

## TABLE OF CONTENTS

Preface . . . . .	iv
Lawyers Committee Recommendations . . . . .	v
PART I. DEPARTMENT OF STATE . . . . .	1
A. Present Configuration of the Bureau of Human Rights and Humanitarian Affairs (HA) . . . . .	1
B. History of HA . . . . .	2
1. Congressional Origins of HA . . . . .	2
2. HA Under Carter . . . . .	4
3. HA In Transition . . . . .	6
4. HA Under Reagan . . . . .	7
a. HA Under Abrams . . . . .	10
b. HA Under Schifter . . . . .	11
C. Interaction Within the State Department . . . . .	12
1. HA and Other Bureaus Under Carter . . . . .	12
2. HA and Other Bureaus Under Reagan . . . . .	15
D. Assessment and Recommendations . . . . .	19
1. Presidential Philosophy and the Role of HA . . . . .	20
2. Personality and Leadership of HA . . . . .	23
3. Decisionmaking . . . . .	26
a. Under Carter . . . . .	26
b. Under Reagan . . . . .	28
4. State Department Administrative Practices . . . . .	31
a. Inability to Attract FSOs . . . . .	32
b. Clearance Procedure . . . . .	33
c. HA's "Counter-Cultural" Role . . . . .	34

PART II. INTER-AGENCY GROUP ON HUMAN RIGHTS AND FOREIGN ASSISTANCE . . . . .	37
A. Christopher Group . . . . .	37
1. Composition . . . . .	37
2. Jurisdiction . . . . .	37
3. The Working Group . . . . .	41
4. Christopher Group in Action . . . . .	42
5. Deputy Secretary Christopher's "Case Law" Approach to Making Policy . . . . .	45
B. Reagan Administration Inter-Agency Groups . . . . .	46
1. Fate of the Inter-Agency Group on Human Rights and Foreign Assistance and the Composition of the Reagan Working Group . . . . .	46
2. Functioning of the Reagan Working Group . . . . .	47
3. Reagan Working Group's Elaboration of Policy . . . . .	47
4. Reagan SAPRWG . . . . .	49
C. Critique of the Christopher Group and the Reagan Administration Working Group . . . . .	50
D. Suggestions of Those Interviewed . . . . .	52
PART III. COUNTRY REPORTS . . . . .	56
A. Introduction . . . . .	56
B. Preparation of the Annual Country Reports and Their Guidelines . . . . .	56
1. Embassy Draft Report . . . . .	56
2. Final Report . . . . .	59
C. Recommendations to Improve the Guidelines and Preparation of the Reports . . . . .	63
1. Process . . . . .	63
2. Guidelines . . . . .	67
D. Accuracy of the Reports . . . . .	69
E. Usefulness of the Reports . . . . .	71
F. Recommendations for Improving the Country Reports . . . . .	74

PART IV. HUMAN RIGHTS TRAINING . . . . .	78
A. Human Rights Training Currently Received by Foreign Service Officers . . . . .	78
1. Junior Level Officers . . . . .	78
2. Middle Level Officers . . . . .	79
3. Ambassadors . . . . .	80
B. Critique of Current Human Rights Training Received by Foreign Service Officers . . . . .	81
C. Proposals for Changing Human Rights Training for Foreign Service Officers . . . . .	83
PART V. OTHER FEDERAL AGENCIES . . . . .	85
A. Incorporation of Human Rights into the Decisionmaking Process at Other Agencies . . . . .	85
1. National Security Council . . . . .	85
a. Under Carter . . . . .	85
b. Under Reagan . . . . .	85
2. Department of Defense . . . . .	86
3. Treasury Department . . . . .	87
4. Commerce Department . . . . .	89
B. Recommendations to Institutionalize the Incorporation of Human Rights Concerns at these Agencies . . . . .	92
CONCLUSION . . . . .	96