress approve any military base agreement between the United States and a foreign country before funds can be expended to carry out the agreement. According to the provisions of this section, if an agreement took the form of an executive agreement, then Congress would express its approval by law; if the agreement took the form of a treaty, then the Senate would approve as specified in the Constitution. The approval requirement would apply whenever an agreement was created, extended or significantly modified; but it would not apply to agreements involving bases with fewer than 500 personnel, nor would it affect existing agreements unless they were to be significantly modified in the future.

Section 11, Diego Garcia Agreement. This section, also initiated by Senator Case, represents the application to a specific case, of the principle upon which the previous section is based. It establishes the requirement that Congress approve by law any new agreement between the United States and the United Kingdom relating to the U.S. base on Diego Garcia in the Indian Ocean. Among Committee Members, there is a considerable diversity of view concerning the need for an expanded U.S. presence in the Indian Ocean, but the Committee is united in the view that Congress should approve whatever policy is to be pursued. There is, on the one hand, a question of policy and, on the other, a question of how policy is made. While reserving judgment on the policy issue itself, the Committee believes strongly that Congress should be integrally involved in the process by which U.S. policy is established in this important area of the world.

Section 24, International Materials Bureau. This section, sponsored by Senator McGovern, establishes within the State Department a new International Materials Bureau to be headed by a Director. There is also created a 15-Member Advisory Committee, to be appointed by the Secretary of State.

The functions of the Bureau will be to review on a continuing basis (1) the supply, demand, and price, throughout the world, of basic raw and processed materials (including agricultural commodities); and (2) the effect of United States Government programs and policies (including tax policy) in creating or alleviating shortages.

The Bureau is also to submit to Congress and the President (1) a monthly report on data relevant to U.S. policy regarding important basic materials, and (2) an annual report recommending changes in

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