

Withdrawal/Redaction Sheet

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. cable	Re: USAID-Foreign Aid (2 pages)	09/1995	P1/b(1)
002. memo	Re: USAID-Foreign Aid (3 pages)	n.d.	P1/b(1)

COLLECTION:

Clinton Presidential Records
First Lady's Office
Melanne Verveer
OA/Box Number: 20057

FOLDER TITLE:

USAID [United States Agency for International Development] - Foreign Aid

2013-0534-S

ry1661

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

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- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]



SENSITIVE BUT UNCLASSIFIED

file
AID

U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

The Administrator

June 26, 1997

EYES ONLY

MEMORANDUM

TO: THE VICE PRESIDENT
THE SECRETARY OF STATE
AMB. WILLIAM RICHARDSON, USUN
MR. FRANKLIN RAINES, OMB
MR. SANDY BERGER, NSC
MR. JOHN HOLUM, ACDA
MR. JOE DUFFEY, USIA

FROM: J. Brian Atwood *BA*

SUBJECT: Administration's Position on State Authorization-
Reorganization Legislation

The House and Senate have passed legislation on the reorganization issue and these bills will most likely go to conference the week of July 7. Key members and staff are already negotiating positions, however, and Administration positions are being characterized in the absence of an official letter to the conferees. It is urgent that we communicate our position now if we are to influence the outcome.

On the reorganization issues, it is my view that a failure to repeat the Secretary of State's veto warning to the House Committee will assure adoption of provisions that will mandate certain details of the reorganization and usurp the President's prerogative. This judgement is shared by five of the most senior House conferees with whom I have spoken, Democrats and Republicans (Hamilton, Berman, Gejdenson, Bereuter and Leach).

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As you will recall, when the original Gilman bill sought to dictate details of the reorganization, the Secretary sent a letter containing the following admonition: "...the Administration will strongly oppose any amendment which prejudices how the foreign affairs agencies are to be restructured. Such a dictated outcome would force me and the President's other senior advisors to recommend a veto of the legislation."

As a result of this warning Gilman dropped the reorganization language and we now have a clean bill which we obviously favor. For tactical reasons, and at the request of Senator Biden, we did not issue this threat on the Senate side, saying simply that we "strongly oppose" the reorganization provisions. Biden then proceeded to tell his Senate colleagues that the Administration favored the Helms-Biden bill. It passed by a 90-5 vote.

Senator Biden is likely once again to ask that we not threaten a veto over the reorganization provisions, arguing that this will endanger the UN arrears package he negotiated with Helms. In that both Helms and Biden very much want to see this UN deal become law -- and want to pass a bill to restore the status of the SFRC -- Biden's position is not credible.

Furthermore, if as he suggests, Biden wants to help us modify the reorganization provisions, a clear veto warning should strengthen his hand in dealing with Helms. It will also strengthen the resolve of the House side where most conferees want to help the Administration but where Chairman Gilman is an unpredictable factor and needs strengthening. (The Appropriators -- Livingston, Callahan, Obey and Pelosi -- are writing to Gilman and the conferees to urge them to support the House position.)

Having spent a great deal of time with Biden on this and having heard first-hand reports of his conversations with others, I do not believe he wants to make other than cosmetic changes to the reorganization provisions. In particular, with respect to the Broadcasting Board and USAID issues, he believes he is helping certain interests within the Administration. He needs to know just how strongly the Administration feels about the President's prerogative to decide how to reorganize his branch of government.

From the President's political perspective, I believe we need to avoid the appearance of agreeing to a linkage between UN arrears and the President's reorganization. In addition to our need to avoid encouraging Helms' proclivity to link everything, the UN package, as we know, is only minimally acceptable. The

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conditions will be very difficult to negotiate. Critics of the deal, such as Senator Lugar, are gaining more attention. If the President is seen as trading off his reorganization decisions -- including the principle of protecting long-term development assistance resources -- for this particular UN package, the internationalists in Congress and the press are likely to express their concerns even more loudly.

We need to take the tactical steps necessary to assure the President is not confronted with this kind of choice. The first step is to strongly back the House position by stating clearly that senior advisors would recommend a veto if the Senate reorganization provisions are adopted by the conferees.

If this tactic fails and the conferees adopt some form of reorganization dictum, the President's options are still open (he can follow his senior advisers' advice or not). If, however, we do not threaten the veto now, the House position has no chance of prevailing. I hope the principals will agree that we can best protect the President's prerogatives by using the V word as forcefully as possible and as soon as we can.

cc: Leon Fuerth, OVP
Don Kerrick, NSC
Gordon Adams, OMB

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PHOTOCOPY
HRC HANDWRITING

Jun. 27. 1995 10:31AM DEL EUROPEAN COMM/WASH, DC1

No. 4516 P. 2/3

Print Time Jun. 22. 1:22PM

Received Time Jun. 22. 1:18PM



EUROPEAN COMMISSION

Emma BONINO
Member of the Commission

Brussels, 22 VI. 1995

To Melanne
OK follow-up/NSC

Thoughts on how to follow up?

Dear Hillary

I am writing to follow-up on the idea already sketched to you on the occasion of our recent meeting in Washington, of an original gathering of the "female" humanitarian leaders.

As you know, it is not my intention to make a "gender issue" out of the rare coincidence that the main humanitarian agencies (with the exception of the Red Cross) are currently headed by a woman. Yet, the gender element can help us in attracting support and solidarity for our efforts from the general public - including, of course, women throughout the world.

Since the beginning of my mandate at the European Commission, I spared no effort highlighting the danger that "donors' fatigue" (badly affecting development aid) could extend its reach to humanitarian assistance as well. I still believe that this danger is very real, and that we will soon be (donors and agencies alike) under tremendous financial strain, in the face of the persistence of major and seemingly intractable crises, such as Bosnia and Rwanda.

Anything we might do to offset this trend, will be a genuine contribution to the cause of humanitarian assistance. This is why I felt that giving profile - also in terms of mediatic appeal - to an exclusive gathering of female leaders, committed to the humanitarian cause, could be an useful step in the direction of mobilizing again the civil society in support of our aims.

What I would propose in practice is a two-step initiative, consisting of :

- a working meeting to be held sometimes in the fall (maybe in the margins of the UN 50th anniversary celebrations in New York), where we could together set out the framework for the initiative; choose one major topic for joint action; and work out the details of its follow-up;
- a public meeting in December, at which our action would be announced, possibly combined - subject to your feelings in this respect - with a humanitarian event or even a fund - raising initiative. My suggestion for this meeting would be that it take place

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MAZZ:1 22 JUN 95 11:19PM

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in Spain, around the dates proposed for the European Council in Madrid (15-16 December), thus maximising the chances of attracting worldwide media coverage.

I raised this idea briefly with the Spanish Premier, Felipe González, on the occasion of a recent visit to Madrid, and his reaction was generally positive and supportive. I am also planning to meet shortly (on 3 July) the Spanish Queen, who has in principle acceded to host the meeting in Spain, and to sponsor with her presence the initiative.

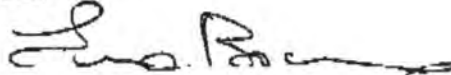
I don't underestimate for a minute that our respective schedules and engagements will not make it easy to work out all the practical arrangements needed. And, of course, my preliminary suggestions are entirely subject to your views and comments, including on the subject matter of our meeting(s), which in my view should be slightly "unconventional", rather than a front-page issue like Bosnia or Rwanda.

➔ I await eagerly any suggestions you may have on the latter point, as well as any comments on the nature and the general framework of this initiative.

I am addressing a similar letter to Sadako Ogata - UNHCR, Catherine Bertini - WFP and Carol Bellamy - UNICEF.

Looking forward to the pleasure of meeting you again soon,

Yours



The First Lady
Mrs. Hillary CLINTON
The White House
Washington
USA



U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

file

US foreign aid

Melanne,
This is the note I
mentioned to you. Many
thanks for sharing it
with HRC. /Brie

November 8, 1995

The Administrator

TO THE FIRST LADY:

As we have often discussed, these are not pleasant times to be managing government agencies. The cuts reflected in the Foreign Operations Appropriation are particularly severe and will require major changes in AID's operations. I wanted you to see the message I sent out to our employees today.

As we attempt to manage this situation, I would appreciate your continued support and your awareness of the difficult task we face. Every one of the programs we consider important will be cut. I will make choices with an eye toward preserving our impact, our outside constituency and the Administration's commitments. But it will not be easy!

151

J. Brian Atwood

Attachment:
As stated.



U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

November 7, 1995

The Administrator

SUBJECT: MESSAGE TO USAID EMPLOYEES FROM THE ADMINISTRATOR

Dear AID Colleagues:

This past Friday I met with our senior managers in a day-long retreat to consider the future of the Agency. All of us left that meeting with a feeling of confidence, sobered by the difficult task ahead of us, but convinced that we can make the changes necessary to accommodate to the needs of the post-Cold War world and to the drastic budget cuts we face. This meeting was the beginning of a quickly moving process to determine how the agency will prepare itself to meet these challenges. I want to outline for you what we decided at the retreat and how we plan to proceed.

We reached a very strong consensus on the key issues before us, particularly on our vision of USAID's vital role in American foreign policy and our three important missions: sustainable development; humanitarian response; and managing transition situations. We agreed at the outset that decisions about how the agency will face budget cuts will be driven by these missions, and by what we want to accomplish from a development and foreign policy perspective.

Today's world is not the world our leaders contemplated as they emerged from World War II. Those leaders were strongly influenced by the post-World War I period and their desire to manage the global economic system in such a way as to avoid the repetition of history. The global management system they created through the Bretton Woods institutions and bilateral assistance programs was thus heavily oriented first toward reconstruction and economic development and then toward the containment of communism.

Our contemporary challenges are more complex. We face, on the one hand, a vastly expanded global economy and its capital flows into emerging markets; on the other, a proliferation of

highly costly complex crises. These crises are often stimulated by weak or corrupt governmental institutions, unsustainable population growth, deteriorating environmental conditions, food insecurity and abject poverty, all of which can spawn the most desperate types of human behavior. These conditions, when mixed with ethnic or religious differences, or a government's authoritarian or expansionist impulses, create volatile crises that directly impact on U.S. national interests.

We reviewed each of USAID's missions in the context of these global realities. Our conclusions will not surprise you:

1. We agreed that we must maintain and enhance our capacity to respond to crises with humanitarian relief and we must continue to view that relief as part of a continuum that will lead to a nation's recovery and to its long-term development.
2. We agreed that we must strengthen our capacity to work in classic post-crisis transition situations to support directly the processes of peace and reconciliation that follow negotiated settlements of disputes or the rejection of closed political systems and command economies. We are doing this job well in Haiti, Cambodia, the West Bank and Gaza, Mozambique, Ethiopia, South Africa, Central America and in Central and Eastern Europe and the former Soviet Union. And we need to prepare to do it well in places like Bosnia, Angola, Liberia and, one day soon, in a free Cuba.
3. Finally, we recognized that in a time of budgetary constraints, it is challenging indeed to make a case for long-term, sustainable development. But addressing the root causes of instability is the most cost effective approach to peace and prosperity. We were encouraged that this case has been strongly supported in recent studies showing a direct correlation between development indicators and the vulnerability of nations to implode and collapse. We also recognized that we must work to enhance the relevance of our work to crisis prevention, and we discussed ways that could be done. We acknowledged that further study is required in that current development theory, analysis and practice do not yet adequately factor in the need to counter or mitigate potential instability.

Our sustainable development programs must focus on nations where U.S. political and economic interests are engaged, where need is apparent, where we can achieve results in a positive partnership with the host government and people and where we can contribute to the resolution of global development problems. Making choices as to where our reduced resources should be deployed will not be easy, but these guiding principles will facilitate our efforts.

We agreed that we would set exit goals for all nations in which we work. And for nations where we expect graduation within five years, we will devise very specific exit strategies that will emphasize the interventions we can make that will both enhance the likelihood of graduation and create bridges to assure the long-term sustainability of our contributions.

We agreed with every serious external review of USAID that our field missions are our strength and that we should maintain our field presence to the extent that this is feasible given our budgetary constraints. We will clearly have to redeploy, reduce and regionalize our presence, but we believe our field presence gives us knowledge of the development sectors in which we work, the capacity to influence host governments and the sectoral insights we need to leverage resources from, and influence the strategies of, other donors.

Reengineering and reduced budgets will also cause us to re-examine AID/Washington. No bureau or office will be exempt from our ongoing effort to assure that our human and fiscal resources effectively serve our missions.

While the legislative process that will determine our FY-96 budget is not yet complete, we must begin now to plan for severe program and OE reductions because we are already into the second month of the fiscal year. The House and Senate have both agreed in conference on the Foreign Operations Appropriations bill and, while there is still an item in disagreement and a presidential veto is possible both because of this issue (the Mexico City policy question) and the low levels contained in the bill, we cannot responsibly anticipate that the levels assigned to our accounts will improve.

Faced with this reality, we agreed on a process that is as inclusive and transparent as possible to consider the FY-96 allocations and the operating expense reductions we will have to make. The process will be driven by: our desire to further define our mission and our structure in the second phase of Vice President Gore's reinventing government program; the pipeline obligations we carry and our so-called "mortgages"; earmarks and directives we have received from Congress; and the commitments and initiatives that are important to the Clinton Administration. It is obvious that with a \$600 million reduction in DA and development-related ESF programs -- a reduction that is compounded by significant earmarks -- we will have to examine each of these areas. None of them will survive intact.

We will clearly have to look at program and OE funding together, since both accounts provide considerably less than requested. It will be particularly hard to live within OE constraints. As the GAO confirmed, \$495 million was the minimum OE needed to avoid violating the Anti-Deficiency Act. Congress

has appropriated \$465 million and has given us authority to reprogram to acquire \$25 million more. Even if all goes well as we implement our tough austerity program, we will still be short of our goal. Thus, we need to act now to reduce the monthly overhead we carry for salaries, rents and basic services.

We will be counting on the regional and functional bureaus and the field missions to suggest ways to accommodate both the OE and program cuts and still enable the Agency to carry out its programs. This process will be carried out with maximum collegiality and the involvement of each of the Assistant Administrators, their senior staffs and field missions, as appropriate. We have assigned some of the short term tasks associated with these decisions to small working groups of senior managers, but I will continue to meet at least once a week with the senior staff to finalize plans for the agency's restructuring.

The strict hiring freeze and systematic reductions in our work force will continue. This has enabled us to avert a RIF and/or furloughs, actions that other agencies have not been able to avoid. Of course, we must keep all options open but I continue to believe that RIFs and furloughs do not produce good solutions and that they normally result from a failure to anticipate. And anticipate we must. We expect that a serious and responsible effort to restructure and downsize the Agency over the next four years will both enable us to reduce OE costs and save us from extreme OE cuts as we work with OMB and the Congress on our FY-97 needs. If that proves not to be the case, then we will have to consider a RIF. Such a step would be costly and it would damage our institutional capacity to accomplish missions vital to the U.S. national interests.

Obviously, we are hopeful that our efforts to enhance USAID's capacity and restructure its operations to fit the new challenges we face internationally -- in the context of the need to balance our national budget -- will produce a positive response both from within the Administration and from the Congress. We believe sincerely that the humanitarian and development investments contained in our reduced budget contribute to America's economic growth, to our foreign policy and to our overall national interests. At the same time, they reflect the humanitarian values and generosity of the American people. The course we have set at this retreat we hope will not only enable our Agency to survive, but enable it to maintain its unique leadership role for many years to come.

As we have endured together the internal reforms and the external attacks, I have drawn strength from your creative energy and your support. The people of USAID, I have come to appreciate, are very special. I believe we draw our resilience and our staying power from the people with whom we work, the poor

of the world who survive on the margins using their God-given ingenuity. We believe in our mission and in our capacity to provide international leadership that enhances development cooperation. This agency should never be underestimated in its resolve to do its job.

I am sure you agree that, for us, survival is not enough. We must continue to strengthen ourselves institutionally, to do more with less and to play the highly relevant role that the future requires of us. Many thanks to all of you for believing as you do that we can overcome any obstacle if we continue to work together.

A handwritten signature in cursive script, reading "J. Brian Atwood".

J. Brian Atwood

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PAGE 01 OF 08

PRT: FIRST LADY

SIT: GARDNER NSC VERSHBOW

<PREC> IMMEDIATE <CLAS> UNCLASSIFIED <DTG> 191638Z JUL 95

FM USEU BRUSSELS

TO RUEHC/SECSTATE WASHDC IMMEDIATE
INFO RUEHXQ/ALLEU COLLECTIVE
RUEHVL/AMEMBASSY VILNIUS
UNCLAS SECTION 01 OF 04 BRUSSELS 007621

DEPT FOR EUR/ERA, BRIAN SAMUEL, AND PASS TO USAID FOR
ADMINISTRATOR ATWOOD AND PPC, TONI CHRISTIANSEN-WAGNER

DEPARTMENT PASS TO WHITE HOUSE FOR MRS. CLINTON AND TO
NSC FOR SANDY VERSHBOW AND TONY GARDNER

E.O. 12356: N/A

TAGS: PREL, PHUM, EAID, EUN

SUBJECT: EU COMMISSIONER PROPOSES SPECIAL WOMEN'S
HUMANITARIAN CONFERENCE TIED TO EU AND U.S.-EU SUMMITS;
INVITES MRS. CLINTON

1. SUMMARY: THIS CABLE CONTAINS ACTION REQUESTS AND
RECOMMENDATIONS IN PARA 12.

2. COMMISSIONER EMMA BONINO SEEKS TO ORGANIZE IN MADRID
THIS DECEMBER IN CONJUNCTION WITH THE EU SUMMIT AND THE
U.S.-EU SUMMIT A HIGH PROFILE GATHERING, WITH MRS.
CLINTON'S PARTICIPATION, OF THE WOMEN WHO CURRENTLY HEAD
ALL BUT ONE OF THE MAJOR INTERNATIONAL HUMANITARIAN
AGENCIES, AS WELL AS OTHER KEY HUMANITARIAN ASSISTANCE
LEADERS. BONINO PROPOSES TO CONVENE A WORKING LEVEL,
PREPARATORY MEETING IN BRUSSELS JULY 25. THE OBJECTIVE
OF HER INITIATIVE, SHE TOLD USAID ADMINISTRATOR BRIAN
ATWOOD JULY 14, IS TO MOBILIZE PROPHYLACTICALLY PUBLIC
AND GOVERNMENTAL SUPPORT TO ATTACK A WORSENING GLOBAL
HUMANITARIAN CRISIS BEFORE THE DONOR FATIGUE THAT
ALREADY BESETS DEVELOPMENTAL ASSISTANCE SETS IN. SHE
SAYS SHE HAS AGREEMENT FROM THE HEADS OF UNHCR, UNICEF,
AND THE WORLD FOOD PROGRAM (WFP), AS WELL AS QUEEN
SOPHIA OF SPAIN. SHE AWAITS WORD FROM MRS. CLINTON,
WITH WHOM SHE HAS MET AND CORRESPONDED, IN ORDER TO
BEGIN DETAILED PLANNING.

3. ATWOOD TOLD BONINO HE WILL RECOMMEND TO MRS. CLINTON

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PAGE 02 OF 08

THAT SHE SUPPORT AND PARTICIPATE IN THE PROJECT. WE ALSO FIND THE CONCEPT WORTHY AND BELIEVE MRS. CLINTON'S INVOLVEMENT COULD LEND A NEW AND IMPORTANT MEDIA DIMENSION TO THE TRANSATLANTIC INITIATIVE THAT IS TO BE THE CENTERPIECE OF THE U.S.-EU SUMMIT. IF MRS. CLINTON JOINS BONINO'S INITIATIVE, THEREFORE, THERE WOULD BE FURTHER REASON TO SCHEDULE THE U.S.-EU SUMMIT IN CONJUNCTION WITH THE GATHERING OF EUROPEAN UNION LEADERS IN MADRID IN MID-DECEMBER. END SUMMARY.

4. BONINO, WHO RUNS THE USD ONE BILLION-PLUS EU HUMANITARIAN PROGRAM (ECHO), TOLD ATWOOD SHE ENVISAGES ATTRACTING MAJOR MEDIA ATTENTION, BUILT AROUND THE COINCIDENCE THAT, EXCEPT FOR THE RED CROSS, THE MAIN INTERNATIONAL HUMANITARIAN AGENCIES ARE HEADED BY WOMEN: SADAKA OGATA, THE UNHCR, CATHERINE BERTINI OF WFP, AND CAROL BELLAMY OF UNICEF. SHE WROTE LETTERS IN JUNE (TEXT AT PARA 13 BELOW) PROPOSING TO CONVENE THESE LEADERS, ALONG WITH SPANISH QUEEN SOPHIA (WHO WOULD HOST) AND MRS. CLINTON, BOTH OF WHOM HAVE INDEPENDENT CREDENTIALS, IMMEDIATELY BEFORE OR CONCURRENT WITH THE EU SUMMIT IN MADRID DECEMBER 15-16.

5. BONINO SAID THE SPECIFIC OBJECTIVES OF SUCH A MEETING NEED TO BE WORKED OUT SOON AT A WORKING-LEVEL MEETING. (HER OFFICE CONTACTED US JULY 18 WITH THE TEXT OF A SECOND LETTER FROM BONINO TO MRS. CLINTON, AT PARA 14 BELOW, PROPOSING THE WORKING-LEVEL MEETING BE HELD IN BRUSSELS JULY 25 AND ASKING MRS. CLINTON TO SEND A REPRESENTATIVE. THAT LETTER ALSO SUGGESTS EXPANDING PARTICIPATION IN THE INITIATIVE TO INCLUDE THE ICRC AND THE UN DEPARTMENT OF HUMANITARIAN AFFAIRS.)

6. ONE GOAL OF THE PROJECT, BONINO TOLD ATWOOD, COULD BE TO FORWARD A STRONG STATEMENT OF THE NEED FOR CONTINUED MAJOR ATTENTION TO HUMANITARIAN PROBLEMS TO THE EU AND U.S.-EU SUMMITS WITH A VIEW TO ITS ADOPTION AS A EUROPEAN UNION AND A TRANSATLANTIC GOAL. THE UNDERLYING OBJECTIVE, SHE SAID, WAS TO COMBAT THE DONOR FATIGUE THAT ALREADY HAS LED TO SEVERE CUTS IN DEVELOPMENTAL ASSISTANCE FROM MAJOR DONORS AND, SHE SAID, PROBABLY SOONER RATHER THAN LATER, IS BOUND TO EXTEND TO HUMANITARIAN ASSISTANCE.

7. BONINO SAID SHE HAD USED HER PRESENCE IN GENEVA EARLIER THIS MONTH AS HEAD OF THE EU DELEGATION TO THE UN DEMINING CONFERENCE TO OBTAIN PLEDGES OF SUPPORT FROM

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PAGE 03 OF 08

OGATA, BERTINI AND BELLAMY. ALSO DURING THE GENEVA CONFERENCE, SHE OBTAINED THE SPANISH QUEEN'S AGREEMENT TO HOST THE GATHERING. PRIME MINISTER GONZALEZ REPORTEDLY ALSO GAVE HIS ENCOURAGEMENT WHEN BONINO RAISED THE SUBJECT WITH HIM RECENTLY IN MADRID. THE REMAINING VITAL PIECE IN THE PROJECT, SHE INDICATED, IS MRS. CLINTON, WITH WHOM SHE MET IN WASHINGTON IN MAY AND TO WHOM SHE WROTE IN LATE JUNE. BONINO INDICATED THAT SHE BELIEVED MRS. CLINTON REACTED POSITIVELY IN PRINCIPLE TO THE CONFERENCE. (THE TEXT OF THAT LETTER, WHICH, WE UNDERSTAND, WAS DELIVERED BY THE EU'S WASHINGTON DELEGATION, IS REPRODUCED AT PARA 12 BELOW.).

8. LEONARDO SCHIAVO, THE DEPUTY CHIEF OF STAFF WHO ACCOMPANIED BONINO TO WASHINGTON IN THE SPRING, UNCLAS SECTION 02 OF 04 BRUSSELS 007621

DEPT FOR EUR/ERA, BRIAN SAMUEL, AND PASS TO USAID FOR ADMINISTRATOR ATWOOD AND PPC, TONI CHRISTIANSEN-WAGNER

DEPARTMENT PASS TO WHITE HOUSE FOR MRS. CLINTON AND TO NSC FOR SANDY VERSHBOW AND TONY GARDNER

E.O. 12356: N/A

TAGS: PREL, PHUM, EAID, EUN

SUBJECT: EU COMMISSIONER PROPOSES SPECIAL WOMEN'S HUMANITARIAN CONFERENCE TIED TO EU AND U.S.-EU SUMMITS; INVITES MRS. CLINTON

SEPARATELY TOLD THE POLITICAL MINCOUNSELOR THAT MRS. CLINTON HAD APPEARED INTRIGUED WITH THE CONCEPT AND HAD PROMISED TO REVIEW CAREFULLY THE MORE CONCRETE PROPOSAL THAT BONINO SAID SHE WOULD PUT IN WRITING. SCHIAVO SAID THAT WITH THE AGREEMENT OF THE OTHER LEADING WOMEN IN HAND, BONINO WANTS TO MOVE QUICKLY AS SOON AS SHE HEARS FROM MRS. CLINTON.

9. ATWOOD TOLD BONINO HE AGREES THERE IS NEED TO DRAMATIZE FOR PUBLIC OPINION THAT THE NUMBERS OF PEOPLE AROUND THE GLOBE AT RISK HAVE INCREASED STEADILY IN THE PAST 15 YEARS AND THAT MORE RESOURCES ARE NEEDED TO COPE. HE SAID HE WOULD ENCOURAGE MRS. CLINTON TO PARTICIPATE IN BONINO'S PROJECT.

COMMENT

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WHITE HOUSE SITUATION ROOM

PAGE 04 OF 08

10. COMMENT: BEYOND THE PROJECT'S OWN MERITS, WE SEE GREAT BENEFIT IN CONJUNCTION WITH THE INITIATIVE PRESIDENT CLINTON AND HIS EUROPEAN COUNTERPARTS LAUNCHED AT THE JUNE 14 U.S.-EU SUMMIT. THE SENIOR LEVEL GROUP HAS BEEN ESTABLISHED TO PREPARE AN AGENDA FOR THE 21ST CENTURY THAT IS TO BE ANNOUNCED AT THE NEXT U.S.-EU SUMMIT, LATE THIS FALL. ITS GOAL IS TO PROVIDE BOTH AN EXCITING VISION OF MAJOR NEW TRANSATLANTIC COOPERATION OVER THE MEDIUM AND LONG TERM, AND A BROAD PALETTE OF BUILDING BLOCKS THAT WE CAN START TO PUT IN PLACE IMMEDIATELY. BONINO'S HUMANITARIAN WOMEN'S SUMMIT WOULD NICELY COMPLEMENT BOTH ASPECTS, TYING INTO THE VISION BY EMPHASIZING OUR COMMON IDEALS AND VALUES, AND INTO THE BUILDING BLOCKS BY STRESSING THE NEED FOR ACTION TO COPE WITH AN IMMEDIATE CRISIS. (THE U.S. AND THE EU, INCLUDING COMMISSION AND MEMBER STATES, TOGETHER CONTRIBUTE 90 PERCENT OF WORLD HUMANITARIAN ASSISTANCE.) LIKEWISE, ITS UNIQUE CHARACTER AND HIGH LEVEL PARTICIPATION WOULD GUARANTEE A NEW DEGREE OF PUBLIC ATTENTION TO THE U.S.-EU EVENT.

11. IF MRS. CLINTON AGREES TO PARTICIPATE IN BONINO'S PROJECT, OF COURSE, MAXIMUM IMPACT SUGGESTS THE TIMING THAT BONINO HERSELF PROPOSES, NAMELY IMMEDIATELY BEFORE OR CONCURRENT WITH THE EU SUMMIT, SCHEDULED FOR MADRID DECEMBER 15-16, AND A U.S.-EU SUMMIT IN THE SAME TIMEFRAME.

RECOMMENDATIONS/ACTION REQUESTS

12. WE RECOMMEND A) THAT THE DEPARTMENT ENCOURAGE MRS. CLINTON TO RESPOND POSITIVELY TO BONINO'S PROPOSALS, INCLUDING SENDING A REPRESENTATIVE TO THE PROPOSED JULY 25 BRUSSELS PREPARATORY MEETING (OR, IN THE ALTERNATIVE, AUTHORIZING USEU AND THE APPROPRIATE USAID OFFICE TO ATTEND ON HER BEHALF AND REPORT BACK); AND B) THAT IF SHE DOES RESPOND POSITIVELY TO BONINO, THIS BE FACTORED DIRECTLY INTO THE TIMING FOR A MID-DECEMBER U.S.-EU SUMMIT IN MADRID THAT WOULD BE A GUARANTEED HIGH IMPACT EVENT, BOTH PUBLICLY AND SUBSTANTIVELY.

FIRST BONINO LETTER (JUNE 23)

13. THE FOLLOWING IS THE TEXT OF THE JUNE 23 LETTER FROM COMMISSIONER BONINO TO MRS. CLINTON: BEGIN TEXT:

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WHITE HOUSE SITUATION ROOM

PAGE 05 OF 08

DEAR HILLARY:

I AM WRITING TO FOLLOW-UP ON THE IDEA ALREADY SKETCHED TO YOU ON THE OCCASION OF OUR RECENT MEETING IN WASHINGTON, OF AN ORIGINAL GATHERING OF THE "FEMALE" HUMANITARIAN LEADERS.

AS YOU KNOW, IT IS NOT MY INTENTION TO MAKE A "GENDER ISSUE" OUT OF THE RARE COINCIDENCE THAT THE MAIN HUMANITARIAN AGENCIES (WITH THE EXCEPTION OF THE RED CROSS) ARE CURRENTLY HEADED BY A WOMAN. YET, THE GENDER ELEMENT CAN HELP US IN ATTRACTING SUPPORT AND SOLIDARITY OF OUR EFFORTS FROM THE GENERAL PUBLIC -- INCLUDING, OF COURSE, WOMEN THROUGHOUT THE WORLD.

SINCE THE BEGINNING OF MY MANDATE AT THE EUROPEAN COMMISSION, I SPARED NO EFFORT HIGHLIGHTING THE DANGER THAT "DONORS' FATIGUE" (BADLY AFFECTING DEVELOPMENT AID) COULD EXTEND ITS REACH TO HUMANITARIAN ASSISTANCE AS WELL. I STILL BELIEVE THAT THIS DANGER IS VERY REAL, AND THAT WE WILL SOON BE (DONORS AND AGENCIES ALIKE)
UNCLAS SECTION 03 OF 04 BRUSSELS 007621

DEPT FOR EUR/ERA, BRIAN SAMUEL, AND PASS TO USAID FOR ADMINISTRATOR ATWOOD AND PPC, TONI CHRISTIANSEN-WAGNER

DEPARTMENT PASS TO WHITE HOUSE FOR MRS. CLINTON AND TO NSC FOR SANDY VERSHBOW AND TONY GARDNER

E.O. 12356: N/A

TAGS: PREL, PHUM, EAID, EUN

SUBJECT: EU COMMISSIONER PROPOSES SPECIAL WOMEN'S HUMANITARIAN CONFERENCE TIED TO EU AND U.S.-EU SUMMITS; INVITES MRS. CLINTON

UNDER TREMENDOUS FINANCIAL STRAIN, IN THE FACE OF THE PERSISTENCE OF MAJOR AND SEEMINGLY INTRACTABLE CRISES, SUCH AS BOSNIA AND RWANDA.

ANYTHING WE MIGHT DO TO OFFSET THIS TREND, WILL BE A GENUINE CONTRIBUTION TO THE CAUSE OF HUMANITARIAN ASSISTANCE. THIS IS WHY I FELT THAT GIVING PROFILE -- ALSO IN TERMS OF MEDIA TIC APPEAL -- TO AN EXCLUSIVE GATHERING OF FEMALE LEADERS, COMMITTED TO THE HUMANITARIAN CAUSE, COULD BE A USEFUL STEP IN THE DIRECTION OF MOBILIZING AGAIN THE CIVIL SOCIETY IN

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WHITE HOUSE SITUATION ROOM

PAGE 06 OF 08

SUPPORT OF OUR AIMS.

WHAT I WOULD PROPOSE IS A TWO-STEP INITIATIVE,
CONSISTING OF:

-- A WORKING MEETING TO BE HELD SOMETIME IN THE FALL
(MAYBE IN THE MARGINS OF THE UN 50TH ANNIVERSARY
CELEBRATIONS IN NEW YORK), WHERE WE COULD TOGETHER SET
OUT THE FRAMEWORK FOR THE INITIATIVE; CHOOSE ONE MAJOR
TOPIC FOR JOINT ACTION; AND WORK OUT THE DETAILS OF ITS
FOLLOW-UP;

-- A PUBLIC MEETING IN DECEMBER, AT WHICH OUR ACTION
WOULD BE ANNOUNCED, POSSIBLY COMBINED -- SUBJECT TO YOUR
FEELINGS IN THIS RESPECT -- WITH A HUMANITARIAN EVENT OR
EVEN A FUND-RAISING INITIATIVE. MY SUGGESTION FOR THIS
MEETING WOULD BE THAT IT TAKE PLACE IN SPAIN, AROUND THE
DATES PROPOSED FOR THE EUROPEAN COUNCIL IN MADRID (15-16
DECEMBER), THUS MAXIMIZING THE CHANCES OF ATTRACTING
WORLDWIDE MEDIA COVERAGE.

I RAISED THIS IDEA BRIEFLY WITH THE SPANISH PREMIER,
FELIPE GONZALEZ, ON THE OCCASION OF A RECENT VISIT TO
MADRID, AND HIS REACTION WAS GENERALLY POSITIVE AND
SUPPORTIVE. I AM ALSO PLANNING TO MEET SHORTLY (ON 3
JULY) THE SPANISH QUEEN, WHO HAS IN PRINCIPLE ACCEDED TO
HOST THE MEETING IN SPAIN, AND TO SPONSOR WITH HER
PRESENCE THE INITIATIVE.

I DON'T UNDERESTIMATE FOR A MINUTE THAT OUR RESPECTIVE
SCHEDULES AND ENGAGEMENTS WILL NOT MAKE IT EASY TO WORK
OUT ALL THE PRACTICAL ARRANGEMENTS NEEDED. AND, OF
COURSE, MY PRELIMINARY SUGGESTIONS ARE ENTIRELY SUBJECT
TO YOUR VIEWS AND COMMENTS, INCLUDING ON THE SUBJECT
MATTER OF OUR MEETING(S), WHICH IN MY VIEW SHOULD BE
SLIGHTLY "UNCONVENTIONAL," RATHER THAN A FRONT-PAGE
ISSUE LIKE BOSNIA OR RWANDA.

I AWAIT EAGERLY ANY SUGGESTIONS YOU MAY HAVE ON THE
LATTER POINT, AS WELL AS ANY COMMENTS ON THE NATURE AND
THE GENERAL FRAMEWORK OF THIS INITIATIVE.

I AM ADDRESSING A SIMILAR LETTER TO SADAKO OGATA -
UNHCR, CATHERINE BERTINI - WFP AND CAROL BELLAMY -
UNICEF.

LOOKING FORWARD TO THE PLEASURE OF MEETING YOU AGAIN

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WHITE HOUSE SITUATION ROOM

PAGE 07 OF 08

SOON,

YOURS, EMMA BONINO

END TEXT OF LETTER.

FOLLOW-UP BONINO LETTER

14. FOLLOWING IS THE TEXT OF THE SECOND BONINO LETTER,
PROPOSING A JULY 25 PREPARATORY MEETING. BEGIN TEXT:

DEAR HILLARY:

FOLLOWING MY LETTER OF 22 JUNE, AND SUBSEQUENT CONTACTS
BETWEEN MY CABINET AND YOUR STAFF, I WOULD LIKE TO MOVE
ONE STEP FORWARD WITH THE PREPARATION OF OUR INITIATIVE.

ON ADVICE FROM MRS. OGATA (UNHCR), WHOM I MET RECENTLY
IN GENEVA AT THE UN, THE "WOMEN LEADERS" INITIATIVE
SHOULD EVOLVE INTO A "HUMANITARIAN SUMMIT" EVENT, TO
WHICH THE ICRC (RED CROSS) AND THE UN DEPARTMENT OF
HUMANITARIAN AFFAIRS WOULD ALSO PARTICIPATE. THIS WOULD
MAKE THE GATHERING MORE COMPREHENSIVE AND AUTHORITATIVE,
WITH LESS STRESS ON ITS "FEMALE" COMPONENT (WHICH WOULD
REMAIN A SUBSTANTIAL MEDIATIC ELEMENT, EVEN THOUGH NOT
CHARACTERIZED AS SUCH).

THE QUEEN OF SPAIN (WHOM I VISITED ON JULY 3RD), HAS
UNCLAS SECTION 04 OF 04 BRUSSELS 007621

DEPT FOR EUR/ERA, BRIAN SAMUEL, AND PASS TO USAID FOR
ADMINISTRATOR ATWOOD AND PPC, TONI CHRISTIANSEN-WAGNER

DEPARTMENT PASS TO WHITE HOUSE FOR MRS. CLINTON AND TO
NSC FOR SANDY VERSHBOW AND TONY GARDNER

E.O. 12356: N/A

TAGS: PREL, PHUM, EAID, EUN

SUBJECT: EU COMMISSIONER PROPOSES SPECIAL WOMEN'S
HUMANITARIAN CONFERENCE TIED TO EU AND U.S.-EU SUMMITS;
INVITES MRS. CLINTON

CONFIRMED HER READINESS TO SPONSOR THE EVENT, AS WELL AS
TO TAKE PART IN THE PROCEEDINGS. THE DATE OF
14 DECEMBER 1995 (I.E., THE DAY BEFORE THE START OF THE
EUROPEAN COUNCIL) HAS PROVISIONALLY BEEN EARMARKED FOR
THE EVENT, WHICH SHOULD

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WHITE HOUSE SITUATION ROOM

PAGE 08 OF 08

TAKE PLACE IN MADRID. THIS
SHOULD HELP ATTRACT AS WIDE A MEDIA COVERAGE AS POSSIBLE.

IN ORDER TO FURTHER DISCUSS OPERATIONAL DETAILS AND
LOGISTICS, AS WELL AS TO PROCEED TO A COLLECTIVE
BRAINSTORMING OK THE CONCRETE INITIATIVE(S) WHICH COULD
BE TAKEN OR ANNOUNCED IN DECEMBER, I WOULD LIKE TO
INVITE ONE OF YOUR CLOSE COLLABORATORS TO A STAFF
MEETING TO TAKE PLACE IN BRUSSELS, AT THE BREYDEL
BUILDING, ON 25 JULY AT 10:00 A.M. THE MEETING WILL BE
CHAired BY THE DIRECTOR OF ECHO, AND WILL BE FOLLOWED BY
LUNCH.

I WOULD BE GRATEFUL IF YOUR REPRESENTATIVE DESIGNATE
COULD CONFIRM TO MR. GOMEZ-REINO (FAX: 32-2-295-4578)
HIS/HER PARTICIPATION.

P.S. I HOPE I CAN COUNT ON YOUR PERSONAL SUPPORT. END
TEXT OF LETTER.

(DRAFTED: POL:JGREENWALD; CLEARED: DCM:EAWAYNE;
APPROVED: AMBASSADOR)

EIZENSTAT

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Melanne

WHITE HOUSE SITUATION ROOM

PAGE 01 OF 04

PRT: FIRST LADY

SIT: NSC SCHWARTZ

<PREC> PRIORITY <CLAS> UNCLASSIFIED <DTG> 230858Z OCT 95

FM USEU BRUSSELS

TO RUEHC/SECSTATE WASHDC PRIORITY
INFO RUEHMD/AMEMBASSY MADRID
RUEHGV/USMISSION GENEVA
UNCLAS SECTION 01 OF 02 BRUSSELS 010885

DEPARTMENT FOR PRM AND EUR

DEPARTMENT PASS TO AID FOR AA/PPC, AA/LPA, AND AA/BHR
DEPARTMENT PASS TO NSC FOR ERIC SCHWARTZ AND MRS.
CLINTON'S STAFF

E.O. 12356: N/A

TAGS: EAID, EUN

SUBJECT: HUMANITARIAN ACTION SUMMIT PREPARATORY
MEETING

REF: USEU BRUSSELS 10787

1. SUMMARY: REPRESENTATIVES FROM THE AGENCIES AND
PVOS PARTICIPATING IN THE MADRID DECEMBER 14
HUMANITARIAN SUMMIT INITIATED BY EU COMMISSIONER EMMA
BONINO MET ON OCTOBER 18 AT THE OFFICES OF ECHO TO
DISCUSS PRESS ARRANGEMENTS. THEY AGREED TO TASK THE
WFP REPRESENTATIVE WITH WRITING A DRAFT PRESS RELEASE
AND REDRAFTING THE MADRID COMMUNIQUE ON WHICH SENIOR
PROGRAM STAFF FROM THE SAME ENTITIES HAD ALREADY
STARTED TO WORK (REFTEL). THE SPLIT BETWEEN PUBLIC
RELATIONS AND SUBSTANTIVE CONSIDERATIONS WILL NEED TO
BE WORKED OUT IN THE NEXT SEVERAL WEEKS. END SUMMARY.

2. MUCH OF THE MEETING WAS SPENT ON REVIEWING THE
DRAFT OUTLINE OF THE COMMUNIQUE FROM OCTOBER 16.
THERE WAS A WIDESPREAD FEELING THAT IT WAS "SOMEWHAT
FLAT" AND THAT THE MESSAGE OF THE SUMMIT NEEDED TO BE
MAD AS "CLEAR AND SEXY AS POSSIBLE". MANY WANTED TO
STRESS THE IMPACT OF IMPENDING CUTS IN DEVELOPMENT
ASSISTANCE WORLDWIDE AND MAKE A STRONGER CASE FOR
CONTINUING FUNDING AT RECENT LEVELS. AFTER AN HOUR
OF DISCUSSION REGARDING WHAT POINTS THE GROUP WOULD
HAVE PREFERRED THE OCTOBER 16 MEETING TO HAVE

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WHITE HOUSE SITUATION ROOM

PAGE 02 OF 04

ADDRESSED, THE GROUP DECIDED WITH ECHO APPROVAL TO HAVE THE WFP REPRESENTATIVE WRITE A DRAFT PRESS RELEASE AND A DRAFT COMMUNIQUE. WFP WILL RECEIVE INPUT FROM OTHER PARTICIPANTS BY FAX DURING THE NEXT WEEK. THIS DRAFT WILL BE DISTRIBUTED TO ALL GROUPS O/A OCTOBER 25 FOR REVIEW AND INPUT. (COMMENT: GIVEN THE DIFFICULTY THE OCTOBER 16 PROGRAM GROUP HAD IN NARROWING DOWN THE ISSUES AND POINTS TO A LIST OF TEN, IT IS CLEAR THAT THE DRAFT COMMUNIQUE TO BE PRODUCED BY THE WFP REPRESENTATIVE WILL REQUIRE EXTENSIVE COMMENT AND NEGOTIATION BEFORE IT CAN BE FINALIZED.)

3. IN AN EFFORT TO PROMOTE AN ACTION EMPHASIS FOR THE HUMANITARIAN MEETING, THE GROUP DETERMINED THAT THE FORMAL NAME BE "HUMANITARIAN ACTION SUMMIT". AT AN EARLIER MEETING, THE PARTICIPANTS INSISTED IT NOT BE CALLED A "SUMMIT." THIS CHANGE OF HEART IS ANOTHER CASE OF PRESS REPRESENTATIVES TAKING MORE OF AN INTEREST IN PROGRAMMING ISSUES.

4. THERE REMAINS GREAT INTEREST IN THE ROLE OF MRS. CLINTON. THE QUESTION WAS RAISED BY MS. BONINO'S SPOKESMAN WHETHER THE FIRST LADY WOULD BE ABLE TO PARTICIPATE IN PERSON IN THE PRESS CONFERENCE LIVE BY SATELLITE. WE WERE ALSO ASKED THE STATUS OF A POSSIBLE TAPED VIDEO STATEMENT BY MRS. CLINTON FOR THE MEETING. (FYI: ON OCTOBER 16, AID REP WAS INFORMALLY APPROACHED BY ECHO COORDINATOR BARFOD AND ASKED IF SHE WOULD BE ABLE TO PARTICIPATE IF THE HUMANITARIAN MEETING TOOK PLACE IN CONJUNCTION WITH THE U.S./EU SUMMIT DECEMBER 3.)

5. IT WAS DECIDED THAT EACH PARTICIPATING AGENCY AND PVO WOULD PREPARE A FLYER FOR THE PRESS CONSISTING OF A TWO PAGE SUMMARY OF THE ORGANIZATION AND ITS ROLE IN HUMANITARIAN ASSISTANCE, ONE PAGE BIO ON THE DELEGATION HEAD, AND A BLACK AND WHITE PHOTO OF THAT DELEGATION'S HEAD. ONE HUNDRED COPIES ARE TO BE MADE IN EACH OF THREE LANGUAGES: ENGLISH, FRENCH, AND SPANISH.

6. EACH PARTICIPANT WAS TASKED WITH REQUESTING OP ED PIECES FROM APPROPRIATE LEADERS IN THEIR RESPECTIVE COUNTRIES. WE WERE ASKED IF LEADERS IN THE U.S. WOULD BE WILLING TO CONTRIBUTE.

7. THERE WAS A TENTATIVE DECISION TO HAVE THE

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PAGE 03 OF 04

PRINCIPLE (THREE HOUR) WORKING SESSION CLOSED TO THE PRESS. WE MAY WANT THIS ISSUE REVISITED, ESPECIALLY SINCE THE PRESS CONFERENCE WILL BE RELATIVELY SHORT WITH A LARGE NUMBER OF SPEAKERS.

8. IT WAS DECIDED THAT THE ANNOUNCEMENT OF THE SUMMIT WOULD BE MADE NOVEMBER 14 THROUGH THE ISSUANCE OF A PRESS RELEASE BY ALL PARTICIPANTS. THE FINAL PRESS RELEASE IS TO BE DISTRIBUTED TO ALL PARTICIPANTS ON NOVEMBER 9.

9. A JOINT MEETING OF THIS GROUP WITH THE PROGRAM GROUP WAS TENTATIVELY SCHEDULED FOR NOVEMBER 15 IN BRUSSELS. THE SPANISH HOSTS FOR THE SUMMIT HAVE UNCLAS SECTION 02 OF 02 BRUSSELS 010885

DEPARTMENT FOR PRM AND EUR

DEPARTMENT PASS TO AID FOR AA/PPC, AA/LPA, AND AA/BHR
DEPARTMENT PASS TO NSC FOR ERIC SCHWARTZ AND MRS.
CLINTON'S STAFF

E.O. 12356: N/A

TAGS: EAID, EUN

SUBJECT: HUMANITARIAN ACTION SUMMIT PREPARATORY
MEETING

REQUESTED THE NAMES OF ALL DELEGATION MEMBERS ASAP.

10. ACTION REQUESTED: PLEASE ADVISE AS TO THE ROLE OF THE FIRST LADY IN THE HUMANITARIAN ACTION SUMMIT, AND THE COMPOSITION OF THE U.S. DELEGATION.

DRAFTED AID:JCLOUTIER; CLEARED: USIS/SDUBROW;
APPROVED:POLJGREENWALD)

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WHITE HOUSE SITUATION ROOM

PAGE 04 OF 04

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United States Department of State

IO/D

*P/s call
Melinda Kimble*

FACSIMILE TRANSMISSION COVER SHEET

Date: 1/30/96 Time: _____ Pages Transmitted: _____ plus cover**TRANSMITTED TO:**Fax Number: 456-6244Name: Ms Melanne VerveerOrganization: Deputy Chief of Staff to the First LadyTelephone: 456-6266

Description: _____

TRANSMITTED FROM:Fax Number: 202-736-7467Name: Frank LightTelephone: 647-2165**COMMENTS:** Deputy Assistant Secretary Melinda Kimble
asked me to take this to you.
We have heard that the First Lady may head the
U.S. delegation.

Note: _____

INTEROFFICE MEMORANDUM

To: Executive Director and Deputies
Divisional Directors HQ and Geneva
Geographical Section Chiefs
Advisory Groups

From: Bertil Lindblad
Senior Adviser/CEDC

Subject: World Congress Against Commercial
Sexual Exploitation of Children

27 November 1995

NYHQ/CEDC/95-334

I am happy to report that the preparatory process leading up to the 1996 World Congress Against Commercial Sexual Exploitation of Children is well underway through a dynamic collaboration between the NGO Group on the CRC (representing 38 major international NGO's with extensive country level networks), ECPAT (End Child Prostitution in Asian Tourism), UNICEF and the Swedish Government. The Congress will address the following forms of sexual exploitation of children: sale and trafficking of children for sexual purposes, child prostitution and child pornography. All preparatory activities, which include situation analyses and surveys in a number of regions, are coordinated by a Planning Committee composed of the four partners. Other examples of current initiatives include training workshops, data collection and a series of case studies on prevention, rehabilitation and social mobilization.

The Centre for Human Rights, ILO, UNHCR, UNAIDS, UNESCO, WHO, Interpol and other groups have joined the Advisory Group to the Planning Committee. UNHCR is addressing sexual exploitation in the context of emergencies and refugee situations, while WHO is preparing inputs related to health aspects. The ILO will highlight the exploitative and hazardous labour aspects of the problem. Interpol will focus on law enforcement at the national and international levels.

.../2

WORLD CONGRESS AGAINST COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN

Stockholm, Sweden, 27-31 August 1996

1. THE CONGRESS

The World Congress Against Commercial Sexual Exploitation of Children will take place in Stockholm, Sweden, from 27-31 August, 1996. The Congress will focus on three elements of the commercial sexual exploitation of children: child prostitution, the trafficking and sale of children for sexual purposes, and child pornography.

The Congress will be hosted by the Government of Sweden in collaboration with ECPAT (End Child Prostitution in Asian Tourism), the NGO Group on the Convention on the Rights of the Child which represents 38 NGOs, and UNICEF. The Congress is the first major global effort to eliminate this fundamental violation of children's rights. It will bring together a wide range of national and international leaders, professionals and activists - representatives of governments, inter-governmental and non-governmental organizations, law enforcement agencies, academic institutions, health professionals and members of the media from all regions of the world. The participation of several UN agencies, including UNICEF, ILO, WHO, UNESCO, UNAIDS, and UNHCR attests to the broad scope of commercial sexual exploitation as a human rights, labour, health, education and law enforcement problem.

2. THE TASKS OF THE CONGRESS

The Congress will provide an open forum for discussion through workshops and presentation of case studies, in which all segments of society can exchange experiences. It will define the scope of the problem, explore the underlying causes and the specific forms of commercial sexual exploitation of children in different countries and regions.

The primary objectives of the Congress are to create awareness and to draw international attention to the problems of commercial sexual exploitation of children and to promote the development of national Plans of Action to combat all forms of such abuse in the specific contexts in which they occur.

The Congress will highlight the role and function of the sex exploiter and other actors involved and explore major social, economic and cultural conditions that help generate and maintain commercial sexual exploitation. It will analyze different forms of child prostitution, child pornography and sex tourism and the environment of human and culture-specific values surrounding and affecting the commercial sexual violation of children. It will deal with the legal and law enforcement aspects of the problem, the responsibility of the media and the consequences for health and education. It will also discuss, evaluate and propose strategies for prevention and for the psycho-social rehabilitation of victims.

behavior

22 JAN '96 19:19

ISCA GENEVA +41227888154

P.3/5

3. THE CONGRESS AND THE INTERNATIONAL CONVENTION ON THE RIGHTS OF THE CHILD

The Congress will be guided by the International Convention on the Rights of the Child. One hundred and eighty ^{one} governments have ratified the Convention to date. Several articles of the Convention apply to sexual exploitation and its consequences. These require that countries that have ratified the Convention take appropriate action to protect children from "all forms of physical or mental violence, injury or abuse, including sexual abuse" by parent(s), guardian(s) or caretaker (19); from "economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral or social development" (32); from the "inducement or coercion of a child to engage in any unlawful sexual activity"; from "the exploitative use of children in prostitution or other unlawful sexual practices"; from the exploitative use of children in pornographic performances and materials" (34) and from "the abduction of, sale of, or traffic in children for any purpose" (35).

The Convention provides for the "physical and psychological recovery and social reintegration of a child victim of any form of neglect, exploitation, or abuse" (39). It protects the rights of children in conflict with the law, ensuring that "no child shall be deprived of his or her liberty unlawfully or arbitrarily" (37) and recognizes the right of every accused child "to be treated in a manner consistent with the promotion of the child's sense of dignity and worth ... and which takes into account the child's age and the desirability of promoting the child's reintegration and the child's assuming a constructive role in society" (40).

A fundamental premise of the Convention is that no single article or group of articles can be interpreted singly and that the entire Convention must be seen as indivisible. In addition to those already cited, other rights include: the right to health, to education, to a family, name, culture, the right to play, and to a "standard of living adequate for the child's physical, mental, spiritual, social and moral development" (27).

Apart from being, in itself, one of the greatest violations of a child's rights, commercial sexual exploitation also denies children many of these rights.

4. WHAT IS "COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN"?

The Convention on the Rights of the Child defines a "child" as anyone below the age of 18 years unless, under the law applicable to the child, majority is attained earlier.

Commercial sexual exploitation of children is the use of a child for sexual purposes in exchange for cash or in-kind favours between customer, intermediary or agent and others who profit from the trade in children for these purposes.

The three forms of commercial sexual exploitation, that the Congress will address, have been defined by the United Nations, as follows:

1. Child Prostitution:

"Child prostitution is the act of engaging or offering the services of a child to perform sexual acts for money or other consideration with that person or any other person".¹

2. Trafficking and sale of children across borders and within countries for sexual purposes:

The 1956 Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery defines the sale of children as "the transfer of a child from one party to another for whatever purpose in exchange for financial or other reward compensation." Sexual trafficking is the profitable business of transporting children for commercial sexual purposes. It can be across borders or within countries, across State lines, from city to city, or from rural to urban centre.

3. Child Pornography:

Child pornography is any visual or audio material which uses children in a sexual context. It consists of "the visual depiction of a child engaged in explicit sexual conduct, real or simulated, or the lewd exhibition of the genitals intended for the sexual gratification of the user, and involves the production, distribution and/or use of such material"². The purpose of audio pornography is similar. Because of easy and inexpensive access through computer based information networks, child pornography has increased in recent years and appropriate legislative remedies have become increasingly difficult.

Differing in form and substance, prostitution, trafficking and sale, and pornography are closely linked. Trafficking for sexual purposes implies prostitution as a consequence and prostitution is frequently combined with pictures, videos and other forms of sexually explicit visual materials involving children.

¹ Document A/50/456, PROMOTION AND PROTECTION OF THE RIGHTS OF CHILDREN: Sale of children, child prostitution and child pornography
Note by the Secretary-General, 20 September 1995, p.5.

²UN General assembly Document A/50/456, Page 6.

5. THE SCOPE OF THE PROBLEMS FACING THE CONGRESS

Commercial sexual exploitation today is an industry built on the abuse of power, that buys and sells, and in other ways commercially exploits children as sexual commodities. It subjects them to one of the most hazardous forms of child labour, endangers their mental and physical health and undermines all aspects of their development. It is one of the worst violations of human rights and has been identified by many international and national bodies as a modern form of slavery. Its scope is transnational, its impact transgenerational.

Commercial sexual exploitation of children occurs in virtually every country in the world; the annual number of children affected is estimated to reach the millions; one million in Southeast Asia alone (Sara, please provide a source for this). Child prostitution, trafficking for sexual purposes and pornography connect small villages with large urban centres, developing countries to each other and to industrialized countries - Eastern Europe to the United States, Nepal to India, Brazil to Japan. Presently the majority of published studies are from Asia. In other regions the availability of information is scattered or non-existent, especially in Africa and the Middle East. The need for more accurate data is acute.

Commercial sexual exploitation of children occurs in environments of great complexity. The variations of types, backgrounds and situations in which children are victimized are manifold and intricately linked. The victims include a growing number of boys, although the vast majority are girls. They are mostly children from poor families. They come from urban and rural areas. The majority of victims are between the ages of 14 and 18. There is some evidence that the fear of AIDS in some countries has caused a greater demand for ever younger girls. They are deceived, kidnapped and sold. They are also runaways or children who turn to prostitution on their own to survive, to improve their standard of living, or to increase their access to consumer goods.

The complex web of illegal transactions that constitute sale and trafficking frequently include bribery and abduction, false identification and documentation, sham marriages and adoptions, illegal immigrations, violence and bonded labour. Many trafficked children are from impoverished rural and remote areas where they and their families are least likely to understand the true nature of the risks and consequences involved and to be more easily deceived. Trafficked to an unfamiliar area, such children are completely dependent on the trafficker and thus easier to control. Isolated by language and without identity papers, they are vulnerable to exposure and arrest as illegal immigrants if they try to escape.

Those responsible for sexually exploiting children represent a wide variety of behaviours, origins, and motives, and constitute a wide range of persons including the perpetrators themselves, as well as intermediaries and recruiters who profit from the commercial exploitation of children for sex. The vast majority of perpetrators worldwide are local inhabitants for whom sex with a child may often be a question of availability rather than preference.

In addition, there are military men, foreign businessmen and tourists (including a growing but still comparatively small number of women) and a smaller but highly publicized number of sex tourists and paedophiles who deliberately seek out pre-pubescent children.

The negative impact of commercial sexual exploitation on children is profound and often permanent. For those who survive, and many don't, it may cause irreparable damage to their physical and mental health. Child victims are inadequately protected by loopholes in legislation or inadequate implementation of laws. They are many times treated as criminals and left with little recourse other than to re-enter the vicious cycle of abuse and exploitation at a constantly increasing level of risk to their very existence.

Commercial sexual exploitation of children must be understood and confronted in the societal context in which it occurs. Although it may be more comfortable to place the blame solely on criminal syndicates, to reduce exploiters to pimps and pervers, to disparage the children themselves as promiscuous or sexually irresponsible, no sector of society can escape responsibility for the sexual exploitation of children.

The underlying causes are numerous and complex. They include economic injustice and the resulting disparities between rich and poor, discrimination of minorities and indigenous people, large scale migration, urbanization, and family disintegration. They include historic and continuing cultural values of gender discrimination, materialist values which are perpetuated by the media, and the skewed interpretation of traditional norms such as duty and obligation to parents. Together with the behaviour of unscrupulous exploiters these forces combine to trap children into the suffering of one of humankind's worst abuses.

9. THE CONGRESS AS A STEP IN A LARGER PROCESS

The Congress is part of the broader process to protect children's rights. In the planning for the Congress, preparations have been made for future work at the country level. The Declaration and the Plan of Action to be adopted by the Congress will be translated into concrete recommendations through action-oriented workshops at the Congress itself. This will be followed by the formulation of National Plans of Action at the country level. The involvement of governments, people's organizations and international agencies as equally responsible partners for the Congress, promotes strong alliances for decisive follow-up. Official signature of the Congress documents will not be the end of the work of the Congress. The end will be the elimination of the commercial sexual exploitation of children.

22 January 1996

EYES ONLY*file foreign aid
US AID*

U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

FEB 8 1996

The Administrator

The President
The White House
Washington, D.C. 20500

Dear Mr. President:

*→ Melanne —
This matter has been
redressed, & believe
to the satisfaction
of AID and Brian
Andy*

In the almost three years I have served you as Administrator of USAID, I have tried not to burden you with the travails of defending foreign aid in a difficult budgetary environment. We have thus far managed to preserve a crucial program against the fiercest attacks possible while reengineering the agency to the point where it has become a model for government reinvention. Now I need your help.

Upon my return yesterday from South Africa and Angola -- countries where our aid is making a real difference -- I learned that OMB is proposing reducing our development assistance request by \$559 million. This is \$120 million below what Congress enacted in FY 96. They also propose reducing our operating expense budget to a point wherein we would be unable to function without drastic reductions of personnel. This would take us far beyond our own reductions in spending and below the severe cuts in the FY 96 budget the Congress forced upon us.

Mr. President, I fear that submitting such a budget request to Congress would signal to the world that both American political parties are retreating from engagement. At the behest of the Europeans, this year's G-7 meeting will focus on development assistance. Because of Congressional cuts, we will already be on the defensive. If we submit this proposed budget, you may have a difficult time separating your position from that of our isolationist Congress as you did so well during President Chirac's visit. In addition, most importantly, Mr. President, this budget would deny you the tools to engage the USG in effective crisis prevention and transition management efforts in Haiti, Bosnia, Cambodia, Rwanda/Burundi, and Angola, and seriously undermine your initiative in the Greater Horn of Africa initiative.

-2-

Congress will cut at least 10 percent from the budget, so I cannot conceive of protecting a straight-lining of even the FY 96 level unless we get at least that much leeway in your request. Moreover, if the OMB passback proposal is sustained, the important constituency that supports international population, environment and democracy programs will see this as a retreat by this Administration from supporting a sensible and effective aid program crucial to achieving our foreign policy goals.

I urge you to step in to assure that this foreign aid request reflects the values and approaches you have so forcefully and effectively enunciated over the past three years. I would be pleased to discuss this with you in more detail.

Best personal regards.

Sincerely,



J. Brian Atwood

*Mr President, your personal support
saved us, now OMB has to give
us enough to show we were worth
saving!*

The Des Moines Register

A GANNETT NEWSPAPER

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THE REGISTER'S EDITORIALS

Reinventing foreign aid

Streamlined and refocused, AID
has an important mission.

Even supporters called AID — the United States Agency for International Development — bloated, overloaded and mission-blind.

Its enemies wanted to eliminate the agency and stop giving money to foreigners.

Enter Bill Clinton and Al Gore, a president and vice president who said they would reinvent government. In March 1993, Gore kicked off a six-month National Performance Review of government that included AID.

Two months later, Brian Atwood took AID's helm, looked around and made it the first government agency to declare itself a "reinvention laboratory."

The result: a business-style makeover. AID cut 1,800 staff people, 90 organizational units, four bureaus and reams of red tape to get a narrower but sharper focus on "sustainable" development.

AID set up a regional strategic-planning process, slashed paperwork, pushed results-oriented projects and built stronger local partnerships to avoid duplications and maximize impact.

The change wasn't just a White House wish, it was a national necessity.

The Cold War against communism has been eclipsed by a hot struggle against

chaos — from nations pulling themselves apart to extremist Christians, Jews and Muslims condoning inter- and intra-faith murder. Underlying these: AIDS, hunger and famine — each spreading like water.

Jeered at as welfare for foreigners, AID actually invests in a global infrastructure that the United States can't do without.

The agency supports stronger legal systems in Latin America, better agribusiness in Russia and more public-health initiatives in Africa. These and thousands of other programs are part of the four areas — democracy, health and population, environment and economic growth — that AID emphasizes.

And by spending almost 80 percent of its money in all 50 states — some \$20 million in Iowa in the '94 fiscal year — the agency boosts the U.S. economy and stimulates overseas business for U.S. companies.

Busily making more out of less, AID is nonetheless hounded by financial anemia. Though the agency runs on less than 1 percent of the federal budget, Congress cut its 1996 fiscal year funding by 18 percent.

Revamping government is a start. But future prosperity may soon demand the reinvention of more generous support.



EUROPEAN UNION
DELEGATION OF THE EUROPEAN COMMISSION

*file foreign
aid*

USAID

Head of Delegation

February 15, 1996

***The First Lady
Mrs Hillary Rodham Clinton
The White House
Washington, DC***

Dear Mrs. Clinton,

We have been requested by Mrs Emma Bonino, Member of the European Commission in Brussels, to forward you the attached letter from her dated February 7, 1996.

With the assurance of our highest consideration.

Hugo Paemen

Emma Bonino

Brussels, 07. 11. 1996
D(95) 200

Dear H. Horey,

I have pleasure in forwarding a copy of the Madrid Declaration signed on 14 December, on the occasion of the Humanitarian Summit.

Allow me to take this opportunity to thank you again for your remarkable video message, which was shown during the meeting as well as in the adjacent press room. Your overview of humanitarian issues, your vision and the eloquence with which the message was delivered were a most significant contribution to the success of the First Humanitarian Summit.

With best wishes for a successful - by all means! - 1996.

Yours,



The First Lady
Mrs Hillary Rodham Clinton
The White House
Washington, D.C.

EMMA BONINO
Commissione Europea

Rue de la Loi, 200; B-1049 Bruxelles

The First Lady
Mrs. Hillary CLINTON RODHAM
The White House

PHOTOCOPY
PRESERVATION

✓ cc: Melanne
file malana
USAID



U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

November 10, 1997

The Administrator

Mrs. Hillary Rodham Clinton
The White House
Washington, DC 20500

Dear Hillary:

Melanne Verveer told me of your deep concern about the now drug-resistant strains of malaria upon your return from Calcutta last month. USAID recently held a conference in Washington with experts from around the world. I want to give you a report on that successful conference and provide you with some background information on other programs designed to combat malaria.

The focus of the recent conference was prevention and, specifically, the use of mosquito nets treated with a non-toxic insecticide. USAID-supported field trials in Africa last year demonstrated that we could achieve a 20 to 40 percent drop in infant and child mortality by using these mosquito nets. Five private companies co-sponsored the conference which gives us hope that we can work with the private sector to lower the cost of this intervention for the poorest families.

We are committed to pursuing every opportunity to prevent and treat malaria given the growing impact of this disease in countries where we work. The enclosed summary of our various anti-malaria programs should give you a good overview of the programs we sponsor. We hope to expand these efforts with the additional resources Congress has provided in the FY-98 appropriation for infectious diseases.

-2-

As always, we appreciate your interest in our work. This disease devastates the lives of women and children in the developing world and your leadership in calling this to our own public's attention is greatly valued.

Sincerely,

A handwritten signature in black ink, appearing to read 'J. Brian Atwood', written in a cursive style.

J. Brian Atwood

Enclosure: a/s



MALARIA *UPDATE*

USAID'S MALARIA PROGRAM

September 1997

Each year more than 2 million children die from malaria. USAID's malaria program supports a "package" of interventions for the prevention and control of malaria, including new technology development, policy reform, capacity building, behavioral change, operations research and field programming. Among the program's most recent accomplishments are:

NEW, EFFECTIVE TECHNOLOGIES DEVELOPED 1996 was a landmark year for the development of new and effective technologies for managing and preventing malaria:

- **Bednet Efficacy Trials Completed:** Two large-scale USAID supported WHO/TDR studies on insecticide treated bed nets were completed in 1996. The major conclusion drawn from the studies is - *impregnated bed nets can significantly reduce deaths from ALL causes, not just malaria, in young children in areas of diverse transmission patterns and differences in seasonality. During 1997 USAID will support operational bednet programs in several African countries as part of the Agency's Africa Integrated Malaria Initiative.*
- **Rapid Diagnostic Set for Field Testing:** Two new rapid diagnostics have completed laboratory development and are ready for field trials. The diagnostics offer the potential for low cost, reliable and easy-to-use means for peripheral health workers to rapidly confirm malaria parasite infection. *In 1997 controlled field trials of both diagnostics will be carried out in several country settings, with results available by 1998.*
- **Candidate Malaria Vaccine Ready for Field Trials:** After a decade of clinical trials, in 1996 a promising malaria vaccine developed by SmithKline Beecham and the US Army was shown to be highly effective in protecting against malaria during an initial round of clinic-based human trials. *During 1997 USAID will collaborate in a Gambia-based field trial of the vaccine. In addition, clinic-based trials will be conducted on other candidate vaccines.*

AFRICA INTEGRATED MALARIA INITIATIVE (AIMI) SUCCESSFULLY LAUNCHED In 1996 USAID's new field initiative - *AIMI* - was introduced into three African countries - Kenya, Malawi and Zambia. *During 1997 AIMI will expand into Benin.*

AIMI is a five year, USAID initiative that promotes a comprehensive "package" for:

- Improved management of fever and anemia by clinic-based health workers.
- Improved capability of mothers and other caretakers to manage fever and anemia at home.
- Improved prevention and management of malaria in pregnancy.
- Increased household access to, demand for, and appropriate use of insecticide treated materials (e.g. bednets).

By the year 2000 AIMI is expected to contribute to a 30% reduction in mortality levels (relative to 1996) among targeted communities.

NEW MALARIA TREATMENT POLICIES SAVE LIVES The spread of chloroquine resistant malaria across much of Africa over the past decade and the corresponding increase in deaths and cases of severe malaria have posed an especially difficult challenge to planners and policy makers. USAID under *AIMI* has provided important assistance to the Africa region to move to more effective drug treatment policies. As a result of this assistance:

- Malawi became the first country in the region to adopt a new, more effective drug policy in 1993. In 1995 the new policy directly contributed to a 20% reduction in child deaths.
- In 1996, following Malawi's success and with additional support from USAID Zambia and Kenya modified their malaria treatment policies - *which beginning in 1997 should contribute to substantial declines in case fatality rates in children under the age of five years.*
- In collaboration with WHO, regional standards were set in 1996 for monitoring drug resistance - a critical step for future efforts to monitor the continued efficacy of existing drug treatment policies. *In 1997 USAID will work with WHO to support African countries throughout the region in their review of current malaria treatment policies.*

REGIONAL CAPACITIES STRENGTHENED Since 1993 USAID, in partnership with WHO, has supported strengthening the capacity of African national malaria programs. This has resulted in:

- Training of national malaria program managers from 35 countries in planning, information systems and operations research.
- Building of a cadre of African malaria expertise capable of providing technical assistance throughout the region.

As a direct consequence, 15 African countries developed national plans for the prevention and control of malaria. *During 1997 USAID through AIMI will build on this new Africa capacity to extend regional efforts in malaria control.*

OPERATIONS RESEARCH: UNDERSTANDING MALARIA'S DYNAMICS During 1996 USAID continued its support for research on social, economic and biomedical factors that directly or indirectly affect impact of the disease on Africans, including:

- Malaria in pregnancy and the role of malaria in the vertical transmission of HIV: USAID is supporting an important CDC trial in Kenya to assess the role of malaria infection in HIV positive pregnant women in the transmission of HIV to the child, as well as to assess the safety and efficacy of malaria treatment in pregnancy. Results are due in 1997.
- Care seeking behaviors by Mothers in management of malaria: In 1996 a USAID - WHO/TDR multi-country survey assessed the capability of mothers to recognize early signs of febrile illness and characterized their health seeking behaviors. The study shed new light on factors affecting mothers' use of private and community health services, and the effect of mothers' health beliefs and domestic practices on their success in managing malaria illness. This information will make an important contribution to USAID's communication strategies for home-based malaria control.

FOR MORE INFORMATION ON USAID'S MALARIA PROGRAM CONTACT

Dennis Carroll, Global Bureau, Office of Health and Nutrition
Washington D.C. 20523

[phone](202) 712-5009, [fax](202) 216-3046, [internet] DCarroll@USAID.gov

USAID contributions to WHO/Tropical Disease Research Program

USAID contributions to the WHO/Tropical Disease Research program have averaged \$1- 1.5 million over the past three years. Prior to that time, the contribution averaged \$2.5-\$3 million annually. Funding for the TDR program comes primarily from the Global Bureau budget, and reductions in that budget for child survival and other disease programs forced a reduction in the contribution to TDR. If additional resources for infectious diseases are forthcoming, we expect to increase funding to TDR (up to an additional \$1 million).



free Belarus
USAID
United States Department of State

Washington, D.C. 20520

July 1, 1997

Memorandum for **Melanne Verveer**
 Chief of Staff to the First Lady

From: **Ambassador Richard Morningstar**
 Special Advisor to the President and
 the Secretary of State on NIS Assistance *RM*

Subject: **Status Report on Private-Public Cooperation in Belarus**
 and the New Economic School in Moscow

Dear Melanne:

Since my last message in follow-up to the First Lady's foundation initiative, we have made major progress on cooperation with the Soros Foundation to ensure that democratic voices in Belarus will continue to be heard. I also am happy to report that, inspired by our joint efforts to promote public-private cooperation, major foundations and businesses have launched an initiative to support Moscow's New Economic School which, with both private and public contributions, is developing into Russia's premiere institution for advanced training in economics. These developments reflect the interest, enthusiasm, and commitment to public-private cooperation that the First Lady generated through her good will and active support for our foundation initiative.

In Belarus, we are concluding an agreement under which the Soros Foundation will give \$250,000 to USIA to be matched by \$250,000 in FREEDOM Support Act funds. These funds will be distributed in the form of small grants through our embassy's Democracy Fund in support of Belarusian non-governmental organizations and independent media outlets, many of which were dependent on the funding they were receiving from Soros. We are currently working with Soros to establish selection criteria and procedures for awarding these grants, and we will consider providing another \$500,000 in joint funding next year. Over the long term, Soros is aiming at a total of up to \$1,000,000 in matching funds for direct support to media and civil society in Belarus.

In addition, to help ease the administrative burden placed on our embassy staff by the seven-fold increase in our Democracy Fund in Belarus (from \$100,000 last year to \$750,000 this year), Soros has offered to provide consultants from the Belarusian Soros Foundation to assist with grant-making activities. Soros is also pursuing the idea of implementing some of its education

programs through the United Nations Development Programme (UNDP). Also as a result of our Foundation Initiative, the MacArthur Foundation is considering awarding a matching grant to the European Humanities University (EHU) in Minsk in late 1997. USIA will be awarding EHU a \$120,000 grant this year.

As for the New Economic School (NES) in Moscow, the Soros Foundation hosted a meeting in New York on June 4 to discuss the school's needs. NES, which currently uses only Western faculty, has graduated approximately 150 students since 1995. Many have continued graduate studies in economics and are poised to become influential theoretical economists who will help to determine Russia's future economic course. With a \$500,000 grant from the Ford Foundation, NES recently established its own research center, and is planning to recruit 15 Russian faculty members over the next five years, drawing primarily from NES graduates who have received Ph.D.s from Western institutions. In order to achieve financial self-sustainability, NES will start charging tuition and will pursue fundraising activities. At the June 4 meeting, George Soros, the Eurasia Foundation, the Citibank Foundation and the MacArthur Foundation all agreed to provide support to the school. USIA will also continue its active involvement in NES's institutional and faculty development.

The First Lady's support for more focused and collaborative private-public cooperation as a mechanism for continued assistance has not only ensured the success of our recent programs, but has become the catalyst for our future programs as well. I will continue to keep you posted on the progress of our efforts. Best regards.

DIA

DEPARTMENT OF STATE
DIRECTOR, POLICY PLANNING STAFF
WASHINGTON

file USAID
Humanitarian Relief

July 8, 1999

741

Ms. Melanne Vermeer
Assistant to the President and
Chief of Staff to the First Lady
The White House

Dear Melanne:

We are moving ahead with the Secretary's review of U.S. humanitarian programs, which we discussed earlier this year. The review begins this month and will generate a final report November 1.

Enclosed is the consensus framework for the review which grew out of extended consultations with USAID, the State Department's Bureau of Population, Refugees and Migration, and the NSC's humanitarian directorate. I am pleased with the results of that important preliminary exercise: we successfully clarified our goals and criteria in a fair, open fashion. I fully expect that spirit will carry forward throughout the actual review.

Sincerely,

MT

Morton H. Halperin

Enclosure: as stated

July 1, 1999

FRAMEWORK FOR HUMANITARIAN REVIEW

SUMMARY: Presently, State, USAID, DOD and other USG agencies are performing reasonably well in addressing natural and conflict-driven humanitarian crises, in partnership with international organizations and NGOs. Indeed the U.S. remains the world leader in humanitarian response, including postconflict transitional programs, and our approach enjoys broad domestic and international support.

Nonetheless crises during the past several years have become far more difficult to manage. The dramatic shift - to far larger, more frequent, complex and dangerous crises -- raises the question of whether and how we can do better.

The Secretary of State has judged that now is a propitious moment to launch a State/USAID review, with NSC participation. It is the Secretary's intention that the issues/options contained in the final report be reviewed systematically by all agencies with equities in U.S. foreign policy and humanitarian affairs.

The review will systematically update our thinking on how crises have changed in the past several years. It will also weigh several reorganization options according to the following criteria:

- Operational efficiency of programs.
- Humanitarian leadership: the degree to which the humanitarian agenda is visible, empowered, and able to speak with optimal coherence and authority, within our government and on the international stage.
- How well humanitarian programs are - or should be - integrated into U.S. foreign policy.
- Budgetary costs (we will coordinate closely with a parallel OMB study.)
- Do no harm: e.g. avoid inadvertently weakening our operational partners (NGOs, international organizations); create no grave vulnerabilities for U.S. sustainable development programs; guard against humanitarian programs

falling prey to armed antagonists, becoming substitutes for political will, or creating rigid dependencies.

We fully expect - and welcome - that the review will generate considerable interagency debate. Whether and how intimately U.S. humanitarian programs should be integrated into U.S. foreign policy remains a complex, divisive issue. For some agencies, integration is seen as an essential goal, while for others integration can have negative consequences for the integrity of humanitarian programs. The review will reflect the full range of opinions on this and related issues.

The review will elaborate and compare a range of possible options along the following general lines, for instance:

1. Consolidating civilian humanitarian programs into an existing operational body
2. Creating a new freestanding emergency agency.
3. Preserving existing institutional arrangements, while enhancing interagency coordination.

The above illustrative options are not exclusive. The review will also consider the role of coordination with respect to DOD humanitarian programs.

The review will run July 1- November 1 and involve three clusters of participants:

1. The inner core: comprised of State's Policy Planning Staff (S/P) and its Bureau of Population, Refugee and Migration (PRM); USAID's Bureau for Humanitarian Response (BHR); and the NSC humanitarian directorate. As appropriate, it will incorporate OMB and FEMA.

These four entities will drive the review, ensure an open debate and full inclusion of differing institutional views. It will operate on the basis of consensus, and hold ultimate responsibility for the review's final report to the Secretary. Their staff will constitute the review's secretariat.

Each will contribute staff to draft meeting schedules and agenda, prepare papers, conduct interviews and draft and put into final form the review's report to the Secretary.

S/P will chair the effort and be responsible for calling meetings.

2. An expanded interagency group: DOD, USDA, Peace Corps (if it is willing to participate), other bureaus/directorates at the Department of State, USAID and the NSC.

This body will be called together at appropriate points in the process for input.

3. NGOs:

For the purposes of this review, the most important NGO communities include relief and development agencies, human rights groups, and conflict resolution interests.

They will be briefed at the outset of the review and asked to comment on a draft framework statement.

At different points over the course of the review, these sub-groups will be approached to make presentations, participate in discussions and comment on draft documents.

InterAction, ODC and U.S. Institute for Peace will be called upon to assist in convening meetings.



U.S. AGENCY FOR
INTERNATIONAL
DEVELOPMENT

Décember 19, 1996

The Administrator

MEMORANDUM FOR: THE FIRST LADY
FROM: J. Brian Atwood 
SUBJECT: Potential Outreach Activities

I could not be more pleased that you have been an eloquent and outspoken advocate for our programs. Your visits to our projects in the field have done a great deal to bolster agency morale during difficult times and have provided a powerful demonstration to many Americans about why U.S. engagement beyond our own shores is so very important.

I would obviously welcome further participation on your behalf. What follows are five ideas you may wish to consider for public outreach activities. Follow-up on these tentative proposals could be handled by a small group of White House and USAID people. We would be prepared to do the bulk of the work.

Lessons Without Borders

As you know, *Lessons Without Borders* has been a remarkable success and its potential -- both to educate the American public about foreign assistance as well as to have a positive, direct impact on the lives of people in this country -- is only as limited as our ability to run the program. USAID is somewhat hampered in its ability to expand the program and to realize its potential because of its fiscal constraints as well as its official mandate to only do international development.

Therefore, a proposal has been drafted to seek private funding to create a quasi-independent entity to run the program. This proposal calls for \$10 million over five years for the *Lessons Without Borders* Foundation charged primarily with the following:

- Convening conferences to facilitate networking and sharing of best practices between and among international and domestic development professionals;

cc Melanne, Lissa
from HRC
file USAID
Lenore w/o
Borden

- Facilitating follow-up activities, including but not limited to technical workshops on subjects like AIDS, immunization, family planning, microenterprise development, etc., site visits and fact-finding tours of USAID and other missions overseas; and,
- Disbursing seed grants and program funds to local community organizations interested in implementing overseas lessons in their communities. A recent example of this approach is the dissemination of family planning materials we had developed for use in the Dominican Republic to Dominican-Americans in New York City.

The foundation would be housed at USAID with a small staff funded by the grant. The Foundation would have a Board Directors of high level officials from government, foundations and the private, corporate sector and an Advisory Board of local community leaders from across the country who would meet quarterly to advise on the direction of the initiative.

There are a number of ways you could lend support to this effort:

Lending your name as honorary chair of our fund raising efforts;

Co-convening a *Lessons Without Borders* on women's issues, child health or microenterprise development;

Committing to participation in a set number of conferences over the next two years;

Leading a delegation of U.S. community development professionals on a fact-finding trip to one of our missions. Bangladesh and South Africa are two imminent trips. This would be included as part of one of your regularly scheduled trips.

The Global Village Series: Preserving the Global Village

In addition to helping us bring lessons back to the U.S. from our work overseas, you can play an important role in educating Americans about interdependence -- not as some abstract notion, but in very practical terms. Our health, our jobs, even our air are increasingly affected by what is happening far from our borders. For example:

Polio was eliminated from the Western Hemisphere some four years ago, but we continue to immunize against polio, and will until the last case in the world is identified. When polio is eradicated and we no longer have to immunize --

hopefully in five years -- the U.S. health system will be able to save \$230 million each year.

It was recently announced that the incidence of skin cancer has decreased in the U.S. as a result of international efforts to control greenhouse gas emissions. What if the United States had not been a leader in this area, and USAID had not worked with countries around the world to help them select and implement better environmental policies?

In 1980, diphtheria was virtually unknown in Europe; today, an epidemic that accounts for 90 percent of the world's diphtheria cases has spread from Russia and Ukraine to Eastern Europe, Germany and Norway. American adults do not receive routine boosters to maintain their protection against this disease.

We live in a global village. We affect, and are affected, by policies and events far from our shores. We can wait and deal with the consequences of poor policies overseas; or we can work to improve the policies and programs before they create major harm both overseas and in the United States. We could take this message to five major media markets around the U.S. over the course of the next two years with your help and presence. We would focus events on issues of special topical interest to different regions. For example, we might focus on health issues in an event in Texas, where cases of measles, dengue fever and cholera have been reported in the last several years.

Since 1993, virtually all 309 measles cases reported in the U. S. were traced to infected persons who had acquired the virus abroad. The Journal of the American Medical Association warns that yellow fever, on the rise in Africa and South America, could invade parts of the southeastern U.S., where it has not been seen since 1905.

Or we might focus on agriculture in Chicago or elsewhere in the Mid-West:

In the United States, 40 percent of all exports and half of all agricultural exports go to developing countries. Growth in U.S. agricultural exports to developing countries over the next few years is expected to average 9 percent a year, almost twice the growth of sales to developing countries. U.S. sorghum farmers benefitted by \$389 million by having access to insect resistant varieties developed through USAID- funded research.

Or we might focus on opening markets and trade in New York.

In 1960 had a per capita income of approximately \$100 per year, about the same as Egypt. South Korea adopted

aggressive economic policy reforms in the 1960s, largely as a result of the technical assistance provided by USAID. In 1994, real per capita GDP in South Korea was \$8,400; for Egypt, which has not adopted such reforms, real per capita GDP is less than half that level (\$3,800). Today, the value of annual U.S. exports to Korea exceeds the amount that the U.S. provided Korea in development assistance over a 20 year period;

Polio Eradication

Although Rotary International and WHO have taken the lead in pushing polio eradication, the expertise and much of the resources are coming from the U.S. There is no single personality who has become associated with this effort the way Jim Grant was associated with the 1990 immunization drive. And our experience with such initiatives is that it is extremely valuable to have a high level focal point to keep attention focused during the final drive. You might assume that role.

The effort now focuses on Africa and South Asia. There will be national immunization days overseas to be kicked off, and a variety of constituencies (e.g. Rotarians) to be energized and thanked. And, at immunization clinics in U.S. cities, you could highlight the promise that polio is soon to be a thing of the past; and that our health system can soon apply the \$230 million in annual savings to tackling some of our other problems. As a way of focusing U.S. attention, we might create a "clock" to count-down to total eradication.

The release of USAID's Ten Year Retrospective on Child Survival (probably in February, on the Hill) could be the kick off for you in the role of Goodwill Ambassador for Polio Eradication. World Health Day (April 7th) and Universal Children's Day (the first Monday in October) are two days to aim for a major speech or announcement. An early meeting with the Rotarians would be a good occasion to call attention to their public-private partnership. And in your international travels, you could put this issue on your agenda in meetings with government officials, discussions with community leaders and visits to projects. Because the polio eradication is extremely popular with Congress, this role would be very well received by Members.

In 1980, almost 400,000 children were crippled for life by polio. In 1993, polio's victims numbered approximately 140,000. It is estimated that today there are more than 3 million children living normal lives who would have been paralyzed by polio had it not been for the increase in immunization coverage over the last decade.

Microenterprise and Urban Economic Opportunity

USAID has been a leader in developing microenterprises and microfinance around the world. By extending loans (not grants) to people without other ways to finance their businesses, microenterprise finance supports the creation of self-reliant enterprises and families. Best of all, successful microenterprise programs become self-sustaining. A number of big city mayors and community leaders are looking for ways to encourage entrepreneurship, knowing that it can lead to both job and stronger family and community ties. A growing number of U.S. banking institutions are interested in developing their microfinance capacity. This could be an important key to job creation in the U.S., especially in our inner cities where unemployment rates are high.

The Microfinance Summit here in Washington in February is an ideal time to launch a program to call attention to the need for microfinance institutions for the inner cities. Over the course of a two year period, you could be engaged in Lessons Without Borders programs focused on microenterprise. You might also host a White House Conference with community and business leaders to identify obstacles to greater availability of microfinance. You could also help publicize some wonderful success stories from the inner city; in fact, we might be able to interest PBS or one of the News Weeklies in a cover story on America's newest entrepreneurs.

As much as 40-60 percent of the economically active population in many Third World cities work in the informal sector.

Worldwide, over 75 percent of microentrepreneurs are women.

Informal money lenders charge 60-120 percent interest annually, sometimes higher.

In Zimbabwe, 90 percent of medium-sized firms started as microenterprises.

A Video for Use in Schools and Public Events

When you travel and visit USAID projects, your activities are usually videotaped. We could use existing tape and tape to be shot on your upcoming trip to Africa to make a video on the benefits of foreign assistance for use in schools and elsewhere. You could also narrate such a video or sit for an interview. We have discovered that it is quite easy to get widespread distribution of these kinds of videos in the schools. We could also use the above-described video at other public events -- conferences, conventions and in conjunction with USAID officials' speaking engagements.

Additional, More Limited Concepts

Girls' Primary Education: You have already been associated with this initiative, having announced it in Copenhagen in 1995. We are targeting 12 countries, and you are likely to visit a number of these countries during the second term. In addition to meetings with Ministers of Education and women's organizations, you can visit some of the programs that have resulted from this initiative, and perhaps be at one for "graduation" celebrations. As the targets are very specific -- a 20 percent improvement in girls' primary school completion rates -- this also lends itself to a "count-down clock." There may be a link with Peace Corps. International Women's Day (March 8), World Literacy Day (September 8) or Universal Children's Day (first Monday in October) are target dates for a speech or announcement.

Women's Legal Rights: This is another issue where you already have a strong record of involvement. In your international travels you could increase your emphasis on making a point of visiting women's political organizations and advocacy groups as well as female elected officials. Your discussions with heads of state could also include issues of women's legal rights and gender inequalities. And we may be able to bring the lessons home not only through *Lessons Without Borders*, but also through programs like Sister Cities. You might want to make herself available to speak at annual meetings of Sister Cities, the League of Women Voters, etc. International Women's Day (March 8) and International Human Rights Day (December 10) are two dates for major speeches or announcements.

Child Labor: There is growing recognition (most recently in UNICEF's annual report) of the problems of child labor in the developing world. Roughly one-quarter of children between ages 5 and 14 are working and not in school. This has obvious human rights implications; the development impacts are fairly clear as well, as no country can advance when one-quarter or more of its children are not receiving even a rudimentary education. There are trade and competitiveness issues as well. The AFL-CIO would be an important ally in an initiative to protect children from exploitation as cheap labor, and this issue is mentioned in the new grant we are beginning with the labor institutes. Universal Children's Day (October) would be a good target for a speech/announcement. You could be an outspoken advocate on this issue, and USAID would be happy to work with you to develop a prominent USG strategy for dealing with child labor.