



A NATIONAL SECURITY STRATEGY OF ENGAGEMENT AND ENLARGEMENT

THE WHITE HOUSE
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against former President Bush, President Clinton ordered a cruise missile attack against the headquarters of Iraq's intelligence service in order to send a firm response and deter further threats. Similarly, the United States obtained convictions against defendants in the bombing of the World Trade Center.

U.S. leadership and close coordination with other governments and international bodies will continue, as demonstrated by the UN Security Council sanctions against Libya for the Pan Am 103 and UTA 772 bombings, a new international convention dealing with detecting and controlling plastic explosives, and two important counterterrorism treaties — the Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Aviation and the Convention for the Suppression of Unlawful Attacks Against the Safety of Maritime Navigation.

Fighting Drug Trafficking

The Administration has undertaken a new approach to the global scourge of drug abuse and trafficking that will better integrate domestic and international activities to reduce demand and the supply of drugs. Ultimate success will depend on concerted efforts and partnerships by the public, all levels of government and the American private sector with other governments, private groups and international bodies.

The U.S. has shifted its strategy from the past emphasis on transit interdiction to a more evenly balanced effort with source countries to build institutions, destroy trafficking organizations and stop supplies. We will support and strengthen democratic institutions abroad, denying narcotics traffickers a fragile political infrastructure in which to operate. We will also cooperate with governments that demonstrate the political will to confront the narcotics threat.

Two new comprehensive strategies have been developed, one to deal with the problem of cocaine and another to address the growing threat from high-purity heroin entering this country. We will engage more aggressively with international organizations, financial institutions and nongovernmental organizations in counternarcotics cooperation.

At home and in the international arena, prevention, treatment and economic alternatives must work hand-in-hand with law enforcement and interdiction activities. Long-

term efforts will be maintained to help nations develop healthy economies with fewer market incentives for producing narcotics. The United States has increased efforts abroad to foster public awareness and support for governmental cooperation on a broad range of activities to reduce the incidence of drug abuse. Public awareness of a demand problem in producing or trafficking countries can be converted into public support and increased governmental law enforcement to reduce trafficking and production. There has been a significant attitudinal change and awareness in Latin America and the Caribbean, particularly as producer and transit nations themselves become plagued with the ill effects of consumption.

Other Missions

The United States government is also responsible for protecting the lives and safety of Americans abroad. In order to carry out this responsibility, selected U.S. military forces are trained and equipped to evacuate Americans from such situations as the outbreak of civil or international conflict and natural or man-made disasters. For example, U.S. Marines evacuated Americans from Monrovia, Liberia in August of 1990, and from Mogadishu, Somalia, in December of that year. In 1991, U.S. forces evacuated nearly 20,000 Americans from the Philippines over a three-week period following the eruption of Mount Pinatubo. Last year, U.S. Marines coupled with U.S. airlift, deployed to Burundi to help ensure the safe evacuation of U.S. citizens from ethnic fighting in Rwanda.

U.S. forces also provide invaluable training and advice to friendly governments threatened by subversion, lawlessness or insurgency. At any given time, we have small teams of military experts deployed in roughly 25 countries helping host governments cope with such challenges.

U.S. military forces and assets are frequently called upon to provide assistance to victims of floods, storms, drought and other humanitarian disasters. Both at home and abroad, U.S. forces provide emergency food, shelter, medical care and security to those in need.

Finally, the U.S. will continue as a world leader in space through its technical expertise and innovation. Over the past 30 years, as more and more nations have ventured into space, the U.S. has steadfastly recognized space as an international region. Since all nations are immediately accessible from space, the maintenance of an international

legal regime for space, similar to the concept of freedom of the high seas, is especially important. Numerous attempts have been made in the past to legally limit access to space by countries that are unable, either technologically or economically, to join space-faring nations. As the commercial importance of space is developed, the U.S. can expect further pressure from non-participants to redefine the status of space, similar to what has been attempted with exclusive economic zones constraining the high seas.

Retaining the current international character of space will remain critical to achieving U.S. national security goals. Our main objectives in this area include:

- Continued freedom of access to and use of space,
- Maintaining the U.S. position as the major economic, political, military, and technological power in space,
- Deterring threats to U.S. interests in space and defeating aggressive or hostile acts against U.S. space assets if deterrence fails,
- Preventing the spread of weapons of mass destruction to space,
- Enhancing global partnerships with other space-faring nations across the spectrum of economic, political and security issues.

Deciding When and How to Employ U.S. Forces

Our strategy calls for the preparation and deployment of American military forces in the United States and abroad to support U.S. diplomacy in responding to key dangers — those posed by weapons of mass destruction, regional aggression and threats to the stability of states.

Although there may be many demands for U.S. involvement, the need to husband scarce resources suggests that we must carefully select the means and level of our participation in particular military operations. And while it is unwise to specify in advance all the limitations we will place on our use of force, we must be as clear as possible about when and how we will use it.

There are three basic categories of national interests which can merit the use of our armed forces. The first involves America's vital interests, i.e., interests which are of broad, overriding importance to the survival, security and vitality of our national entity — the defense of U.S. territory, citizens, allies and economic well-being. We will do whatever it takes to defend these interests, including — when necessary — the unilateral and decisive use of military power. This was demonstrated clearly in Desert Storm and, more recently, in Vigilant Warrior.

The second category includes cases in which important, but not vital, U.S. interests are threatened. That is, the interests at stake do not affect our national survival, but they do affect importantly our national well-being and the character of the world in which we live. In such cases, military forces should only be used if they advance U.S. interests, they are likely to be able to accomplish their objectives, the costs and risks of their employment are commensurate with the interests at stake, and other means have been tried and have failed to achieve our objectives. Such uses of force should also be limited, reflecting the relative saliency of the interests we have at stake. Haiti is the most recent example in this category.

The third category involves primarily humanitarian interests. Here, our decisions focus on the resources we can bring to bear by using unique capabilities of our military rather than on the combat power of military force. Generally, the military is not the best tool to address humanitarian concerns. But under certain conditions, the use of our armed forces may be appropriate: when a humanitarian catastrophe dwarfs the ability of civilian relief agencies to respond, when the need for relief is urgent and only the military has the ability to jump-start the longer-term response to the disaster, when the response requires resources unique to the military, and when the risk to American troops is minimal. Rwanda is a good case in point. U.S. military forces performed unique and essential roles, stabilized the situation, and then got out, turning the operation over to the international relief community.

The decision on *whether and when* to use force is therefore dictated first and foremost by our national interests. In those specific areas where our vital or survival interests are at stake, our use of force will be decisive and, if necessary, unilateral. In other situations posing a less immediate threat, our military engagement must be targeted selec-