

THE MAKING OF U.S. FOREIGN POLICY

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INTRODUCTION

The United States Constitution divides the foreign policy powers between the President and Congress so that both share in the making of foreign policy. The executive and legislative branches each play important roles that are different but that often overlap. Within the Executive Branch, the Department of State is the lead U.S. foreign affairs agency, and the Secretary of State is the President's principal foreign policy adviser. Both branches have continuing opportunities to initiate and change foreign policy, and the interaction between them continues indefinitely throughout the life of a policy. The President or the executive branch can make foreign policy through:

- 1) -- responses to foreign events
- 2) -- proposals for legislation
- 3) -- negotiation of international agreements
- 4) -- policy statements
- 5) -- policy implementation
- 6) -- independent action.

In nearly all of these circumstances, Congress can either support the President's approach or seek to change it. In most cases Congress supports the President, but it often makes significant modifications in his initiatives in the process of approving them. This is often through the "power of the purse," as it is the Congress that funds the foreign affairs operations of the United States. Congress can make foreign policy through:

- 1) -- resolutions and policy statements
- 2) -- legislative directives
- 3) -- legislative pressure
- 4) -- legislative restrictions/funding denials
- 5) -- informal advice
- 6) -- congressional oversight.

In these circumstances, the executive branch can either support or seek to change congressional policies as it interprets and carries out legislative directives and restrictions, and decides when and whether to adopt proposals and advice.

Events have confirmed that together the President and Congress make foreign policy, but they have not resolved the question of which branch originates or finally determines policy. The two branches share in the process and each plays an important but different role. The question of who makes foreign policy does not have a more precise answer for several reasons.

First, making foreign policy is a prolonged process involving many actors and comprising dozens of individual policies toward different countries, regions, and functional problems.

Second, the complex process of determining foreign policy makes it difficult to decide who should be credited with initiating or altering any particular foreign policy. The two branches constantly interact and influence each other.

Third, the roles and relative influence of the two branches in making foreign policy differ from time to time according to such factors as the personalities of the President and Members of Congress and the degree of consensus on policy. Throughout American history there have been ebbs and flows of Presidential and congressional dominance in making foreign policy, variously defined by different scholars.

At a glance, the congressional powers in foreign affairs appear at least as broad as those granted to the President. The President commands the armed forces, but Congress declares war; the President makes treaties, but not without the advice and consent of the Senate; the President appoints ambassadors, but they must be confirmed by the Senate. In contrast, Congress has several specific foreign affairs powers, including the important responsibility of regulating foreign commerce. Experience has shown that cooperation between the two branches is necessary for a strong and effective U.S. foreign policy.

THE PRESIDENT

Under the Constitution, the President is the federal official primarily responsible for the relations of the United States with foreign nations. The President as the chief spokesman of the Nation, directs Government officials and machinery in the daily conduct of diplomacy, and has the principal responsibility for taking action to advance U.S. foreign policy interests. Appoints ambassadors subject to the confirmation by the Senate and works with the Secretary of State to manage all official contacts with foreign governments. The President decides whether to recognize new nations and new governments, and negotiate treaties with other nations, which are binding on the United States when approved by two-thirds of the Senate. The president may also negotiate "executive agreements" with foreign powers that are not subject to Senate confirmation.

The President has several advantages over Congress in the area of Foreign Relations. First, as head of the foreign policy bureaucracy, the diplomatic corps, the intelligence agencies, and the military, the president controls the information that is vital to decision making in foreign policy. Second, because only one person occupies the office of the president, while 553 make up the Congress, the president is able to work with speed and secrecy- two capabilities that are indispensable in many diplomatic crises. Third, because it is the responsibility of the presidency to communicate with foreign governments through treaty negotiations and diplomatic channels, the president can most easily formulate policy that is consistent with negotiating positions and official statements. Fourth, as chief executive and commander in chief, he is in the best position to judge whether the US government can carry out a given foreign policy initiative. Fifth, because presidents are elected every four years, they can provide more continuity to foreign policy than Congress, which must sustain an election every 2 years. Sixth, because presidents, unlike members of the Congress, are elected by a national constituency, they are usually more inclined than Congress to focus on international problems that affect the entire nation. Finally, the president is the most identifiable leader and visible symbol of the nation and is, therefore, the most capable in rallying national support in a crisis.

U.S. CONGRESS

Congress most clearly shares its powers with the executive branch in the area of foreign affairs. The Constitution presupposes that the two branches will maintain a delicate balance in exercising their foreign policy prerogatives. Nonetheless, both branches still debate vigorously the scope of and limits on Congress's power in the formulation of U.S. foreign and defense policies. The extent of Congress's involvement in and influence over foreign policy has varied throughout American history. Congress shapes foreign policy through regular oversight of executive branch implementation of foreign policy. This involves such mechanisms as hearings and investigations. In particular, hearings on annual authorizations and appropriations of funds for executive branch agencies carrying out foreign policy provide an opportunity for committee members to question and influence activities and policies.

Certain specific foreign policy powers granted to Congress are not disputed. These include the power to raise, support, and regulate the armed forces; the power to declare war and, through its power of the purse, to finance or withhold financing for U.S. participation in foreign wars; and the requirement that the Senate give its consent to all treaties and executive branch nominations of diplomatic officials. Although these powers have been important in ensuring that the legislative branch remains an independent force in U.S. foreign affairs, its role in some cases has been altered or diminished by international developments since World War I.

The Senate Foreign Relations Committee oversees most aspects of the relations of the United States with other countries. Historically, it has been one of the most important forums for congressional influence in the field of international affairs. The Senate Foreign Relations Committee has jurisdiction over foreign aid and legislation concerning the operations of the State Department, which carries out most US foreign policies. Foreign Relations also has the right to recommend Senate approval or rejection of foreign policy nominations and treaties submitted by the president.

The House International Relations Committee has broad responsibility for legislation dealing with relations between the United States and other countries. The most important legislative topics that fall under its jurisdiction are foreign aid programs, which provide economic assistance to poor and developing countries, and military training and equipment for US allies around the world.

The Senate Foreign Relations and House International Relations Committees oversee the Department of State and other foreign affairs agencies; the Armed Services Committees oversee the Defense Department; the Intelligence Committees oversee the Central Intelligence Agency, and other parts of the intelligence community.

THE DEPARTMENT OF STATE

The Department of State advises the President in the formulation and execution of foreign policy and promotes the long-range security and well-being of the United States. The Department determines and analyzes the facts relating to American overseas interests, makes recommendations on policy and future action, and takes the necessary steps to carry out established policy. In so doing, the Department engages in continuous consultations with the American public, the Congress, other U.S. departments and agencies, and foreign governments; negotiates treaties and agreements with foreign nations; speaks for the United States in the United Nations and other international organizations in which the United States participates; and represents the United States at international conferences. The Department also supports the foreign affairs activities of other U.S. Government entities including the Department of Commerce and the Agency for International Development.

The Secretary of State is responsible for the overall direction, coordination, and supervision of U.S. foreign relations and for the interdepartmental activities of the U.S. Government abroad. The Secretary is the first-ranking member of the Cabinet,

is a member of the National Security Council, and is in charge of the operations of the Department, including the Foreign Service.

All foreign affairs activities -- U.S. representation abroad, foreign assistance programs, countering international crime, foreign military training programs, the services the Department provides, and more -- are paid for by the foreign affairs budget, which represents little more than 1% of the total federal budget. As the lead foreign affairs agency, the Department of State has the primary role in:

- Leading interagency coordination in developing and implementing foreign policy;
- Managing the foreign affairs budget and other foreign affairs resources;
- Leading and coordinating U.S. representation abroad, conveying U.S. foreign policy to foreign governments and international organizations through U.S. embassies and consulates in foreign countries and diplomatic missions to international organizations;
- Conducting negotiations and concluding agreements and treaties on issues ranging from trade to nuclear weapons;
- Coordinating and supporting international activities of other U.S. agencies and officials.

The services the Department provides include:

- Protecting and assisting U.S. citizens living or traveling abroad;
- Assisting U.S. businesses in the international marketplace;
- Coordinating and providing support for international activities of other U.S. agencies (local, state, or federal government), official visits overseas and at home, and other diplomatic efforts.
- Keeping the public informed about U.S. foreign policy and relations with other countries and providing feedback from the public to administration officials.

The U.S. maintains diplomatic relations with about 180 countries and also maintains relations with many international organizations, adding up to a total of more than 250 posts around the world.

Mission Statement

Create a more secure, democratic, and prosperous world for the benefit of the American people and the international community.

American diplomacy in the 21st century is based on fundamental beliefs: our freedom is best protected by ensuring that others are free; our prosperity depends on the prosperity of others; and our security relies on a global effort to secure the rights of all. The history of the American people is the chronicle of our efforts to live up to our ideals. In this moment in history, we recognize that the United States has an immense responsibility to use its power constructively to advance security, democracy, and prosperity around the globe. We will pursue these interests and remain faithful to our beliefs.

Globalization is compressing distances and creating new opportunities for economic growth. It is expanding the exchange of ideas, providing an impetus for political

freedoms. Millions of the world's poor, however, have not yet benefited from globalization, increasing their risk of alienation. Furthermore, transnational threats have emerged from globalization, enabling the creation of deadly global terror networks, spurring crime that reaches beyond borders, and spreading disease via the most mobile population in history. The spread of unconventional weapon technology risks giving tyrants and terrorists unprecedented power to harm the United States, our allies, and our friends. At the same time, famines and civil conflicts have erupted in countries steeped in poverty or constrained by autocratic rulers, creating waves of refugees and swelling the ranks of internally displaced populations. Traditional conflicts between and within states harm the innocent, with regional instabilities transmitting shock waves throughout our interconnected world.

In the coming years, the principal aims of the Department of State and USAID are clear. These aims are anchored in the President's *National Security Strategy* and its three underlying and interdependent components - diplomacy, development, and defense.

First, we will strive to build and maintain strong bilateral and multilateral relationships in pursuit of our mission. There is the prospect for a durable peace among the great powers based on alignment against common threats. We will strive to strengthen traditional alliances and build new relationships to achieve a peace that brings security, but when necessary, we will act alone to face the challenges, provide assistance, and seize the opportunities of this era. U.S. leadership is essential for promoting this vision, but others must share the responsibility. The history of American foreign policy suggests that we will increase our chances of success abroad by exerting principled leadership while seeking to work with others to achieve our goals.

Second, we must protect our nation, our allies, and our friends against the transnational dangers and enduring threats arising from tyranny, poverty, and disease. Global terrorism, international crime, and the spread of weapons of mass destruction are new challenges born of traditional ambitions. Urban and rural poverty reflects the failure of statist policies, an absence of the rule of law, and poor governance. Radical ideologies are nurtured in societies deprived of the legitimate means of dissent, free markets, economic opportunity, and the free flow of ideas. A world in which half of humanity lives on less than \$2 per day is neither just nor stable. HIV/AIDS is not simply a health issue. This pandemic is destroying precious lives, undermining economies, and threatening to destabilize entire regions. Environmental degradation and deforestation threaten human health and sustainable development. Confronting these threats effectively is beyond the means of any one country, and calls for principled American leadership aimed at achieving effective coalitions that magnify our efforts to respond to these critical challenges.

Third, in confronting the intersection of traditional and transnational challenges, we will combine our diplomatic skills and development assistance to act boldly to foster a more democratic and prosperous world integrated into the global economy. We will not waver in our belief that all human beings deserve lives of dignity and the opportunity to achieve their aspirations. We will promote freedom of speech, conscience, and religion, the rule of law, and economic freedom. In concert with civil

society organizations, we will speak out against human rights abuses and the trafficking of human beings.

The Department and USAID will pursue these aims through coordinated approaches and complementary programs. In addition to bilateral and multilateral relationships, we will engage with citizens and civil society organizations at home and abroad. We will work with U.S. nongovernmental organizations, institutions of higher learning, and private sector partners who share our objectives and help leverage our resources. Providing vital links to the American people and to counterpart organizations and institutions overseas, our U.S. partners help represent the best in America's technical, humanitarian, and management skills. We will support programs that encourage broad-based participation and civil society development as the foundation for democracy and good governance, economic growth and free enterprise, sound environmental stewardship, and quality education and healthcare.

In meeting our strategic objectives and goals, the Department and USAID are committed to protect U.S. national interests and advance peace, security, and sustainable development. While we will apply these principles globally, we will focus on the following key priorities during the timeframe of this *Strategic Plan*, many of which represent Presidential initiatives:

- *Arab-Israeli Peace:* The United States is committed to achieving the vision of two states, Israel and Palestine, living side-by-side in peace, security, and dignity. We seek to end terrorism and achieve a permanent reconciliation between the Israeli and Palestinian peoples. The United States, in consultation with the European Union, Russia, and the United Nations, and in partnership with the Israeli, Palestinian, and Arab governments, will work to promote a lasting peace.
- *A Stable and Democratic Iraq:* Now that coalition military forces have ousted Saddam Hussein's regime, the United States will work side-by-side with the Iraqi people to build a free, democratic, and stable Iraq that does not threaten its people or its neighbors. Our goals are for Iraqis to take full control of their country as soon as possible and to maintain its territorial integrity. We will assist the Iraqi people in their efforts to adopt a new constitution, hold elections, and build a legitimate government based on the consent of the governed and respect for the human rights of all Iraqis. We will remain in Iraq as long as necessary, but not one day longer.
- *Democracy and Economic Freedom in the Muslim World:* As we focus on reaching peace in the Middle East, we also recognize the profound need for democracy and market economies to meet the aspirations of a new generation. The Department will take the lead in working with countries in the Muslim world to advance economic reform, increase educational opportunity, and boost political participation, especially for women. Public diplomacy will be central to communicating our objectives and changing negative views of the United States. Through the *Middle East Partnership Initiative (MEPI)* and programs in non-Arab parts of the Muslim world, the Department and USAID will establish a new model of assistance delivery to ensure our funds support the individual citizens that can drive change from within.

- *A Stable and Democratic Afghanistan:* Helping Afghanistan to achieve peace and stability will require a continued commitment by the Department, USAID, and international donors to four interlocking objectives: (1) Afghanistan must establish internal and external security to ensure economic reconstruction, political stability, and stem the rise in opium production; (2) we must work to establish a stable, effective, and broadly representative central government; (3) economic development must bolster this new government and reduce dependence on donors; and (4) we must help the people of Afghanistan meet their critical humanitarian needs while reconstruction proceeds.
- *Reduction of the North Korean Threat to the Region and World:* The Department will continue to work with friends and allies, particularly South Korea, Japan, and China, to meet North Korea's challenge to peace and security. Our goal is the complete elimination, irreversibly and verifiably, of North Korea's nuclear weapons program. North Korea must know that this is the only route to end its self-isolation and deliver a better life for its people.
- *Reduction of Tensions Between India and Pakistan:* Both countries are key partners in the war on terrorism, and vital to our goal of preventing further proliferation of weapons of mass destruction and other dangerous technologies around the world. We will work to prevent the outbreak of war on the subcontinent. We seek broad-based bilateral partnerships with both India and Pakistan spanning a range of security, political, economic, social, and cultural issues. We will work with India to help complete promising economic reforms, reap the benefits of integration into the global economy, and generate opportunities for entrepreneurs and ordinary people in both our countries. We will work with Pakistan to stop terrorism, stabilize Afghanistan, reduce extremism, and strengthen education and institutions that promote the rule of law, constitutional democratic governance, and economic opportunity.
- *Drug Eradication and Democracy in the Andean Region:* The narcotics trade in the Andean Region, especially in Colombia, imposes a very high cost on its ordinary citizens in addition to being the major source of such drugs trafficked to the United States. The Andean Counterdrug Initiative through eradication, interdiction, and alternative development will support the fight against narcoterrorists and secure democracy, extend security, and restore economic prosperity in the region.
- *Strengthened Alliances and Partnerships:* Within the North Atlantic Treaty Organization (NATO), we will integrate new members into the alliance and develop joint capabilities to fight terrorism and respond to 21st century dangers. We will work with the European Union (EU) on transnational threats and challenges to include: (1) fighting terrorism; (2) combating HIV/AIDS; (3) advancing global trade while resolving trade disputes on a mutually advantageous basis; and (4) cooperating on regional crises. Our new relationship with Russia is yielding positive results for both countries in strategic arms reduction, counterterrorism, common approaches to regional conflicts, and development of Russia's energy resources. A key challenge is to find common ground with respect to transfer of dangerous technologies. In a

changing and often dangerous environment, our network of robust bilateral alliances with Japan, the Republic of Korea, Australia, the Philippines, and Thailand will remain the linchpin of Pacific regional security. We encourage the emergence of a peaceful and prosperous China, whose citizens enjoy the blessings of liberty, that contributes to the fight against terrorism and proliferation, and that works with the United States and others to reduce dangers existing on the Korean Peninsula, in South Asia, and beyond.

- *A More Effective and Accountable United Nations (UN):* The United States participates in multilateral organizations like the UN for specific purposes: (1) to foster international peace and security; (2) protect the innocent; (3) advance freedom, human rights, democratic institutions, and economic development; (4) address humanitarian needs; and (5) raise the quality of people's lives through sustainable development focused on improving health, nutrition, and education around the world. We engage countries in the UN system to ensure that our priorities are taken seriously and our resources used wisely. The UN can only be truly effective if its member states willingly meet their responsibilities and adhere to the principles for which the organization was founded. It is vital that the United States exert robust leadership throughout the UN system in pursuit of its values and interests. We believe that the UN will be stronger and more effective if more Americans are given the opportunity to work in the UN and related institutions.
- *HIV/AIDS Prevention, Treatment and Care:* In his 2003 State of the Union Address, President Bush announced a \$15-billion, 5-year Emergency Plan for AIDS Relief that will focus on prevention, treatment, and care in 14 severely affected countries in Africa and the Caribbean. The Department will work with USAID and other agencies to ensure these resources support our goals of saving lives, safeguarding people's health, and advancing regional stability.
- *Reduced Threat of Famine:* The United States is committed to finding longer-term solutions to food insecurity and working in partnership with developing countries to address this global problem. In particular, the food crisis in the southern African countries and Ethiopia and the war in Sudan have affected millions of people. The United States continues to meet critical needs in these countries, as well as in Afghanistan and Iraq. We want to increase the contribution of all donors to tackle urgent food shortages and find longer-term solutions. Famine is a preventable tragedy with the right economic and governance policies and institutions to prevent the conditions that lead to famine. Viable early warning systems and assessments will help mitigate disasters and increase preparedness and response.
- *Accountable Development Assistance:* President Bush has charted a new direction for development assistance by proposing the creation of the Millennium Challenge Account (MCA). The goal is to increase U.S. development assistance by 50 percent over the next 3 years for countries that take responsibility for their own development by ruling justly, investing wisely in their people, and encouraging economic freedom. The Department and USAID will work with other agencies, the White House, Congress, and

eventual recipient countries to make this initiative succeed in promoting good governance and prosperity.

- *Aligning Diplomacy and Development Assistance:* In pursuing our shared mission and goals in the international arena, U.S. development assistance [1] must be fully aligned with U.S. foreign policy. This means the Department and USAID must consistently and thoroughly review our policy and development programs as we strive to support those countries that are committed to democratic governance, open economies, and wise investment in their people's education, health, and potential. We will seek opportunities to program our resources in complementary and targeted ways. With the full support of the Secretary, our organizations will carry forward an agenda to implement new innovative strategies and eliminate redundancies, while ensuring that our diplomacy and development assistance produce results. As discussed later in this *Strategic Plan*, two joint Department of State and USAID councils will be established to accomplish this priority.

NATIONAL SECURITY COUNCIL

The National Security Council is the President's principal forum for considering national security and foreign policy matters with his senior national security advisors and cabinet officials. The NSC was not created as a policymaking body but as an advisory body to the President. Since its inception under President Truman, the function of the Council has been to advise and assist the President on national security and foreign policies. The Council also serves as the President's principal arm for coordinating these policies among various government agencies. The National Security Council was established by the National Security Act of 1947, as amended (50 U.S.C. 402).

The National Security Council is chaired by the President. Its regular attendees (both statutory and non-statutory) are the Vice President, the Secretary of State, the Secretary of the Treasury, the Secretary of Defense, and the Assistant to the President for National Security Affairs. The Chairman of the Joint Chiefs of Staff is the statutory military advisor to the Council, and the Director of Central Intelligence is the intelligence advisor. The Chief of Staff to the President, Counsel to the President, and the Assistant to the President for Economic Policy are invited to attend any NSC meeting. The Attorney General and the Director of the Office of Management and Budget are invited to attend meetings pertaining to their responsibilities. The heads of other executive departments and agencies, as well as other senior officials, are invited to attend meetings of the NSC when appropriate.

Since the end of World War II, each administration has sought to develop and perfect a reliable set of executive institutions to manage national security policy. Each President has tried to avoid the problems and deficiencies of his predecessors' efforts and install a policy-making and coordination system that reflected his personal management style. The National Security Council (NSC) has been at the center of this foreign policy coordination system, but it has changed many times to conform with the needs and inclinations of each succeeding chief executive.

THE U.S. AND THE UNITED NATIONS

U.S. Participation in the United Nations: Our Vision and Priorities

(Fact Sheet released by the State Department's Bureau of Public Affairs, September 9, 2004)

The U.S. Vision for the UN

The United Nations should be a forum where diverse countries and cultures of the world work together for freedom, democracy, peace, human rights, and prosperity for all people.

The United States adheres to three guiding principles for engagement with the United Nations:

- The UN should live up to the vision of its founders to make the world more secure, democratic, and prosperous.
- Effective multilateralism is guided by principled and consistent leadership with the engagement of all UN partners.
- The UN's vast resources must be managed carefully and effectively.

U.S. Priorities

- Preserve peace and strengthen security, through peacekeeping, counterterrorism, and counter-proliferation efforts.
- Help those in need, by rallying the world to increased action on famine, refugee relief, and pressing health issues.
- Promote human rights and fundamental freedoms.
- Foster democratic governance and economic opportunity.
- Advance good stewardship of the UN's resources through better management and budget discipline.

U.S. Initiatives for the 2004 UN General Assembly

- **Advancing Economic Freedom:** The U.S. will promote open markets and democratic governance in developing countries as a route to freedom and prosperity. The UN and its members should promote an environment of good governance and economic freedom, including policies that support private entrepreneurship.
- **Ending Child Sex Tourism:** The U.S. seeks to strengthen collaboration to combat trafficking in persons, particularly to end child sex tourism. This modern-day slave trade must be stopped.
- **Promoting Democracy:** The U.S. remains committed to increasing cooperation among democratic countries in the UN, and supports the efforts of a Democracy Caucus to advance such cooperation on resolutions that advance international human rights standards and democratic principles.

- **Banning Human Cloning:** The U.S. will co-sponsor a resolution calling for an international convention against human cloning. Human cloning, for any purpose, is unethical, morally reproachable, and an affront to human dignity.
- **Furthering the Roadmap to Middle East Peace:** The U.S. continues to encourage Israel and the Palestinian Authority to take concrete steps toward the implementation of the Roadmap to Peace. The U.S. seeks to bring balance to Middle East resolutions to better support the peace process and implementation of the Roadmap.

U.S. Participation in the UN - Financial Contributions

U.S. Engagement in the United Nations

The United Nations provides the United States with an international forum where we can enhance national security, advance foreign policy objectives, and promote American values. The United States seeks to uphold the UN's founding principles. We share a commitment to foster international peace and security; to fight poverty through development; to eradicate pandemic diseases; and to advance freedom, human rights, and democracy.

U.S. leadership in the UN is critical to making the world more secure, more democratic, and more prosperous. At the same time, the United States is committed to ensuring good stewardship of UN resources so these universal goals are met effectively and efficiently.

U.S. Financial Contributions to the United Nations

The United States is the largest financial contributor to the UN, and has been every year since its creation in 1945. U.S. contributions to the UN system in 2003 were well over \$3 billion. In-kind contributions include items such as food donations for the World Food Program.

The U.S.-assessed contribution to the UN regular budget in 2003 was \$341 million, and to UN specialized agencies was over \$400 million. The United States also contributed \$686 million in assessments to the peacekeeping budget; \$57 million for the support of the international war crimes tribunals for Rwanda and the former Yugoslavia; and \$6 million for preparatory work relating to the Capital Master Plan to renovate the UN Headquarters in New York. Moreover, each year the United States provides a significant amount in voluntary contributions to the UN and its affiliated agencies and activities, largely for humanitarian and development programs.

Benefits to Americans

The United States benefits from membership in the UN and other international organizations by being part of a multilateral approach to address a wide range of serious global issues. Through the UN, the United States can build coalitions and pursue multilateral programs that advance U.S. and international interests. U.S. priorities include: countering global terrorism; preventing the proliferation of weapons of mass destruction; encouraging nuclear safeguards, arms control, and disarmament; promoting peace in the Middle East and an end to anguish in other regions such as Africa; promoting economic growth; treating those with HIV/AIDS

and preventing new HIV infections; and bringing an end to trafficking in persons. The United Nations provides the forum for the U.S. to address these and other key objectives.

The United States is a generous supporter -- in many cases the largest supporter -- of key UN programs. In 2003, the U.S. contributed:

- 57% to the budget of the **World Food Program** to help feed 104 million people in 81 countries;
- 17% to the budget of the **United Nations Children's Fund** to feed, vaccinate, educate, and protect children in 158 countries;
- 14% to the core budget of the **United Nations Development Program** to eradicate poverty and encourage democratic governance;
- 33% to the budget of the **United Nations High Commissioner for Refugees**.

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