

**NOMINATIONS OF THE 110TH
CONGRESS—FIRST SESSION**

HEARINGS

BEFORE THE

**COMMITTEE ON FOREIGN RELATIONS
UNITED STATES SENATE**

ONE HUNDRED TENTH CONGRESS

FIRST SESSION

—
JANUARY 30 THROUGH DECEMBER 19, 2007
—

Printed for the use of the Committee on Foreign Relations



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COMMITTEE ON FOREIGN RELATIONS
110TH CONGRESS—FIRST SESSION

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*Note: Reassigned to Committee on Finance January 24, 2008.

COMMITTEE ON FOREIGN RELATIONS
110TH CONGRESS—SECOND SESSION

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*Note: Appointed February 12, 2008.

NOMINATIONS

WEDNESDAY, APRIL 18, 2007

U.S. SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington, DC.

Carter, Phillip, III, to be Ambassador to the Republic of Guinea
Garvey, Janet E., to be Ambassador to the Republic of Cameroon
Marquardt, R. Niels, to be Ambassador to the Republic of Madagascar and the Union of Comoros

The committee met, pursuant to notice, at 9:30 a.m., in room SD-419, Dirksen Senate Office Building, Hon. Russell D. Feingold presiding.

Present: Senator Feingold.

OPENING STATEMENT OF HON. RUSSELL D. FEINGOLD, U.S. SENATOR FROM WISCONSIN

Senator FEINGOLD. Thank you all for being here. This will be interrupted in a few minutes for a couple of votes and I'll go as quickly as I can, come back and we'll continue the hearing.

In any event, I'd like to begin by thanking our three nominees for being here today and more importantly, for you many years of service and for your willingness to work in some of the more demanding positions in U.S. Government. The countries to which you have been appointed, Guinea, Cameroon, Madagascar, and Comoros, face distinct, but equally difficult challenges.

There are also many opportunities, that—if confirmed—I hope you'll be able to seize upon and develop. If you are confirmed, I look forward to working closely with you and hope you look to the Senate as a resource and to this committee as a source of support and guidance during your tenure at your respective posts. I'd also like to offer a warm welcome to you families and friends who have stood by you and whose ongoing support will be necessary as you set off to these new positions.

As an Ambassador to the United States, you will undoubtedly have to juggle conflicting priorities. Security will be a top concern, and growing awareness of Africa's strategic significance means facilitating national and regional counterterrorism will be an important element of your job. It is essential, however, that these security concerns are not used to justify or exacerbate restrictions on civil liberties or violations of human rights. The principals of democracy and rule of law are not always entrenched in many African countries, including those you have been assigned to. So, you

will need to be consistent and persistent advocates of good governments and human rights.

As you are all aware, diplomacy is an essential component of our efforts to define and defend America's interests and ideals abroad, particularly in countries where the United States does not have a long history of engagement or much institutional knowledge. Building solid relationships, not just with government officials, but also with business, religious, civil society, and other community leaders is critical to forming and implementing an effective U.S. policy. If confirmed, I trust that each of you will take that responsibility very seriously. I'm looking forward to hearing your testimonies and engaging each of you in a brief discussion about your qualifications and expectations going into these important positions.

So, I think we will start the testimony. If Senator Sununu comes, he will make his opening remarks. He may be choosing to vote first and then come here. But, let's begin with Mr. Marquardt, to be Ambassador to the Republic of Madagascar and Union of Comoros. Mr. Marquardt.

**STATEMENT OF HON. R. NIELS MARQUARDT, NOMINEE TO BE
AMBASSADOR TO THE REPUBLIC OF MADAGASCAR AND THE
UNION OF THE COMOROS**

Mr. MARQUARDT. Thank you, Mr. Chairman. Before I begin, I'd just like to introduce my daughters, Kaia and Kelsey, who have come up from the University of Tampa to join me today. Some dear friends, Ambassador Ruth A. Davis directly behind me, Ambassador Linda E. Watt, John and Jean Lang, and the Ambassador of Cameroon, who's become my friend over the last several years.

Senator FEINGOLD. Thank you. Welcome all.

Mr. MARQUARDT. Mr. Chairman, I am deeply honored to appear before you today as President Bush's nominee to be the United States Ambassador to the Republic of Madagascar and the Union of the Comoros. I am grateful for the confidence and trust that the President and Secretary Rice have placed in me.

Mr. Chairman, if confirmed by the Senate, my highest priority will be the protection of Americans and American business interests, including mission personnel, living and traveling in Madagascar and the Comoros. We will open a new Embassy compound in 2010. Until then, I will work to make our existing Embassy as safe as possible.

Under President Ravalomanana's leadership, Madagascar, while starting from a low baseline, stands out among African countries in making simultaneous progress in consolidating democracy, developing as a free market economy, combating corruption and trafficking in persons, fighting HIV/AIDS before it takes hold, and protecting its unique environment. In recognition of these accomplishments, Madagascar was the first country to sign a compact with the Millennium Challenge Corporation, MCC, exactly 2 years ago today, and was selected in 2006 as a target country for the President's Malaria Initiative. Madagascar also has benefited significantly from trade preferences under the African Growth and Opportunity Act, AGOA. However, all of these advances are fragile and susceptible to setbacks in a country of heartbreaking poverty and shallow-rooted democratic traditions.

Mr. Chairman, if confirmed, I will continue to bolster good governance in Madagascar. I will also continue our leadership in protecting the environment. I think we all know that Madagascar is a global biodiversity treasure and the United States must help to preserve it.

Madagascar is also a supporter in the war on terrorism and needs continued assistance to prevent exploitation by terrorist networks.

As a returned Peace Corps volunteer myself, I'm proud that Madagascar has one of the most successful Peace Corps programs in the world. The Malagasy people embrace the volunteers in their communities, reflecting the deep friendship between our two countries. Should I be confirmed, I will continue to support a strong Peace Corps presence in the region.

The Union of the Comoros is a small, poor island country that has recently embraced democracy. Its government and people appear determined, finally, to overcome the country's history of instability. Last May, President Sambi won a free and fair election, while campaigning on a platform of economic development and clean government. He is interested in working with the United States to improve the quality of life for his citizens. The Comoros' balance between the hope of emerging as a responsible member of the Community of Nations and the risk of slipping back into instability. If confirmed, I will seek to help the people of Comoros achieve the former outcome.

The Comoros is notorious as the birthplace of Harun Fazul, the alleged mastermind of the Embassy bombings in Kenya and Tanzania. If confirmed, I will work with the Government of Comoros to combat terrorism as a top priority and play a positive role in this fragile, but friendly, Muslim nation.

Mr. Chairman, I believe that my prior experience, over 27 years in the Foreign Service, has prepared me well to serve as Ambassador to Madagascar and the Union of the Comoros. If confirmed by the Senate, I look forward to working closely with you and with all the other members of the committee and the Senate and would hope to welcome you to my region during my tenure.

Thank you very much, Mr. Chairman.

[The prepared statement of Mr. Marquardt follows:]

PREPARED STATEMENT OF HON. R. NIELS MARQUARDT, NOMINEE TO BE AMBASSADOR TO THE REPUBLIC OF MADAGASCAR AND THE UNION OF THE COMOROS

Mr. Chairman and members of the committee, I am deeply honored to appear before you today as President Bush's nominee to be the United States Ambassador to the Republic of Madagascar and the Union of the Comoros. I am grateful for the confidence and trust that the President and Secretary Rice have placed in me.

Mr. Chairman, if confirmed by the Senate, my highest priority will be the protection of Americans and American business interests, including mission personnel living and traveling in Madagascar and the Comoros. The security of our personnel has a direct impact on our ability to represent the United States, protect other Americans in the country, and advance American interests in Madagascar and the Comoros. We expect to open a new embassy compound in early 2010. Until then, I will work with the members of the embassy's security team to make our existing embassy as safe as possible.

Under President Marc Ravalomanana's leadership, Madagascar, while starting from a low baseline, stands out among African countries in making simultaneous progress in consolidating democracy, developing as a free market economy, combating corruption and trafficking in persons, fighting HIV/AIDS before it takes hold, and protecting its unique environment. In recognition of these accomplishments,

Madagascar was the first country to sign a compact with the Millennium Challenge Corporation (MCC) in 2005 and was selected in 2006 as a target country for the President's Malaria Initiative (PMI). The Millennium Challenge Account (MCA) program is already assisting the rural poor by providing titles to their land, easier availability of credit, more diverse agricultural products and better access to markets. The PMI will be formally launched in Madagascar at the start of the next fiscal year, but energetic preparations are underway to ensure its success. Finally, Madagascar has benefited from trade preferences under the African Growth and Opportunity Act. However, all of these advances are fragile and susceptible to setbacks in a country of heartbreaking poverty and shallow-rooted democratic traditions.

Mr. Chairman, if confirmed, I will continue to bolster good governance in Madagascar as one of our top priorities, seeking funds to support anticorruption efforts, civic education, and reform of the electoral code. I will also continue our leadership in protecting the environment: Madagascar is a global biodiversity treasure and the United States must help to preserve it.

Madagascar is also a supporter of the global war on terrorism. Like many developing countries, it needs continued assistance to build the law enforcement and military capacity required to prevent exploitation by terrorist networks.

As a returned Peace Corps volunteer, I am proud that Madagascar has one of the most successful Peace Corps programs in the world with over 130 volunteers working in health, education, and the environment. The Malagasy people embrace our volunteers in their communities, reflecting the friendship between our two countries. Should I be confirmed, I will continue to support a strong Peace Corps presence in the region.

The Union of the Comoros is a small, poor, island country that has recently embraced democracy. Its government and people appear determined, finally, to overcome the country's history of instability. Former President Azali Assoumani came to power in the Comoros' 19th coup in 1999, but he later won election and last year oversaw the first democratic transfer of power in the nation's history. In May 2006, Ahmed Abdallah Sambi won a free and fair election while campaigning on a platform of economic development and clean government. He is interested in working with all countries, including the United States, to improve the quality of life for his citizens. As an impoverished developing country with a long history of instability and only recent signs of promise, the Comoros is balanced between the hope of emerging as a responsible member of the community of nations, and the risk of slipping back into instability. If confirmed, I will seek to help the people of the Comoros achieve the former outcome.

The Comoros is notorious as the birthplace of Harun Fazul, the alleged mastermind of the embassy bombings in Kenya and Tanzania. However, the people of the Comoros widely reject Fazul and his extremist ideology. If confirmed, I will continue to work with the Government of the Comoros to combat terrorism as a top priority, including maintaining our cooperation in the Rewards for Justice Program. The Comoros offers few opportunities for its young people; if confirmed I look forward to working with the Government of the Comoros to play a positive role in this fragile but friendly Muslim nation.

Mr. Chairman, I believe that my prior experience over 27 years in the Foreign Service has prepared me well to serve as Ambassador to Madagascar and the Comoros.

If confirmed by the Senate, I look forward to working closely with you and other members of the committee, and would hope to welcome you during my tenure. I welcome your questions.

Thank you.

Senator FEINGOLD. Thank you, Mr. Marquardt, very much.

And, now we will turn to Janet E. Garvey, who's been nominated to be Ambassador to the Republic of Cameroon.

**STATEMENT OF HON. JANET E. GARVEY, NOMINEE TO BE
AMBASSADOR TO THE REPUBLIC OF CAMEROON**

Ms. GARVEY. Thank you, Mr. Chairman. I am honored to appear before you as the President's nominee to be the U.S. Ambassador to the Republic of Cameroon. I am pleased to be joined here today by my friends and colleagues.

Unfortunately, my family could not join us today, but my Foreign Service career has been as important and special to them as it has been to me and they will be supporting me fully.

Mr. Chairman, the United States has important interests to protect and to advance in Cameroon. These include: Promoting democracy, respect for human rights, and the rule of law, protecting American citizens, advancing American business, promoting sustainable economic and social development, protecting the tropical environment, combating infectious diseases, especially malaria and HIV/AIDS, ensuring our energy security, and fighting terror.

If confirmed by the Senate, and following in the footsteps of my colleague and esteemed predecessor, Mr. Marquardt, I will seek to expand and improve our bilateral cooperation and dialog. Relative to much of the rest of sub-Saharan Africa, Cameroon has been stable and it has a fairly educated population, a decent infrastructure, natural resources, strong agriculture, a growing business base, many environmental treasures, and a government which wishes to have even closer ties to the United States. If confirmed by the Senate, I will work to deepen existing relationships and seek energetic new partnerships in government, business, and civil society.

Cameroon has parliamentary and local elections scheduled for July. These elections offer a new opportunity to prepare for the important Presidential elections in 2011. After these July elections, and during my entire tour in Cameroon, should I be confirmed, we will continue to encourage a democracy that is inclusive, pluralistic, transparent, and free of intimidation.

The Chad-Cameroon Oil Pipeline has been in operation for some years now and is continuing to contribute to government revenues. This, along with debt relief savings, was evident in the latest government budget, probably the most transparent ever. As public awareness about revenues and expenditures grows, so will budget planning and transparency.

If confirmed, I will encourage this process, to help Cameroon eradicate its endemic corruption. Transparency will materially improve the business and investment climate, particularly for American firms. We want to be certain that American companies investing in Cameroon can compete in an open environment under the rule of law that respects contracts and can, when necessary, seek redress through the courts.

Cameroon is rich in natural resources and biodiversity, and its ancient tropical forests are home to unique plant and animal species. If confirmed, I will continue to pursue opportunities to support local and regional environmental issues within the Congo Basin Forest Partnership and as part of USAID's regional programs.

Mr. Chairman, I have spent most of my career serving as a public diplomacy officer. I am convinced that people-to-people diplomacy is among the most important task for our embassies and is something that I would strongly continue to pursue. I look forward to learning more about Cameroonian culture and working to strengthen ties between cultural and educational institutions in the United States and Cameroon.

Finally, I look forward to ensuring that the United States Embassy in Cameroon will provide the best possible service on behalf of the American people, and I am honored and excited about the

prospect of applying my experience and knowledge to my new assignment.

Thank you.

[The prepared statement of Ms. Garvey follows:]

PREPARED STATEMENT OF JANET E. GARVEY, NOMINEE TO BE
AMBASSADOR TO THE REPUBLIC OF CAMEROON

Mr. Chairman and members of the committee, I am honored to appear before you as the President's nominee to be U.S. Ambassador to the Republic of Cameroon. I am pleased to be joined here by my friends and colleagues. My family could not join us today, but my Foreign Service career has been special to them as well as to myself, and they will be supporting me fully.

The United States has important interests to protect and to advance in Cameroon. These include: promoting democracy; respect for human rights and the rule of law; protecting American citizens; advancing American business; promoting sustainable economic and social development; protecting the tropical environment; combating infectious diseases, especially malaria and HIV/AIDS; ensuring our energy security; and fighting terror.

If confirmed, following my esteemed predecessor, I will seek to expand and improve our bilateral cooperation and dialog. Relative to much of the rest of sub-Saharan Africa, Cameroon has been stable, and it has a fairly educated population, a decent infrastructure, natural resources, strong agriculture, a growing business base, many environmental treasures, and a government which wishes to have even closer ties to the United States. If confirmed by the Senate, I will work to deepen existing relations and seek energetic new partnerships in government, business, and civil society.

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Cameroon is rich in natural resources and biodiversity, and its ancient tropical forests are home to unique plant and animal species. If confirmed, I will continue to pursue opportunities to support local and regional environmental issues within the Congo Basin Forest Partnership and as part of USAID's regional programs.

I have spent most of my career serving in public diplomacy. I am convinced that people-to-people diplomacy is among the most important tasks for our embassies. I look forward to learning more about Cameroonian culture and working to strengthen ties between cultural and educational institutions in the United States and Cameroon.

Finally, I look forward to ensuring that the United States Embassy in Cameroon will provide the best possible service on behalf of the American people, and I am excited about the prospect of applying my experience and knowledge to my new assignment.

Thank you.

Senator FEINGOLD. Thank you very much, Ms. Garvey.

And, finally we turn to Phillip Carter, III, to be the Ambassador to the Republic of Guinea.

**STATEMENT OF HON. PHILLIP CARTER, III, NOMINEE TO BE
AMBASSADOR TO THE REPUBLIC OF GUINEA**

Mr. CARTER. Thank you, Mr. Chairman, for the honor of appearing before you today. In addition to my two colleagues sitting with

me at this table, I am also here with my wife Amanda, and my two sons Justin and Andrew. Their love and support has been a source of strength for me professionally, as well as personally. I can think of no better time or occasion than now to thank them for putting up with me as I've dragged them around the world for the last 26 years.

Mr. Chairman, I would also like to take this opportunity to thank the President and Secretary Rice for the trust and confidence placed in me as the nominee for Ambassador to the Republic of Guinea. I am both humbled and honored by the prospect of this assignment and the challenges it represents.

I am aware of these challenges because in my current position, as Director of the Office of West African Affairs, I work closely with our Embassies in the subregion to promote democracy, good governance, economic growth, and socioeconomic development.

I've also had the privilege to work with the excellent team at the United States mission in Conakry to ensure a peaceful resolution to the crisis that gripped Guinea during the first part of this year. Though the general strike and civil unrest brought Guinea's economy to a halt and security forces responded with violent repression, there is cause for cautious optimism. These tumultuous events signal, in my opinion, the beginning of a democratic political transition, a journey in which the Guineans have taken their first steps.

It is the task of the United States and mine, if confirmed as Ambassador, to support their efforts. A key part of this task will be to continue to work with the regional and broader international community to maintain attention on Guinea at this critical juncture. As a result of the Guinean people's historic movement, the new government under Prime Minister Lansana Kouyate, was, for the first time, formed through consultations with that country's unions and civil society.

Looking forward, we hope to work with the new government on its stated priorities of promoting youth employment, judicial independence, macroeconomic stability, political dialogue, and good governance. I believe that engaging Guineans as friends and coequal partners in their democratic journey has been the key element to our successful diplomatic efforts in Guinea. And, if confirmed as Ambassador, I would continue that partnership.

Despite the recent political turbulence, Guinea has seen some welcome economic developments over the last few years, however. The recent investments by the United States and other international companies represent both opportunities to develop that country's long-ailing economy, as well as support U.S. business and economic interests. With rich reserves of bauxite, gold, diamonds, and timber, as well as tremendous agricultural and hydroelectric potential, even greater opportunities to further our common goals remain.

If confirmed as Ambassador to Guinea, I would continue the mission's efforts to help the new government meet the demands of the people for more representative, democratic, and transparent governance. In addition, I would reinforce our efforts to help the people of Guinea benefit from the fruits of broad-based economic growth. Finally, I would stand ready to help Guinea harness its

rich natural resource base in a sustainable way to serve the needs of current and future generations.

Thank you again, Chairman Feingold, for today's hearing. And, with your permission, I would like to submit my fuller written testimony to the record.

[The prepared statement of Mr. Carter follows:]

PREPARED STATEMENT OF PHILLIP CARTER, III, NOMINEE TO BE
AMBASSADOR TO THE REPUBLIC OF GUINEA

Mr. Chairman, members of the committee—thank you—Chairman Feingold, Ranking Member Sununu, and the members of the committee for the honor of appearing before you today. I am not alone. With me are my wife, Amanda, and my sons, Justin and Andrew. Their love and support has been a source of strength for me professionally as well as personally. I would also like to thank the President and Secretary Rice for the trust and confidence placed in me as the nominee for Ambassador to the Republic of Guinea. I am both humbled and honored by the prospect of this assignment and the challenges it represents.

Over the course of my 26-year career as a Foreign Service officer, I have had the distinct privilege and pleasure of representing the people and Government of the United States in Mexico, Canada, Malawi, Bangladesh, Madagascar, and Gabon. In my previous Washington assignments, I have had the opportunity to promote U.S. economic policies bilaterally and multilaterally, working with colleagues at Treasury, USAID, the World Bank, and the IMF on such issues as the Caribbean Basin Initiative (CBI), The Africa Growth and Opportunity Act (AGOA), and the Heavily Indebted Poor Country (HIPC) debt program. In my current position as Director of the Office of West African Affairs, I have worked closely with our embassies in the subregion in the promotion of democracy, good governance, economic growth, and socioeconomic development. I have also had the privilege to work with the excellent team in the United States mission in Conakry to ensure a peaceful resolution to the recent crisis that can move Guinea toward greater democratic governance.

Though the general strike and civil unrest brought Guinea's economy to a halt, and the security forces responded with violent repression, there is cause for cautious optimism. These tumultuous events may signal the beginning of a democratic political transition which has also created an opportunity for transformational diplomacy—that is to use "America's diplomatic power to help foreign citizens better their own lives and to build their own nations and to transform their own futures." Guineans have taken the first steps on this journey. It is the task of the United States and mine—if confirmed as Ambassador—to support their efforts. A key part of this task will be to continue to work with the regional and broader international community to maintain attention on Guinea at this critical turning point.

Until the recent political unrest, Guinea was often described as a "bulwark of stability" in a volatile subregion. Guinea opened its borders to refugees from neighboring Liberia and Sierra Leone, both of which are only now emerging from bitter civil conflicts. Guinea's achievable challenge is to regain its previous reputation for stability and to ensure long-lasting peace in the subregion.

In the 49 years since independence, Guinea's leadership has failed to mobilize the country's abundant natural resources to the benefit of its people. Guinea's history of autocratic rule under Presidents Sekou Toure and Lansana Conte has left the country without strong democratic institutions that can address the rampant corruption and mismanagement, which have decimated the economy.

For the first time since independence Guineans have organized en masse to demand political change from the nation's leadership. As a result of their historic movement, the new government under Prime Minister Lasana Kouyate was—for the first time—formed through consultations with that country's unions and civil society. Looking forward, we hope to work with the new government on the stated priorities of promoting youth employment, judicial independence, macroeconomic stability, political dialog, and good governance. I believe that engaging Guineans as friends and coequal partners in their journey toward achieving these goals has been the key element to our successful diplomatic efforts in Guinea. If confirmed as Ambassador, I will continue this partnership.

Guinea faces a tough road ahead as the economy recovers from the unrest and 2-month standstill. To halt the violence temporarily, the previous government agreed to economic concessions on rice and fuel which may further skew Guinea's terms of trade. If Guinea is to succeed in normalizing its strained relations with the international financial institutions, Guinea's international partners must engage the country's leadership in a frank, open, and honest discussion about the impact of

such policies. The recent crisis has also highlighted the fragility of Guinea's delivery systems for health, food, and physical protection. If confirmed, I will build upon the excellent efforts of my predecessor to help build the capacity of Guinea's authorities to deliver the benefits of economic and political good governance to the people.

Despite a turbulent political environment, Guinea has seen some welcome economic developments in the last few years. The recent, and in some cases long-term, investments of United States and United States-invested companies such as Alcoa, Global Alumina, Hyperdynamics, and others represent both opportunities to develop Guinea's long ailing economy, as well as to support United States business and economic interests. With rich reserves of barite, gold, diamonds, and iron, as well as tremendous agricultural and hydroelectric potential, even greater opportunities to further our common goals remain.

If confirmed as Ambassador to Guinea, I will continue the mission's efforts to help the new government meet the demands of the people for more representative, democratic, and transparent governance. The United States has an important role to play in Guinea, as a friend, to help the people benefit from the fruits of broad-based economic growth. Moreover, we stand ready to help Guinea harness its rich natural resource base in a sustainable way that serves the needs of current and future generations.

Thank you again, Chairman Feingold and Ranking Member Sununu, for today's hearing. I will be happy to answer any questions that you may have.

Senator FEINGOLD. Without objection. All of you can submit longer statements if you wish. Thank you very much, all of you, for your testimony. I'll begin the questioning with Mr. Marquardt.

Mr. Marquardt, what experiences and lessons from your tenure as Ambassador to Cameroon will you take with you to your new post?

Mr. MARQUARDT. Well, during my time in Cameroon we focused a lot on building democracy and promoting good governance, particularly fighting corruption. Cameroon has been an aspiring Millennium Challenge Account country. We've used that, I think, as leverage to reinforce changes that the government would like to promote, in any case. And, I think they're moving forward on all of these different issues.

Madagascar seems to be in a different place, with respect to most of these issues. Democratization, of course, is a success story with the President having been elected twice, most recently in December. And, so I would say that my experience in Cameroon has given me some insights into the difficulties involved in these, in these issues, but in a different environment.

With respect to fighting corruption, I think, again, Madagascar is further along, having established institutions that are in place that have a proven track record that we can support.

Senator FEINGOLD. Excuse me. Have you ever visited Madagascar or Comoros?

Mr. MARQUARDT. No, I never have.

Senator FEINGOLD. As you know, unlike in Cameroon, the United States mission in Madagascar is responsible for a large USAID mission, as well as United States programs funded by the President's Malaria Initiative and the Millennium Challenge Account. Do you have experience overseeing and coordinating such diverse projects?

Mr. MARQUARDT. Well, I think, Mr. Chairman, that you've identified the single greatest challenge that awaits me if I am confirmed, in Madagascar. Indeed, we do have a large and diverse aid program. I think tallying up all the different programs that we have, including the Millennium Challenge Account Program, it comes to over \$60 million a year.

Cameroon has a much more modest program, but I was very much engaged in overseeing the activities of USAID, of the Ambassador Self-Help Program, the Girls Scholarship Fund, and every other program that we had in Cameroon. But, I do see this as a challenge to, kind of, go up to the next level and engage with my AID Director and the Millennium Challenge Corporation people that are on site. I look forward to that challenge.

Senator FEINGOLD. How will you ensure that U.S. resources contribute to key U.S. policy objectives and do not fall prey to mismanagement or corruption?

Mr. MARQUARDT. One of the first things that I'll be paying attention to is how the new foreign assistance coordination process that Ambassador Tobias has put into place will play out in the ground. As you know, Mr. Chairman, the objective of this new approach is to better align foreign policy objectives with the development objectives. It's new and, of course, in Madagascar we have the very first MCC country. So, there will be certain, certain experiences there that will be playing out for the first time anywhere in the world, in Madagascar, and I'll be doing my best to make sure that we do that successfully and carefully.

With respect to the challenge of preventing—avoiding corruption and making good use of resources, I think it's a matter of vigilance, asking questions, holding people accountable, turning over the rocks, if you will. You can count on me to do that if I'm confirmed.

Senator FEINGOLD. Thank you.

As you know, the suspected mastermind behind the 1998 bombings of the United States Embassies in Kenya and Tanzania was from Comoros. Could you please provide a brief overview of the cooperation between the United States and Comoros and can you discuss what Comoros' geographic location means for this cooperation? Would you like to alter or amend this cooperation?

Mr. MARQUARDT. Well, I think we are in a period of opportunity with respect to the Comoros. It is a new Muslim democracy. The country is, I think, 99 percent Muslim. The President was elected in a free and fair election. He has reached out to us here in the United States and in his capitol. In fact, this week, we have our very first-ever bilateral policy dialog going on between the Ambassador and the Director of East African Affairs on the one hand and, I believe, one of the President's key advisors on the other, to discuss opportunities.

Presently we have—our assistance is limited to a \$280,000 education program, and then we also have FMF support that's designed exactly to bolster their capacity to deal with counterterrorism challenges in the Mozambique Channel between Tanzania, Mozambique, and Madagascar. I've become aware that the combined Joint Task Force of the Horn of Africa is operating across the lines of PACOM, UECOM, and CENTCOM very effectively in the area, including involving Comoran officials in understanding, sort of, the state of the art of combating terrorism on a regional basis.

So, there's a start there, but I'm afraid that we're going to have to do a lot more with, in view of the potential for other countries that don't share our democratic and free market values, stepping in if we do not.

Senator FEINGOLD. Fair enough. What potential is there for the growth of a radical militant Islam in Comoros?

Mr. MARQUARDT. Well, it's a deeply impoverished country and to the extent that terrorism has its roots in poverty, there's definitely a need to engage in health and education programs that the population will see as responsive to their most, most pressing needs. I don't think, however, that Harun Fazul is representative of the people of the Comoros. He seems to have, as many Comorans that have sought education have done, he's left, he left the country at an early age and his radicalization took place elsewhere.

Senator FEINGOLD. Thank you very much.

The committee will stand in recess until I'm able to return from the votes and resume questioning.

Thank you.

[Recess at 9:50 a.m.]

[On the record at 10:25 a.m.]

Senator FEINGOLD. I call the committee back to order and thank you for your patience as we got through those two votes. And, thank you, Mr. Marquardt.

Now, I'll turn to Ms. Garvey. I see that you have extensive experience working in public diplomacy for the United States and you spent a lot of time in former Soviet countries. Can you explain to me how that experience will assist you in managing the United States mission in Cameroon?

Ms. GARVEY. Thank you, Mr. Chairman. I believe that my experience will be helpful in a number of ways. First, most of the countries I have been in have gone through or are going through transitions. They are countries that, as you said, do not have deeply established roots of democracy, countries that need to work harder on promoting human rights and transparency in government, countries that are in need of improving their attractiveness to foreign investors. I think these are the kinds of things that will be important, should I be confirmed, in Cameroon as well.

I also have had the great good fortune of serving in South Africa during the time when President Mandela became President, and I remain deeply inspired by that experience. Watching Africans take control of their destiny and a commitment to democracy that I think exceeds many other countries where I have served.

I did run an Embassy in Budapest that was lucky enough to have USAID mission and other programs that will also be present in Cameroon. So, I believe that experience will help me as well.

Senator FEINGOLD. Thank you.

Although Cameroon, as you've indicated, is relatively stable, its neighbors, particularly Chad and the Central African Republic, are decidedly less so. In fact, the unrest in Chad and the CAR has sent an estimated 30,000 refugees fleeing into Cameroon whose shared border with the two countries stretches 125 miles. What skills and experiences do you have that could assist you in dealing with the humanitarian needs and conflict-related situations should the circumstances in CAR and Chad persist or worsen?

Ms. GARVEY. First, I would seek to work with the Government of Cameroon to make sure that they have the ability and the resources at hand to help, should they need to house these refugees.

I know that UNHCR has been involved in setting up some facilities for refugees.

I have in the previous post, in Bosnia for example, worked with displaced persons and with refugees and believe that, although the situation is very different for these particular people, that the trauma of being forced to leave your home and having to live, for sometimes a very long time, in these makeshift facilities is very hard. And, I believe that I will be able to work with our colleagues in Cameroon and also the international community to do what we can to help alleviate some of that suffering.

Senator FEINGOLD. How could Cameroon play a positive role in the region? What initiatives will you undertake to help Cameroon achieve its potential as a stabilizing force?

Ms. GARVEY. I think that is a very good question, Mr. Chairman. I believe that Cameroon is ready and I would like to see us encourage Cameroon to step up to play a more active role. I would like to see us working with the Cameroonian Government and military to place a larger role in peacekeeping in Africa. I believe that we have some resources where we can help with training to make sure their, their troops are able to carry out that process.

I also believe that the experience Cameroon has had with Nigeria in solving the Bakassi Peninsula issue peacefully, is a good model and a way for them to show to their neighbors that there are ways to resolve differences peacefully.

Senator FEINGOLD. To what degree do you believe that public sector corruption—which has long been reported to be a problem in Cameroon—still persists?

Ms. GARVEY. I believe that the problem has not been solved. I believe that there is still a lot of work to be done. I have been very inspired by Ambassador Marquardt's work at raising that issue. I think that the Government of Cameroon itself has acknowledged that this is an issue. They are working to establish institutions and agencies that will help address this problem. I also think it's important that we work with the media to help develop skills to uncover this, these issues and to make sure that they do it in a way that represents responsible coverage of public officials.

Senator FEINGOLD. Well, how effective has the government's anticorruption efforts been and what is the impetus behind these efforts?

Ms. GARVEY. A couple of things, I think, Mr. Chairman. I think that it's a good start. I don't think that we can say that we are, have completed the process yet. I think we have seen some good first steps. I would like to see the government continue with some of the prosecutions that it has begun. I think that that sends an important signal to, both the people of Cameroon and to other potential officials who might think of corruption as a way to enrich themselves.

I also think that we need to continue to hold out the possibility of joining the Millennium Challenge Account Program. These, this gives us some standards that we would like to see Cameroon reach. And, I know that they're interested in achieving that so, I think it's a good way for us to encourage them to continue on this path.

Senator FEINGOLD. Thank you for your answers, Ms. Garvey.

Mr. Carter, can you outline for me the current United States priorities in Guinea and whether they've changed with the recent appointment of Prime Minister Kouyate? Do you think his appointment was a step in the right direction, and if so, why?

Mr. CARTER. Thank you, Mr. Chairman, for the question. Essentially, our priorities in Guinea are rather clear cut in light of what we see with the events over the past several months. Primarily, our focus is to improve governance, to improve the sense of political dialog that is developing in the country, and to reinforce the momentum that has been developed over the past few months as a result of this movement by the Guinean people to address problems of corruption, poor governance, and the inability of government to deliver services. Our priority will be and has been to reinforce that, has been to reinforce that process. And, if confirmed, I would continue that, that effort.

In addition, it's the, tying the issue of governance to other sectors is also what we are looking to do. For example, regarding the provision of health services, the poor service delivery has constrained what that country can achieve, in terms of reducing problems of illness, child morbidity, and infant mortality. The problem of poor education, the lack of infrastructure or transportation, are all of these things, these problems are derived from the lack of governance that has existed in that country for a number of years.

We'll also look at improving husbandry of the country's natural resources, looking toward greater accountability by the Government and the private sector in the utilization and exploitation of those resources, as well as looking at environmental protection.

Senator FEINGOLD. Thank you.

Mr. CARTER. Thank you.

Senator FEINGOLD. I feel very strongly that the United States has to be more forward-thinking in developing strategies to prevent, or at least respond, to crises abroad. What steps will you take as ambassador to proactively address growing public dissatisfaction in Guinea and help officials here in Washington think through what might be needed to assist Guinea at this pivotal time?

Mr. CARTER. That's a difficult question. If confirmed as Ambassador, I would look to open the channels of communication. What I have seen in the context of crises, not just within Guinea, but in other parts of West Africa and East Africa, is that much of the challenge in resolving these conflicts is the lack of communication. An American Ambassador can play a pivotal role in making sure that all parties in a conflict understand and appreciate the objectives of the other side. That is something that I would, if confirmed, would try to, try to foster.

In addition to that, communicating back to Washington, providing a three-dimensional picture of the situation there that goes beyond what people may pick up from local or international media and press. The three-dimensional image is important to convey because, as you understand, if we look at questions of human rights violations, they have to be addressed within a context that also looks at the capacity of the Government to respond, the ability of civil society to engage, as well as the ability of the people themselves to communicate through an unfettered media.

Senator FEINGOLD. What do you see as the worst-case scenario that could befall Guinea.

Mr. CARTER. Well, Guinea is in a period of transition right now, Mr. Chairman. The greatest crisis would be if the momentum of the reform movement that is present now would be stalled. The result of which would be an eruption of violence, and probably, a military coup that would simply halt any further political dialog in the country.

Senator FEINGOLD. And of course, related to that, the neighborhood in which Guinea is located is extremely fragile, with Sierra Leone and Liberia recently emerging from brutal civil wars, while instability continues to plague Cote d'Ivoire. What mechanisms exist for you to monitor regional stability and what would you like to see put in place?

Mr. CARTER. Well, I think I bring somewhat of a unique perspective to that, having served as the Director for West African Affairs at the State Department. I see the issues as they interconnect. What I would like to do is foster greater communication with colleagues at the other American Embassies in the region. I would look not just in the Mano River Union Region, but also Mali, for example, as well as places which do not necessarily share a border, such as Senegal, to gain a greater sense of perspective of what my colleagues in other Missions are facing, and to try to see if there is a common thread. In that way perhaps, via in my engagement with Washington, if confirmed, I could provide a clear justification of the kind of resources that can be brought to bear within the context of Guinea which also has a regional impact.

Senator FEINGOLD. I know that for several years now, the United States Mission in Guinea has managed a military assistance program and that more than \$330,000 has been allocated to support military training for the Guinean Army in 2007. Given the inexcusable brutality the Army displayed in response to the strikes earlier this year, I'd like to know more about the scale and nature of United States military assistance to the Guinean armed forces and whether this includes human rights training? Do you think you could talk a bit about that?

Mr. CARTER. Yes, Mr. Chairman, and thank you for the question. We have been looking at this issue quite closely, particularly following the violence that occurred in January. Our IMET International Military Education and Training program is there to assist and to develop a better understanding of civil-military relations.

The type of seminars and training that we've provided to the military have been to underscore the importance of a military that remains apolitical, that remains in their barracks, and does not necessarily see itself as a political institution. Believe it or not, that type of, those seminars over the past 3 or 4 years have been increasingly important within the military. We've been seeing a greater participation, increased interest by the military, to participate in these seminars.

In addition, we have provided professional training to military officers. Within that context, human rights training is fully integrated, both in terms of the civil-military relations seminars and in terms of some of the professional training that we provide under

IMET. The program is limited to about \$500,000 currently, but one of the things we will continue to do—and what we are taking stock within the Bureau of African Affairs and my office particularly, and what our Embassy is looking at—is how do we move forward, given what has happened in January? To ensure that participants are fully vetted, and that those individuals who perpetuated the violence are held accountable.

Senator FEINGOLD. Thank you, Mr. Carter.

I thank all of you for your answers to my questions, and your patience, and I congratulate you on your nomination. We will try to move this along as quickly as we can and wish you well in your new posts, should you be confirmed by the full committee and the U.S. Senate.

That concludes the hearing.

[Whereupon, at 10:40 a.m., the hearing was adjourned.]

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD

RESPONSES OF PHILLIP CARTER, III, TO QUESTIONS SUBMITTED
BY SENATOR JOSEPH R. BIDEN, JR.

Question. Increasingly frequent reports have revealed that Guinean security forces are responsible for widespread abuses against the civilian population, including rape, robbery, torture, and more than 110 killings from mid-January to mid-February 2007. The Guinean Government seems either unable or unwilling to control the country's security forces. If confirmed, what steps will you take to see that the Guinean security forces respect the country's obligations under international law and that appropriate action against perpetrators of abuses is taken?

Answer. The response of the Guinean security forces to the recent public protest was unacceptable and the Department of State joined the international community in condemning those actions publicly. If confirmed as Ambassador, I would continue the efforts of the United States mission in Conakry to push the Government of Guinea to conduct a credible and transparent investigation into the violence and to hold accountable those individuals responsible for the violence, irrespective of their position in the security forces or civil administration. I would also give attention to broader allegations of abuse and impunity by members of Guinean security forces.

The recent events have demonstrated the need for continued and increased United States engagement with Guinea's military. If confirmed as Ambassador, I would continue to emphasize the need for Guinea's security forces to heal the rift in civil-military relations, which the recent events have created. Since 2004, the U.S. mission has held a series of seminars to promote civil-military dialog. The objective of United States military assistance in Guinea is to encourage the development of a military leadership that manages operations honestly and effectively and that understands and promotes the appropriate role of the military in a democracy. Through the International Military Education and Training (IMET) program, the U.S. mission is providing Guinean military officers with training that encourages professional development, leadership, and transparent personnel/resource management, and emphasizes appreciation for rule of law and human rights.

Question. Civil society was once thought to be a weak voice for change in Guinea, but that seems to be changing. Since last February, the country has been paralyzed on three occasions by nationwide general strikes initiated by trade unions and other civil society groups against corruption, bad governance, and deteriorating economic conditions, culminating most recently in the appointment of a new Prime Minister. What steps can you take to further strengthen civil society in Guinea and its ability to serve as a watchdog against the corruption and impunity that plague the country?

Answer. The appointment of Prime Minister Kouyate was a victory for Guinea's nascent civil society, which successfully articulated the demands of the Guinean people for government transparency, accountability, and effectiveness. However, civil society in Guinea continues to lack the capacity to participate actively and effectively in governance. If confirmed as Ambassador, I would increase the mission's focus on democracy promotion and continue to integrate democracy and

anticorruption efforts with the mission's work in the education, health, and natural resource management sectors. By focusing on anticorruption and consensus building mechanisms at the local, regional, and national levels, the mission will have the flexibility to support programs relevant to the changing political environment in Guinea. Depending on the evolving circumstances, these efforts may involve support for multistakeholder dialogs and institutional development assistance for executive, legislative, judicial, and independent institutions. Specific actions the mission may take would include leadership and management training for civil society leaders, strengthening the National Communication Council, providing technical assistance and start-up grants to community radio stations and supporting national advocacy campaigns that promote citizen participation and democratic governance. In 2006, the U.S. Government trained and strengthened over 748 community-based organizations. If confirmed, I will continue these efforts and increase the number of community-based organizations trained.

Question. When he recently came into office, Prime Minister Lansana Kouyate indicated that one of his highest priorities was strengthening the judicial sector, a sector that has traditionally lacked independence from the executive and suffered from allegations of widespread corruption. Indeed, the judicial sector is in very bad shape. Most courthouses lack a single computer. The accused often languish for years in prison while waiting for a trial. In many cases, those waiting for trial are being held based on a confession extracted under torture. What steps can you take to help strengthen the judicial sector, this fundamental pillar of the rule of law?

Answer. Guinea's judiciary is subject to rampant corruption and undue executive influence. It was President Conte's interference in the legitimate judicial proceedings against alleged corrupt public officials that helped spark the recent protests. Moreover, the government and the judiciary have yet to hold accountable those responsible for the bloody response of the security forces to the public protest in June 2006 and early 2007.

To maximize the impact of U.S. assistance on the judicial system, I would focus the mission's efforts on anticorruption to support activities such as technical assistance and training for civil society and government agencies in advocacy and oversight, institutional strengthening for the national anticorruption agency, and capacity-building for judicial institutions focused on corruption.

If confirmed as Ambassador, I would also continue the mission's work to combat torture and other human rights abuses in prisons. The mission has funded programs, which focus on the judicial process. Through our partnerships with local and international nongovernmental organizations (NGOs), under my leadership the mission would bring attention to the plight of individuals in the prison system and develop partnerships between the Ministry of Justice, prosecutors, attorneys, and judges to improve case load administration and accelerate the adjudication of cases involving pretrial detention.

Question. What, in your view, are the most pressing human rights issues in the Republic of Guinea? What are the steps you expect to take—if confirmed—to promote human rights and democracy in the Republic of Guinea? What do you hope to accomplish through these actions?

If confirmed, what are the potential obstacles to addressing the specific human rights issues you have identified in your previous responses? What challenges will you face in the Republic of Guinea in advancing human rights and democracy in general?

In your new position, what steps will you take to ensure that promotion of human rights objectives will be an integral part of the U.S. Embassy's activities? If confirmed, what steps will you take to ensure that Foreign Service officers who engage in human rights activities are encouraged and professionally rewarded for superior service?

Answer. Guinea's human rights situation remains poor. Security forces unlawfully killed, abused, and arbitrarily arrested civilians. Despite continued efforts to improve its capacity to combat trafficking in persons, the problem remains. Though the government took significant steps to improve freedom of the press by implementing a 2005 media liberalization decree, private media was targeted during the recent violence of January and February 2007. While the new government has expressed a commitment to human rights, they have yet to hold accountable those members of the security forces responsible to the January/February losses of life.

If confirmed as Ambassador, I would continue to call publicly and privately for the restoration of democracy and the respect for human rights. The United States mission in Guinea is uniquely positioned to approach the Government of Guinea, as a friend, in a frank, open, and honest dialog about the human rights deficiencies

and successes in Guinea. As Ambassador, I would continue the efforts of my predecessor to further the political dialog among the government, opposition, civil society, and the military. Through USAID Development Assistance, the Democracy and Human Rights fund, and military assistance, the mission should build upon the progress Guinea has made in media freedoms and focus efforts on improving Guinea's judiciary, accountability, and provision of basic services.

Despite the installation of the new government, significant challenges to human rights remain. The United States mission must continue to encourage that Guinea's political transition remain democratic, civilian-led, and peaceful. Through our dialog with the government, opposition, civil society, and unions, we must work to show Guinea's political elite that sustained and substantive political reform are in the best interests of all Guineans. Of particular concern in this regard is to ensure that Guineans' political rights, including their right to choose their own government, are protected.

As Ambassador, I would ensure that the Mission Operational and Mission Strategic Plans continue to reflect an integrated, multisectoral approach to promoting democracy, human rights, and accountability. To ensure that all of the relevant personnel in the mission are encouraged and professionally rewarded for superior service, I would include a focus on human rights and democracy promotion in the work requirements of Foreign Service officers as well as certain locally employed staff. To recognize outstanding achievements in the promotion of democracy and human rights, I would work to ensure that qualified candidates in the mission received the fullest consideration for the awards the Department offers.

Question. What are the most significant actions you have taken in your career to promote human rights and democracy? Why were they important? What was the impact of your actions?

Answer. Between 1989–1992, I served in Malawi during the last years of President Hastings Banda, a dictator who had run the country as a one-party state since its independence. Using State funding, I helped develop that country's legal aid society and several local democracy NGOs. I also supported the development of underground opposition parties and helped initiate a movement that led to multiparty elections in 1994.

As Charge d'Affaires at the United States Embassy in Antananarivo, Madagascar, I was the lead foreign diplomat that urged the government of President Ratsiraka to hold free and fair presidential elections. When his regime attempted to manipulate the election, I led a group of donors to respond in a coordinated manner. When Ratsiraka refused to accept his loss and sought to split the country via civil war, I led the donor community in its efforts to mediate the crisis. Ratsiraka finally accepted the polls' results and fled the country the day after the U.S. Government recognized Mark Ravalomanana as the legitimate head of state. When the Ravalomanana administration held parliamentary elections the following year, I led the U.S. Government mission in a multidonor support effort that provided financial and technical assistance.

As Director of West African Affairs, I have supported the effort to have democratic elections in Liberia, Benin, Guinea, Senegal, Mali, Mauritania, Nigeria, and Sierra Leone. I also participated as an observer in the Liberian presidential runoff election that brought Ellen Johnson Sirleaf, Africa's first female President, to office.

RESPONSES OF JANET E. GARVEY TO QUESTIONS SUBMITTED
BY SENATOR JOSEPH R. BIDEN, JR.

Question. There continue to be reports of slavery and trafficking of children for the purposes of forced labor in the Republic of Cameroon. If confirmed, what concrete steps will you take to address these issues? What do you hope to accomplish through these actions?

Answer. Cameroon has criminalized child trafficking for all purposes and child slavery since 2005, and police have made some arrests in the past 2 years. But statistical data is lacking, and prosecution and conviction efforts are weak. Local and national police agencies lack professionalism and investigative capacity. The government operates shelters in all 10 provincial capitals and has an ongoing prevention campaign, though its funding is sporadic. If confirmed, one of my key goals will be to maintain pressure on the government to continue its prevention campaign and to step up enforcement, particularly by increasing its efforts to protect victims and encourage them, where appropriate, to cooperate with law enforcement to track down their traffickers. As noted above, prosecution efforts are weak and I will encourage the government to accept training and education programs for the judiciary

to improve sensitivity to trafficking issues. I also believe it necessary to find ample funding, including U.S. assistance, to continue and augment the level of awareness campaigns aimed at potential victims and their families. Ultimately, this may prove more effective in the long run, although short-term results may be obtained by investigating plantation abuses of children.

I believe such prevention efforts, coupled with constant, steady pressure on the government to step up its enforcement mechanisms will ultimately generate real and measurable decreases in child trafficking.

Question. Beyond the issue addressed in the previous question, what do you view as the most pressing human rights issues in the Republic of Cameroon? What are the steps you expect to take—if confirmed—to promote human rights and democracy in the Republic of Cameroon? What do you hope to accomplish through these actions?

Answer. Fortunately, the embassy's current Mission Performance Plan has promoting and strengthening democracy and human rights as its top objectives. This gives me the advantage of stepping into an area to which the embassy staff is already committed. The most pressing human rights issues are the government's lack of consistent support of free speech, including freedom of the press, and its intolerance of political opposition. If confirmed, these would be my highest personal priorities in the area of human rights.

Also, the Cameroonian Government has not always given its minority populations equal rights, and I would push officials, both publicly and privately, as my predecessor has done, to realize that this cannot continue if Cameroon is serious about seeking closer relations with the United States. The government must consistently respect the rights of a free press. I will continue the embassy's programs providing information and training sessions to local reporters and editors, focusing on building capacity and improving journalistic professionalism, accuracy, and impartiality.

I firmly believe that, if I am confirmed, I will have some success in moving the Government of Cameroon to be more tolerant of the basic civil rights of free speech and free press. This will, in turn, help the battle against corruption and lack of transparency in overall governance.

Question. If confirmed, what are the potential obstacles to addressing the specific human rights issues you have identified in your previous answers? What challenges will you face in the Republic of Cameroon in advancing human rights and democracy in general?

Answer. If confirmed, I believe my biggest obstacles in implementing better efforts to fight child trafficking will be twofold: The lack of professionalism and investigative capacity of law enforcement agencies, and the lack of consistent funding to support government prevention and victim protection efforts. As for promotion of democracy and human rights, there is the difficulty of overcoming the unwillingness of the Biya administration to take controversial actions, even when the President sincerely believes they are the right thing to do. Another major obstacle is the government's tendency to view press reporting as irresponsible, libelous, or seditious, and hence seeks to repress freedom of speech and press.

With regard to democracy and human rights in general, I believe my biggest challenges, if I am confirmed as Ambassador, will be to achieve cooperation from the government to loosen its constant unwillingness to take risks that are necessary to actively advance human rights and democracy. My predecessor has done this very well, and I will continue in his tracks, adapting my approaches as the situation dictates.

I also believe that there are more direct efforts we can make to overcome resistance to free and fair elections in Cameroon, possibly the biggest obstacle to democratic progress. The upcoming July elections are important, but there are indications that only about one-half of the voting age population is registered, and they are mostly in areas considered friendly to the current administration. If confirmed, I will make sure that the embassy does everything in its power to take the lessons learned from the upcoming elections to assure a better Presidential election takes place in 2011.

Question. In your new position, what steps will you take to ensure that promotion of human rights objectives will be an integral part of the U.S. Embassy's activities? If confirmed, what steps will you take to ensure that Foreign Service officers who engage in human rights activities are encouraged and professionally rewarded for superior service?

Answer. As for the first question, I am fortunate that the Embassy in Yaounde is already solidly grounded in the importance of human rights promotion, and the concept of strengthening democratic systems is the No. 1 goal as formally outlined

in the Mission Performance Plan. If confirmed, I will ensure the problems and issues remain high on the agendas for appropriate team and individual meetings.

To ensure that all of the relevant personnel in the mission are encouraged and professionally rewarded for superior service, I would include a focus on human rights and democracy promotion in the work requirements of Foreign Service officers as well as certain locally employed staff. To recognize outstanding achievements in the promotion of democracy and human rights, I would work to ensure that qualified candidates in the mission received the fullest consideration for the awards the Department offers.

Question. What are the most significant actions you have taken in your career to promote human rights and democracy? Why were they important? What was the impact of your actions?

Answer. Human rights promotion and protection has been a vital part of my career in the Foreign Service.

In Hungary, I supervised our efforts to promote Roma integration into Hungarian society. Roma remain subject to significant discrimination, and we targeted much of our small assistance program and some of our public diplomacy funding to help improve the status of Roma in Hungary. As a result of programs funded and run by the embassy, we promoted training for young Roma journalists to help ensure that the image of Roma in Hungarian media was fair and accurate. We also worked, through USAID grants, to improve the health conditions for Roma women and children.

In Bosnia and Herzegovina, I implemented a wide-ranging program of civic education, CIVITAS, throughout the school systems. We created a program that helped introduce students to their rights as citizens of a new democracy. We used the CIVITAS program to promote interethnic cooperation and to encourage young Bosnians to lobby their governments—at all levels—to ensure greater transparency and more responsible government.

In South Africa, we implemented a wide range of programs in townships to promote local democratic efforts. We supported local radio and other media to help promote a free and independent press. We encouraged educational reform to enable all South Africans to benefit from economic opportunities through education. We also worked with the Truth and Reconciliation Commission to support its efforts to document the true history of the apartheid regime. We brought a number of legal and judicial experts to work with the commission as it completed its important work.

RESPONSES OF R. NIELS MARQUARDT TO QUESTIONS SUBMITTED
BY SENATOR JOSEPH R. BIDEN, JR.

Question. The 2006 Country Report on Human Rights Practices noted several areas in which civil rights are routinely violated in the Republic of Madagascar. These violations include the use of excessive force by security forces to disperse demonstrators, the arbitrary arrest of demonstrators, and harsh prison conditions. If confirmed, what actions will you take to encourage respect for freedom of speech and the rights of demonstrators in the Republic of Madagascar?

Answer. The embassy already hosts a monthly Human Rights Working Group with civic organizations to provide a regular forum to discuss human rights topics. The group includes several NGOs and community leaders. The embassy often invites Malagasy officials to participate, thus improving communication between government and civil society.

If confirmed, I will continue my predecessor's practice of privately and publicly making clear to the Government of Madagascar that the United States expects it to honor its obligations to protect civic rights including freedom of speech and assembly. In my contacts with the President, Prime Minister, and cabinet, I will emphasize that human rights abuses damage Madagascar's international reputation as a democracy. In public speeches and written statements, I will call on the Malagasy public to hold their leaders to a high standard on human rights.

The State Department's annual Human Rights Report already catches the attention of Malagasy authorities; I am told the Office of Good Governance at the Presidency includes progress in key human rights areas, as covered in our report, to be performance indicators for their work. If confirmed, I will reinforce this powerful and explicit advocacy tool, both calling attention to chronic problems and highlighting successes when they are accomplished.

Question. Beyond the issue addressed in the first question, what do you view as the most pressing human rights issues in the Republic of Madagascar? What do you view as the most pressing human rights issues in the Union of Comoros? What are

the steps you expect to take—if confirmed—to promote human rights and democracy in both of these countries? What do you hope to accomplish through these actions?

Answer. In Madagascar, while force and detention directed at demonstrators are significant human rights violations, I would identify prison conditions as the most pressing human rights issue. Overcrowded prisons are in deplorable conditions; many prisoners are malnourished and some actually die of starvation. More than half are incarcerated in pretrial detention, denied due process. The International Committee of the Red Cross (ICRC) had to suspend its work in prisons in 2006 due to inadequate cooperation from the government. Political “will” and statements are not sufficient. Concrete actions to provide humane conditions for all prisoners must be taken on an urgent basis. The backlog of pretrial detainees must be cleared to reduce overcrowding and to provide due process to alleged criminals. As a democracy and a responsible nation, Madagascar must meet its responsibilities to its citizens who have been accused of breaking the law.

I have learned that Malagasy public opinion does not support efforts to improve prison conditions; that traditionally prisoners “get what they deserve in the popular view.” If confirmed, I will embark on a public diplomacy campaign, with our Human Rights Working Group and via the media, to educate the population as to why it is important to treat criminals (and the accused) with decency and within the rule of law. A domestic constituency for prisoner’s rights, NGOs, and church groups, will reinforce the international community’s pressure on the government.

In Comoros, fragile democracy has just begun to take hold since the May 2006 inauguration of President Sambi. The basic human right to a stable, representative government has been elusive for most of Comoros’ 30-year history since independence. Given adequate bilateral resources, I will work, together with multilateral organizations like the United Nations and World Bank, with the Comorans to establish and strengthen basic democratic institutions that are accountable to the people. President Sambi has already identified the fight against corruption as a top priority for his administration; U.S. assistance and advocacy must support his efforts.

Question. If confirmed, what are the potential obstacles to addressing the specific human rights issues you have identified in your previous responses? What challenges will you face in the Republic of Madagascar and in the Union of Comoros in advancing human rights and democracy in general?

Answer. In both countries, abject poverty, inadequate government resources, and lack of capacity are routinely cited as a justification for inaction. While partially true, these claims also reflect insufficient political will to take tough steps to reform entrenched practices, demand accountability, and insist that all government officials from Minister to clerk and police officer, be held to a high standard.

Question. In your new position, what steps will you take to ensure that promotion of human rights objectives will be an integral part of the U.S. Embassy’s activities? If confirmed, what steps will you take to ensure that Foreign Service officers who engage in human rights activities are encouraged and professionally rewarded for superior service?

Answer. The only Superior Honor Award granted in Madagascar in recent years went to an officer in recognition of her work advancing human rights and combating trafficking in persons. The award acknowledged the effectiveness of that officer, but also reflected the high priority the mission assigns to all work in promoting human rights objectives. Beyond formal awards, I will create professional development opportunities for staff in promoting human rights. These would include a range of public outreach activities, public speaking, and travel throughout the country.

If confirmed, I will also lead by example, dedicating a significant amount of my own time to advancing human rights issues. I can take part in outreach activities at the launching of Human Rights and Trafficking in Persons Reports. With small grants for human rights and combating human trafficking, we support local NGO efforts—I will participate often in these events with my staff.

Question. What are the most significant actions you have taken in your career to promote human rights and democracy? Why were they important? What was the impact of your actions?

Answer. The promotion of human rights has been an important activity throughout my career. As Ambassador to Cameroon and Equatorial Guinea, my team and I consistently raised human rights issues publicly and privately, including at the highest levels of both governments. Direct results included strong, new laws on trafficking in persons in both countries.

As Special Coordinator for Diplomatic Readiness 2001–2004, I contributed indirectly but measurably to our capacity to advance human rights and other key policy

objectives by overseeing the largest hiring program in State Department history. Without this effort, we simply would not have had the human resources necessary to promote human rights.

As Minister-Counselor for Economic Affairs in Germany 1996–1998, I contributed significantly to securing German support for the OECD Anti-Bribery Convention, which now governs member country anticorruption standards vis-a-vis the developing world.

As Labor Attache in Bangkok 1987–1990, I was the embassy's point person in combating child labor and sensitizing the Thai Government and public opinion to worker rights issues. As Thailand at that time had the fastest growing economy in the world, it was important to signal publicly and privately the importance of appropriate balance between promoting economic growth and protecting human rights.

RESPONSES OF R. NIELS MARQUARDT TO QUESTIONS SUBMITTED
BY SENATOR RICHARD G. LUGAR

Question. As Ambassador to Cameroon in October 2006, you participated in a EUCOM regional ambassadors' conference for Africa in Stuttgart, Germany. Please describe the purpose and value of this conference to United States foreign policy coordination and your role as ambassador.

Answer. The conference was an opportunity for Chiefs of Mission (COMs) in West and Central Africa to meet and coordinate with newly-arrived General William Ward, the Deputy EUCOM Commander, and key senior EUCOM staff; to exchange ideas and perceptions both with EUCOM leadership and with regional counterparts; and to help shape EUCOM plans and capabilities. Both my Defense Attache, who also attended the conference, and I found the conference valuable in meeting these and other objectives.

Question. Is there any comparable conference or other vehicle for regional discussions held by the Assistant Secretary for Africa, or another office or bureau in the State Department? What are they, where are they held, and how often do they take place?

Answer. Since 2004, I have attended an annual Africa Chiefs of Mission (COM) Conference each October in Washington hosted by the State Department Africa Bureau Assistant Secretary.

Question. Is there any comparable conference or other vehicle for regional discussions of interagency actors in the region held by any other U.S. Government agency? What are they and how often are they held?

Answer. The annual Africa COM Conference has also been the venue for sub-regional discussions, such as among Gulf of Guinea or Central African COMs, on policy issues of common concern. Speakers from other agencies are frequently invited to the COM of conferences.

Question. As Ambassador to Cameroon, did you have the resources to participate in this conference or was your participation funded by the Department of Defense?

Answer. The Africa COM and EUCOM Conferences were coordinated and sequential, allowing me to attend both during a single trip from Cameroon. Travel was funded from the State Department budget.

Question. Describe the video-teleconferencing capacity you had in Cameroon and the ability to VTC with other embassies in Africa, with the State Department, or with other agencies. Will you have the capability to VTC when you arrive in Madagascar?

Answer. Embassy Yaounde has a nonsecure video-teleconferencing capability, which we use for communication both with Washington and within the region. In Madagascar, Embassy Antananarivo provides secure video-teleconferencing capacity.

Question. As Ambassador to Cameroon, how would you characterize the resources available to most effectively support and implement United States policies in the region?

Answer. In Cameroon, I found I had adequate staffing and operational funds (including travel and representation) to achieve our mission with distinction. However, I could have utilized additional program funding to exploit fully opportunities to advance key objectives, such as promoting democratization, the rule of law, the fight against corruption, and advancing human rights. Any additional funding made available could easily be put to effective use within the overhead constraints of the mission, without requiring any additional staffing.

Question. Since 2001 there has been a significant increase in attention to Africa by the United States Government, for a variety of reasons, including dealing with United States interests in international security, economic, and social development, as well as health and humanitarian response.

Given your long experience in Africa, including as Special Coordinator for Diplomatic Readiness, how would you describe the overall changes in the level of attention devoted to Africa across the United States Government?

Answer. The overall level of United States Government attention being devoted to Africa clearly has increased dramatically over my 30-year association with the continent. Presidents, Secretaries of State, and other cabinet members regularly visit Africa today. United States Government resources devoted to Africa have increased threefold during the Bush administration alone. In terms of staffing, I am pleased to report that Mission Cameroon is 100 percent staffed at the authorized level with qualified, at-grade personnel. I believe that this change reflects, in part, the positive impact of the 2001–2004 Diplomatic Readiness Initiative funded by the U.S. Congress.

Question. Have the resources available to the State Department and the allocations within the State Department adequately met the level of increased United States interest and policy implementation in Africa? Are they appropriate to the leadership/partnership role expected by other agencies engaging in Africa?

Answer. In Cameroon, I found that staffing and program resources were adequate to meet fully the leadership/partnership role expected of me and my staff by other agencies. Where I would argue for more resources is in our small but effective assistance programs—such as the Ambassador's Self-Help Fund and the Democracy and Human Rights Fund, and with respect to ESF for policy objectives like democratization and conservation.

Question. Can you identify areas that you would consider underserved or under-resourced that would otherwise improve State Department leadership in our foreign policy-making, interagency coordination, or policy implementation in Africa?

Answer. Additional staff resources and the flexibility to place staff in emerging priority areas would enable the State Department to bring its expertise to bear more quickly and effectively. Funding to permit travel with appropriate security support to dangerous yet priority environments would improve United States leadership in Africa.

RESPONSES OF PHILLIP CARTER, III, TO QUESTIONS SUBMITTED
BY SENATOR RICHARD G. LUGAR

Question. As Director of the State Department Office for West African Affairs in October 2006, you participated in a EUCOM regional Ambassadors' conference for Africa in Stuttgart, Germany.

Please describe the purpose and value of this conference to United States foreign policy coordination and your role as Director of the Office for West African Affairs.

Is there any comparable conference or other vehicle for regional discussions held by your current office, the Assistant Secretary for Africa, or another office or bureau in the State Department? What are they, where are they held, and how often do they take place?

Is there any comparable conference or other vehicle for regional discussions of interagency actors in the region held by any other U.S. Government agency? What are they and how often are they held?

As Director for West Africa, did you have the resources to participate in the EUCOM conference or was your participation funded by another office or agency? If so, which one?

Describe the video-teleconferencing capacity in your office and that of the African Affairs Bureau, as well as at each United States Embassy in West Africa. How does the availability and capability to VTC in West Africa compare with other United States Embassies in Africa as well as other United States Embassies around the world? Are you aware of the ability of EUCOM to teleconference?

Answer. The EUCOM conference for American ambassadors assigned to West and Central African states served as a forum for EUCOM to present its perspective toward developments in Africa and to outline a variety of proposed programs in Africa. The conference was extremely useful in working toward integration of EUCOM operations even more closely into United States foreign policy priorities for West and Central Africa. The conference resulted in much greater communication between my office and EUCOM at both the policy and operational level. As Director,

I utilized the travel budget resources allocated to the Office of West African Affairs (AF/W) by the Africa Bureau's executive directorate. Only State funds were used for my travel and per diem to this useful conference.

The Africa Bureau (AF) holds digital video conferences on a routine basis (every 4-6 weeks) at the working level with EUCOM and West African posts that are part of the Trans-Sahara Counter-Terrorism Partnership (TSCTP). The Office of West African Affairs (AF/W), the Africa Office for Regional and Security Affairs (AF/RSA) and the Office of the Counter-Terrorism Coordinator (S/CT) participate in those DVCs. In addition, AF and S/CT have cohosted a meeting in Dakar, Senegal with our ambassadors in TSCTP-participating countries and plan to host a similar meeting in June. Moreover, the Africa Bureau hosts an annual Chiefs of Mission conference with interagency participation. AF/W also chairs a weekly interagency discussion group on issues pertaining to West Africa. I am unaware of any other interagency forum on West Africa that is held by another agency.

The Africa Bureau has VTC capacity with most of our posts in West Africa. VTC equipment is located within my office. The quality of VTCs varies from post to post and is largely dependent on telecommunications infrastructure in the country. EUCOM has provided virtually each ambassador in West Africa with a teleconference device, though this device does not function fully at every post.

Question. Since 2001 there has been a significant increase in attention to Africa by the United States Government, for a variety of reasons, including dealing with United States interests in international security, economic and social development, as well as health and humanitarian response.

Given your long experience in Africa, both in the field and here in Washington, how would you describe the overall changes in the level of attention devoted to Africa, and West Africa in particular, across the United States Government?

Have the resources available to the State Department and the allocations within the State Department adequately met the level of increased United States interest and policy implementation in Africa? Are they appropriate to the leadership/partnership role expected by other agencies engaging in Africa?

Can you identify areas that you would consider underserved or under-resourced that would otherwise improve State Department leadership in our foreign policy-making, interagency coordination, or policy implementation in Africa?

Answer. Having worked on African issues for nearly 20 years, I know of no other occasion when Africa has drawn so much attention from the United States Government and our leadership. The Bush administration has tripled United States assistance to Africa and is a major, if not the principal, bilateral donor on important health issues such as HIV/AIDS and malaria prevention. The creation of the Millennium Challenge Corporation (MCC) has brought significant economic resources to several well-performing African countries. The ongoing development of the Africa Command (AFRICOM) is another example of how Africa looms much larger on America's foreign policy agenda than ever before.

The foreign assistance resources for Africa reflect the increased attention to this continent. However, the tripling of United States assistance to Africa has not witnessed a concomitant increase in personnel (both domestically and in the field). United States missions in Africa tend to be small posts with relatively junior staffs. To take full advantage of increased attention and assistance to Africa, greater human resources are required.

Improved technological resources and capabilities to facilitate communication between the bureau and posts as well as among posts would be helpful. For example: The ability to conduct classified and unclassified instant-messaging discussions among ambassadors in a particular region would prove very helpful. Greater attention and resources for language training in specific African languages (Hausa, Lingala, Somali, Swahili) as well as Arabic would help increase our ability to engage local populations and civil society throughout the continent.

