



# A NATIONAL SECURITY STRATEGY OF ENGAGEMENT AND ENLARGEMENT

THE WHITE HOUSE  
JULY 1994

The United States has made concerted efforts this past year to punish and deter terrorists. On June 26, 1993, following a determination that Iraq had plotted an assassination attempt 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, on March 4, 1994, the United States obtained convictions against the four 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 both the 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. will shift 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.

A new comprehensive strategy has been developed to deal with the problem of cocaine and another is being developed 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. U.S. efforts will increase 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. This year, U.S. Marines coupled with U.S. airlift, helped 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 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 aggression 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 development and deployment of American military forces in the United States and abroad to respond 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. It is unwise to specify in advance all the limitations we will place on our

use of force, but it is appropriate to identify several basic principles that will guide our decisions on when to use force.

First, and foremost, our national interests will dictate the pace and extent of our engagement. In all cases, the costs and risks of U.S. military involvement must be judged to be commensurate with the stakes involved. In those specific areas where our vital or survival interests — those of broad, overriding importance to the survival, security and vitality of our national entity — 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 selectively on those areas that most affect our national interests — for instance, areas where we have a sizable economic stake or commitments to allies, and areas where there is a potential to generate substantial refugee flows into our nation or our allies.

Second, as much as possible, we will seek the help of our allies or of relevant multilateral institutions. If our most important national interests are at stake, we are prepared to act alone. But especially on those matters touching directly the interests of our allies, there should be a proportional commitment from them.

Third, in every case, we will consider several critical questions before committing military force. Have we considered nonmilitary means that offer a reasonable chance of success? What types of U.S. military capabilities should be brought to bear, and is the use of military force carefully matched to our political objectives? Do we have reasonable assurance of support from the American people and their elected representatives? Do we have timelines and milestones that will reveal the extent of success or failure, and, in either case, do we have an exit strategy?

Fourth, our engagement must meet reasonable cost and feasibility thresholds. We will be more inclined to act where there is reason to believe that our action will bring lasting improvement. On the other hand, our involvement will be more circumscribed when other regional or multilateral actors are better positioned to act than we are. Even in these cases, however, the United States will be actively engaged at the diplomatic level.