

# OVERVIEW OF THE DEPARTMENT OF STATE

## Mission

Diplomacy is an instrument of power, essential for maintaining effective international relationships. It is a principal means through which the United States defends its interests, responds to crises, and achieves its international goals. The Department of State is the lead institution for the conduct of American diplomacy, a mission based on the role of the Secretary of State as the President's principal foreign policy adviser.

To carry out U.S. foreign policy at home and abroad, the Department of State:

- Exercises policy leadership, broad interagency coordination, and management of resource allocation for the conduct of foreign relations.
- Leads representation of the United States overseas and advocates U.S. policies for foreign governments and international organizations.
- Coordinates, and provides support for, the international activities of U.S. agencies, official visits, and other diplomatic missions.
- Conducts negotiations, concludes agreements, and supports U.S. participation in international negotiations of all types.
- Coordinates and manages the U.S. Government response to international crises of all types.
- Carries out public affairs and public diplomacy.
- Reports on and analyzes international issues of importance to the U.S. Government.
- Assists U.S. business.
- Protects and assists American citizens living or traveling abroad.
- Adjudicates immigrant and nonimmigrant visas to enhance U.S. border security.
- Manages those international affairs programs and operations for which the Department has statutory responsibility.
- Guarantees the Diplomatic Readiness of the U.S. Government.

The above mission statement guides Department employees in conducting foreign affairs programs and activities. Department employees are also guided by a set of values, as individuals and as an institution. The work of these individuals has an impact on U.S. citizens, both domestic and abroad. Expertise in languages, understanding of foreign cultures, and management of complex issues and programs gained through international experience are essential elements of this work. The Department exercises discipline in implementing policy, regardless of personal preferences, and its personnel are willing and able to serve worldwide as needed. Divergent views are expressed when necessary to strengthen the formulation and execution of foreign policy. The conduct of foreign relations is viewed as a long-term career commitment, rather than just a job. The Department workforce, a blend of Civil and Foreign Service employees and Foreign Service Nationals overseas, reflects the diversity of the United States.

## Organization and Structure

The Department was established in 1789 to advise the President on the formulation and execution of foreign affairs. The Secretary heads the Department and is the President's principal foreign relations adviser. The Secretary is aided by a Deputy Secretary and five Under Secretaries who serve as the Department's corporate board on foreign policy in the following areas: political affairs; economic, business, and agricultural affairs; arms control and international security; global affairs; and management. (An Organization Chart for the Department is on page 73, and a listing of Department locations can be found on pages 75-77.)



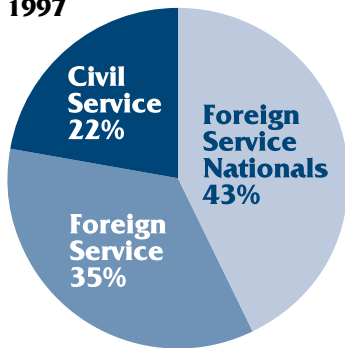
**Organization and Structure**

The foreign policy mission is conducted by approximately 22,000 employees in both the Civil Service and the Foreign Service, including Foreign Service Nationals, in the 162 countries where the United States is represented by Embassies and Consulates. In addition, the Department operates a national passport and visa center located in New Hampshire, 13 passport agencies, 5 agencies that provide logistics support for overseas operations, 22 security offices, and 3 financial service centers located in Paris, France; Bangkok, Thailand; and Charleston, South Carolina.

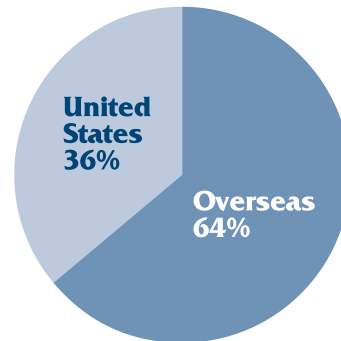
**Summary of Full-Time Permanent Employees**

FY	Civil Service	Foreign Service	FSN's	Total
1993	5370	8792	9412	23,574
1994	5191	8512	9412	23,115
1995	4972	8207	9555	22,734
1996	5021	7994	9555	22,570
1997	4977	7724	9508	22,209

**Department of State Workforce**  
Full-time Permanent Employees  
as of September 1997



**Department of State Workforce**  
Where Based



Within the Department's Washington, D.C., Headquarters, the mission is coordinated and managed through six regional bureaus, each with responsibility for a specific geographical area of the world. Regional bureaus and overseas posts are supported by domestic offices that provide program management and administrative expertise in economics, intelligence, and human rights, as well as finance, administration, personnel, training, medical services, and security programs.



In each Embassy, the Chief of Mission (usually an Ambassador), is responsible for coordination and management of all U.S. Government executive branch programs and activities in the host country. Each Ambassador is appointed by the President, confirmed by the Senate, and reports directly to the President through the Secretary. The Diplomatic Mission is also the primary U.S. Government contact for U.S. citizens and foreign nationals of the host country. The Mission serves the needs of U.S. citizens traveling and working overseas and provides support to Presidential and Congressional delegations visiting the country.

## The Department of State Strategic Plan

During 1997, the Department prepared its first *Strategic Plan* as required by the GPRA. Early in the fiscal year, a planning team was established to meet the challenge of defining the mission, goals, objectives, strategies, and performance measurement indicators for the Department of State. In September 1997, the team completed its work, which culminated in the presentation of the *Strategic Plan* to Congress and the budget request for 1999 to the Office of Management and Budget (OMB) a short time later. The process of developing the Plan involved management and employees at all levels in the Department. The final *Plan* was approved by the Secretary of State and made available to all employees of the Department and other executive agencies, Congress, and the general public (available on the worldwide web at [www.state.gov](http://www.state.gov)).

Although full implementation of the GPRA will not be realized until issuance of the *Accountability Report for Fiscal Year 1999* (to be published in March 2000), we chose to present the accomplishments of the Department for 1997 within the framework of the *Strategic Plan*. This approach provides a logical progression from one year to the next as we discuss our accomplishments in terms of achieving the mission, goals, and objectives defined in the. However, our discussions of 1997 experience may not be as directly related to the use of resources to meet program goals as will be the case in future years, when resources are more closely tied to program and activity levels.

Beginning with 1999 and annually thereafter, funding will be provided based on specific program levels identified in appropriations requested by the Department, passed by Congress, and signed into law by the President. Accordingly, under GPRA the Department will move away from annual appropriations based on historical experience and generic expenditures (salaries, benefits, travel, contracted services, etc.) to costs based on activities necessary to achieve the goals and objectives. The *Report*, due in March 2000, will fully cover our experience as required by the GPRA.



# Program Performance During Fiscal Year 1997

## National Interests and Strategic Goals

The following discussion presents the program accomplishments achieved in 1997 within the framework of the *Strategic Plan's* areas of national interest and strategic goals. These goals are important and cover the universe of what the United States wants to accomplish in the world. The following topics do not represent everything that the Department of State did in 1997. Rather, for the sake of brevity, only those areas of national interest where significant accomplishments were achieved in 1997 are presented.

## National Interest: National Security

**Goal: Ensure that local and regional instabilities do not threaten the security and well-being of the United States or its allies.**

The President's national security strategy is founded on diplomatic leadership, a strong military, and effective intelligence. Traditional diplomacy through the establishment of alliances and country-to-country relations helps achieve national security. But U.S. interests may require more aggressive action to prevent, manage, and resolve ethnic conflicts, civil wars, territorial disputes, and humanitarian disasters worldwide. During some events or conflicts, the United States may be the only nation with the ability, need, and responsibility to respond without the support of other countries.

The strategy for achieving this goal is to maintain effective working relationships with leading regional states using defense cooperation through alliances, military assistance, and export trade controls to help prevent, manage, and diffuse regional conflicts. To decrease potential conflicts, the United States may impose sanctions on violators of international norms of behavior. Building a consensus among the foreign community that the United States is an important participant in the international peacekeeping process is also essential for resolving regional conflicts.

During 1997, the Department's actions were based on the realization that the highest priority areas for conflict resolution exist in the Middle East, East Asia, and post-Soviet Europe. Actions were predicated on the assumption that preventive diplomacy and conflict resolution can keep local and regional conflicts from escalating and eventually threatening U.S. security. Following are the key events that took place in 1997:

**Maintained Peace and Stability in Europe.** At the NATO Summit held in Madrid, the Czech Republic, Hungary, and Poland were invited and participated in accession talks for future entry into NATO; alliance agreements were signed with Ukraine and Russia; and talks were initiated between Greece and Turkey to produce a joint statement on nonaggression and the reduction of tensions in the Aegean.

**Pursued Peace Between Israel and Its Arab Neighbors.** The United States was challenged in 1997 by policy changes instituted by a new Israeli Government and by a series of terrorist attacks that undermined negotiations between Israel and the Palestinians. A comprehensive Arab-Israeli peace remains a major objective of U.S. foreign policy. The United States worked actively with Israelis and Arabs to create a mutually reinforcing structure of negotiations that keeps the momentum going despite inevitable ups and downs.

**Maintained Full and Secure Access to Energy Resources of the Persian Gulf.** The last four U.S. Presidents have identified the Persian Gulf as a region vital to U.S. national interests. The supply of oil from the Gulf to the U.S., Europe and Japan is critical for global economic stability. To help ensure access to this region's oil resources, the Department pursued



intensive political and diplomatic engagement and security cooperation with the member states of the Gulf Cooperation Council (GCC). The Department will continue to cooperate with the GCC to secure defense agreements that provide enhanced military support for a peaceful Persian Gulf.

**Established a Durable Peace and Reduced Ethnic Tensions in the Former Yugoslavia.**

The United States continued implementation of the Dayton Peace Agreement; prepared for 1997 elections; provided joint institutions for financial, customs, and military operations; implemented arms control agreements; apprehended war criminals for U.N. prosecution; and obtained pledges of more than \$3.1 billion for reconstruction. Bosnia's gross national product increased by 40%; 150,000 refugees returned to their homes; and an additional 160,000 displaced persons were returned to Bosnia.

**Goal: Eliminate the threat to the United States and its allies from weapons of mass destruction or destabilizing conventional arms.**

The most direct and serious threat to U.S. national security is the possibility of conflict involving weapons of mass destruction. The United States and most nations, those that possess these weapons and those that do not, value the constraint provided by arms control treaty regimes. Of greatest concern are those countries and terrorists who seek to acquire weapons of mass destruction. Unbridled acquisition of conventional arms can similarly threaten U.S. interests by disrupting regional relations.

The Department, working with the Arms Control and Disarmament Agency (ACDA), has the lead responsibility for nonproliferation policy. It coordinates implementation of that policy regarding individual countries, such as China, and multinational arrangements. A number of activities can be utilized to prevent, discourage, and eliminate the spread of weapons of mass destruction: reducing the incentives of countries to acquire the weapons, taking actions against violators of nonproliferation treaties or agreements, controlling trade in related technologies (that are essential for delivering the weapons), and securing excess fissile material from acquisition by threshold countries and terrorists seeking to acquire weapons of mass destruction. Following are some of the key activities that took place in 1997 in pursuit of the goal to eliminate weapons of mass destruction:

**Constrained the Proliferation of Weapons.** The U.S. joined the Chemical Weapons Convention as a charter member and initiated the Cooperative Threat Reduction Program to provide upgraded equipment for monitoring warhead inventory and control in Russia, improve reactor management, and dispose of fissile materials. The United States assisted the New Independent States (NIS) of the former Soviet Union and Eastern and Central European countries in establishing effective controls systems to prevent the export of missile materials and weapons technologies.

**Ensured NATO Enlargement Did Not Create New Dividing Lines.** The Department was responsible for the signing of the NATO-Russia Founding Act and the NATO-Ukraine Distinctive Relationship Agreement and sponsored Partnership for Peace NATO-NIS military exercises in every NIS country. These agreements will also help to prevent any divisions in NATO.

**Promoted Nuclear Safety.** The United States promoted progress toward commitments to shut down unsafe reactors in Russia and Lithuania.

**Negotiated Strategic Arms Reductions Treaty (START) With Russia.** In Helsinki, the United States and Russia agreed on a set of initiatives to move forward on strategic arms reduction, including adjustments to the timelines for reductions under START II and guidelines for a START III agreement.



## National Interest: Economic Prosperity

**Goal: Open foreign markets to free the flow of goods, services, and capital.**

In December 1993, the Uruguay Round of trade agreements was completed, thereby establishing the World Trade Organization (WTO) and strengthening international trade by opening new markets for U.S. trade and investment. To effectively increase trade, the United States must ensure that the rules made by the WTO are enforced and that follow-on agreements are successfully concluded and implemented. As the free flow of goods and services expands with reductions in tariffs and other barriers to trade, negotiations must now focus more on new areas of concern, such as investment, corruption, technical and labor standards, and the environment.

The Department of State integrates economic and commercial priorities into the policy framework developed for geographic regions and countries within each region. The Department advances U.S. interests in regional forums, such as the Asia-Pacific Economic Cooperation (APEC) and the Summit of the Americas, designed to foster economic prosperity and economic dialog between member countries. The Department is an active participant in promoting U.S. economic and commercial interests abroad. Following are several key accomplishments achieved in 1997 that contributed to expanded trade in various regions of the world:

**Concluded Multilateral Agreements on Investment.** The Organization of Economic Cooperation and Development (OECD) members concluded agreements with eight priority countries on investments while negotiations were planned to begin with another dozen countries. Expanding international agreements on foreign investment will increase U.S. exports and open opportunities for investment and market development.

**Continued Focus on Open Skies Agreements.** The Department continually tries to secure agreements with other nations to permit the free access by U.S. air carriers to markets in other countries that are presently restricted by the host governments. During 1997, formal negotiations were initiated with Japan, and preliminary talks were held with France. An alliance between British Air and American Airlines was proposed, and a review by the U.S. Department of Transportation was begun. These negotiations are expected to yield results soon.

**Negotiated General Agreement on Trade in Services.** Negotiations were completed with 70 countries on telecommunications services. Close monitoring of compliance with agreements with Japan, China, and Korea was undertaken, given the seriousness of audio and video recording pirating issues.

**Goal: Expand U.S. exports to \$1.2 trillion by the year 2000.**

As the world economy becomes more interdependent, trade will be increasingly important to the domestic economy and U.S. well-being, particularly in the high-technology sectors of the U.S. economy. The 1996 National Export Strategy sets the goal of expanding U.S. exports of goods and services from \$800 billion in 1995 to \$1.2 trillion by the year 2000.

To accomplish this objective, the Department relies on a number of export promotion efforts, such as advocacy, finance, and public diplomacy. This is especially effective in fast-growing, emerging markets, such as Mexico, Brazil, China, Korea, and India. In addition, export promotion can be increased by reaching out to small- and medium-sized firms to provide in-country assistance to encourage development of markets for their products in fast-growing economies. Following are some of the more significant expansions of trade in 1997 toward achieving \$1.2 trillion in exports by the year 2000:



**Canada and the European Union.** The United States concluded agreements on standards for trade in products worth \$40 billion. Agreements were also reached on trade information technology and telecommunications, representing approximately \$1 trillion in trade goods and services.

**East Asia and the Pacific.** Eighteen countries developed action plans describing exactly how they plan to develop and implement free trade in the next 20 years. Negotiations on a trade agreement were initiated with Vietnam, agreements with China expanded, and negotiations on the Hong Kong Investment Treaty were begun.

**Central and South America and the Caribbean.** Further efforts were made to advance the creation of the Free Trade Area of the Americas by 2005. Booming trade developed with Latin America, with hemispheric exports topping \$1 trillion in 1996—11% above 1995. Mexico's economy continued to improve, and all debt obligations to the United States were paid. The North American Free Trade Agreement served U.S. interests well in 1997.

**New Independent States of the Former Soviet Union.** The United States doubled its annual new investment in these countries in 1997 while trade with them has doubled since 1992. Increased loans to entrepreneurs were made through the Partnership for Freedom Program. Through diplomatic efforts, impediments to free trade were diminished by revisions of the tax codes, establishment of property rights, and by ensuring repatriation of business profits.

## **National Interest: Protect American Citizens and Safeguard U.S. Borders**

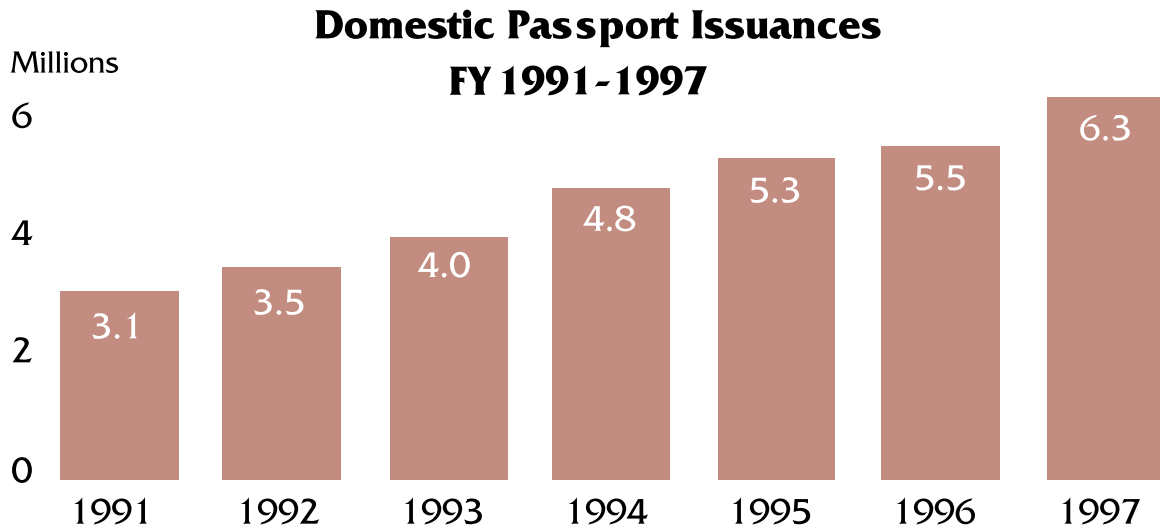
**Goal: Enhance the ability of American citizens to travel and live abroad securely.**

U.S. citizens will continue to travel and reside abroad in large numbers. When they encounter emergencies they cannot handle on their own (for example, political unrest, natural disasters, accidents, terrorist attacks, crime, illness, or legal problems), they turn to the network of U.S. diplomatic and consular posts for help and protection. The United States cannot always prevent the difficult and often tragic situations that arise. It can, however, help ensure that its citizens receive assistance and protection.

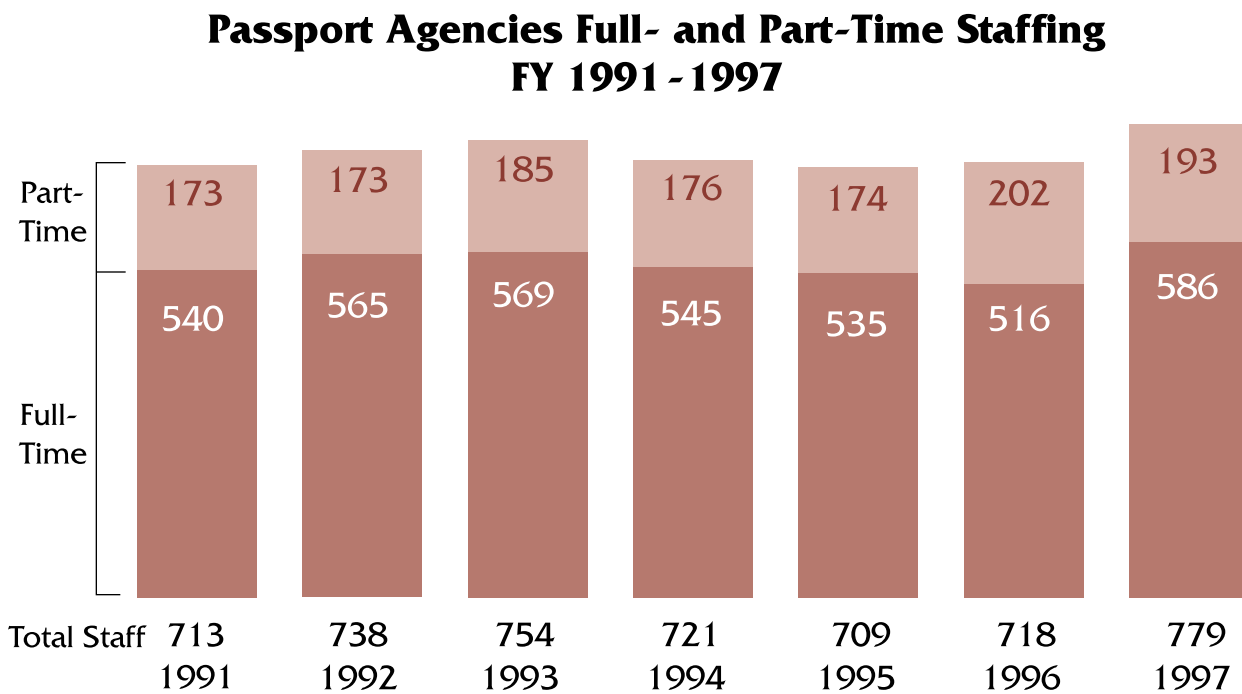
The Department of State assists U.S. citizens who travel and reside abroad by providing a wide variety of consular services as well as citizenship and identity documents, such as passports and reports of birth abroad. When U.S. citizens encounter emergencies, Department officers help ensure that they receive assistance and protection. Following are some key accomplishments realized in 1997 toward achievement of this goal:

**Streamlined Passport Services.** The Department of State is in the forefront of pursuing high technology solutions that address both customer service requirements and document integrity needs. A national survey showed that, in spite of an increase of 14% in passports issued during 1997, the Department met its customer-service standard of 25 days to process applications. Based on a survey taken in 1997, 98% of the six million passport customers were satisfied with the service they received. During 1997, Passport Services exceeded best practices standards in telephone service with an abandonment rate of only 1.5%, compared to the industry standard of 2%. Vice President Gore, as the President's leader of the National Performance Review (NPR), presented its prestigious Hammer Award to the National Passport Center for outstanding service to the American public. While becoming more efficient, the Department is also making passports resistant to new techniques in altering, tampering, and forging by implementing the photo digitization process and installing book printers, scanners, and revised software at all Passport Agency locations.





Staffing has increased by only 9%, from 1991 to 1997, while the number of passports issued during the same period has more than doubled, from 3.1 million to 6.3 million.





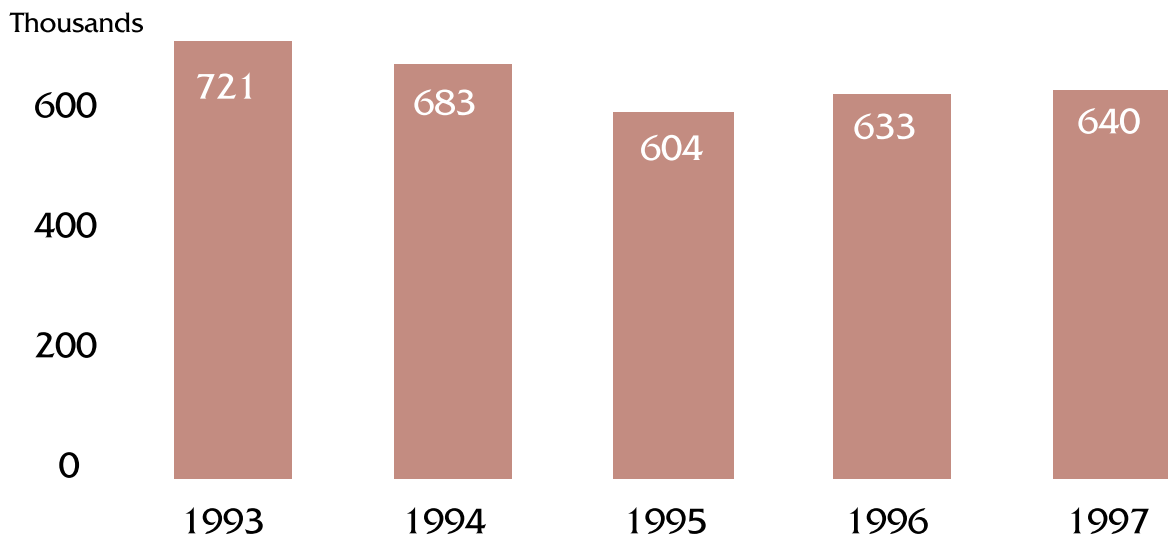
**Maintained Services for U.S. Citizens Overseas.** The Public Employees Roundtable (an institution that recognizes the contributions of government employees) and Vice President Gore presented the 1997 Public Service Excellence Award to the employees of the Office of Overseas Citizens Services, citing its work in evacuating U.S. citizens from Sierra Leone and The Congo during periods of civil strife in those countries.

**Established Electronic Communications for Our Customers.** Nearly 13 million users accessed the Department's Consular Affairs Internet site in 1997, compared to less than 2 million in 1996. Surveyed users indicated 95% found the information helpful. The site has received "Best of the Net" awards from three major publications as well as the NPR Hammer Award from Vice President Gore.

## Goal: Control how immigrants and foreign visitors enter and remain in the United States.

By administering its immigration laws fairly and effectively, the United States provides for the lawful entry of foreign nationals and assists eligible persons who wish to immigrate to or visit the United States in pursuit of business, tourism, and educational or employment opportunities. At the same time, the United States must deter illegal immigration by enforcing immigration laws, especially for aliens who may have links to terrorism, narcotics trafficking, or organized crime.

### Immigrant Visas FY 1993 - 1997

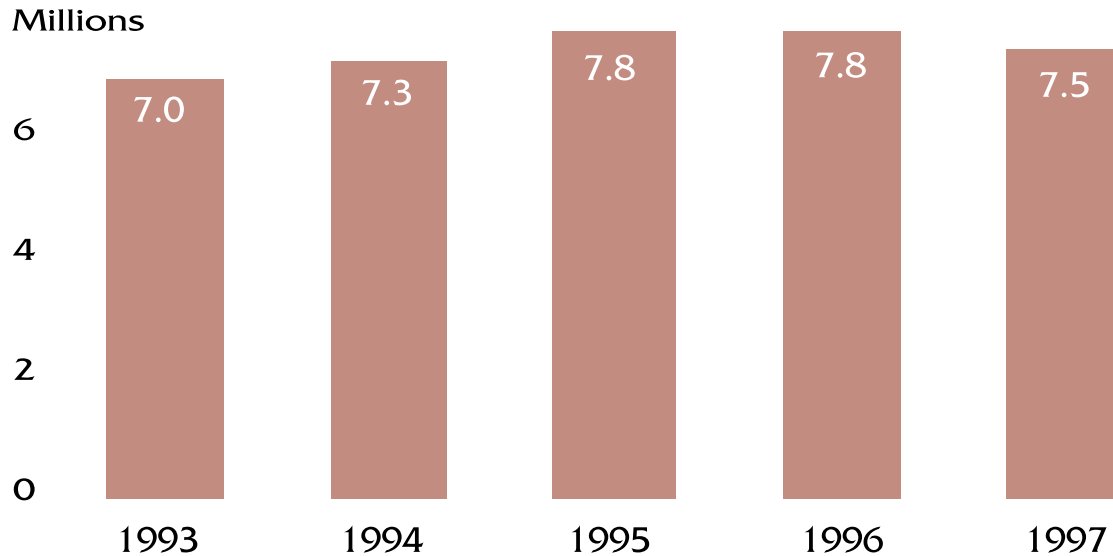


The Department of State shares responsibility with the Immigration and Naturalization Service (INS) for administering U.S. immigration laws. U.S. consular officers provide for the lawful entry of persons who seek to enter the United States either temporarily or as immigrants. Consular screening helps deter illegal immigration. Consular officers employ special techniques and technologies, such as machine-readable documents, and sophisticated namechecks, to expedite lawful entry, identify criminals and terrorists, and inhibit illegal immigration.

Immigrant visas issued for 1997 were fewer than those for 1993. The amendment of the Immigration and Nationality Act permitted additional categories of aliens to adjust their status in the United States, thus reducing the immigrant caseload.



## Nonimmigrant Visas FY 1993 - 1997



Nonimmigrant visas issued decreased in 1997 due to the admission of Argentina and Australia to the Visa Waiver Pilot Program, which now permits visa-free travel for nationals of 26 countries. Following are some of the more significant accomplishments the Department realized in 1997:

**Expanded Visa Waiver Pilot Program.** This Program was first authorized by Congress in 1986 and subsequently implemented worldwide in 1988. It was designed to allow travelers from participating countries to enter the United States without a visa for 90 days or less for business or pleasure. By not requiring visas for the thousands of travelers from countries where the incidence of visa fraud is extremely low, visitors are encouraged to come to the United States, which facilitates tourism and commerce. It also allows the Department to assign its limited consular officer corps to those locations where they are most needed—posts where there is a high incidence of visa fraud or other illegal practices. Last year more than 12 million travelers came to the United States under this Program, which was a major factor in increasing the surplus in tourism trade to \$24 billion in 1997.

**Strengthened Border Security Program.** The Department of State is the first line of defense against illegal entry into the United States of terrorists, international criminals, or others whose presence here may violate immigration laws. By using highly automated consular information systems, border security is enhanced. During 1997, the following accomplishments were realized:

- Automated namechecks and machine readable visas were made available at all visa-issuing posts worldwide.
- Sophisticated algorithms to match Arabic and Hispanic language names were developed.
- The Border Crossing Card Program, mandated by the Illegal Immigration Reform and Immigrant Responsibility Act of 1996, was inaugurated to provide additional protection against illegal immigration at U.S. borders.
- Border security activities were almost entirely funded from nonappropriated funds received from visa fees paid by visitors to the United States.

**Improved the TIPOFF Program.** This Program helps consular officers and inspectors at ports of entry to identify international terrorists and members of organized crime groups based on all-source, U.S. intelligence information. It has been highly successful in intercepting terrorists and other felons preventing their entry into the United States. Since its inception in 1997, over 400 terrorists have been denied visas. In addition, 145 terrorists or criminals that had visas were intercepted and denied entry into the U.S. and/or arrested at the port of entry.

## National Interest: Law Enforcement

**Goal: Minimize the impact of international crime on the United States and its citizens.**

The recent expansion and increasing sophistication of international crime represents a growing threat to the property and well-being of U.S. citizens. Consequently, the traditional distinction between “domestic” and “foreign,” has eroded, and effective international law enforcement has become essential.

The Department of State conducts relations with foreign governments and multilateral organizations to create a global response to the threat of international organized crime. Under authority of the Ambassador at each Embassy, the Department also coordinates U.S. activities directed against international organized crime abroad. The Department is directly responsible for implementing the International Narcotics Control Program (INCP) with foreign assistance funds to assist certain foreign government criminal justice and law enforcement agencies.

To minimize international crime the Department encourages foreign governments to take action against money laundering, other financial crimes, smuggling of aliens, drug trafficking, and other forms of international crime. International communications and close cooperation with other governments are essential for mutual legal assistance and collaboration with foreign judicial authorities to identify, arrest, and convict international criminals. The Department took the following actions in 1997:

**Developed an Anti-Money Laundering Program.** This Program permitted the United States to evaluate foreign country legislation to eliminate money laundering operations.

**Established an International Law Enforcement Academy in Budapest.** The Academy trained hundreds of law enforcement officials throughout central Europe and the former Soviet Union.

**Initiated Anti-Alien Smuggling Operations.** Initiated a global strategy to foster regional actions in Central America and the Caribbean against smuggling aliens into the United States.

**Provided Training for Witness Protection Programs.** U.S. Marshals conducted training in the Caribbean and South Africa for the development of witness protection programs.

**Goal: Reduce significantly the entry of illegal drugs into the United States.**

Most illegal narcotics consumed in the United States come from abroad. Control of this foreign supply must complement efforts to reduce drug use and its harmful consequences in the United States. Although the problems of illegal narcotics both in the United States and abroad have critical social and economic dimensions, U.S. international counternarcotics activities are predominantly focused on law enforcement.



## National Interest and Strategic Goals

The Department of State coordinates implementation of those elements of the National Drug Control Strategy that entail relations with or actions by foreign governments, or activities outside the United States subject to the authority of chiefs of U.S. diplomatic missions. These include reducing production, trafficking, and abuse of illicit drugs. The Department is directly responsible for implementing the INCP with funds appropriated under the Foreign Assistance Act to assist foreign institutions responsible for development and implementation of drug control activities.

Drug abuse in the United States is a social scourge that our improving economy cannot cure by itself. Drug abuse statistics reveal that the illicit U.S. drug market remains volatile and attractive to international suppliers. The Office of National Drug Control Policy estimates that Americans spend \$57 billion a year on illicit drugs, that health and other social costs of drug use to American society is another \$67 billion annually, and that some 14,000 Americans died from drug-induced causes last year. Increased foreign production and trafficking of synthetic drugs, such as methamphetamines, is further complicating international narcotics control efforts.

The strategy to reduce illegal drugs in the United States is to first establish specific targets for worldwide reduction in illegal drugs (cocaine, opium, heroin, and marijuana) and then work toward significantly reducing the production of these illegal drugs. The annual Narcotics Certification process and collaborative efforts are used to increase political pressure on foreign governments to dismantle drug trafficking organizations.

The Department of State focuses on cooperation with the key coca-producing countries (Bolivia, Peru, and Colombia) and opium-producing countries (Laos, Pakistan, Turkey, and Thailand) to implement comprehensive enforcement and alternative development programs to achieve and sustain net reductions in coca and opium production. In the future, the Department will also target drug interdiction efforts and money laundering in the Caribbean, Mexico, and Central America. Following are some key accomplishments realized in 1997:

**Removed 300 Metric Tons of Cocaine From World Supply.** Through interdiction and law enforcement training and with the support of crop reduction and alternative development efforts, U.S. programs were responsible for removing 300 metric tons of cocaine from the world supply.

**Jailed Notorious Criminals.** Other actions and developments that contributed to the above success were a tough stance by the President with drug-producing countries; increased arrests and incarceration of notorious drug producers and traffickers by Peru, Colombia, Bolivia, Venezuela, Ecuador, and Mexico; and a crackdown on money-laundering operations in those countries.

## National Interest: Democracy

**Goal: Increase foreign government adherence to democratic practices and respect for human rights.**

A world of democratic nations provides a more stable and secure global arena in which to advance U.S. objectives. Advancing U.S. interests in the post Cold War world often requires efforts to support democratic transitions as well as to address human rights disasters and democratic reversals. Promotion of democracy and human rights, including the rights of women and minorities, reflects the fundamental values of the American people.

The Department of State provides leadership and coordination for U.S. policy in these areas. The Department conducts relations with foreign governments and multilateral organizations to promote democratization and human rights. It coordinates implementation of activities of U.S. agencies that provide assistance toward that objective, including activities related to conflict prevention and resolution and publishes analyses of human rights conditions in foreign countries.



The Department allocates economic support funds for building democracy in countries in transition and consults extensively with non-governmental organizations to promote democracy. There were a number of successes during 1997 toward advancing democracy and respect for human rights:

**Observed Human Rights.** After a prolonged civil war, successful elections were held in Liberia. The United States pressed Sri Lanka on treatment of POWs, Pakistan on religious freedom, Bosnia-Herzegovina on arrests of war criminals, and Russia on repression of religious choice. The United States also encouraged free elections in Pakistan and the removal from the Pakistan Constitution of the article on Presidential power to dissolve Parliament at will.

**Witnessed Improvements in China.** The Chinese Government signed the Covenant on Economic, Social, and Cultural Rights. Democratic principles were advanced with the training of parliamentary, judicial, and other officials.

**Accounted for MIAs/POWs in Vietnam.** High-level cooperation with Vietnam on MIAs/POWs continued, and the U. S. Agency for International Development (USAID) provided assistance for humanitarian projects in Vietnam.

**Supported Child Labor Reform.** In Pakistan, a system to monitor export industries for child labor was devised, and child labor in the soccer ball industry was eliminated. Child labor laws in India were successfully supported by the Indian Supreme Court.

**Advanced Democracy in the New Independent States of the Former Soviet Union.** Free elections were held in Kyrgyzstan, Georgia, and Moldova. Funds were provided to assist nongovernment organizations to promote citizen participation and social policy making in a democratic environment in the Caucasus, Central Asia, and Belarus.

**Consolidated Democracy, Liberalized Economies, and Promoted Stability in Central Europe.** The United States promoted economic reform and global economic integration in the Central European countries (Czech Republic, Poland, and Hungary) and secured eligibility of Baltic States for future NATO membership. The United States exerted pressure on the Albanian Government to cooperate with the International Monetary Fund and the World Bank.

## National Interest: Humanitarian Response

### Goal: Prevent or minimize the human costs of conflict and natural disasters

American values mandate offering assistance and international leadership to help alleviate human suffering from crises, whether man-made or natural, even when there may be no direct or indirect threat to U.S. national security.

The Department of State is the hub for coordinating the U.S. Government response to humanitarian crises. In the event of a crisis, the Department initiates decisionmaking in Washington, D.C., communicates with other donors in capitals and international forums, and coordinates implementation in the field on all issues ranging from preventive diplomacy to peacekeeping.

Within this decade alone, more than 2 million people were forced from their homes in Bosnia, and several million more fled violence and genocide in Africa. The Department of State has worked closely with the United Nations and other international organizations to improve coordination and efficiency in providing humanitarian assistance. U.S. efforts have focused on encouraging memorandum-of-understanding between U.N. agencies and facilitating the coordination of donated civilian and military assistance. The Department also provides funding to conduct emergency



## National Interests and Strategic Goals

response training and to support the rapid deployment of trained personnel as well as information sharing and early warning detection both within the U.S. Government and the international community. The Department of State's notable accomplishments in humanitarian response include the following:

**Initiated Landmine Removal Program.** People in more than 60 countries, mostly in the developing world, face a daily threat of being killed or maimed by millions of leftover landmines still in place today. The number of landmines can only be estimated. What is known is that anti-personnel landmines and unexploded ordnance claim thousands of casualties each year. Because most landmines are long-lived and difficult to detect, they will remain a threat to civilian populations for decades unless action is taken now to remove these hidden killers. Minimizing the number of casualties is a high priority, as evidenced by demining programs already undertaken in many countries, including Cambodia, Angola, and Bosnia. The Department appointed a Special Coordinator and initiated the Humanitarian Demining Program to improve interagency cooperation and support the President's Demining 2010 Initiative.

**Supported Return of Displaced Refugees.** In 1997, for the first time in 10 years, more refugees returned to homes than were displaced in Africa (Zaire, Somalia, Nigeria, Liberia, Angola) and the former Yugoslavia. The United States provided the necessary leadership to support the return of about 300,000 refugees and displaced persons to Bosnia, including 30,000 minority returnees in support of the Dayton Peace Accords goal of a multiethnic Bosnia.

## National Interest: Global Issues

**Goal: Secure a sustainable global environment in order to protect the United States and its citizens from the effects of international environmental degradation.**

The global environment has a profound impact on the United States. Pollution crosses borders and oceans, affecting the health and prosperity of U.S. citizens. Competition for natural resources can lead to instability and conflict, threatening political, economic, and other U.S. interests. U.S. citizens care deeply about the environment and demand action to protect it. U.S. leadership is essential to resolving environmental problems that require global and regional solutions. Given the magnitude and complexity of this undertaking, the participation of the private sector and nongovernmental organizations is essential.

The Department of State is responsible for developing the foreign policy framework for international environmental policy and coordinating the environmental activities of U.S. agencies overseas. The Department builds effective bilateral and multilateral relationships to promote environmental collaboration and address environmental problems that cross regional boundaries. The Department is also responsible for negotiating international environmental agreements and treaties.

The key to meeting this goal is for the Department to provide skillful leadership to multilateral negotiations leading to agreements on climate change (for example, greenhouse gas emissions), toxic chemicals, sustainable forestry, and biosafety. The Department must also work with nongovernmental organizations, financial institutions, international businesses, and U.N. organizations to more effectively address international environmental problems. 1997 was marked by progress in the following areas of environmental concern:

**Laid Groundwork for 1998 Negotiations on Persistent Organic Pollutants.** Toxic chemicals banned in the United States but produced and used elsewhere in the world are contaminating soil, food, and water. These chemicals are highly persistent in the environment and can travel thousands of miles from their source through the oceans and air. The continued



production of these highly toxic chemicals portends severe health effects in the United States and elsewhere, including lower IQ levels, increased birth defects, and reduced sperm counts. During 1997, significant progress was made through the U.N. Economic Commission for Europe, which will provide a strong basis for global negotiations to begin in 1998. The goal is to reach agreement to minimize and/or phase out the use of persistent toxic chemicals and pesticides, such as DDT, PCB's, and chlordane.

**Negotiated Agreement on Greenhouse Gases.** As a result of the work done in 1997, the Department expects to complete a negotiated agreement on the next steps to mitigate climate change resulting from greenhouse gases. In June 1997, the Department submitted revisions to the original protocol in order to build a larger international consensus. This resulted in a 300-page compendium outlining domestic and international actions to reduce greenhouse gas emissions beyond the year 2000. The negotiated agreement adopted in Kyoto, Japan, in 1997, while not the final answer to the climate problem, provides a sound foundation for additional efforts over the next several years.

**Adopted Proposal to Improve Sustainable Forest Management.** Deforestation claims an area the size of Indiana every year. More is at stake than the loss of trees. Forests are the most important reservoirs of biological diversity on Earth, and are home to 70% of all land living animals and plants. More than half of the 150 most commonly prescribed pharmaceuticals in the United States contain at least one active compound derived from plants, animals, or other organisms. Our growing pharmaceutical and food processing industries clearly have a vested interest in protecting the source of raw supplies for new medicines, pharmaceuticals, and food additives. During 1997, the Department brought about a successful conclusion to the U.N. Commission on Sustainable Development's Intergovernmental Panel on Forests, which agreed to more than 100 proposals for action to promote sustainable management of the world's forests. The Department was also successful in getting agreement to follow up with the Panel's recommendations by holding an intergovernmental forum on forests to provide the framework for reviewing progress in implementing the U.N. Panel's recommendations.

**Completed Multilateral Agreements on Marine Resource Conservation.** Ocean degradation, whether through increased pollution or overfishing, is a serious global problem. World fisheries are under unprecedented stress as competition for these finite resources increases. From 1950 to 1990, the annual worldwide catch of fish increased fivefold, from 20 million tons to near 100 million tons. The U.N. Food and Agriculture Organization estimates that 70% of the world's commercially important fish stocks are fully exploited. These include the 27 million tons of fish, marine mammals, sea turtles, and sea birds that are caught unintentionally and thrown back dead or dying into the ocean. Pollution from dumping of debris, sewage, and agricultural and industrial runoff compounds the degradation of our oceans and endangers marine life and habitats. During 1997, the Department signed or ratified numerous agreements with other countries that included protection and conservation of sea turtles, provisions to limit international fishing, a quota-sharing plan for the Atlantic salmon, and resolution of disputes on limits for Pacific salmon fishing.

