

CHAPTER 23

INTERNATIONAL RELATIONS

Why do you suppose that U.S. government leaders care what happens in other countries? After all, a nation such as North Korea is thousands of miles across the Pacific Ocean from the mainland United States. Similarly, why do efforts to develop forests in South America draw international concern? The answer lies in the recognition that no country is truly isolated from events outside its borders. This interconnectedness can be seen in issues concerning collective security, economics, and the environment.



Government Notebook

In your Government Notebook, write a short paragraph about the importance of understanding how events elsewhere in the world affect the United States.



SECTION 1

COLLECTIVE SECURITY

Political Dictionary



interdependence
refugee
nuclear proliferation
international law

Objectives

- ★ Why is international collective security important?
- ★ What causes conflicts that challenge collective security?
- ★ How does growth in the production and ownership of weapons challenge collective security?
- ★ In what ways does the United Nations help achieve collective security?

Perhaps the most obvious example of the **interdependence**, or mutual reliance, of the world's countries is the struggle for collective security. As noted in Chapter 10, collective security involves ensuring peace by linking nations through mutual defense agreements. Because conflict and the spread of weapons of war are a global threat, many countries are constantly working together to maintain peace.

Working for Security

Why is security so important? Security is vital to a government's ability to perform its functions and promote the public good. A nation unable to secure its borders and protect its citizens may not be able to collect taxes effectively, provide services, protect communities from crime, or maintain a safe and clean environment. In today's interdependent world, security is a collective concern because conflicts often affect regions and countries that are not directly involved in them. Sometimes vast

numbers of people cross international borders to flee war zones, and fighting spreads to regions outside the original area of conflict.

Refugees Conflicts often produce **refugees**—people who flee their community or country to escape war or for economic or political reasons. For example, in 1994 civil war erupted between ethnic groups in Rwanda in east central Africa. Fearing for their lives, hundreds of thousands of refugees fled to neighboring countries such as Zaire (now the Democratic Republic of Congo).

Host countries usually have to help pay for the care of refugees, providing their food, shelter, and protection. Moreover, unsanitary conditions in crowded camps often raise fears about the spread of disease. Because of these burdens, host countries have an interest in helping to end the fighting so that refugees can return home. The U.S. Committee for Refugees estimated that despite all the efforts to restore peace and stability to war-torn regions, at the end of 1995 there were more than 15 million refugees in the world.

Spread of Conflict If fighting spreads within a nation or beyond national borders, it not only may create refugees but also threaten collective security. For example, in the early 1990s fighting broke out among various ethnic and religious



WORLD AFFAIRS As refugees fled from Rwanda to neighboring Zaire (now the Democratic Republic of Congo) they sought shelter in camps such as the one pictured above. *What problems did these refugee camps face?*

groups in the former Yugoslav republics, particularly in Bosnia and Herzegovina. European leaders feared that the fighting might spread to neighboring countries. In addition, many of the world's leaders were concerned about "ethnic cleansing"—attempts by the region's Serb population to eliminate local Muslims.

The mounting bloodshed and huge numbers of refugees led European countries and the United States to act. In 1992 troops under the jurisdiction of the United Nations (which you will learn about later in this section) were sent to maintain peace. Their efforts were unsuccessful, and fighting continued. In 1995, however, a peace agreement was signed in Dayton, Ohio. A UN-authorized peacekeeping force made up of members of the North Atlantic Treaty Organization (NATO) was sent in to help keep the peace and enforce a cease-fire.

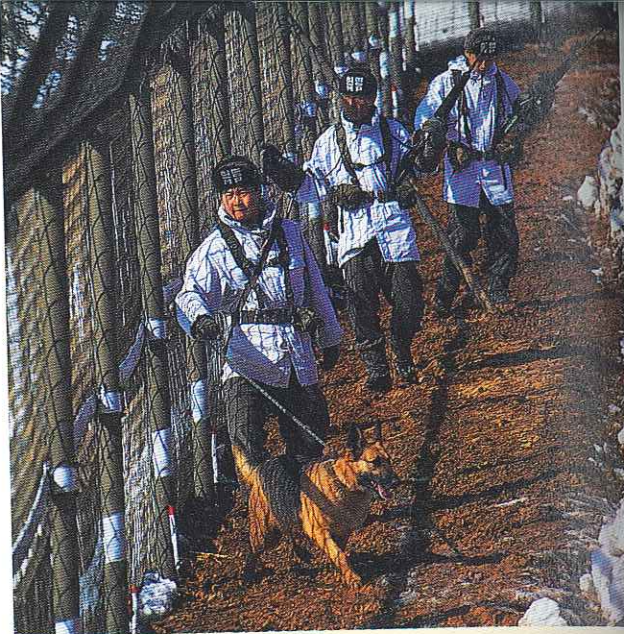
In 1996 the NATO force was replaced by a UN stabilization force, which was still in place in late 1997. NATO, as noted in Chapter 10, is an alliance of nations originally formed to provide a unified defense of the North Atlantic area—Western Europe and North America. Today, NATO's focus is expanding to include political and military cooperation with new partners in Central and Eastern Europe.

Causes of Conflict

Today, world peace is still threatened by conflicts based on ethnic and religious intolerance, ideological rivalries, and other factors such as competing economic interests. Nations around the world are constantly challenged to contain and stop these conflicts.

Ethnic and Religious Intolerance Many fierce and bloody conflicts around the world have stemmed from ethnic or religious intolerance. Ethnic and racial differences have sometimes sparked violence in the United States. Considering that it has one of the world's most diverse populations, however, the United States has been relatively free of violence based on ethnicity or religion in recent history. Several other countries—particularly in southeastern Europe and in parts of Africa and Asia—have seen many more ethnic and religious clashes.

Persecution, typically fueled by prejudice and hatred, is a primary cause of such conflict. The



WORLD AFFAIRS Soldiers patrol the border separating North and South Korea. *How did China assist North Korea during the Korean War?*

Bosnian and Rwandan civil wars are just two recent examples of conflicts stemming from ethnic and religious differences.

Ideological Rivalries Differences in people's ideologies—basic belief systems—have inspired fierce rivalries. Such rivalries have been at the core of many conflicts around the world. In the mid- to late twentieth century, for example, the rivalry between the supporters of communism and those of capitalism and democracy led to a number of civil and regional wars.

Civil and regional conflicts based on ideological differences have at times drawn in countries from other parts of the world. During the 1950–53 Korean War, U.S. and allied troops aided South Korea, which had been invaded by communist North Korea. Communist China supported North Korea with hundreds of thousands of soldiers. Even today, despite the fall of communism elsewhere in the world, U.S. troops remain stationed on the Korean Peninsula, helping to maintain the tense peace on the border between North and South Korea.

Other Causes A violent change in the government of a nation—much like intolerance and ideological rivalry—may also threaten regional security. In 1997, for example, rebels overthrew President Mobutu Sese Seko (moh-BOO-too SAY-say SAY-koh)—the longtime dictator of the African country of Zaire—and created the Democratic Republic of Congo. Supported by aid from

neighboring countries, the rebels swept through much of Zaire, storming towns and crushing resistance by the state military. Such conflicts occur when people turn to violence to achieve political and economic aims. Similarly, government corruption and social unrest have often led to violence, as in several Central American nations during the 1970s and 1980s. Violent changes in government and other forms of civil unrest often have important international implications, forcing changes in countries' relationships.

Civil unrest in one country has at times led to international intervention. In 1994, for example, U.S. troops entered the Caribbean country of Haiti to reinstall a democratically elected president who had been overthrown by the military. The intervention came after thousands of Haitian refugees had fled to the United States to escape instability and violence in their country.

The 1990–91 Persian Gulf War is another instance of political and economic interests inspiring outside forces to intervene in a regional conflict. When Iraq invaded Kuwait—a small oil-producing country in the Middle East—the United States and other faraway nations quickly stepped in to defend it. Kuwait's strategic value as an important oil producer and a desire to punish Iraqi dictator Saddam Hussein for his launching of the invasion inspired their actions.

Weapons Proliferation

Another serious threat to international collective security is the increase in the production and ownership of weapons of mass destruction. These include nuclear weapons, chemical and biological weapons, and conventional arms.

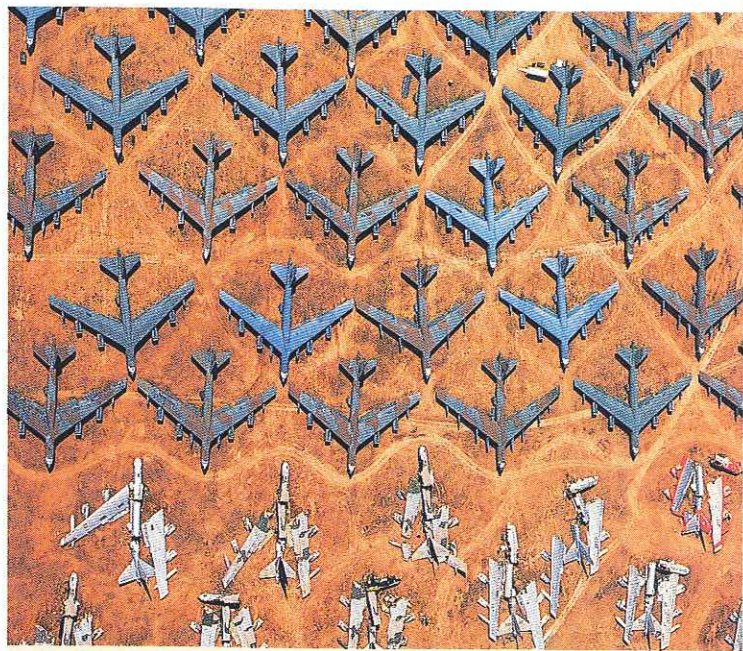
Nuclear Proliferation A critical challenge to collective security is **nuclear proliferation**—the spread in the ownership of nuclear weapons. Currently, only the United States, Russia, Great Britain, France, and China acknowledge that they possess nuclear weapons. These nations are known as the nuclear powers. India, Israel, and Pakistan are strongly suspected either of having the capability to produce nuclear weapons or of currently possessing them. Some other countries, including Iran, Iraq, and North Korea, have been suspected of seeking to acquire such weapons.

To assure that nuclear weapons will never again be used in a war, many nations—including the

existing nuclear powers—have worked to stop their proliferation. In the 1968 Nuclear Nonproliferation Treaty, nuclear powers agreed not to transfer nuclear weapons to nonnuclear countries. In turn, nonnuclear signatories to the treaty have pledged not to try to produce or obtain such weapons. Nuclear powers also have worked to prevent nuclear-weapons material from being smuggled out of Russia and other former Soviet republics. World leaders fear that nonnuclear countries or even terrorist groups might purchase such material and attempt to produce nuclear weapons.

In addition, nuclear powers, most importantly the United States and Russia, have agreed to several treaties limiting the production and possession of nuclear weapons. World leaders also have signed treaties banning nuclear-weapons testing in hopes of eliminating potential environmental damage and the further development of such weapons.

Chemical and Biological Weapons Many countries also have worked to limit the production and possession of chemical and biological weapons. These weapons of mass destruction are much easier and more inexpensive to produce than nuclear weapons but are also capable of killing masses of people.



WORLD AFFAIRS *These American aircraft were destroyed in accordance with the U.S.-Soviet Strategic Arms Reduction Treaty. In what year did the nuclear powers agree to the Nuclear Nonproliferation Treaty?*

Countries first used chemical weapons on a large scale during World War I. In that war, mustard gas, which blisters the skin and lungs and causes blindness, killed and horribly wounded many soldiers. More recently, Iraq used chemical weapons in the 1980s in its war against Iran. Several countries also have produced biological weapons, which spread microbes that cause deadly diseases.

Over the years, the horror of chemical and biological weapons inspired a number of agreements to halt their production and use. Many nations agreed to the 1925 Geneva Protocol on Gas Warfare, which outlawed the use of chemical weapons in war. The 1972 Biological Weapons Convention, an agreement signed by some 140 nations, outlaws the development, production, and stockpiling of biological weapons.

The Chemical Weapons Convention, a similar agreement that went into effect in 1997, bans the production and stockpiling of chemical weapons. Although more than 160 countries signed the treaty, the United States was hesitant to join them. Some Americans believed that, as with other arms control agreements, ensuring other nations' compliance would be difficult. Nations that refused to sign were not limited by the ban. Signers would thus be at a disadvantage, because the nonsigners would be the only ones able to possess chemical weapons. Supporters of the treaty argued that ratifying it was necessary to maintaining U.S. prestige around the world and to preventing nations from producing and using such weapons. The U.S. Senate finally ratified the treaty in April 1997.

Conventional Arms Nations have long struggled to restrict the production and possession of conventional arms, such as tanks, artillery, warplanes, and naval ships. In the early 1920s, at the Limitation of Armaments Conference, for example, many of the world's most powerful countries agreed to limit the size of their naval forces. These and other early efforts, however, did not stop the peacetime stockpiling of weapons. During the Cold War, such stockpiling escalated. In 1987 alone, world military spending exceeded \$1.3 trillion.

Military spending has declined since the end of the Cold War, however. By 1994 total world military expenditures had dropped to \$840 billion, around \$280 billion of which was spent by the United States. The decline occurred because of various military reduction agreements, such as the

Top 10 Countries in Military Spending

Country	Billions of U.S. Dollars
1. United States (1995)	\$270.6
2. Russia	\$98.0
3. Japan	\$41.7
4. France	\$35.9
5. United Kingdom	\$34.9
6. Germany	\$29.1
7. China	\$28.5
8. Italy (1993)	\$20.6
9. Saudi Arabia	\$20.5
10. South Korea	\$13.5

(Figures are for 1994 except where otherwise indicated.)

Source: *World Almanac*: 1997; *Statistical Abstract*: 1996

Although many countries have signed treaties to limit certain types of weapons, some countries still spend billions of dollars a year on their military. How much did the United Kingdom spend on its military in 1994?

1990 Treaty on Conventional Armed Forces in Europe. In spite of such treaties, the increasing level of military spending in some parts of the world, such as the Middle East and South Asia, continues to concern world leaders.

United Nations

As you have seen, the international community has worked in numerous ways to promote collective security. Another important key to collective security has been the work of the United Nations, a worldwide organization of countries that is based in New York City. The United States and 49 other countries founded the United Nations in 1945 after World War II. By the mid-1990s, UN membership had grown to 185 countries.

It is important to remember that the United Nations is not intended to be a world government. Rather, it serves as a forum for settling disputes and accomplishing other important goals, such as protecting human rights, and promoting respect for international law. To organize its efforts to fulfill these goals, the UN Charter established six principal divisions:

- ★ the General Assembly,
- ★ the Security Council,
- ★ the Secretariat,
- ★ the International Court of Justice,
- ★ the Economic and Social Council, and
- ★ the Trusteeship Council.

The General Assembly is made up of all UN member nations. Each member has one vote in the assembly, which decides the UN's budget, member dues, and general policy issues. The assembly also plays a major role in choosing who will sit on various UN councils, including the Security Council.

The UN Security Council investigates international disputes and decides what actions to take to maintain peace or stop aggression. Actions could include the breaking off of diplomatic relations by UN members, the implementing of a trade embargo, or even the use of armed force. The Security Council is made up of 15 members. Five countries—the United States, Russia, China, Great Britain, and France—are permanent members, and each has the power to veto any council decision. The General Assembly elects 10 additional members for two-year terms.

The Secretariat, which is headed by the secretary-general, manages the day-to-day operations of the United Nations. The General Assembly elects the secretary-general for a five-year, renewable term. A nominee cannot assume the office of secretary-general without Security Council approval.

The International Court of Justice, or the World Court, hears legal disputes between countries and gives advisory opinions on international legal questions. The court is composed of 15 judges, each of whom is elected to a nine-year term by the General Assembly and approved by the Security Council.

The Economic and Social Council meets once a year to work on ways to improve people's lives. The council's work includes supervising and coordinating UN social, economic, cultural, health, and educational efforts.

The Trusteeship Council administers any trust territories under UN supervision. The council was formed to help run former colonies that had gained their freedom during World War II but had not yet set up independent governments. Currently, there are no trust territories under UN supervision.

In addition to these divisions, some specialized agencies work with the United Nations to provide its members with medical, agricultural,

financial, humanitarian, and technical assistance. For example, the International Bank for Reconstruction and Development, or the World Bank, loans money to countries in need and gives them technical and economic advice to help improve their economies. Another agency, the World Health Organization (WHO), helps governments fight disease. The work of the WHO was instrumental in helping wipe out smallpox—one of the world's most feared and deadly diseases. Today the WHO is a leader in worldwide efforts against AIDS.

Maintain World Peace The primary mission of the United Nations is to maintain world peace by helping to build friendly relationships between countries. The United Nations provides a forum for countries to settle disputes peacefully. In addition, it has worked to keep the peace in a number of tense situations, though not always successfully. UN peacekeeping forces, for example, have intervened between the military forces of Israel and some of its Arab neighbors, with which it has

Judges of the International Court of Justice

Judges	Country
Mohammed Bedjaoui	Algeria
Carl-August Fleischhauer	Germany
Gilbert Guillaume	France
Géza Herczegh	Hungary
Rosalyn Higgins	United Kingdom
Pieter H. Kooijmans	Netherlands
Abdul G. Koroma	Sierra Leone
Gonzalo Parra-Aranguren	Venezuela
Raymond Ranjeva	Madagascar
José Francisco Rezek	Brazil
Stephen M. Schwebel	United States
Shi Jiuyong	China
Shigeru Oda	Japan
Christopher G. Weeramantry	Sri Lanka
Vlادن S. Vereshchetin	Russian Federation

Source: International Court of Justice

The International Court of Justice, or the World Court, helps settle legal disputes between countries. How long is the term of an elected World Court judge?



WORLD AFFAIRS *The World Health Organization (WHO), a United Nations agency, helps governments combat diseases. What other types of assistance does the UN provide its members?*

fought several wars since 1948. The United Nations also authorized a peacekeeping force in Bosnia. In 1997 there were 16 such UN peacekeeping missions around the world.

The United Nations has even authorized the use of force to stop aggression. The organization authorized member countries to defend South

Korea in 1950 and to drive Iraqi troops out of Kuwait in 1990–91.

Protect Human Rights The United Nations also works to protect human rights. In the Universal Declaration of Human Rights, the United Nations states that respect for human rights and human dignity “is the foundation of freedom, justice, and peace in the world.” To that end, the United Nations helps forge international agreements on such things as the prevention of discrimination and promotion of human rights.


The United Nations also provides humanitarian assistance to victims of natural and human-caused disasters. Between 1992 and 1995 the United Nations raised more than \$7 billion for disaster-relief programs that helped tens of millions of people worldwide.

Promote International Law In addition, the United Nations promotes respect for **international law**—the rules that govern the relationships among independent countries. International law is established through treaties and other agreements among nations and businesses. The UN’s World Court provides a forum for resolving disputes over international law. Furthermore, the United Nations may enforce these rules. For example, it can call on members to limit trade with violators of international agreements.

SECTION 1

REVIEW

1. Define the following terms: interdependence, refugee, nuclear proliferation, international law.
2. What are two ways in which conflict can negatively affect countries not directly involved in fighting?
3. How do ethnic and religious rivalries contribute to conflict? What are other causes of conflict?
4. Why are many countries concerned about nuclear proliferation? What other weapons have world leaders sought to limit?
5. What are the goals of the United Nations?

6. Thinking and Writing Critically  Do you believe the United Nations has an important role to play in promoting world peace? Why or why not?

7. Applying WORLD AFFAIRS The United States has been involved in many important peacekeeping missions around the world. Conduct some library research to make a list of UN peacekeeping missions over the past five years. You might find the *Readers’ Guide to Periodical Literature* or other periodical indexes helpful in your research. Then write a short paragraph explaining whether or not you believe the missions in question were important to promoting collective security.

SECTION 2

ECONOMIC INTERDEPENDENCE

Political Dictionary



developed nation
developing nation
comparative advantage
trading bloc
trade deficit

Objectives

- ★ What is the difference between developing nations and developed nations?
- ★ In what ways have nations worked to promote international trade?
- ★ Why are U.S. trade deficits a problem?

Interdependence among nations is evident not only in collective security but also in the world economy, where nations often cooperate to create healthy economic relationships. These relationships are strongly influenced by the economic development of the nations involved and the international trade in which they engage.

Economic Development

Nations are at different levels of economic development. The more developed a country is, the greater its influence is likely to be in the interdependent global economy.

Developed Nations Wealthy countries, commonly referred to as **developed nations**, share many characteristics. Among these are high levels of personal income, relatively low unemployment, and healthy manufacturing and industrial sectors. The wealthiest developed countries include the United States, Japan, Germany, France, and the United Kingdom, all of which have gross domestic products (GDPs) of more than a trillion dollars a year.

Developed nations' wealth enables them to strongly influence the economies of other countries around the world. For example, developed nations are the largest consumers of goods and services, making their markets important to producers elsewhere. They also largely determine international economic policies. Through organizations such as the World Bank, developed nations work to create policies and aid packages to improve the economies of poorer countries.

Developing Nations By the late 1990s about four fifths of the world's nearly 6 billion people were living in poorer countries, which are known as **developing nations**. In these countries most people spend much of their working lives just raising enough food to survive. Many of the world's poorest countries are in Africa, Asia, the Caribbean, and Central and South America.

The economic progress of developing and underdeveloped nations is often hindered by factors such as limited health services, poor and crowded schools, high rates of illiteracy, and poor productivity. These problems are often compounded by high rates of population growth. For example, the Democratic Republic of Congo (formerly Zaire), which had a per capita GDP of about \$400 in 1996, is home to some 46 million people. This population is expected to double by 2020.



WORLD AFFAIRS *These ships in a port near Mount Fuji carry Japanese imports and exports. How does a developed nation's wealth enable it to influence the economies of other countries?*



WORLD AFFAIRS Many problems found in Kinshasa, the capital of the Democratic Republic of Congo, are compounded by its rapidly growing population. What do experts predict the population of the Democratic Republic of Congo will be in the year 2020?

Making Progress Some developing nations have begun to close the economic gap that separates them from developed nations. Although some experienced a severe economic downturn in late 1997, the economies of the Asian countries of China, South Korea, Indonesia, Malaysia, Singapore, Thailand, and Taiwan have grown rapidly since the 1970s. In expanding their production and consumption, these countries have become increasingly important in the global economy. China's more than 1 billion people, for example, provide a huge market for businesses around the world. Chinese exports also have increased dramatically.

This economic expansion was largely brought about by reforms that freed markets and supported private industry. International aid also has helped some countries expand their economies. The World Bank, for example, has loaned billions of dollars for the development of industry.

One of the world's great economic success stories has been Japan. From 1953 to 1966 the country borrowed \$857 million from the World Bank. Afterward, the Japanese economy grew rapidly, and by 1970 Japan had begun loaning money to the World Bank to finance development in other countries. However, economic stagnation has overtaken Japan over the last few years.

International Trade

International trade fuels the economic interdependence among nations. It is a major factor in the production and consumption of goods and services in developed and developing nations alike.

The United States strongly supports free trade. As noted in Chapter 10, free trade is the exchange of goods and services across national borders without restrictions, such as high tariffs. Free trade opens foreign markets to domestic businesses and gives consumers access to foreign-made goods.

By rewarding countries for specializing in what they do best, free trade tends to bring about lower-priced and higher-quality goods and services. For example, Kuwait has one of the world's largest reserves of oil. In fact, the Kuwaiti government—which controls most of the country's oil industry—generates much of its income from oil sales to other countries, such as the United States. This income has been used to pay for health care, education, defense, and other services, as well as for improvements necessary for further economic development.

Because Kuwait has no water resources and no land fit for agricultural use, however, it must depend almost wholly on food imports from foreign sources. One of Kuwait's largest food suppliers is the United States, which is the world's leading exporter of agricultural products. Kuwait's experience is an example of the economic principle of **comparative advantage** at work. This principle states that countries should primarily produce goods they can generate at a relatively low cost and purchase goods they cannot.

A great deal of international trade is conducted in regional **trading blocs**—groups of countries that ease trade among their members by setting various rules, such as the reduction of tariffs.

Europe One of the most successful trading blocs is the European Union (EU), which in 1997 had 15 members, including France, Germany, the United Kingdom, and other, mostly Western European countries. The EU grew out of the European Economic Community (EEC), which was established in 1957. Its goal was to create a common market in which goods, services, people, and capital could move freely, regardless of national borders. Member nations hoped that forming economic and political ties would prevent future conflict.

The EU has its own governmental institutions, including the European Parliament, which acts as



WORLD AFFAIRS Trucks loaded with goods line up to cross the border of Mexico and the United States. In 1992, North American leaders established the NAFTA trading bloc. *What three countries make up NAFTA?*

a public forum for debate and consideration of issues important to members. With the fall of communism in Eastern Europe, the EU also has strengthened economic relationships with countries there. In 1993 member countries approved the Maastricht Treaty, which committed the EU to creating a common currency by 1999.

North America The United States and two of its most important trading partners, Canada and Mexico, have formed a major trading bloc. In 1992, these countries' leaders signed the North American Free Trade Agreement (NAFTA). NAFTA removed tariffs and other barriers to the creation of a free market among the three countries.

The U.S. Senate ratified the agreement in 1993, but not without overcoming strong opposition. NAFTA opponents argued that tariffs, which raise prices on foreign goods sold in the United States, protect U.S. jobs by encouraging consumers to buy domestic products. In addition, they feared that eliminating tariffs would spur U.S. companies to move their facilities—and thus many jobs—to Mexico, where wages are lower. NAFTA supporters, on the other hand, argued that removing tariffs and allowing free trade would open markets for the sale of U.S. goods, thereby creating more jobs for U.S. workers.

Canadian, Mexican, and U.S. leaders signed NAFTA because they believed free trade would

strengthen their countries' economies. Despite an economic crisis in Mexico shortly after NAFTA went into effect, that nation's economy has improved in recent years. NAFTA supporters are now considering expanding the agreement to include other countries in the Americas.

Asia Another important trading bloc is emerging among Asian countries that once were among the world's poorest. As you read earlier, although some experienced a downturn in 1997, the economies of Singapore, South Korea, Taiwan, Thailand, Malaysia, and Indonesia have grown rapidly in recent years. China too has experienced great economic growth since its communist government instituted free-market reforms.

To further encourage trade and economic development in the region, in 1989 many Southeast Asian countries joined with Japan, the United States, and other Pacific Rim countries—nations bordering the Pacific Ocean—to found the Asia-Pacific Economic Cooperation (APEC) group. Although it began as an informal group, APEC has become an important tool in promoting free trade and economic cooperation in Asia.

Asian countries have made other efforts to promote free trade. For example, in 1967 Thailand, Indonesia, Malaysia, the Philippines, and Singapore formed the Association of Southeast Asian Nations (ASEAN) to improve economic and

CHAPTER 23

INTERNATIONAL RELATIONS

Why do you suppose that U.S. government leaders care what happens in other countries? After all, a nation such as North Korea is thousands of miles across the Pacific Ocean from the mainland United States. Similarly, why do efforts to develop forests in South America draw international concern? The answer lies in the recognition that no country is truly isolated from events outside its borders. This interconnectedness can be seen in issues concerning collective security, economics, and the environment.

Government Notebook

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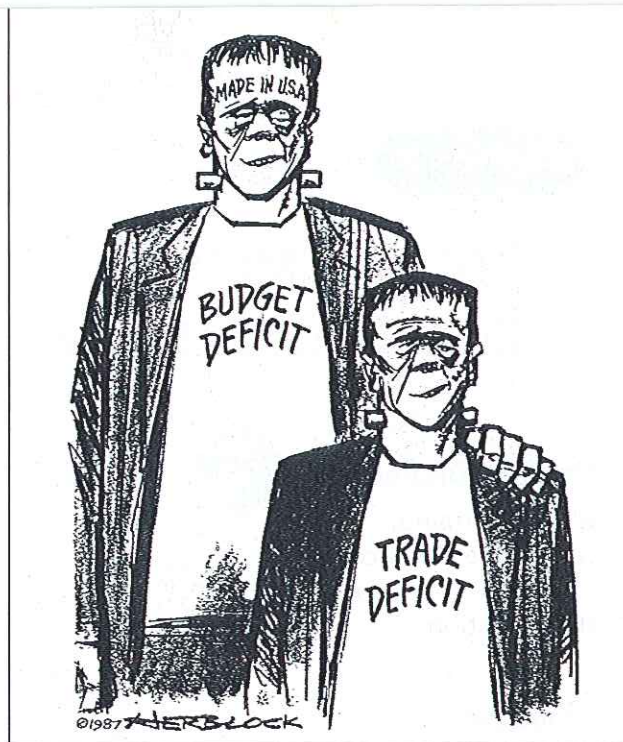


could meet most of its needs inside its borders. In the twentieth century, however, foreign trade has become increasingly important.

U.S. exports have grown by leaps and bounds, but since the mid-1970s they have consistently failed to keep pace with imports. This imbalance has created a **trade deficit**, meaning the total value of imports into the United States is higher than the total value of U.S. exports to other countries. Many Americans worry that the large trade deficit is a sign of the country's declining economic status in the world.

The trade deficit is caused by several factors, one of the most important of which involves federal budget deficits. Having run up large budget deficits over the last three decades, the U.S. government has had to borrow increasing amounts of money. Higher interest rates resulting from increased borrowing attracted increased foreign demand for American bonds. As a result of the increased demand for dollars, the dollar became more valuable—or “stronger”—which raised prices for U.S. exports but generally lowered prices for imports. With more expensive exports and cheaper imports, the trade deficit increased.

A large trade deficit raises two important concerns. First, it creates unemployment. Some things that would otherwise be produced by Americans are produced abroad, and some things the United States might have produced for export are not produced. Second, a large trade deficit indicates that the United States as a whole is living



© 1987 by Herb Block in the Washington Post.

WORLD AFFAIRS Some economists worry that the deficits, like the monsters in this cartoon, scare away potential foreign investors from investing in the U.S. economy. What two important concerns does a large trade deficit raise?

beyond its means since U.S. citizens consume more than the United States produces. In the short term, this makes for a higher standard of living. Eventually, however, foreigners will cash in the dollars they have accumulated, and the U.S. standard of living will decline.

SECTION 2

REVIEW

1. Define the following terms: developed nation, developing nation, comparative advantage, trading bloc, trade deficit.
2. What are some challenges that hamper economic progress in developing nations? How have some developing nations improved their economies?
3. How does international trade promote healthy economies? What are some important trading blocs that promote free trade?
4. How do trade deficits affect the U.S. economy?
5. **Thinking and Writing Critically**  Recall the debate over lowering trade barriers under NAFTA. Do you believe that lowering barriers to international trade helps or hurts the economy of the United States?
6. **Applying** **WORLD AFFAIRS** Visit local supermarkets and department stores and examine local newspaper advertisements to compile a list of the kinds of foreign-made products that can be purchased in your community. Write a short paragraph explaining these products' impact on the choices of U.S. consumers.

SECTION 3

ENVIRONMENTAL INTERDEPENDENCE

Political Dictionary



global warming
renewable resource
nonrenewable resource
deforestation

Objectives

- ★ How do air and water pollution challenge the international community?
- ★ How can population growth and economic development strain the world's resources?

The world's environmental challenges are yet another demonstration of international interdependence. Problems such as air and water pollution and the depletion of natural resources have significant global consequences.

Challenges of Shared Resources

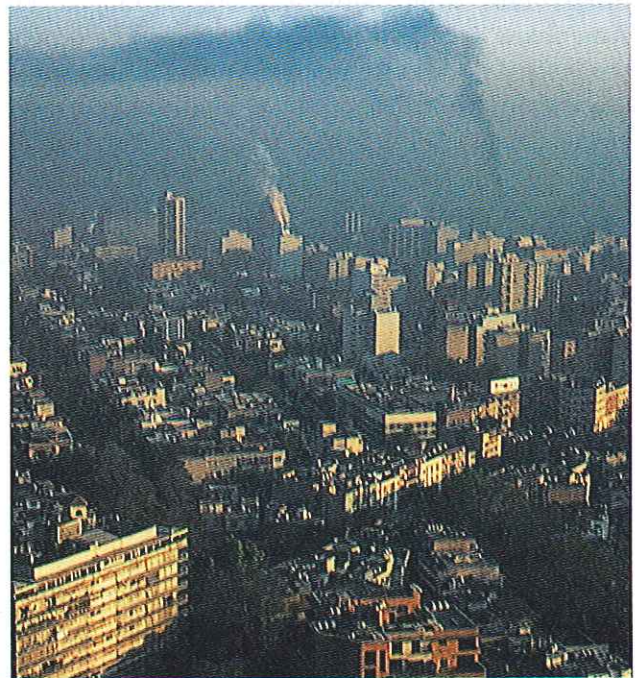
Imagine that increasing temperatures caused polar ice to melt, raising ocean levels and gradually submerging highly populated coastal areas. Imagine also that deadly diseases such as cholera were being spread by contaminated rivers and other polluted water sources. Many people argue that these are potential consequences of air and water pollution and that they could affect people worldwide.

Air Pollution Researchers have warned of the dangers of air pollution for decades. In a 1992 study the United Nations reported that about 1 billion people around the world were breathing unhealthful air. Exhaust from cars and industrial pollution—which are plentiful in large, crowded

cities—cause various respiratory ailments and contribute to disease.

Scientists also have warned that the release of certain chemicals into the air is having dangerous climatic and environmental effects. They believe that the chlorofluorocarbons (CFCs) used in air conditioner and refrigerator coolants, as well as in the manufacture of plastic foam products, damage the atmospheric ozone layer. This layer, which surrounds the earth, filters out harmful ultraviolet rays from the sun that can cause skin cancer. In addition, the burning of fossil fuels such as oil, coal, and natural gas adds carbon dioxide to the air. Scientists believe that high levels of carbon dioxide and other so-called greenhouse gases can trap heat and thus cause **global warming**—a gradual rise in the world's average temperature. This warming could melt polar ice caps and thus cause the oceans to rise, flooding coastal areas and submerging tiny island-nations.

Water Pollution Another environmental challenge is water pollution, which threatens people's health by damaging drinking-water supplies and food resources. Industrial waste, pesticides, and



WORLD AFFAIRS Mexico City, like many of the world's other major metropolitan areas, has an imposing air pollution problem. According to UN experts, how many people were breathing unhealthful air in the early 1990s?

Comparing

↑▶ Governments

International Cooperation

Cooperation on environmental issues often helps build goodwill between countries. For example, the governments of India and Bangladesh in South Asia have worked to overcome differences regarding management of the Ganges River. The Ganges—which flows through northern India, into Bangladesh, and then to the Bay of Bengal—is a major water source in the region.

In 1977 the Indian and Bangladeshi governments made an agreement fixing the amount of water to flow from the Ganges into Bangladesh. When that agreement expired in 1988, however, India began allowing more water to flow during wet seasons—adding to problems in flood-prone Bangladesh. During the dry season, India used more water to irrigate its farmland. As a result, farmers in Bangladesh did not receive enough water.

In 1996 the leaders of India and Bangladesh signed a new 30-year agreement on management of the Ganges. The two countries will receive equal amounts of water from the river, but Bangladesh will receive more of its water during the dry season.

other pollutants sometimes contaminate rivers and other water supplies. Many of these pollutants are suspected of causing various diseases, including cancer. In developing nations a lack of water-treatment facilities forces people to rely on impure water supplies, which often spread disease.

The oceans have long been used as dumping sites. Tons of discarded waste and oil spilled from damaged petroleum tankers have killed ocean life and spoiled large coastal areas. Decommissioned Russian nuclear submarines also threaten to spread radiation in parts of the Arctic Ocean north of Russia where the aging, rusty vessels were dumped.

Seeking Solutions The challenges of global pollution are not easily resolved, particularly since

the scientific community does not agree about the potential consequences. Some experts, for example, have argued that the dangers of greenhouse gases and global warming have been exaggerated. This lack of agreement has sparked debate among world leaders over the best ways to maintain or improve the health of the global environment.

Nevertheless, most countries have begun to work together to reduce pollution. The Montreal Protocol of 1987, the first important international agreement addressing an environmental problem, sought to protect the ozone layer. Environmentalists credit the Montreal Protocol with helping reduce the production of CFCs by more than 75 percent.

In 1992 the United Nations held an “Earth Summit” in Rio de Janeiro, Brazil, to deal with issues including global warming and economic development. As a result of the conference, the United States and other countries agreed to reduce emissions, or discharges, of carbon dioxide. Though some nations have failed to reach the agreed-upon emissions levels, many environmentalists hoped that more countries would meet the new goals agreed to at the second Earth Summit in 1997.

International negotiations about environmental issues raise difficult questions about how to distribute the burdens of pollution reduction. For example, in debates about limiting carbon dioxide emissions, poor countries argue that rich countries



WORLD AFFAIRS *Trudoya Bay in Russia has become a “cemetery” for nuclear submarines. How does water pollution threaten people’s health?*

should bear most of the burden because they cause most of the emissions. Some developing nations also maintain that significantly restricting their emissions would set back their economic development. In turn, some developed nations point out that unless developing nations work to control their own pollution levels now, they will greatly expand emissions in trying to meet the needs of their rapidly growing populations.

Protecting Natural Resources

In addition to combating pollution, countries try to work together on another important environmental issue—protecting the world’s natural resources. You are surrounded by examples of how natural resources are put to work—the paper in this book, the cotton or wool fibers in your clothing, and the wood used to construct your school or home. These are **renewable resources**, or natural resources that can be replaced. For example, people can grow trees to replace those used to produce paper and wood. Renewable energy resources are solar and wind power.

Many other important resources, however, are **nonrenewable resources**—natural resources that can be used only once. The gasoline that powered the car or bus that brought you to school this morning is refined from oil, a nonrenewable

World’s Most Populous Urban Areas

City	Population (1994)
1. Tokyo, Japan	26,518,000
2. New York City	16,271,000
3. São Paulo, Brazil	16,110,000
4. Mexico City	15,525,000
5. Shanghai, China	14,709,000
6. Bombay (Mumbai), India	14,496,000
7. Los Angeles	12,232,000
8. Beijing, China	12,030,000
9. Calcutta, India	11,485,000
10. Seoul, South Korea	11,451,000
11. Jakarta, Indonesia	11,017,000
12. Buenos Aires, Argentina	10,914,000
13. Osaka, Japan	10,585,000
14. Tianjin, China	10,376,000
15. Rio de Janeiro, Brazil	9,817,000

Source: *World Almanac*: 1997

These urban areas are the most heavily populated in the world. If population projections are correct, by 2015 there will be 33 cities with populations that are more than 8 million. Why are experts concerned about population growth?

resource. The amounts of oil, coal, precious metals, and other minerals are limited. Once they are used up, they cannot be replaced. However, some nonrenewable resources may be recycled, or processed for reuse. Also, advances in exploration technology have dramatically increased estimated reserves of many nonrenewable resources. As a result of recycling and expanding access to resources, the price of many nonrenewable resources has actually been declining over time, despite increased demand.

Resources are unevenly distributed around the world. For example, many countries in the Middle East are rich in oil while others, such as Japan and most Western European countries, have virtually no oil and must import it. Such uneven distribution of resources sometimes has led to conflict, with countries going to war to take from others what they cannot produce for themselves.



PUBLIC GOOD *Many of the world’s leaders attend summits, like the one shown in this photograph, to discuss solutions to global environmental problems. How are renewable resources different from nonrenewable resources?*

Citizenship in

Action

Peace Corps Volunteers

In Costa Rica and other Spanish-speaking countries in the Americas, the Peace Corps is called *Cuerpo de Paz*. In the African tongue of Swahili, the organization is known as *Watu Wa Amani*. People on the frozen plains of the former Soviet republic of Kazakhstan call it *Korpus Mira*. However it is identified, the Peace Corps is one of the key organizations for building ties between the United States and other countries around the world.

More than 140,000 people have served as Peace Corps volunteers since 1961, when Congress and President John F. Kennedy established the agency. Volunteers use their educational and professional experience to teach valuable skills to people in developing countries. Many of these skills are related to farming, business development, technology, and urban planning. Peace Corps volunteers also teach English as a foreign language, help improve health services, and provide aid and information for promoting healthy environments.

In 1997 about 6,500 Peace Corps volunteers were doing such work in more than 90 countries.



Peace Corps volunteers teach many skills to people in developing nations. Here, a volunteer in Ecuador helps local residents plant trees.

Hundreds of such volunteers have worked throughout the former Soviet Union to ease the difficult transition from communism to democracy and capitalism.

Many Peace Corps volunteers discover that people in other countries—particularly in the former Soviet Union—are very curious about the United States. After being interviewed on Kazakh television and radio when she served as a Peace Corps volunteer at the age of 21, Michelle Ostrander found herself receiving phone calls from strangers wanting to talk to “the American.”

“After I talked awhile and wanted to go, they’d say ‘Don’t hang up—you’re the first American I’ve ever talked to,’” Ostrander says. Some Kazakhs, asking for “just a minute with the American,” would go to the school where Ostrander taught English classes.

In fact, learning about the United States from these Peace Corps volunteers is helping to break down the barriers between old Cold War enemies. In the days of the Soviet Union, the communist government discouraged contact with foreigners, particularly Americans. Sometimes it was even a crime to make friends with a foreigner, says Kazakh teacher Irina Naumova.

Peace Corps volunteers often must endure difficult living conditions. In developing countries, for example, volunteers must learn to live without conveniences such as air-conditioning and central heating. Even indoor plumbing is an unknown luxury in some locations. Volunteers also must cope with the dangers of various diseases that plague some regions.

In Kazakhstan, Peace Corps volunteers have had to adjust to brutally cold winters, a smothering bureaucracy left over from the communist era, and other difficulties. Many volunteers, however, say that they are thrilled to have had the chance to experience this nation’s culture and help its people.

What Do You Think?

1. How are Peace Corps volunteers helping build relations between the United States and other countries?
2. Why do you suppose that many Peace Corps volunteers take assignments in developing nations despite the sometimes difficult conditions?

International trade, on the other hand, is a means of peacefully acquiring needed resources.

A number of factors, such as population growth and economic development, are straining the world's resources. In some regions, drinking water is scarce, and overfishing greatly reduces the number of fish in the oceans. However, predictions made in the early 1970s about certain resources "running out" by the 1990s have proved false.

Population Growth The demands of the world's rapidly increasing population place a great strain on natural resources. In 1997 there were nearly 6 billion people. Experts say that this number will exceed 8 billion by 2025.

The increase in the number of massive cities and their surrounding areas is evidence of this staggering growth. If population predictions are accurate, by 2015 there will be 33 "megacities," each with a population of more than 8 million. Already, some 27 million people live in the metropolitan area of Tokyo, Japan, while more than 16 million live in São Paulo, Brazil. In the coming years the people in these crowded cities will consume huge supplies of resources, such as gasoline, heating oil, electricity, wood, fresh water, and food.

The most rapid population growth is occurring in developing nations. Where economic growth is slow, it is increasingly difficult to feed growing

populations. The World Resources Institute predicts that by 2010 about 300 million Africans will be suffering from malnutrition—a 70 percent increase from today.

Economic Development Nations need healthy economies to feed, house, educate, and employ their citizens. In some cases, however, unregulated economic development has come at great cost to natural resources.

For example, the rate of **deforestation**—the clearing of forests—has increased as people seek timber and land for economic development. Experts from the World Resources Institute estimate that from 1960 to 1990, one fifth of the world's tropical forest was lost. These forests are home to a wide variety of species of plants, insects, and animals—many of which are now threatened with extinction. Deforestation also contributes to the world's pollution problems by destroying plants, which take in carbon dioxide and give off oxygen, thereby helping to keep the atmosphere's gases balanced.

Economic development also consumes energy resources, increasing demand for the world's nonrenewable supplies of fossil fuels. Because the strains on these resources affect all countries, world leaders are working together to improve resource conservation methods and to promote sustainable development—economic development that does not lead to further resource depletion.

SECTION 3

REVIEW

1. Define the following terms: global warming, renewable resource, nonrenewable resource, deforestation.
2. What do many scientists say is the cause of global warming? What are some other sources of air pollution?
3. How does deforestation contribute to air pollution? What other resources are threatened by uncontrolled development?

4. Thinking and Writing Critically

As you have read, there is some debate over the real causes and consequences of global

warming. Nevertheless, some scientists insist that action must be taken now to prevent future catastrophes. How do you think world leaders should address such issues when opinion in the scientific community is divided?

5. Applying PUBLIC GOOD



Conduct an Internet search to generate a list of international organizations that work to protect the environment. Then choose one organization and briefly describe the focus of its work and how it helps governments develop policies that promote the public good.

SECTION 4

U.S. RELATIONS WITH OTHER COUNTRIES

Objectives

- ★ How has the end of the Cold War affected the debate over U.S.-Japanese relations?
- ★ What issues have dominated U.S.-European relations since the end of the Cold War?
- ★ How have U.S. leaders addressed trade and human rights issues in relations with China?
- ★ How have a history of intervention and efforts to expand trade marked U.S. relations with Latin American countries?
- ★ What has been the focus of U.S. policy toward Africa in recent history?

As you have read, nations are interdependent in many ways. As a result, the international relationships of the United States—as one of the world’s most powerful countries—are particularly important. As noted in Chapter 10, during the Cold War many U.S. relationships were based on the policy of containment—stopping the spread of communism. With the end of the Cold War, U.S. relations with the rest of the world have undergone significant change.

U.S.-Japanese Relations

The relationship between the United States and Japan has changed a great deal since the end of World War II. After the war, the United States played an important role in the restructuring of Japan’s government and economy. Throughout the Cold War, Japan concentrated on economic growth while its defense needs were managed by the United States. When the U.S.-Japan Mutual Security Treaty was signed after World War II, U.S. leaders insisted upon this policy because they

wanted Japan to become a strong capitalist and democratic ally rather than to revert to its hostile military practices of the first half of the twentieth century. In addition, the United States wanted to establish a political presence in Asia. Since the end of the Cold War, there has been increased and unresolved debate in both countries over whether this defense policy should continue.

Debate in the United States Supporters of the current relationship note that Japan has a long warrior tradition and was an aggressive military power during the 50 years prior to the end of World War II. They warn that a deterioration of the close U.S.-Japanese relationship could produce a re-armed, militaristic Japan.

Other people argue that Japan has shown for more than 50 years that it no longer supports the warrior tradition. In addition, some say that Japan should pay more for its own military defense now that it is a great economic power. This view that Japan should no longer get a “free ride” from the United States is largely a result of frustration at the growing and longtime U.S. trade deficit with Japan. The first such trade deficit occurred in 1965 but created little tension because few Japanese imports at that time competed with major U.S. industries. The trade deficit has continued to widen since then, and since the late



WORLD AFFAIRS In 1996 President Clinton, shown here with Japanese prime minister Ryutaro Hashimoto, made a state visit to Japan to discuss trade relations. In what year did the United States have its first trade deficit with Japan?

1970s friction has increased as the quality of Japanese products has improved and U.S. consumption of Japanese goods has grown.

Debate in Japan While many Japanese also wish to maintain their current relationship with the United States, an increasing number believe that Japan cannot remain economically powerful and politically weak. They argue that Japan is a significant economic world power and for this reason must play a more active role in world affairs.

In the early 1990s, Japan moved cautiously—sometimes at the prodding of U.S. leaders—toward a more significant role in world military and political matters. In response to U.S. pressure, for example, Japan contributed \$13 billion toward the 1991 Persian Gulf War against Iraq, the largest contribution of any non-Middle Eastern country. Then in 1992–93, Japan sent a limited number of peace-keeping soldiers to supervise elections in Cambodia. Japanese leaders also have formally requested a permanent seat on the UN Security Council. Boutros Boutros-Ghali, UN secretary-general from 1992 to 1996, proposed Japan's membership to the council.

U.S.-European Relations

U.S. relations with European countries also are undergoing change. Some people argue that U.S. relations with Western Europe have significantly decreased in importance since the passing of the Cold War. During the Cold War, Western Europe was vital to U.S. military interests, for it helped balance the Soviet satellite nations. Western Europe remains an important focus of U.S. foreign policy, however, because of close cultural and economic ties.

With the exception of occasional difficulties, trade friction with the European Union has not been as severe as with Japan, mainly because the United States and Europe have had relatively balanced trade. Recently, U.S. leaders have concentrated on building new relationships with the former communist countries of Eastern Europe and in the countries of the former Soviet

Union to resolve conflict in the region. As noted in Chapter 10, this has meant enlarging the membership of the North Atlantic Treaty Organization (NATO). In 1997 three new members were proposed—the Czech Republic, Hungary, and Poland.

Promoting Stability In the early 1990s U.S. relations with Eastern Europe focused on helping the region make a stable transition from communism. Some U.S. leaders worried that dramatic changes in Eastern European governments would lead to chaos, particularly in Russia and the other former Soviet republics.

In addition, many people worried about the fate of the former Soviet Union's stockpile of nuclear weapons, which was under the control of various former Soviet republics. Many were afraid that the weapons would not be handled safely or would fall into the hands of terrorists. U.S. foreign-policy advisers strongly recommended that these weapons be removed from some of these newly independent countries—for example, Ukraine and Belarus. These countries have since disposed of the weapons or have transferred them to Russia, where they were dismantled.

Foreign-policy experts also supported sending economic aid to Russia to ease its transition to a market economy. They hoped that economic aid would help stabilize Russia and promote democracy there. Critics of this policy worry about aiding a nation that could potentially move away from



WORLD AFFAIRS Capitalist reforms in Eastern Europe have enabled the development of privately owned businesses, such as this snack shop in Poland. Why do some people believe that U.S. relations with Western Europe are no longer as important as they once were?



WORLD AFFAIRS Group of Seven members and Russian president Boris Yeltsin pose for a picture at their 1997 summit in Denver, Colorado. In what year did Canada join the group?

democracy and back toward authoritarianism. Russia has, however, held democratic elections for president and for its national legislature. In 1996 Boris Yeltsin—a strong supporter of democratic and capitalist reforms—was re-elected as the Russian president. Communists and other authoritarians, however, have made strong gains in parliamentary elections. The future of Russia's move to democracy is not yet clear.

Dealing with Conflict Foreign-policy experts are debating how the United States should deal with fighting in some nations in southeastern Europe, where tensions among ethnic groups have erupted in brutal domestic conflicts. Some who believe there are no vital U.S. interests at stake in these conflicts support a minimal U.S. role. Others believe the United States has an interest in maintaining stability and preventing human rights violations anywhere in the world.

One of the greatest challenges for U.S. policy in this region has been how to handle conflicts in the former republics of Yugoslavia. As you read earlier, the United States sent troops to Bosnia and Herzegovina as part of a multinational peace-keeping force. It is not yet clear if efforts to stabilize the region will be successful.

CASE STUDY

The Group of Seven

WORLD AFFAIRS Throughout the Cold War the United States, Japan, and the major Western European countries formed close relationships. To

further strengthen these relationships and to address mutual concerns, the leaders of the United States, Japan, Great Britain, Germany, France, and Italy began holding annual meetings in 1975. Canada joined the group in 1976. These industrial democracies are sometimes collectively called the Group of Seven, or G7.

The annual G7 summits are held in a different member country each year. The leaders discuss important economic and political issues that affect their countries and the international community. In 1996, for example, G7 leaders meeting in Lyons, France, adopted a number of measures designed to combat international terrorism. G7 leaders also have addressed ways to promote trade and economic cooperation among their countries.

In 1991 the leader of the Soviet Union first joined G7 leaders at a postsummit meeting. Russia's president is regularly invited to participate with the other seven leaders in what is called the Summit of the 8 after each G7 summit. These meetings often focus on issues related to development in and cooperation among the countries of both Eastern Europe and the former Soviet Union.

U.S.-Chinese Relations

Relations between the United States and China are increasingly important as China's political influence

and economic development are on the rise. Since President Richard Nixon visited China in 1972, relations between the two countries have improved. During the 1970s and 1980s the relationship often was intertwined with Cold War politics. Though for different reasons, each country viewed the Soviet Union as a threat to its security. In recent years, however, the relationship between the United States and China began to revolve primarily around two major issues: trade and human rights.

Trade Trade between the United States and China has been growing since Chinese communist leaders embarked on a program of economic change at the beginning of the 1980s. These changes included allowing foreign investment, adopting free-market reforms, and even setting up a stock market. Since then, U.S. businesses have been eager to enter the huge Chinese market. By the early 1990s, China was the United States's sixth-largest trading partner. As with Japan, however, a growing U.S. trade deficit with China has created some tensions between the two countries.

Human Rights The Chinese government's treatment of its citizens also has led to tensions with the United States. While undertaking significant economic reforms, Chinese leaders have refused to allow substantial political change, such as

permitting dissent, or criticism of government policies. The government has held thousands of political prisoners who, according to the reports of international organizations as well as the U.S. State Department, are often tortured. The Chinese government has been criticized for the high number of crimes punishable by death and for its use of executed prisoners as a primary source of organ transplants.

In 1989 Chinese leaders ordered troops to crush massive, weeks-long demonstrations by students and other Chinese citizens who were calling for democratic reforms and an end to government corruption. The resulting massacre at Tiananmen Square in the capital, Beijing, left hundreds—possibly thousands—dead and thousands injured. Thousands of Chinese around the country were arrested and imprisoned.

U.S. Debate As a result of the Tiananmen Square Massacre, the U.S. government placed some sanctions on China and canceled most weapons sales to the nation. However, China's relations with the United States—and the rest of the world—are now greatly influenced by economic considerations. The U.S. government has never revoked China's most-favored-nation trading status in spite of the nation's human rights violations.

China's dual policy of economic reform and political authoritarianism has led to great debate among U.S. leaders over U.S.-China relations. Some have demanded trade restrictions to protest the Chinese government's violations of human rights. Others—focusing on the gains from tapping the huge Chinese market—have opposed such measures, also pointing out that isolating the country will only lead to a deterioration of the political situation, while closer ties with the West will strengthen the movement toward democracy in China. Overall, U.S.-Chinese relations are frequently rocky. U.S. officials have pressed China to improve its human rights record, and Chinese leaders have resented such interference with their internal affairs. In addition, efforts to solve trade and economic disputes such as the Chinese piracy of U.S. software and CDs have been difficult, though some agreements have been reached.



WORLD AFFAIRS Millions of Chinese political protesters march in front of Mao Zedong's tomb in 1989. Chinese troops later crushed the demonstrations in Tiananmen Square. What effect did such actions have on U.S. foreign policy toward China?



WORLD AFFAIRS Ships load and unload goods at the Bay of Valparaíso, Chile. Latin American countries have recently opened their markets and expanded trade with the United States. Historically, why did the U.S. government intervene in Latin American countries?

U.S.-Latin American Relations

U.S. relations with Latin American countries have been dominated by the principle of realism. As noted in Chapter 10, realist doctrine stresses placing U.S. interests above all other considerations when dealing with foreign countries. This has often led relations between the United States and Latin American countries to be marked by two things: U.S. intervention in Latin American affairs and efforts to expand trade.

An Interventionist Past Historically, the United States has intervened in Latin American countries when U.S. leaders decided that doing so was necessary to protect U.S. interests. For example, the U.S. government has sent troops to Cuba, Nicaragua, Haiti, Mexico, and the Dominican Republic to protect U.S. citizens and investments during various crises.

Such intervention created considerable resentment among Latin Americans. At times this resentment was reflected in revolutionary movements against U.S.-supported governments in the region. In addition, some Latin American governments pursued economic policies designed to limit U.S. influence.

Expanding Trade Since the late 1980s, Latin American countries have increasingly opened their

markets and expanded trade with the United States. For the first time ever, more or less democratic governments are in power today in every Latin American country besides Cuba. These changes have come as Latin American leaders try to duplicate the success of East Asian governments in developing their economies. As you read earlier, several Latin American countries also have moved to improve their economies by forming a regional trading bloc.

Mexico is a dramatic example of changing attitudes. In the past the Mexican government feared U.S. domination, so it restricted the ability of foreigners to own Mexican companies, kept natural resource industries such as oil under government control, and shielded industry by keeping imports low. In the 1990s, however, Mexico reduced trade barriers under NAFTA and opened industry to foreign investment. After some initial economic difficulties, Mexico's economy improved and trade among the NAFTA countries boomed. U.S. leaders now are debating whether to open NAFTA to include other Latin American countries.

U.S.-African Relations

Compared to its activity in other parts of the world, the United States has been relatively uninvolved in African affairs, particularly in recent years. Some U.S. officials, however, believe the United States



WORLD AFFAIRS U.S. protesters urge the American government to pressure South Africa into abandoning apartheid. In 1994 South Africa held its first all-race elections. Since the early 1990s what has been the focus of U.S. policy toward Africa?

should increase its efforts to help African nations overcome longtime poverty, political oppression, and other difficulties. This position has generally received strong support among African Americans. For example, in the 1980s African American and civil rights leaders were instrumental in pushing the U.S. government to impose sanctions on South Africa for its racist policy of apartheid.

In 1991 South Africa ended apartheid. Since then, U.S. policy toward Africa has largely focused on humanitarian aid. As you read in Chapter 10, U.S. troops were sent to Somalia in 1992–93 to help feed starving people caught in a chaotic civil war. In 1994 the United States offered assistance in Rwanda, although on a much smaller scale than in Somalia. In addition to humanitarian goals, the U.S. State Department's policy goals concerning Africa include

- ★ supporting democratic institutions,
- ★ promoting sustainable economic growth,
- ★ and gaining greater African participation in dealing with issues such as AIDS and drug trafficking.

The United States has begun to reconsider its longtime support of old Cold War allies in Africa. In 1997, for example, the United States did not support longtime dictator and former ally President Mobutu Sese Seko when rebels ended his rule in Zaire and created the Democratic Republic of Congo.

SECTION 4

REVIEW

1. Describe the arguments of those who wish to change the relationship between the United States and Japan. Why do some people oppose such change?
2. What two things have U.S. leaders focused on in building relationships in Eastern Europe since the end of the Cold War?
3. How has China's record on human rights complicated U.S.-Chinese relations?
4. How have many Latin American countries changed their economic and trade policies in recent years?
5. What role does humanitarian aid play in U.S.-African relations?

6. Thinking and Writing Critically

With the ending of the Cold War and the decline in Russian military power, the United States is now the world's only military superpower. What responsibilities does such a position place on the United States? For example, should the world's only military superpower take part in peacekeeping efforts around the world? Why or why not?

7. **Applying WORLD AFFAIRS** Do you believe that U.S. relations with China and other countries should focus more on trade than on human rights? Write a short newspaper editorial on your position. You might want to examine newspapers and magazines to read published opinions on the issue.

SECTION 1 The struggle for collective security is one example of the interdependence of the world's countries. In today's interdependent world, security is a collective concern because even the regions and countries that are not directly involved in conflicts can be affected.

Nations around the world are constantly challenged to contain conflicts arising from ethnic, religious, and ideological rivalries. Other threats to regional security include the violent change of a nation's government.

An increase in the production and distribution of weapons of mass destruction also imperils collective security. These include nuclear weapons, chemical and biological weapons, and conventional arms.

Through the United Nations, all countries can work together to promote collective security. The UN serves as a forum for settling disputes, protecting human rights, and promoting respect for international law.

SECTION 2 International interdependence also can be seen in economic relationships. Two important factors affect these relationships: the economic development of the world's countries and international trade.

Developed nations share high levels of personal income, relatively low unemployment, wide access to health care, good educational systems, and healthy manufacturing and industrial sectors. These nations strongly influence the economies of other countries around the world, particularly developing nations—the world's poorer countries. Some developing nations have begun to close the economic gap that separates them from developed nations.

International trade fuels the economic interdependence of nations. As trade has become increasingly important for the United States, the country has developed a deepening trade deficit. The trade deficit may contribute to higher unemployment and a lower standard of living over time.

SECTION 3 Global interdependence also is evident in many environmental challenges, such as air and water pollution. International efforts to meet those challenges include the 1992 Earth Summit. Another challenge involves reducing strains on the world's renewable and nonrenewable resources—strains resulting in large part from population growth and uncontrolled economic development.

SECTION 4 U.S. relations with other countries have been changing since the end of the Cold War. Debate over U.S.-Japanese relations revolves around Japan's increasing economic influence in the world and who should bear the burden of Japan's military defense. U.S.-European relations are increasingly focused on promoting stability in the former communist countries of Eastern Europe.

U.S. relations with China have been strained by tensions over trade and human rights issues. On the other hand, after years of resentment over U.S. influence, many Latin American countries—particularly Mexico—have sought closer trade with and economic ties to the United States. Recent U.S. relations with Africa have focused primarily on humanitarian aid, although U.S. policy also supports encouraging economic growth and fostering democratic governments.



Government Notebook

Review in your Government Notebook how you answered the question at the beginning of the chapter about why it is important to understand how events elsewhere in the world affect the United States. Now that you have finished studying this chapter, would you change your answer? Respond in your Notebook.

REVIEW

REVIEWING CONCEPTS

1. How might long-term trade deficits harm the U.S. economy?
2. How do pollution and the scarcity of natural resources challenge the world's countries?
3. How have nations around the world worked together to ease conflict?
4. In what ways does international trade help a country's economy?
5. What has been the focus of U.S. relations with European and with African countries since the end of the Cold War?
6. What is the World Trade Organization? How does it promote international trade?

THINKING AND WRITING CRITICALLY



1. **WORLD AFFAIRS** In what ways do you think that promoting international trade also promotes worldwide collective security?
2. **POLITICAL PROCESSES** Recall that the five permanent members of the UN Security Council have veto power. In some ways, that might be like giving California, Texas, and New York veto power over the actions of Congress. Why do you suppose these five countries have veto power?
3. **WORLD AFFAIRS** What responsibilities do the world's developed countries have to poorer countries? Does the development of the economies of poor countries benefit wealthier countries? If so, how?
4. **PUBLIC GOOD** Some people argue that the U.S. government can best promote the public good by concentrating on solving problems in this

country before helping other countries through humanitarian aid and other assistance. Do you agree with this argument? Why or why not?

CITIZENSHIP IN YOUR COMMUNITY



Some U.S. cities have adopted foreign communities as sister cities. Civic leaders, businesspeople, and students in both cities often share ideas about ways of life in their home countries and how to promote international friendship. Working with a group, research possible sister cities for your town or community. You might want to choose a city or town in Canada or Mexico, for example. After you have finished your research, prepare a report for your city's civic leaders, suggesting ways to promote ties between your community and your sister city and the benefits of doing so. You might want to write a letter to high school students in your chosen sister city to solicit ideas about how to build a relationship between your two communities.

COOPERATIVE PORTFOLIO PROJECT



Imagine that your group has been chosen to develop a plan for a United Student World Assembly (USWA). Among the assembly's goals are promoting cooperation and understanding among students around the world. Organizers, however, are open to including other goals. Your group must prepare a draft charter of the USWA. The charter should include a brief preamble explaining the goals of the USWA, the structure of the organization, the location(s) for assembly meetings, and the rules for making decisions. Prepare your draft charter for presentation to other members of your class.

PRACTICING SKILLS: READING MAPS



Using the map and information below, create a special-purpose map that illustrates population growth and population density. Organize your map in whatever way you think is most understandable and effective. Consider the use of color, relative size of countries, and symbols. Include a key to explain the information.



Population of Central America

Country	Population	Annual Rate of Growth	Pop. Per sq. mile
Belize	219,296	2.4	25
El Salvador	5,828,987	1.8	729
Guatemala	11,277,614	2.5	269
Costa Rica	3,463,083	2.1	177
Honduras	5,605,193	2.7	130
Nicaragua	4,272,352	2.8	92
Panama	2,655,094	1.7	90

THE INTERNET: LEARNING ONLINE



Conduct an Internet search for information about specialized UN agencies and other international organizations. You might try using such search words as *United Nations* and *international organizations*. Choose one and prepare a

short report about its purpose, structure, and activities. Add your report to others in the class to create an International Organizations Reference folder that could be placed in your classroom or library.

ANALYZING PRIMARY SOURCES



THE UN SECRETARY-GENERAL'S ANNUAL REPORT

Kofi Annan of Ghana, the secretary-general of the United Nations, is responsible for generating an annual report on the work of the UN. The excerpt below, from the 1997 report, discusses the organization's desire to peacefully resolve conflict between countries. Read the excerpt and answer the questions that follow.

“The prevention of conflict both within and between States requires, first of all, ongoing attention to possible sources of tension and prompt action to ensure that tension does not evolve into conflict. During the past year, the Secretariat, in cooperation with other branches of the United Nations system, has worked to strengthen its global watch, which is designed to detect threats to international peace and security, enabling the Security Council to carry out or to foster preventive action.

Cooperation with regional organizations offers great potential. Close contacts with the Organization of African Unity (OAU) are a case in point. The two secretariats engage in almost daily consultations. . . . There is also increased cooperation between the United Nations and sub-regional organizations such as the Economic Community of West African States and the Southern African Development Community.”

1. According to Annan, what does prevention of conflict within and between states require?
2. What are some regional organizations that cooperate with the United Nations?

YOUR ASSIGNMENT

United Nations Ambassador for a Day

Imagine that you and other members of your group are ambassadors representing the five permanent member countries of the United Nations Security Council. Decide which country each group member will represent: the United States, Russia, China, France, or Great Britain. Then work together to prevent a potential conflict between the two large neighboring countries of Zelsa and Karnosh.

Growing tensions between the two countries are threatening to erupt into warfare, which could have terrible consequences for them both. War also could impose hardships on neighboring countries as well as other nations around the world.

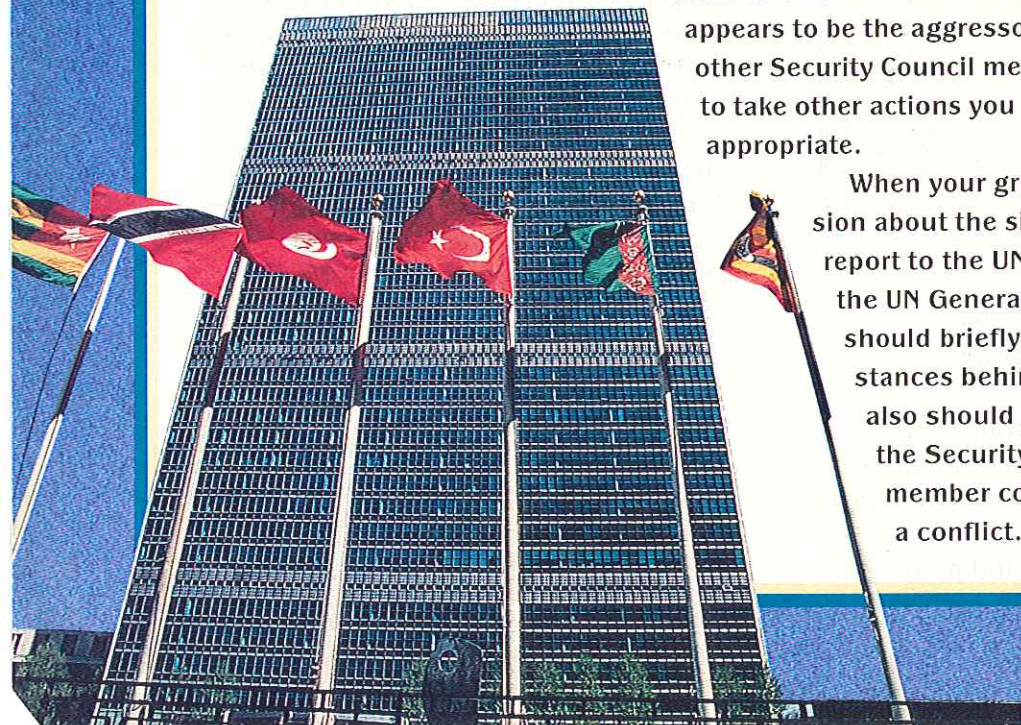
As a permanent member of the Security Council, you will review documents and other information that council staff members have gathered about the potential conflict. You will find that information on the following pages. After reviewing it, answer the accompanying questions in your Government Notebook. Finally, work with other permanent Security Council members to develop a policy for resolving the situation.

In this case, assume that other, nonpermanent members of the Security Council have agreed to follow the lead of the permanent council members. Remember that any one of the five permanent members may veto any proposed action. Because of this, your proposal must be approved by all five members of your group.

As you know, the Security Council has a variety of options if you decide to take action. The council could, for example, order UN member countries to halt trade with Zelsa, Karnosh, or both. The Security Council also could authorize UN member countries to use

force to defend Zelsa or Karnosh if its neighbor appears to be the aggressor in a conflict. You and other Security Council members also could decide to take other actions you believe might be more appropriate.

When your group has reached a decision about the situation, prepare a formal report to the UN secretary-general and the UN General Assembly. The report should briefly explain the circumstances behind the looming conflict. It also should outline the specific steps the Security Council has authorized member countries to take to prevent a conflict.





UNITED NATIONS SECURITY COUNCIL

STAFF REPORT: History of Tensions Between Zelsa and Karnosh

The countries of Zelsa and Karnosh share a common border. Although they historically have been rivals, in the last few decades the two countries have been particularly hostile to each other. In part this is because they have two very different political and economic systems: Zelsa has an authoritarian, communist government, while Karnosh has a democratic government and a capitalist economy.

In addition, the Zelsan government has demanded that Karnosh sacrifice control of the island of Casbah. The island, which lies off the coast of Karnosh near the border with Zelsa, belonged to Zelsa before it was seized by Karnosh following a war between the two nations 90 years ago. Before it lost control of Casbah, Zelsa had ruled the island for almost two centuries. The island still has a large Zelsan minority. Rich oil deposits also are believed to exist in the waters surrounding Casbah.

Over the years, each side has from time to time accused the other of hostile actions toward the other. Zelsan and Karnoshian troops have clashed in minor skirmishes along the border five times over the past quarter of a century. Two of those skirmishes have occurred in the last two years.

The following facts pertaining to each country further clarify the situation:

Karnosh

- Population: 23.2 million
- Political system: democratic
- Economy: capitalist, free-market
- Per capita GDP (in U.S. dollars): \$19,200
- Military size: 300,000 (2.2 million reservists)

Zelsa

- Population: 17.9 million
- Political system: communist
- Economy: command economy
- Per capita GDP (in U.S. dollars): \$8,800
- Military size: 900,000 (1.9 million reservists)

(1)

◀ WHAT DO YOU THINK?

- ★ What are the historic causes of tensions between Zelsa and Karnosh? What do you think is the chance that those tensions will erupt into war between the two countries?
- ★ How could war between Zelsa and Karnosh affect China, the United States, France, and Great Britain? How does Zelsa's friendship with China and Karnosh's friendship with the other three countries complicate the question of UN intervention?

UNITED NATIONS SECURITY COUNCIL

Zelsan officials claim that the Karnoshian government discriminates against the Zelsan minority on Casbah. In addition, Zelsan officials argue that rich oil deposits in the waters surrounding Casbah should belong to their country instead of to Karnosh.

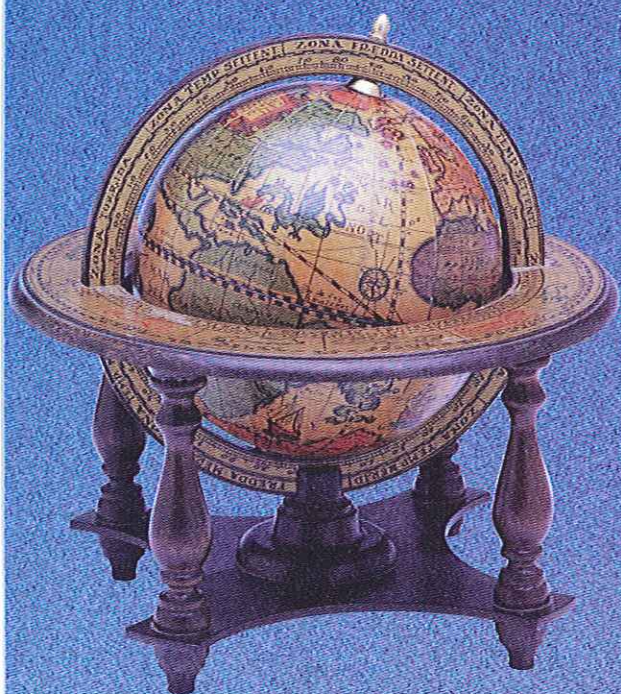
The Zelsan government, therefore, has intensified its demands that Karnosh hand over the island. Those demands have been matched by increased military activity along the Zelsan-Karnoshian border. Two months ago a border skirmish between the countries' troops caused nearly 50 casualties on each side.

War between the two countries could have serious consequences for other countries. China, for example, has long been an ally of Zelsa and is one of that country's largest trading partners. On the other hand, the United States, France, and the United Kingdom have friendly trade and military relations with Karnosh. War between Karnosh and Zelsa, therefore, could pose economic problems for four members of the UN Security Council, as well as for other countries. In addition, a Zelsan-Karnoshian war could increase tensions between China and the three UN Security Council member countries allied with Karnosh.

The United Nations has a number of options:

1. insisting that Zelsa and Karnosh meet with an impartial body to decide how to protect the rights of Zelsans on Casbah and how to divide the revenue from any oil deposits,
2. sending peacekeeping troops to patrol the Zelsan-Karnoshian border,
3. threatening to cut off trade with Zelsa if its troops either invade Karnosh or try to take Casbah by force, or
4. sending UN forces to fight alongside Karnosh if it is invaded, similar to what happened in South Korea in 1950.

(2)



PUBLIC POLICY LAB

U.S. and World News

Casbah Residents Brace for Conflict

By Evelyn Washington
Worldwide News Service

CASBAH, Karnosh—People on this Karnoshian island are anxiously waiting as Zelsan troops mass across the border from Karnosh. War, Casbah residents say, would devastate the island and its economy.

"We've spent decades creating a good standard of living for our people, and now war threatens it all," said Lilal Heptat, mayor of Casbah City.

Many members of the Zelsan ethnic minority on Casbah, however, believe that the high standard of living for the majority of the island's residents has been purchased at their expense. In fact, ethnic Zelsans charge that they face discrimination by the Karnoshian majority, particularly in housing and employment.

"If it takes war to change the situation, then we should welcome it," said Metie Sax, a Zelsan community leader. Sax provides various examples of discrimination, such as Zelsans who have been refused jobs or been beaten by Karnoshian gangs.

Not all ethnic Zelsans agree, however. Some, who spoke on the condition that they not be identified, said that discrimination is not a big problem on the island. In fact, said some Zelsan sources, the beatings that Sax mentions are the work of criminal gangs who prey on Karnoshian victims as well as Zelsans.

Some Karnoshian officials say that the government in nearby Zelsa has encouraged ethnic Zelsans on Casbah to exaggerate their claims of discrimination.

"It's all a ploy to force Karnosh to turn over Casbah to the Zelsans," Mayor Heptat said. "Zelsa desperately wants control of the rich oil deposits in the waters that surround our island."

Meanwhile, demonstrations against the Karnoshian rule of Casbah are continuing in the Zelsan capital. An estimated 300,000 people marched through the streets of the capital yesterday, calling on the Zelsan military to seize the island. Zelsan media, all under government control, also have demanded that Casbah be returned to Zelsa. Casbah became a Karnoshian territory following a war between the two countries 90 years ago. Karnoshian officials have announced that military reservists may be called to active duty next week.

◀ WHAT DO YOU THINK?

- ★ Do you think that Zelsan media coverage might provide important clues about the intentions of the Zelsan government? Why or why not?
- ★ Because Karnosh took control of Casbah after a war nearly a century ago, do you think Zelsa has a right to demand the return of the island now? Why or why not?



United Nations Secretary-General
New York, New York

Dear Madame Secretary-General:

As you are aware, troops from Zelsa and Karnosh have been massing along their common border. It appears that war may soon break out between the two countries. In fact, Zelsan officials have been threatening to send their troops to invade Karnosh and seize the island of Casbah.

War would be disastrous, not just for those two countries but also for my own country, Bellany. My people fear that if fighting breaks out, millions of Karnoshian and Zelsan refugees would flee to Bellany. Our country simply does not have the resources to feed and protect so many refugees. In addition, we fear that tensions between the citizens of Bellany and the refugees could erupt into violence.

Therefore, the government of Bellany urges the United Nations to act to prevent a war. Without strong UN action, we believe that war between Karnosh and Zelsa is certain.

Sincerely,

Layson Meibus
Prime Minister
Republic of Bellany

WHAT DO YOU THINK? ▶

- ★ What do Bellany officials fear would happen if war were to break out between Karnosh and Zelsa?

UNITED STATES JOINT CHIEFS OF STAFF

POSSIBILITIES FOR INTERVENTION IN THE KARNOSHIAN-ZELSAN CONFLICT
Below are estimates of the resources needed should the UN Security Council decide to send troops as peacekeepers or to support Karnosh against a Zelsan invasion.

PEACEKEEPING

The United Nations has spent billions of dollars on a variety of peacekeeping missions. It spent \$2.8 billion in 1995 on such missions and spent \$1.4 billion in 1996. The drop in spending between these two years largely reflects the end of UN peacekeeping operations in Bosnia. In 1996, UN troops were replaced by about 60,000 troops from the North Atlantic Treaty Organization, sent to help maintain peace after years of civil war.

Based on past UN and NATO experiences, a peacekeeping mission along the Karnosh-Zelsa border could be expensive, both financially and in terms of personnel. In fact, UN member countries should be prepared to provide about 50,000 peacekeeping troops. Supporting this force likely would cost about \$3–4 billion annually.

Supporting Karnosh

If the Security Council sends troops to Karnosh to stop a Zelsan invasion, costs will increase dramatically. Financial costs are difficult to estimate, but the number of troops needed for such a mission would likely exceed 100,000.

Sources of Support

The United States likely would play an important role in UN peacekeeping efforts in Karnosh. While the United States provided only about 3 percent of UN peacekeeping troops in 1996, it paid a full quarter of UN peacekeeping costs that year. As of mid-1997 the United States also kept a force of 37,000 on the Korean Peninsula, where UN forces went in 1950 to defend South Korea from a North Korean invasion.

The United States also has been an important part of non-UN peacekeeping efforts, such as those in Bosnia. U.S. forces made up nearly a third of the 60,000 NATO peacekeeping troops in Bosnia in 1996.

Nevertheless, since 1945 some 110 countries have contributed personnel to peacekeeping missions around the world. In addition, about three quarters of UN peacekeeping costs are paid by countries other than the United States. It is likely, then, that many UN members would be called on to support a peacekeeping mission in Karnosh or to help defend that country from a Zelsan invasion.

WHAT DO YOU THINK?

- ★ According to the U.S. Joint Chiefs of Staff, how much might a peacekeeping mission to Karnosh cost the United Nations?
- ★ Why do you suppose that the United States has been an important source of financial and military support for peacekeeping missions and for the defense of countries such as South Korea?
- ★ Do you believe the United States should work with other UN members to prevent a war between Karnosh and Zelsa, or to defend Karnosh if needed? Why or why not?

THINGS TO DO

1. Review with other members of your group the given information and your answers to the accompanying questions.
2. Work with members of your group—the other permanent UN Security Council members—to decide UN policy on the Karnosh-Zelsa issue. Remember that because any one permanent member can veto a proposal, agreement on a policy must be unanimous.
3. Prepare the new UN policy in the form of a report. The report should provide details of the policy and the reasons why the Security Council has adopted it. The report should be typed or neatly handwritten.
4. Share your group's report with other members of the class and compare the proposed solutions. Be prepared to explain and defend the policy your group has approved.

CHAPTER 23

INTERNATIONAL RELATIONS

Why do you suppose that U.S. government leaders care what happens in other countries? After all, a nation such as North Korea is thousands of miles across the Pacific Ocean from the mainland United States. Similarly, why do efforts to develop forests in South America draw international concern? The answer lies in the recognition that no country is truly isolated from events outside its borders. This interconnectedness can be seen in issues concerning collective security, economics, and the environment.

Government Notebook

In your Government Notebook, write a short paragraph about the importance of understanding how events elsewhere in the world affect the United States.

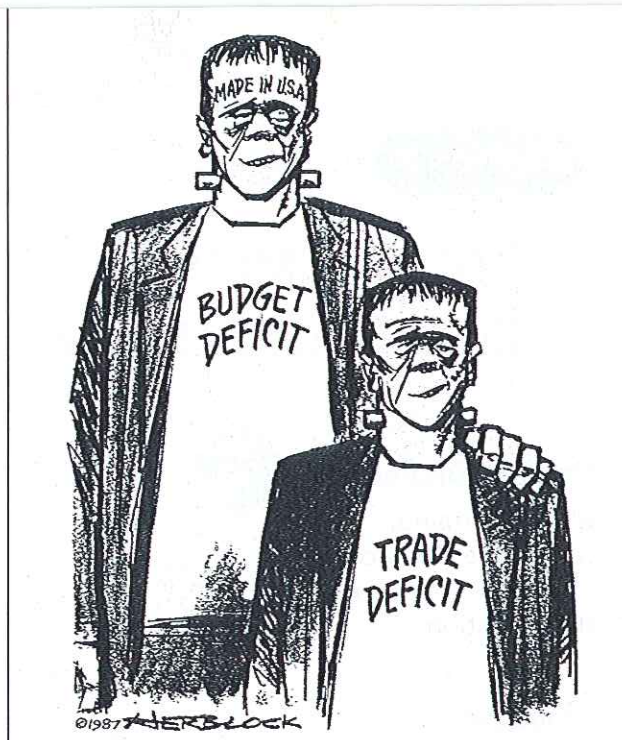


could meet most of its needs inside its borders. In the twentieth century, however, foreign trade has become increasingly important.

U.S. exports have grown by leaps and bounds, but since the mid-1970s they have consistently failed to keep pace with imports. This imbalance has created a **trade deficit**, meaning the total value of imports into the United States is higher than the total value of U.S. exports to other countries. Many Americans worry that the large trade deficit is a sign of the country's declining economic status in the world.

The trade deficit is caused by several factors, one of the most important of which involves federal budget deficits. Having run up large budget deficits over the last three decades, the U.S. government has had to borrow increasing amounts of money. Higher interest rates resulting from increased borrowing attracted increased foreign demand for American bonds. As a result of the increased demand for dollars, the dollar became more valuable—or “stronger”—which raised prices for U.S. exports but generally lowered prices for imports. With more expensive exports and cheaper imports, the trade deficit increased.

A large trade deficit raises two important concerns. First, it creates unemployment. Some things that would otherwise be produced by Americans are produced abroad, and some things the United States might have produced for export are not produced. Second, a large trade deficit indicates that the United States as a whole is living



© 1987 by Herb Block in the Washington Post.

WORLD AFFAIRS Some economists worry that the deficits, like the monsters in this cartoon, scare away potential foreign investors from investing in the U.S. economy. What two important concerns does a large trade deficit raise?

beyond its means since U.S. citizens consume more than the United States produces. In the short term, this makes for a higher standard of living. Eventually, however, foreigners will cash in the dollars they have accumulated, and the U.S. standard of living will decline.

SECTION 2

REVIEW

1. Define the following terms: developed nation, developing nation, comparative advantage, trading bloc, trade deficit.
2. What are some challenges that hamper economic progress in developing nations? How have some developing nations improved their economies?
3. How does international trade promote healthy economies? What are some important trading blocs that promote free trade?
4. How do trade deficits affect the U.S. economy?

5. Thinking and Writing Critically

Recall the debate over lowering trade barriers under NAFTA. Do you believe that lowering barriers to international trade helps or hurts the economy of the United States?

6. **Applying** **WORLD AFFAIRS** Visit local supermarkets and department stores and examine local newspaper advertisements to compile a list of the kinds of foreign-made products that can be purchased in your community. Write a short paragraph explaining these products' impact on the choices of U.S. consumers.

SECTION 3

ENVIRONMENTAL INTERDEPENDENCE

Political Dictionary

global warming
renewable resource
nonrenewable resource
deforestation



Objectives

- ★ How do air and water pollution challenge the international community?
- ★ How can population growth and economic development strain the world's resources?

The world's environmental challenges are yet another demonstration of international interdependence. Problems such as air and water pollution and the depletion of natural resources have significant global consequences.

Challenges of Shared Resources

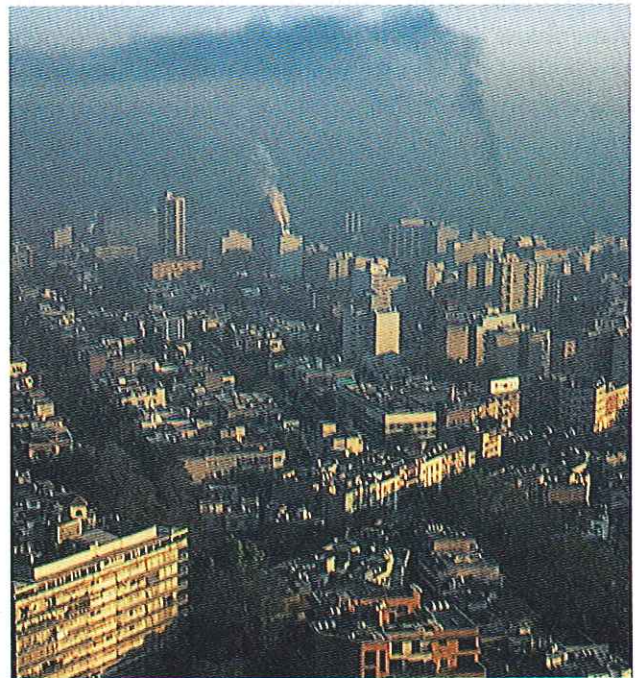
Imagine that increasing temperatures caused polar ice to melt, raising ocean levels and gradually submerging highly populated coastal areas. Imagine also that deadly diseases such as cholera were being spread by contaminated rivers and other polluted water sources. Many people argue that these are potential consequences of air and water pollution and that they could affect people worldwide.

Air Pollution Researchers have warned of the dangers of air pollution for decades. In a 1992 study the United Nations reported that about 1 billion people around the world were breathing unhealthful air. Exhaust from cars and industrial pollution—which are plentiful in large, crowded

cities—cause various respiratory ailments and contribute to disease.

Scientists also have warned that the release of certain chemicals into the air is having dangerous climatic and environmental effects. They believe that the chlorofluorocarbons (CFCs) used in air conditioner and refrigerator coolants, as well as in the manufacture of plastic foam products, damage the atmospheric ozone layer. This layer, which surrounds the earth, filters out harmful ultraviolet rays from the sun that can cause skin cancer. In addition, the burning of fossil fuels such as oil, coal, and natural gas adds carbon dioxide to the air. Scientists believe that high levels of carbon dioxide and other so-called greenhouse gases can trap heat and thus cause **global warming**—a gradual rise in the world's average temperature. This warming could melt polar ice caps and thus cause the oceans to rise, flooding coastal areas and submerging tiny island-nations.

Water Pollution Another environmental challenge is water pollution, which threatens people's health by damaging drinking-water supplies and food resources. Industrial waste, pesticides, and



WORLD AFFAIRS Mexico City, like many of the world's other major metropolitan areas, has an imposing air pollution problem. According to UN experts, how many people were breathing unhealthful air in the early 1990s?

Comparing

↑▶ Governments

International Cooperation

Cooperation on environmental issues often helps build goodwill between countries. For example, the governments of India and Bangladesh in South Asia have worked to overcome differences regarding management of the Ganges River. The Ganges—which flows through northern India, into Bangladesh, and then to the Bay of Bengal—is a major water source in the region.

In 1977 the Indian and Bangladeshi governments made an agreement fixing the amount of water to flow from the Ganges into Bangladesh. When that agreement expired in 1988, however, India began allowing more water to flow during wet seasons—adding to problems in flood-prone Bangladesh. During the dry season, India used more water to irrigate its farmland. As a result, farmers in Bangladesh did not receive enough water.

In 1996 the leaders of India and Bangladesh signed a new 30-year agreement on management of the Ganges. The two countries will receive equal amounts of water from the river, but Bangladesh will receive more of its water during the dry season.

other pollutants sometimes contaminate rivers and other water supplies. Many of these pollutants are suspected of causing various diseases, including cancer. In developing nations a lack of water-treatment facilities forces people to rely on impure water supplies, which often spread disease.

The oceans have long been used as dumping sites. Tons of discarded waste and oil spilled from damaged petroleum tankers have killed ocean life and spoiled large coastal areas. Decommissioned Russian nuclear submarines also threaten to spread radiation in parts of the Arctic Ocean north of Russia where the aging, rusty vessels were dumped.

Seeking Solutions The challenges of global pollution are not easily resolved, particularly since

the scientific community does not agree about the potential consequences. Some experts, for example, have argued that the dangers of greenhouse gases and global warming have been exaggerated. This lack of agreement has sparked debate among world leaders over the best ways to maintain or improve the health of the global environment.

Nevertheless, most countries have begun to work together to reduce pollution. The Montreal Protocol of 1987, the first important international agreement addressing an environmental problem, sought to protect the ozone layer. Environmentalists credit the Montreal Protocol with helping reduce the production of CFCs by more than 75 percent.

In 1992 the United Nations held an “Earth Summit” in Rio de Janeiro, Brazil, to deal with issues including global warming and economic development. As a result of the conference, the United States and other countries agreed to reduce emissions, or discharges, of carbon dioxide. Though some nations have failed to reach the agreed-upon emissions levels, many environmentalists hoped that more countries would meet the new goals agreed to at the second Earth Summit in 1997.

International negotiations about environmental issues raise difficult questions about how to distribute the burdens of pollution reduction. For example, in debates about limiting carbon dioxide emissions, poor countries argue that rich countries



WORLD AFFAIRS *Trudoya Bay in Russia has become a “cemetery” for nuclear submarines. How does water pollution threaten people’s health?*

should bear most of the burden because they cause most of the emissions. Some developing nations also maintain that significantly restricting their emissions would set back their economic development. In turn, some developed nations point out that unless developing nations work to control their own pollution levels now, they will greatly expand emissions in trying to meet the needs of their rapidly growing populations.

Protecting Natural Resources

In addition to combating pollution, countries try to work together on another important environmental issue—protecting the world’s natural resources. You are surrounded by examples of how natural resources are put to work—the paper in this book, the cotton or wool fibers in your clothing, and the wood used to construct your school or home. These are **renewable resources**, or natural resources that can be replaced. For example, people can grow trees to replace those used to produce paper and wood. Renewable energy resources are solar and wind power.

Many other important resources, however, are **nonrenewable resources**—natural resources that can be used only once. The gasoline that powered the car or bus that brought you to school this morning is refined from oil, a nonrenewable

World’s Most Populous Urban Areas

City	Population (1994)
1. Tokyo, Japan	26,518,000
2. New York City	16,271,000
3. São Paulo, Brazil	16,110,000
4. Mexico City	15,525,000
5. Shanghai, China	14,709,000
6. Bombay (Mumbai), India	14,496,000
7. Los Angeles	12,232,000
8. Beijing, China	12,030,000
9. Calcutta, India	11,485,000
10. Seoul, South Korea	11,451,000
11. Jakarta, Indonesia	11,017,000
12. Buenos Aires, Argentina	10,914,000
13. Osaka, Japan	10,585,000
14. Tianjin, China	10,376,000
15. Rio de Janeiro, Brazil	9,817,000

Source: *World Almanac*: 1997

These urban areas are the most heavily populated in the world. If population projections are correct, by 2015 there will be 33 cities with populations that are more than 8 million. Why are experts concerned about population growth?

resource. The amounts of oil, coal, precious metals, and other minerals are limited. Once they are used up, they cannot be replaced. However, some nonrenewable resources may be recycled, or processed for reuse. Also, advances in exploration technology have dramatically increased estimated reserves of many nonrenewable resources. As a result of recycling and expanding access to resources, the price of many nonrenewable resources has actually been declining over time, despite increased demand.

Resources are unevenly distributed around the world. For example, many countries in the Middle East are rich in oil while others, such as Japan and most Western European countries, have virtually no oil and must import it. Such uneven distribution of resources sometimes has led to conflict, with countries going to war to take from others what they cannot produce for themselves.



PUBLIC GOOD *Many of the world’s leaders attend summits, like the one shown in this photograph, to discuss solutions to global environmental problems. How are renewable resources different from nonrenewable resources?*

Citizenship in

Action

Peace Corps Volunteers

In Costa Rica and other Spanish-speaking countries in the Americas, the Peace Corps is called *Cuerpo de Paz*. In the African tongue of Swahili, the organization is known as *Watu Wa Amani*. People on the frozen plains of the former Soviet republic of Kazakhstan call it *Korpus Mira*. However it is identified, the Peace Corps is one of the key organizations for building ties between the United States and other countries around the world.

More than 140,000 people have served as Peace Corps volunteers since 1961, when Congress and President John F. Kennedy established the agency. Volunteers use their educational and professional experience to teach valuable skills to people in developing countries. Many of these skills are related to farming, business development, technology, and urban planning. Peace Corps volunteers also teach English as a foreign language, help improve health services, and provide aid and information for promoting healthy environments.

In 1997 about 6,500 Peace Corps volunteers were doing such work in more than 90 countries.



Peace Corps volunteers teach many skills to people in developing nations. Here, a volunteer in Ecuador helps local residents plant trees.

Hundreds of such volunteers have worked throughout the former Soviet Union to ease the difficult transition from communism to democracy and capitalism.

Many Peace Corps volunteers discover that people in other countries—particularly in the former Soviet Union—are very curious about the United States. After being interviewed on Kazakh television and radio when she served as a Peace Corps volunteer at the age of 21, Michelle Ostrander found herself receiving phone calls from strangers wanting to talk to “the American.”

“After I talked awhile and wanted to go, they’d say ‘Don’t hang up—you’re the first American I’ve ever talked to,’” Ostrander says. Some Kazakhs, asking for “just a minute with the American,” would go to the school where Ostrander taught English classes.

In fact, learning about the United States from these Peace Corps volunteers is helping to break down the barriers between old Cold War enemies. In the days of the Soviet Union, the communist government discouraged contact with foreigners, particularly Americans. Sometimes it was even a crime to make friends with a foreigner, says Kazakh teacher Irina Naumova.

Peace Corps volunteers often must endure difficult living conditions. In developing countries, for example, volunteers must learn to live without conveniences such as air-conditioning and central heating. Even indoor plumbing is an unknown luxury in some locations. Volunteers also must cope with the dangers of various diseases that plague some regions.

In Kazakhstan, Peace Corps volunteers have had to adjust to brutally cold winters, a smothering bureaucracy left over from the communist era, and other difficulties. Many volunteers, however, say that they are thrilled to have had the chance to experience this nation’s culture and help its people.

What Do You Think?

1. How are Peace Corps volunteers helping build relations between the United States and other countries?
2. Why do you suppose that many Peace Corps volunteers take assignments in developing nations despite the sometimes difficult conditions?

International trade, on the other hand, is a means of peacefully acquiring needed resources.

A number of factors, such as population growth and economic development, are straining the world's resources. In some regions, drinking water is scarce, and overfishing greatly reduces the number of fish in the oceans. However, predictions made in the early 1970s about certain resources "running out" by the 1990s have proved false.

Population Growth The demands of the world's rapidly increasing population place a great strain on natural resources. In 1997 there were nearly 6 billion people. Experts say that this number will exceed 8 billion by 2025.

The increase in the number of massive cities and their surrounding areas is evidence of this staggering growth. If population predictions are accurate, by 2015 there will be 33 "megacities," each with a population of more than 8 million. Already, some 27 million people live in the metropolitan area of Tokyo, Japan, while more than 16 million live in São Paulo, Brazil. In the coming years the people in these crowded cities will consume huge supplies of resources, such as gasoline, heating oil, electricity, wood, fresh water, and food.

The most rapid population growth is occurring in developing nations. Where economic growth is slow, it is increasingly difficult to feed growing

populations. The World Resources Institute predicts that by 2010 about 300 million Africans will be suffering from malnutrition—a 70 percent increase from today.

Economic Development Nations need healthy economies to feed, house, educate, and employ their citizens. In some cases, however, unregulated economic development has come at great cost to natural resources.

For example, the rate of **deforestation**—the clearing of forests—has increased as people seek timber and land for economic development. Experts from the World Resources Institute estimate that from 1960 to 1990, one fifth of the world's tropical forest was lost. These forests are home to a wide variety of species of plants, insects, and animals—many of which are now threatened with extinction. Deforestation also contributes to the world's pollution problems by destroying plants, which take in carbon dioxide and give off oxygen, thereby helping to keep the atmosphere's gases balanced.

Economic development also consumes energy resources, increasing demand for the world's nonrenewable supplies of fossil fuels. Because the strains on these resources affect all countries, world leaders are working together to improve resource conservation methods and to promote sustainable development—economic development that does not lead to further resource depletion.

SECTION 3

REVIEW

1. Define the following terms: global warming, renewable resource, nonrenewable resource, deforestation.
2. What do many scientists say is the cause of global warming? What are some other sources of air pollution?
3. How does deforestation contribute to air pollution? What other resources are threatened by uncontrolled development?

4. Thinking and Writing Critically

As you have read, there is some debate over the real causes and consequences of global

warming. Nevertheless, some scientists insist that action must be taken now to prevent future catastrophes. How do you think world leaders should address such issues when opinion in the scientific community is divided?

5. Applying PUBLIC GOOD



Conduct an Internet search to generate a list of international organizations that work to protect the environment. Then choose one organization and briefly describe the focus of its work and how it helps governments develop policies that promote the public good.

SECTION 4

U.S. RELATIONS WITH OTHER COUNTRIES

Objectives

- ★ How has the end of the Cold War affected the debate over U.S.-Japanese relations?
- ★ What issues have dominated U.S.-European relations since the end of the Cold War?
- ★ How have U.S. leaders addressed trade and human rights issues in relations with China?
- ★ How have a history of intervention and efforts to expand trade marked U.S. relations with Latin American countries?
- ★ What has been the focus of U.S. policy toward Africa in recent history?

As you have read, nations are interdependent in many ways. As a result, the international relationships of the United States—as one of the world’s most powerful countries—are particularly important. As noted in Chapter 10, during the Cold War many U.S. relationships were based on the policy of containment—stopping the spread of communism. With the end of the Cold War, U.S. relations with the rest of the world have undergone significant change.

U.S.-Japanese Relations

The relationship between the United States and Japan has changed a great deal since the end of World War II. After the war, the United States played an important role in the restructuring of Japan’s government and economy. Throughout the Cold War, Japan concentrated on economic growth while its defense needs were managed by the United States. When the U.S.-Japan Mutual Security Treaty was signed after World War II, U.S. leaders insisted upon this policy because they

wanted Japan to become a strong capitalist and democratic ally rather than to revert to its hostile military practices of the first half of the twentieth century. In addition, the United States wanted to establish a political presence in Asia. Since the end of the Cold War, there has been increased and unresolved debate in both countries over whether this defense policy should continue.

Debate in the United States Supporters of the current relationship note that Japan has a long warrior tradition and was an aggressive military power during the 50 years prior to the end of World War II. They warn that a deterioration of the close U.S.-Japanese relationship could produce a re-armed, militaristic Japan.

Other people argue that Japan has shown for more than 50 years that it no longer supports the warrior tradition. In addition, some say that Japan should pay more for its own military defense now that it is a great economic power. This view that Japan should no longer get a “free ride” from the United States is largely a result of frustration at the growing and longtime U.S. trade deficit with Japan. The first such trade deficit occurred in 1965 but created little tension because few Japanese imports at that time competed with major U.S. industries. The trade deficit has continued to widen since then, and since the late



WORLD AFFAIRS In 1996 President Clinton, shown here with Japanese prime minister Ryutaro Hashimoto, made a state visit to Japan to discuss trade relations. In what year did the United States have its first trade deficit with Japan?

1970s friction has increased as the quality of Japanese products has improved and U.S. consumption of Japanese goods has grown.

Debate in Japan While many Japanese also wish to maintain their current relationship with the United States, an increasing number believe that Japan cannot remain economically powerful and politically weak. They argue that Japan is a significant economic world power and for this reason must play a more active role in world affairs.

In the early 1990s, Japan moved cautiously—sometimes at the prodding of U.S. leaders—toward a more significant role in world military and political matters. In response to U.S. pressure, for example, Japan contributed \$13 billion toward the 1991 Persian Gulf War against Iraq, the largest contribution of any non-Middle Eastern country. Then in 1992–93, Japan sent a limited number of peace-keeping soldiers to supervise elections in Cambodia. Japanese leaders also have formally requested a permanent seat on the UN Security Council. Boutros Boutros-Ghali, UN secretary-general from 1992 to 1996, proposed Japan's membership to the council.

U.S.-European Relations

U.S. relations with European countries also are undergoing change. Some people argue that U.S. relations with Western Europe have significantly decreased in importance since the passing of the Cold War. During the Cold War, Western Europe was vital to U.S. military interests, for it helped balance the Soviet satellite nations. Western Europe remains an important focus of U.S. foreign policy, however, because of close cultural and economic ties.

With the exception of occasional difficulties, trade friction with the European Union has not been as severe as with Japan, mainly because the United States and Europe have had relatively balanced trade. Recently, U.S. leaders have concentrated on building new relationships with the former communist countries of Eastern Europe and in the countries of the former Soviet

Union to resolve conflict in the region. As noted in Chapter 10, this has meant enlarging the membership of the North Atlantic Treaty Organization (NATO). In 1997 three new members were proposed—the Czech Republic, Hungary, and Poland.

Promoting Stability In the early 1990s U.S. relations with Eastern Europe focused on helping the region make a stable transition from communism. Some U.S. leaders worried that dramatic changes in Eastern European governments would lead to chaos, particularly in Russia and the other former Soviet republics.

In addition, many people worried about the fate of the former Soviet Union's stockpile of nuclear weapons, which was under the control of various former Soviet republics. Many were afraid that the weapons would not be handled safely or would fall into the hands of terrorists. U.S. foreign-policy advisers strongly recommended that these weapons be removed from some of these newly independent countries—for example, Ukraine and Belarus. These countries have since disposed of the weapons or have transferred them to Russia, where they were dismantled.

Foreign-policy experts also supported sending economic aid to Russia to ease its transition to a market economy. They hoped that economic aid would help stabilize Russia and promote democracy there. Critics of this policy worry about aiding a nation that could potentially move away from



WORLD AFFAIRS Capitalist reforms in Eastern Europe have enabled the development of privately owned businesses, such as this snack shop in Poland. Why do some people believe that U.S. relations with Western Europe are no longer as important as they once were?



WORLD AFFAIRS Group of Seven members and Russian president Boris Yeltsin pose for a picture at their 1997 summit in Denver, Colorado. In what year did Canada join the group?

democracy and back toward authoritarianism. Russia has, however, held democratic elections for president and for its national legislature. In 1996 Boris Yeltsin—a strong supporter of democratic and capitalist reforms—was re-elected as the Russian president. Communists and other authoritarians, however, have made strong gains in parliamentary elections. The future of Russia's move to democracy is not yet clear.

Dealing with Conflict Foreign-policy experts are debating how the United States should deal with fighting in some nations in southeastern Europe, where tensions among ethnic groups have erupted in brutal domestic conflicts. Some who believe there are no vital U.S. interests at stake in these conflicts support a minimal U.S. role. Others believe the United States has an interest in maintaining stability and preventing human rights violations anywhere in the world.

One of the greatest challenges for U.S. policy in this region has been how to handle conflicts in the former republics of Yugoslavia. As you read earlier, the United States sent troops to Bosnia and Herzegovina as part of a multinational peace-keeping force. It is not yet clear if efforts to stabilize the region will be successful.

C A S E S T U D Y

The Group of Seven

WORLD AFFAIRS Throughout the Cold War the United States, Japan, and the major Western European countries formed close relationships. To

further strengthen these relationships and to address mutual concerns, the leaders of the United States, Japan, Great Britain, Germany, France, and Italy began holding annual meetings in 1975. Canada joined the group in 1976. These industrial democracies are sometimes collectively called the Group of Seven, or G7.

The annual G7 summits are held in a different member country each year. The leaders discuss important economic and political issues that affect their countries and the international community. In 1996, for example, G7 leaders meeting in Lyons, France, adopted a number of measures designed to combat international terrorism. G7 leaders also have addressed ways to promote trade and economic cooperation among their countries.

In 1991 the leader of the Soviet Union first joined G7 leaders at a postsummit meeting. Russia's president is regularly invited to participate with the other seven leaders in what is called the Summit of the 8 after each G7 summit. These meetings often focus on issues related to development in and cooperation among the countries of both Eastern Europe and the former Soviet Union.

U.S.-Chinese Relations

Relations between the United States and China are increasingly important as China's political influence

and economic development are on the rise. Since President Richard Nixon visited China in 1972, relations between the two countries have improved. During the 1970s and 1980s the relationship often was intertwined with Cold War politics. Though for different reasons, each country viewed the Soviet Union as a threat to its security. In recent years, however, the relationship between the United States and China began to revolve primarily around two major issues: trade and human rights.

Trade Trade between the United States and China has been growing since Chinese communist leaders embarked on a program of economic change at the beginning of the 1980s. These changes included allowing foreign investment, adopting free-market reforms, and even setting up a stock market. Since then, U.S. businesses have been eager to enter the huge Chinese market. By the early 1990s, China was the United States's sixth-largest trading partner. As with Japan, however, a growing U.S. trade deficit with China has created some tensions between the two countries.

Human Rights The Chinese government's treatment of its citizens also has led to tensions with the United States. While undertaking significant economic reforms, Chinese leaders have refused to allow substantial political change, such as

permitting dissent, or criticism of government policies. The government has held thousands of political prisoners who, according to the reports of international organizations as well as the U.S. State Department, are often tortured. The Chinese government has been criticized for the high number of crimes punishable by death and for its use of executed prisoners as a primary source of organ transplants.

In 1989 Chinese leaders ordered troops to crush massive, weeks-long demonstrations by students and other Chinese citizens who were calling for democratic reforms and an end to government corruption. The resulting massacre at Tiananmen Square in the capital, Beijing, left hundreds—possibly thousands—dead and thousands injured. Thousands of Chinese around the country were arrested and imprisoned.

U.S. Debate As a result of the Tiananmen Square Massacre, the U.S. government placed some sanctions on China and canceled most weapons sales to the nation. However, China's relations with the United States—and the rest of the world—are now greatly influenced by economic considerations. The U.S. government has never revoked China's most-favored-nation trading status in spite of the nation's human rights violations.

China's dual policy of economic reform and political authoritarianism has led to great debate among U.S. leaders over U.S.-China relations. Some have demanded trade restrictions to protest the Chinese government's violations of human rights. Others—focusing on the gains from tapping the huge Chinese market—have opposed such measures, also pointing out that isolating the country will only lead to a deterioration of the political situation, while closer ties with the West will strengthen the movement toward democracy in China. Overall, U.S.-Chinese relations are frequently rocky. U.S. officials have pressed China to improve its human rights record, and Chinese leaders have resented such interference with their internal affairs. In addition, efforts to solve trade and economic disputes such as the Chinese piracy of U.S. software and CDs have been difficult, though some agreements have been reached.



WORLD AFFAIRS Millions of Chinese political protesters march in front of Mao Zedong's tomb in 1989. Chinese troops later crushed the demonstrations in Tiananmen Square. What effect did such actions have on U.S. foreign policy toward China?



WORLD AFFAIRS Ships load and unload goods at the Bay of Valparaíso, Chile. Latin American countries have recently opened their markets and expanded trade with the United States. Historically, why did the U.S. government intervene in Latin American countries?

U.S.-Latin American Relations

U.S. relations with Latin American countries have been dominated by the principle of realism. As noted in Chapter 10, realist doctrine stresses placing U.S. interests above all other considerations when dealing with foreign countries. This has often led relations between the United States and Latin American countries to be marked by two things: U.S. intervention in Latin American affairs and efforts to expand trade.

An Interventionist Past Historically, the United States has intervened in Latin American countries when U.S. leaders decided that doing so was necessary to protect U.S. interests. For example, the U.S. government has sent troops to Cuba, Nicaragua, Haiti, Mexico, and the Dominican Republic to protect U.S. citizens and investments during various crises.

Such intervention created considerable resentment among Latin Americans. At times this resentment was reflected in revolutionary movements against U.S.-supported governments in the region. In addition, some Latin American governments pursued economic policies designed to limit U.S. influence.

Expanding Trade Since the late 1980s, Latin American countries have increasingly opened their

markets and expanded trade with the United States. For the first time ever, more or less democratic governments are in power today in every Latin American country besides Cuba. These changes have come as Latin American leaders try to duplicate the success of East Asian governments in developing their economies. As you read earlier, several Latin American countries also have moved to improve their economies by forming a regional trading bloc.

Mexico is a dramatic example of changing attitudes. In the past the Mexican government feared U.S. domination, so it restricted the ability of foreigners to own Mexican companies, kept natural resource industries such as oil under government control, and shielded industry by keeping imports low. In the 1990s, however, Mexico reduced trade barriers under NAFTA and opened industry to foreign investment. After some initial economic difficulties, Mexico's economy improved and trade among the NAFTA countries boomed. U.S. leaders now are debating whether to open NAFTA to include other Latin American countries.

U.S.-African Relations

Compared to its activity in other parts of the world, the United States has been relatively uninvolved in African affairs, particularly in recent years. Some U.S. officials, however, believe the United States



WORLD AFFAIRS U.S. protesters urge the American government to pressure South Africa into abandoning apartheid. In 1994 South Africa held its first all-race elections. Since the early 1990s what has been the focus of U.S. policy toward Africa?

should increase its efforts to help African nations overcome longtime poverty, political oppression, and other difficulties. This position has generally received strong support among African Americans. For example, in the 1980s African American and civil rights leaders were instrumental in pushing the U.S. government to impose sanctions on South Africa for its racist policy of apartheid.

In 1991 South Africa ended apartheid. Since then, U.S. policy toward Africa has largely focused on humanitarian aid. As you read in Chapter 10, U.S. troops were sent to Somalia in 1992–93 to help feed starving people caught in a chaotic civil war. In 1994 the United States offered assistance in Rwanda, although on a much smaller scale than in Somalia. In addition to humanitarian goals, the U.S. State Department's policy goals concerning Africa include

- ★ supporting democratic institutions,
- ★ promoting sustainable economic growth,
- ★ and gaining greater African participation in dealing with issues such as AIDS and drug trafficking.

The United States has begun to reconsider its longtime support of old Cold War allies in Africa. In 1997, for example, the United States did not support longtime dictator and former ally President Mobutu Sese Seko when rebels ended his rule in Zaire and created the Democratic Republic of Congo.

SECTION 4

REVIEW

1. Describe the arguments of those who wish to change the relationship between the United States and Japan. Why do some people oppose such change?
2. What two things have U.S. leaders focused on in building relationships in Eastern Europe since the end of the Cold War?
3. How has China's record on human rights complicated U.S.-Chinese relations?
4. How have many Latin American countries changed their economic and trade policies in recent years?
5. What role does humanitarian aid play in U.S.-African relations?

6. Thinking and Writing Critically

With the ending of the Cold War and the decline in Russian military power, the United States is now the world's only military superpower. What responsibilities does such a position place on the United States? For example, should the world's only military superpower take part in peacekeeping efforts around the world? Why or why not?

7. **Applying WORLD AFFAIRS** Do you believe that U.S. relations with China and other countries should focus more on trade than on human rights? Write a short newspaper editorial on your position. You might want to examine newspapers and magazines to read published opinions on the issue.

SECTION 1 The struggle for collective security is one example of the interdependence of the world's countries. In today's interdependent world, security is a collective concern because even the regions and countries that are not directly involved in conflicts can be affected.

Nations around the world are constantly challenged to contain conflicts arising from ethnic, religious, and ideological rivalries. Other threats to regional security include the violent change of a nation's government.

An increase in the production and distribution of weapons of mass destruction also imperils collective security. These include nuclear weapons, chemical and biological weapons, and conventional arms.

Through the United Nations, all countries can work together to promote collective security. The UN serves as a forum for settling disputes, protecting human rights, and promoting respect for international law.

SECTION 2 International interdependence also can be seen in economic relationships. Two important factors affect these relationships: the economic development of the world's countries and international trade.

Developed nations share high levels of personal income, relatively low unemployment, wide access to health care, good educational systems, and healthy manufacturing and industrial sectors. These nations strongly influence the economies of other countries around the world, particularly developing nations—the world's poorer countries. Some developing nations have begun to close the economic gap that separates them from developed nations.

International trade fuels the economic interdependence of nations. As trade has become increasingly important for the United States, the country has developed a deepening trade deficit. The trade deficit may contribute to higher unemployment and a lower standard of living over time.

SECTION 3 Global interdependence also is evident in many environmental challenges, such as air and water pollution. International efforts to meet those challenges include the 1992 Earth Summit. Another challenge involves reducing strains on the world's renewable and nonrenewable resources—strains resulting in large part from population growth and uncontrolled economic development.

SECTION 4 U.S. relations with other countries have been changing since the end of the Cold War. Debate over U.S.-Japanese relations revolves around Japan's increasing economic influence in the world and who should bear the burden of Japan's military defense. U.S.-European relations are increasingly focused on promoting stability in the former communist countries of Eastern Europe.

U.S. relations with China have been strained by tensions over trade and human rights issues. On the other hand, after years of resentment over U.S. influence, many Latin American countries—particularly Mexico—have sought closer trade with and economic ties to the United States. Recent U.S. relations with Africa have focused primarily on humanitarian aid, although U.S. policy also supports encouraging economic growth and fostering democratic governments.



Government Notebook

Review in your Government Notebook how you answered the question at the beginning of the chapter about why it is important to understand how events elsewhere in the world affect the United States. Now that you have finished studying this chapter, would you change your answer? Respond in your Notebook.

REVIEW

REVIEWING CONCEPTS

1. How might long-term trade deficits harm the U.S. economy?
2. How do pollution and the scarcity of natural resources challenge the world's countries?
3. How have nations around the world worked together to ease conflict?
4. In what ways does international trade help a country's economy?
5. What has been the focus of U.S. relations with European and with African countries since the end of the Cold War?
6. What is the World Trade Organization? How does it promote international trade?

THINKING AND WRITING CRITICALLY



1. **WORLD AFFAIRS** In what ways do you think that promoting international trade also promotes worldwide collective security?
2. **POLITICAL PROCESSES** Recall that the five permanent members of the UN Security Council have veto power. In some ways, that might be like giving California, Texas, and New York veto power over the actions of Congress. Why do you suppose these five countries have veto power?
3. **WORLD AFFAIRS** What responsibilities do the world's developed countries have to poorer countries? Does the development of the economies of poor countries benefit wealthier countries? If so, how?
4. **PUBLIC GOOD** Some people argue that the U.S. government can best promote the public good by concentrating on solving problems in this

country before helping other countries through humanitarian aid and other assistance. Do you agree with this argument? Why or why not?

CITIZENSHIP IN YOUR COMMUNITY



Some U.S. cities have adopted foreign communities as sister cities. Civic leaders, businesspeople, and students in both cities often share ideas about ways of life in their home countries and how to promote international friendship. Working with a group, research possible sister cities for your town or community. You might want to choose a city or town in Canada or Mexico, for example. After you have finished your research, prepare a report for your city's civic leaders, suggesting ways to promote ties between your community and your sister city and the benefits of doing so. You might want to write a letter to high school students in your chosen sister city to solicit ideas about how to build a relationship between your two communities.

COOPERATIVE PORTFOLIO PROJECT



Imagine that your group has been chosen to develop a plan for a United Student World Assembly (USWA). Among the assembly's goals are promoting cooperation and understanding among students around the world. Organizers, however, are open to including other goals. Your group must prepare a draft charter of the USWA. The charter should include a brief preamble explaining the goals of the USWA, the structure of the organization, the location(s) for assembly meetings, and the rules for making decisions. Prepare your draft charter for presentation to other members of your class.

PRACTICING SKILLS: READING MAPS



Using the map and information below, create a special-purpose map that illustrates population growth and population density. Organize your map in whatever way you think is most understandable and effective. Consider the use of color, relative size of countries, and symbols. Include a key to explain the information.



Population of Central America

Country	Population	Annual Rate of Growth	Pop. Per sq. mile
Belize	219,296	2.4	25
El Salvador	5,828,987	1.8	729
Guatemala	11,277,614	2.5	269
Costa Rica	3,463,083	2.1	177
Honduras	5,605,193	2.7	130
Nicaragua	4,272,352	2.8	92
Panama	2,655,094	1.7	90

THE INTERNET: LEARNING ONLINE



Conduct an Internet search for information about specialized UN agencies and other international organizations. You might try using such search words as *United Nations* and *international organizations*. Choose one and prepare a

short report about its purpose, structure, and activities. Add your report to others in the class to create an International Organizations Reference folder that could be placed in your classroom or library.

ANALYZING PRIMARY SOURCES



THE UN SECRETARY-GENERAL'S ANNUAL REPORT

Kofi Annan of Ghana, the secretary-general of the United Nations, is responsible for generating an annual report on the work of the UN. The excerpt below, from the 1997 report, discusses the organization's desire to peacefully resolve conflict between countries. Read the excerpt and answer the questions that follow.

“The prevention of conflict both within and between States requires, first of all, ongoing attention to possible sources of tension and prompt action to ensure that tension does not evolve into conflict. During the past year, the Secretariat, in cooperation with other branches of the United Nations system, has worked to strengthen its global watch, which is designed to detect threats to international peace and security, enabling the Security Council to carry out or to foster preventive action.

Cooperation with regional organizations offers great potential. Close contacts with the Organization of African Unity (OAU) are a case in point. The two secretariats engage in almost daily consultations. . . . There is also increased cooperation between the United Nations and sub-regional organizations such as the Economic Community of West African States and the Southern African Development Community.”

1. According to Annan, what does prevention of conflict within and between states require?
2. What are some regional organizations that cooperate with the United Nations?

YOUR ASSIGNMENT

United Nations Ambassador for a Day

Imagine that you and other members of your group are ambassadors representing the five permanent member countries of the United Nations Security Council. Decide which country each group member will represent: the United States, Russia, China, France, or Great Britain. Then work together to prevent a potential conflict between the two large neighboring countries of Zelsa and Karnosh.

Growing tensions between the two countries are threatening to erupt into warfare, which could have terrible consequences for them both. War also could impose hardships on neighboring countries as well as other nations around the world.

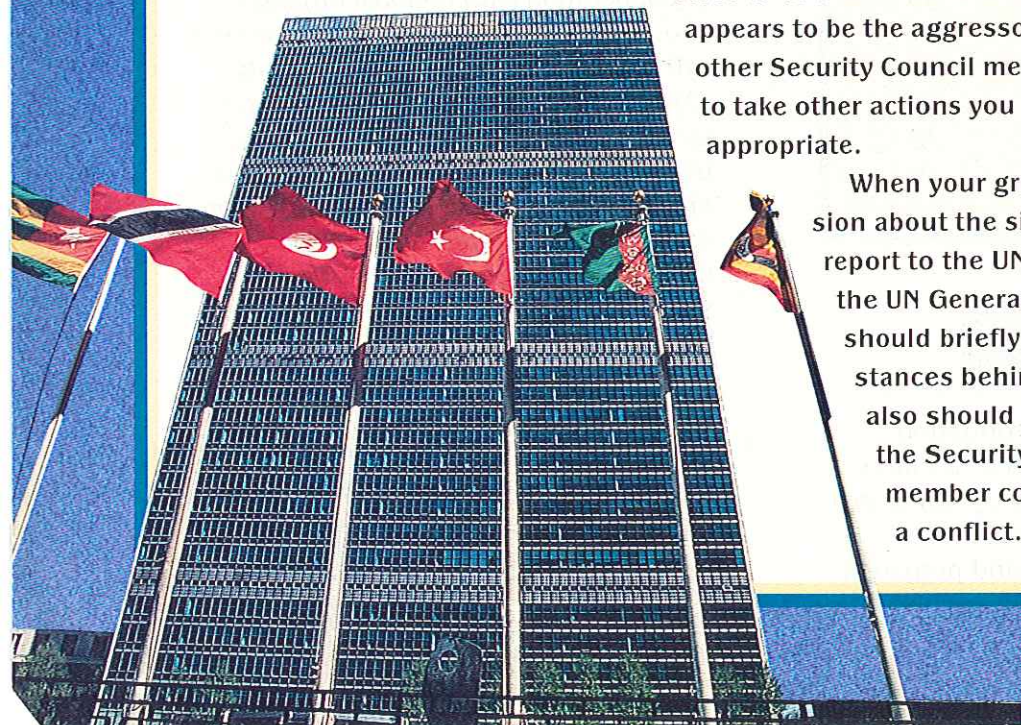
As a permanent member of the Security Council, you will review documents and other information that council staff members have gathered about the potential conflict. You will find that information on the following pages. After reviewing it, answer the accompanying questions in your Government Notebook. Finally, work with other permanent Security Council members to develop a policy for resolving the situation.

In this case, assume that other, nonpermanent members of the Security Council have agreed to follow the lead of the permanent council members. Remember that any one of the five permanent members may veto any proposed action. Because of this, your proposal must be approved by all five members of your group.

As you know, the Security Council has a variety of options if you decide to take action. The council could, for example, order UN member countries to halt trade with Zelsa, Karnosh, or both. The Security Council also could authorize UN member countries to use

force to defend Zelsa or Karnosh if its neighbor appears to be the aggressor in a conflict. You and other Security Council members also could decide to take other actions you believe might be more appropriate.

When your group has reached a decision about the situation, prepare a formal report to the UN secretary-general and the UN General Assembly. The report should briefly explain the circumstances behind the looming conflict. It also should outline the specific steps the Security Council has authorized member countries to take to prevent a conflict.





UNITED NATIONS SECURITY COUNCIL

STAFF REPORT: History of Tensions Between Zelsa and Karnosh

The countries of Zelsa and Karnosh share a common border. Although they historically have been rivals, in the last few decades the two countries have been particularly hostile to each other. In part this is because they have two very different political and economic systems: Zelsa has an authoritarian, communist government, while Karnosh has a democratic government and a capitalist economy.

In addition, the Zelsan government has demanded that Karnosh sacrifice control of the island of Casbah. The island, which lies off the coast of Karnosh near the border with Zelsa, belonged to Zelsa before it was seized by Karnosh following a war between the two nations 90 years ago. Before it lost control of Casbah, Zelsa had ruled the island for almost two centuries. The island still has a large Zelsan minority. Rich oil deposits also are believed to exist in the waters surrounding Casbah.

Over the years, each side has from time to time accused the other of hostile actions toward the other. Zelsan and Karnoshian troops have clashed in minor skirmishes along the border five times over the past quarter of a century. Two of those skirmishes have occurred in the last two years.

The following facts pertaining to each country further clarify the situation:

Karnosh

- Population: 23.2 million
- Political system: democratic
- Economy: capitalist, free-market
- Per capita GDP (in U.S. dollars): \$19,200
- Military size: 300,000 (2.2 million reservists)

Zelsa

- Population: 17.9 million
- Political system: communist
- Economy: command economy
- Per capita GDP (in U.S. dollars): \$8,800
- Military size: 900,000 (1.9 million reservists)

(1)

◀ WHAT DO YOU THINK?

- ★ What are the historic causes of tensions between Zelsa and Karnosh? What do you think is the chance that those tensions will erupt into war between the two countries?
- ★ How could war between Zelsa and Karnosh affect China, the United States, France, and Great Britain? How does Zelsa's friendship with China and Karnosh's friendship with the other three countries complicate the question of UN intervention?

UNITED NATIONS SECURITY COUNCIL

Zelsan officials claim that the Karnoshian government discriminates against the Zelsan minority on Casbah. In addition, Zelsan officials argue that rich oil deposits in the waters surrounding Casbah should belong to their country instead of to Karnosh.

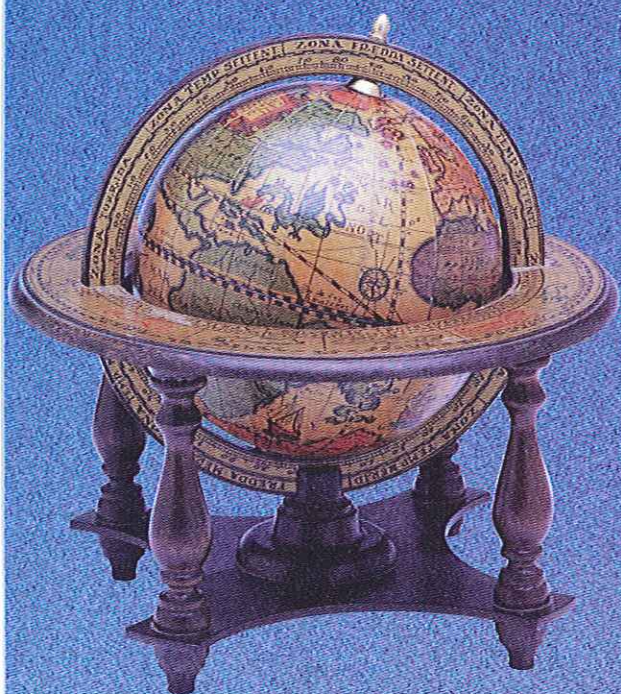
The Zelsan government, therefore, has intensified its demands that Karnosh hand over the island. Those demands have been matched by increased military activity along the Zelsan-Karnoshian border. Two months ago a border skirmish between the countries' troops caused nearly 50 casualties on each side.

War between the two countries could have serious consequences for other countries. China, for example, has long been an ally of Zelsa and is one of that country's largest trading partners. On the other hand, the United States, France, and the United Kingdom have friendly trade and military relations with Karnosh. War between Karnosh and Zelsa, therefore, could pose economic problems for four members of the UN Security Council, as well as for other countries. In addition, a Zelsan-Karnoshian war could increase tensions between China and the three UN Security Council member countries allied with Karnosh.

The United Nations has a number of options:

1. insisting that Zelsa and Karnosh meet with an impartial body to decide how to protect the rights of Zelsans on Casbah and how to divide the revenue from any oil deposits,
2. sending peacekeeping troops to patrol the Zelsan-Karnoshian border,
3. threatening to cut off trade with Zelsa if its troops either invade Karnosh or try to take Casbah by force, or
4. sending UN forces to fight alongside Karnosh if it is invaded, similar to what happened in South Korea in 1950.

(2)



PUBLIC POLICY LAB

U.S. and World News

Casbah Residents Brace for Conflict

By Evelyn Washington
Worldwide News Service

CASBAH, Karnosh—People on this Karnoshian island are anxiously waiting as Zelsan troops mass across the border from Karnosh. War, Casbah residents say, would devastate the island and its economy.

"We've spent decades creating a good standard of living for our people, and now war threatens it all," said Lilal Heptat, mayor of Casbah City.

Many members of the Zelsan ethnic minority on Casbah, however, believe that the high standard of living for the majority of the island's residents has been purchased at their expense. In fact, ethnic Zelsans charge that they face discrimination by the Karnoshian majority, particularly in housing and employment.

"If it takes war to change the situation, then we should welcome it," said Metie Sax, a Zelsan community leader. Sax provides various examples of discrimination, such as Zelsans who have been refused jobs or been beaten by Karnoshian gangs.

Not all ethnic Zelsans agree, however. Some, who spoke on the condition that they not be identified, said that discrimination is not a big problem on the island. In fact, said some Zelsan sources, the beatings that Sax mentions are the work of criminal gangs who prey on Karnoshian victims as well as Zelsans.

Some Karnoshian officials say that the government in nearby Zelsa has encouraged ethnic Zelsans on Casbah to exaggerate their claims of discrimination.

"It's all a ploy to force Karnosh to turn over Casbah to the Zelsans," Mayor Heptat said. "Zelsa desperately wants control of the rich oil deposits in the waters that surround our island."

Meanwhile, demonstrations against the Karnoshian rule of Casbah are continuing in the Zelsan capital. An estimated 300,000 people marched through the streets of the capital yesterday, calling on the Zelsan military to seize the island. Zelsan media, all under government control, also have demanded that Casbah be returned to Zelsa. Casbah became a Karnoshian territory following a war between the two countries 90 years ago. Karnoshian officials have announced that military reservists may be called to active duty next week.

◀ WHAT DO YOU THINK?

- ★ Do you think that Zelsan media coverage might provide important clues about the intentions of the Zelsan government? Why or why not?
- ★ Because Karnosh took control of Casbah after a war nearly a century ago, do you think Zelsa has a right to demand the return of the island now? Why or why not?



United Nations Secretary-General
New York, New York

Dear Madame Secretary-General:

As you are aware, troops from Zelsa and Karnosh have been massing along their common border. It appears that war may soon break out between the two countries. In fact, Zelsan officials have been threatening to send their troops to invade Karnosh and seize the island of Casbah.

War would be disastrous, not just for those two countries but also for my own country, Bellany. My people fear that if fighting breaks out, millions of Karnoshian and Zelsan refugees would flee to Bellany. Our country simply does not have the resources to feed and protect so many refugees. In addition, we fear that tensions between the citizens of Bellany and the refugees could erupt into violence.

Therefore, the government of Bellany urges the United Nations to act to prevent a war. Without strong UN action, we believe that war between Karnosh and Zelsa is certain.

Sincerely,

Layson Meibus
Prime Minister
Republic of Bellany

WHAT DO YOU THINK? ▶

- ★ What do Bellany officials fear would happen if war were to break out between Karnosh and Zelsa?

UNITED STATES JOINT CHIEFS OF STAFF

POSSIBILITIES FOR INTERVENTION IN THE KARNOSHIAN-ZELSAN CONFLICT
Below are estimates of the resources needed should the UN Security Council decide to send troops as peacekeepers or to support Karnosh against a Zelsan invasion.

PEACEKEEPING

The United Nations has spent billions of dollars on a variety of peacekeeping missions. It spent \$2.8 billion in 1995 on such missions and spent \$1.4 billion in 1996. The drop in spending between these two years largely reflects the end of UN peacekeeping operations in Bosnia. In 1996, UN troops were replaced by about 60,000 troops from the North Atlantic Treaty Organization, sent to help maintain peace after years of civil war.

Based on past UN and NATO experiences, a peacekeeping mission along the Karnosh-Zelsa border could be expensive, both financially and in terms of personnel. In fact, UN member countries should be prepared to provide about 50,000 peacekeeping troops. Supporting this force likely would cost about \$3–4 billion annually.

Supporting Karnosh

If the Security Council sends troops to Karnosh to stop a Zelsan invasion, costs will increase dramatically. Financial costs are difficult to estimate, but the number of troops needed for such a mission would likely exceed 100,000.

Sources of Support

The United States likely would play an important role in UN peacekeeping efforts in Karnosh. While the United States provided only about 3 percent of UN peacekeeping troops in 1996, it paid a full quarter of UN peacekeeping costs that year. As of mid-1997 the United States also kept a force of 37,000 on the Korean Peninsula, where UN forces went in 1950 to defend South Korea from a North Korean invasion.

The United States also has been an important part of non-UN peacekeeping efforts, such as those in Bosnia. U.S. forces made up nearly a third of the 60,000 NATO peacekeeping troops in Bosnia in 1996.

Nevertheless, since 1945 some 110 countries have contributed personnel to peacekeeping missions around the world. In addition, about three quarters of UN peacekeeping costs are paid by countries other than the United States. It is likely, then, that many UN members would be called on to support a peacekeeping mission in Karnosh or to help defend that country from a Zelsan invasion.

WHAT DO YOU THINK?

- ★ According to the U.S. Joint Chiefs of Staff, how much might a peacekeeping mission to Karnosh cost the United Nations?
- ★ Why do you suppose that the United States has been an important source of financial and military support for peacekeeping missions and for the defense of countries such as South Korea?
- ★ Do you believe the United States should work with other UN members to prevent a war between Karnosh and Zelsa, or to defend Karnosh if needed? Why or why not?

THINGS TO DO

1. Review with other members of your group the given information and your answers to the accompanying questions.
2. Work with members of your group—the other permanent UN Security Council members—to decide UN policy on the Karnosh-Zelsa issue. Remember that because any one permanent member can veto a proposal, agreement on a policy must be unanimous.
3. Prepare the new UN policy in the form of a report. The report should provide details of the policy and the reasons why the Security Council has adopted it. The report should be typed or neatly handwritten.
4. Share your group's report with other members of the class and compare the proposed solutions. Be prepared to explain and defend the policy your group has approved.