

108TH CONGRESS
1ST SESSION

H. R. 1590

To enhance United States leadership and the functioning of international organizations and multilateral institutions.

IN THE HOUSE OF REPRESENTATIVES

APRIL 3, 2003

Mr. LANTOS (for himself and Mr. DREIER) introduced the following bill; which was referred to the Committee on International Relations

A BILL

To enhance United States leadership and the functioning of international organizations and multilateral institutions.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “United States Inter-
5 national Leadership Act of 2003”.

6 **SEC. 2. FINDINGS.**

7 The Congress makes the following findings:

8 (1) International organizations and other multi-
9 lateral institutions play a key role in United States
10 foreign policy and serve key United States foreign

1 policy objectives, such as obligating all countries to
2 freeze assets of terrorist groups, preventing the pro-
3 liferation of chemical, biological and nuclear weap-
4 ons, and spearheading the fight to combat the rav-
5 ages of HIV/AIDS and other infectious diseases.

6 (2) Decisions at many international organiza-
7 tions, including membership and key positions, re-
8 main subject to determinations made by regional
9 groups where democratic states are often in the mi-
10 nority and where there is intensive cooperation
11 among repressive regimes. As a result, the United
12 States has often been blocked in its attempts to take
13 action in these institutions to advance its goals and
14 objectives, including at the United Nations Human
15 Rights Commission (where a representative of Libya
16 was elected as chairman and the United States tem-
17 porarily lost a seat).

18 (3) In order to address these shortcomings, the
19 United States must actively work to improve the
20 workings of international organizations and multilat-
21 eral institutions, particularly by creating a caucus of
22 democratic countries that will advance United States
23 interests. In the Second Ministerial Conference of
24 the Community of Democracies in Seoul, Korea, on
25 November 10–20, 2002, numerous countries rec-

1 ommended working together as a democracy caucus
2 in international organizations such as the United
3 Nations and ensuring that international and regional
4 institutions develop and apply democratic standards
5 for member states.

6 (4) In addition, the United States has short-
7 changed its ability to influence these organizations
8 by failing to obtain enough support for positions
9 that are congruent to or consistent with United
10 States objectives and has not done enough to build
11 expertise in the United States Government in the
12 area of multilateral diplomacy.

13 **SEC. 3. ESTABLISHMENT OF A DEMOCRACY CAUCUS.**

14 (a) IN GENERAL.—The President of the United
15 States, acting through the Secretary of State and the rel-
16 evant United States chiefs of mission, shall seek to estab-
17 lish a democracy caucus at the United Nations, the United
18 Nations Human Rights Commission, the United Nations
19 Conference on Disarmament, and at other broad-based
20 international organizations.

21 (b) PURPOSES OF THE CAUCUS.—A democracy cau-
22 cus at an international organization should—

23 (1) forge common positions, including, as ap-
24 propriate, at the ministerial level, on matters of con-

1 cern before the organization and work within and
2 across regional lines to promote agreed positions;

3 (2) work to revise an increasingly outmoded
4 system of regional voting and decision making; and

5 (3) set up a rotational leadership scheme to
6 provide member states an opportunity, for a set pe-
7 riod of time, to serve as the designated president of
8 the caucus, responsible for serving as its voice in
9 each organization.

10 **SEC. 4. ANNUAL DIPLOMATIC MISSIONS ON MULTILATERAL**
11 **ISSUES.**

12 The Secretary of State, acting through the principal
13 officers responsible for advising the Secretary on inter-
14 national organizations, shall ensure that a high-level dele-
15 gation from the United States Government, on an annual
16 basis, is sent to consult with key foreign governments in
17 every region in order to promote the United States agenda
18 at key international fora, such as the United Nations Gen-
19 eral Assembly, United Nations Human Rights Commis-
20 sion, the United Nations Education, Science, and Cultural
21 Organization, and the International Whaling Commission.

1 **SEC. 5. LEADERSHIP AND MEMBERSHIP OF INTER-**
2 **NATIONAL ORGANIZATIONS.**

3 The President, acting through the Secretary of State
4 and the relevant United States chiefs of mission, shall use
5 the voice, vote, and influence of the United States to—

6 (1) where appropriate, reform the criteria for
7 leadership and, in appropriate cases for membership,
8 at all United Nations bodies and at other inter-
9 national organizations and multilateral institutions
10 to which the United States is a member so as to ex-
11 clude nations that violate the principles of the spe-
12 cific organization;

13 (2) make it a policy of the United Nations and
14 other international organizations and multilateral in-
15 stitutions, in which the United States is a member,
16 that a member state may not stand in nomination
17 or be in rotation for a leadership position in such
18 bodies if such member state is subject to sanctions
19 imposed by the United Nations Security Council;
20 and

21 (3) work to ensure that no member state stand
22 in nomination or be in rotation for a leadership posi-
23 tion in such organizations if such member state is
24 subject to a determination under section 620A of the
25 Foreign Assistance Act of 1961, section 40 of the

1 Arms Export Control Act, or section 6(j) of the Ex-
2 port Administration Act.

3 **SEC. 6. INCREASED TRAINING IN MULTILATERAL DIPLO-**
4 **MACY.**

5 (a) TRAINING PROGRAMS.—Section 708 of the For-
6 eign Service Act (22 U.S.C. 4028) is amended by adding
7 after subsection (b) the following new subsection:

8 “(c) TRAINING IN MULTILATERAL DIPLOMACY.—

9 “(1) IN GENERAL.—The Secretary shall estab-
10 lish a series of training courses for officers of the
11 Service, including appropriate chiefs of mission, on
12 the conduct of diplomacy at international organiza-
13 tions and other multilateral institutions and at
14 broad-based multilateral negotiations of inter-
15 national instruments.

16 “(2) PARTICULAR PROGRAMS.—The Secretary
17 shall ensure that the training described in paragraph
18 (1) is provided at various stages of the career of
19 members of the Service. In particular, the Secretary
20 shall ensure that after January 1, 2004—

21 “(A) officers of the Service receive training
22 on the conduct of diplomacy at international or-
23 ganizations and other multilateral institutions
24 and at broad-based multilateral negotiations of

1 international instruments as part of their train-
2 ing upon entry of the service; and

3 “(B) officers of the Service, including
4 chiefs of mission, who are assigned to United
5 States missions representing the United States
6 to international organizations and other multi-
7 lateral institutions or who are assigned in
8 Washington, D.C. to positions that have as
9 their primary responsibility formulation of pol-
10 icy towards such organizations and institutions
11 or towards participation in broad-based multi-
12 lateral negotiations of international instruments
13 receive specialized training in the areas de-
14 scribed in paragraph (1) prior to beginning of
15 service for such assignment or, if receiving such
16 training at that time is not practical, within the
17 first year of beginning such assignment.”.

18 (b) TRAINING FOR CIVIL SERVICE EMPLOYEES.—
19 The Secretary shall ensure that employees of the Depart-
20 ment of State that are members of the civil service and
21 that are assigned to positions described in section 708(c)
22 of the Foreign Service Act (as amended by this Act) have
23 training described in such section.

24 (c) CONFORMING AMENDMENTS.—Section 708 of
25 such Act is further amended—

1 (1) in subsection (a) by striking “(a) The” and
2 inserting “(a) TRAINING ON HUMAN RIGHTS.—
3 The”; and

4 (2) in subsection (b) by striking “(b) The” and
5 inserting “(b) TRAINING ON REFUGEE LAW AND
6 RELIGIOUS PERSECUTION.—The”.

7 **SEC. 7. PROMOTING ASSIGNMENTS TO INTERNATIONAL OR-**
8 **GANIZATIONS.**

9 (a) PROMOTIONS.—

10 (1) IN GENERAL.—Section 603(b) of the For-
11 eign Service Act of 1980 (22 U.S.C. 4003) is
12 amended by striking the period at the end and in-
13 serting the following: “, and shall consider whether
14 the member of the Service has served in a position
15 whose primary responsibility is to formulate policy
16 towards or represent the United States at an inter-
17 national organization, a multilateral institution, or a
18 broad-based multilateral negotiation of an inter-
19 national instrument.”.

20 (2) EFFECTIVE DATE.—The amendment made
21 by paragraph (1) shall take effect January 1, 2010.

22 (b) ESTABLISHMENT OF A MULTILATERAL DIPLO-
23 MACY CONE IN THE FOREIGN SERVICE.—

24 (1) FINDINGS.—

1 (A) The Department of State maintains a
2 number of United States missions both within
3 the United States and abroad that are dedi-
4 cated to representing the United States to
5 international organizations and multilateral in-
6 stitutions, including missions in New York,
7 Brussels, Geneva, Rome, Montreal, Nairobi, Vi-
8 enna, and Paris, which will soon be responsible
9 for United States representation to UNESCO
10 and OECD.

11 (B) In offices at the Harry S. Truman
12 Building, the Department maintains a signifi-
13 cant number of positions in bureaus that are ei-
14 ther dedicated, or whose primary responsibility
15 is, to represent the United States to such orga-
16 nizations and institutions or at multilateral ne-
17 gotiations.

18 (C) Given the large number of positions in
19 the United States and abroad that are dedi-
20 cated to multilateral diplomacy, the Department
21 of State may be well served in developing per-
22 sons with specialized skills necessary to become
23 experts in this unique form of diplomacy.

24 (2) REPORT.—Not later than 180 days after
25 the date of the enactment of this Act, the Secretary

1 shall submit to the appropriate congressional com-
2 mittees a report—

3 (A) evaluating whether a new cone should
4 be established for the Foreign Service that con-
5 centrates on members of the Service that serve
6 at international organizations and multilateral
7 institutions or are primarily responsible for par-
8 ticipation in broad-based multilateral negotia-
9 tions of international instruments; and

10 (B) provides alternative mechanisms for
11 achieving the objective of developing a core
12 group of United States diplomats and other
13 government employees who have expertise and
14 broad experience in conducting multilateral di-
15 plomacy.

16 **SEC. 8. IMPLEMENTATION AND ESTABLISHMENT OF OF-**
17 **FICE ON MULTILATERAL NEGOTIATIONS.**

18 (a) ESTABLISHMENT OF OFFICE.—The Secretary of
19 State is authorized to establish, within the Bureau of
20 International Organizational Affairs, an Office on Multi-
21 lateral Negotiations to be headed by a Special Representa-
22 tive for Multilateral Negotiations (in this section referred
23 to as the “special representative”).

24 (b) APPOINTMENT.—The special representative shall
25 be appointed by the President with the advice and consent

1 of the Senate and shall have the rank of Ambassador-at-
2 Large. At the discretion of the President another official
3 at the Department may serve as the special representative.
4 The President may direct that the special representative
5 report to the Assistant Secretary for International Organi-
6 zations.

7 (c) STAFFING.—The special representative shall have
8 a staff of foreign service and civil service officers skilled
9 in multilateral diplomacy.

10 (d) DUTIES.—The special representative shall have
11 the following responsibilities:

12 (1) IN GENERAL.—The primary responsibility
13 of the special representative shall be to assist in the
14 organization of, and preparation for, United States
15 participation in multilateral negotiations, including
16 the advocacy efforts undertaken by the Department
17 of State and other United States agencies.

18 (2) ADVISORY ROLE.—The special representa-
19 tive shall advise the President and the Secretary of
20 State, as appropriate, regarding advocacy at inter-
21 national organizations and multilateral institutions
22 and negotiations and, in coordination with the As-
23 sistant Secretary of State for International Organi-
24 zational Affairs, shall make recommendations re-
25 garding—

1 (A) effective strategies (and tactics) to
2 achieve United States policy objectives at multi-
3 lateral negotiations;

4 (B) the need for and timing of high level
5 intervention by the President, the Secretary of
6 State, the Deputy Secretary of State, and other
7 United States officials to secure support from
8 key foreign government officials for the United
9 States position at such organizations, institu-
10 tions, and negotiations;

11 (C) the composition of United States dele-
12 gations to multilateral negotiations; and

13 (D) liaison with Congress, international or-
14 ganizations, nongovernmental organizations,
15 and the private sector on matters affecting mul-
16 tilateral negotiations.

17 (3) DEMOCRACY CAUCUS.—The special rep-
18 resentative, in coordination with the Assistant Sec-
19 retary for International Organizational Affairs, shall
20 ensure the establishment of a democracy caucus (de-
21 scribed in section 3).

22 (4) ANNUAL DIPLOMATIC MISSIONS OF MULTI-
23 LATERAL ISSUES.—The special representative, in co-
24 ordination with the Assistant Secretary for Inter-
25 national Organizational Affairs, shall organize an-

1 nual consultations between the principal officers re-
2 sponsible for advising the Secretary of State on
3 international organizations and foreign governments
4 to promote the United States agenda at the United
5 Nations General Assembly and other key inter-
6 national fora (such as the United Nations Human
7 Rights Commission) as described in section 4.

8 (5) LEADERSHIP AND MEMBERSHIP OF INTER-
9 NATIONAL ORGANIZATIONS.—The special representa-
10 tive, in coordination with the Assistant Secretary of
11 International Organizational Affairs, shall direct the
12 efforts of the United States Government to reform
13 the criteria for leadership and membership of inter-
14 national organizations as described in section 5.

15 (6) PARTICIPATION IN MULTILATERAL NEGOTIATIONS.—The special representative, or members
16 of the special representative’s staff, may, as required
17 by the President or the Secretary of State, serve on
18 a United States delegation to any multilateral nego-
19 tiation.
20

21 (e) REPORT.—Not later than 180 days after the date
22 of the enactment of this Act, the Secretary of State shall
23 submit a plan to establish a democracy caucus (described
24 in section 3) to the Committee on International Relations
25 of the House of Representatives and the Committee on

1 Foreign Relations of the Senate. The report required by
2 section 7(c) may be submitted together with the report
3 under this subsection.

4 **SEC. 9. SYNCHRONIZATION OF UNITED STATES CONTRIBU-**
5 **TIONS TO INTERNATIONAL ORGANIZATIONS.**

6 Not later than 180 days after the date of the enact-
7 ment of this Act, the President shall submit a plan to the
8 appropriate congressional committees on the implementa-
9 tion of section 404 of the Foreign Relations Authorization
10 Act of 2003 (Public Law 107–228), (relating to a resump-
11 tion by the United States of the payment of its full con-
12 tribution to certain international organizations at the be-
13 ginning of each calendar year).

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