

**U.S. VIETNAM**  
**TRADE COUNCIL**

***Vietnam Briefing Book***

**Contents:**

**Useful Phone Numbers and Addresses in Vietnam and the United States**

**United States Policy Towards Vietnam**

**Vietnamese Statements on Foreign Investment and Relations**

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**PHONE NUMBERS AND ADDRESSES**

**VIETNAM GOVERNMENT OFFICIALS AND OFFICES**

**General Secretary Do Muoi**

**President Le Duc Anh**

**Prime Minister Vo Van Kiet**

**First Deputy Prime Minister Phan Van Khai**

\*\*\*\*\*

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**Dan Chu Hotel**

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**United States Policy Towards Vietnam**

THE WHITE HOUSE  
Office of the Press Secretary

For Immediate Release

February 3, 1994

REMARKS BY THE PRESIDENT  
IN ANNOUNCEMENT OF LIFTING TRADE EMBARGO ON VIETNAM

The Roosevelt Room

5:06 P.M. EST

THE PRESIDENT: Thank you very much. I want to especially thank all of you who have come here on such short notice. From the beginning of my administration, I have said that any decisions about our relationships with Vietnam should be guided by one factor and one factor only: gaining the fullest-possible accounting for our prisoners of war and our missing in action. We owe that to all who served in Vietnam and to the families of those whose fate remains unknown.

Today I am lifting the trade embargo against Vietnam because I am absolutely convinced it offers the best way to resolve the fate of those who remain missing and about whom we are not sure. We've worked hard over the last year to achieve progress. On Memorial Day I pledged to declassify and make available virtually all government documents related to our POWs and MIA. On Veterans Day I announced that we had fulfilled that pledge. Last April, and again in July, I sent two presidential delegations to Vietnam to expand our search for remains and documents.

We intensified our diplomatic efforts. We have devoted more resources to this effort than any previous administration. Today, more than 500 dedicated military and civilian personnel are involved in this effort under the leadership of General Shalikashvili, Secretary Aspin and our Commander in the Pacific, Admiral Larson.

Many work daily in the fields, the jungles, the mountains of Vietnam, Cambodia and Laos, often braving very dangerous conditions, trying to find the truth about those about whom we are not sure. Last July I said any improvement in our relations with Vietnam would depend on tangible progress in four specific areas:

First, the recovery and return of remains of our POWs and MIA. Second, the continued resolution of discrepancy cases -- cases in which there is reason to believe individuals could have survived the incident in which they were lost. Third, further assistance from Vietnam and Laos on investigations along their common border, an area where many U.S. servicemen were lost and pilots downed. And, fourth, accelerated efforts to provide all relevant POW/MIA-related documents.

Today, I can report that significant, tangible progress has been made in all these four areas. Let me describe it. First, on remains. Since the beginning of this administration, we have recovered the remains of 67 American servicemen. In the seven months since July, we've recovered 39 sets of remains, more than during all of 1992.

Second, on the discrepancy cases. Since the beginning of the administration, we've reduced the number of these cases from 135 to 73. Since last July, we've confirmed the deaths of 19

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servicemen who were on the list. A special United States team in Vietnam continues to investigate the remaining cases.

Third, on cooperation with Laos. As a direct result of the conditions set out in July, the governments of Vietnam and Laos agreed to work with us to investigate their common border. The first such investigation took place in December and located new remains as well as crash sites that will soon be excavated.

Fourth, on the documents. Since July, we have received important wartime documents from Vietnam's military archives that provide leads on unresolved POW/MIA cases. The progress achieved on unresolved questions is encouraging, but it must not end here. I remain personally committed to continuing the search for the answers and the peace of mind that families of the missing deserve.

There's been a substantial increase in Vietnamese cooperation on these matters over the past year. Everyone involved in the issue has affirmed that. I have carefully considered the question of how best to sustain that cooperation in securing the fullest possible accounting. I've consulted with my national security and veterans affairs advisers, with several outside experts, such as General John Vessey, the former Chairman of the Joint Chiefs of Staff, who has been an emissary to Vietnam for three presidents now. It was their view that the key to continued progress lies in expanding our contacts with Vietnam.

This was also the view of many distinguished Vietnam veterans and former POWs who now serve in the Congress, such as Senator Bob Kerrey and Congressman Pate Peterson, who are here. And I want to say a special word of thanks to Senator John Kerry -- is he here? There he is. He just came in. And Senator John McCain, who had to go home on a family matter and could not be here. But I thank the two of you so much for your leadership and your steadfastness. And all the rest of you -- Senator Robb and so many others, especially those who served in Vietnam, for being counted on this issue and for taking all the care you have for such a long time.

I have made the judgment that the best way to ensure cooperation from Vietnam and to continue getting the information Americans want on POWs and MIAs is to end the trade embargo. I've also decided to establish a liaison office in Vietnam to provide services for Americans there and help us to pursue a human rights dialogue with the Vietnamese government.

I want to be clear: These actions do not constitute a normalization of our relationships. Before that happens, we must have more progress, more cooperation and more answers. Toward that end, this spring I will send another high-level U.S. delegation to Vietnam to continue the search for remains and for documents.

Earlier today, I met with the leaders of our nation's veterans organizations. I deeply respect their views. Many of the families they represent have endured enormous suffering and uncertainty. And their opinions also deserve special consideration. I talked with them about my decision. I explained the reasons for that decision. Some of them, in all candor, do not agree with the action I am taking today.

But I believe we all agree on the ultimate goal -- to secure the fullest possible accounting of those who remain missing. And I was pleased that they committed to continue working with us toward that goal.

Whatever the Vietnam war may have done in dividing in our country in the past, today our nation is one in honoring those who served and pressing for answers about all those who did not return. This decision today, I believe, renews that commitment and

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our constant, constant effort never to forget those until our job is done. Those who have sacrificed deserve a full and final accounting. I am absolutely convinced, as are so many in the Congress who serve there and so many Americans who have studied this issue, that this decision today will help to ensure that fullest possible accounting.

Thank you very much.

\* \* \* \*

Q Mr. President, aren't you giving up some leverage, though? Could we ask you about that? And what do you anticipate in terms of American trade? What's the size of the market? What do you think the opportunities are?

THE PRESIDENT: I have no idea. Because I can -- I wanted to make sure that the trade questions did not enter into this decision. So, we never -- I never had a briefing on it, and we never had a discussion about it. I thought it was very important that that not be a part of this decision.

I don't think we're giving up anything. It was the consensus of all those who had been there, who had worked there that we had gotten so much more cooperation that we needed to keep moving the process forward, and that we would lose leverage if there were no forward movement. Have we given up anything? I don't think so. Nothing we are doing today is irreversible if the cooperation ceases. So I am convinced we are moving in the right direction for the right reasons.

Q Mr. President, you mentioned people who had served in Vietnam had served; you did not. Did this have any role in your decision, and did it make it more difficult for you to reach this decision?

THE PRESIDENT: No. I do think, however, everybody my age, whether they were in Vietnam or not, knew someone who died there, knew someone who was wounded there. And I think people in our generation are perhaps more insistent on trying to get a full accounting, more obsessed with it than perhaps people who are younger and people who are older, except those who had children there.

I have spent an enormous amount of time on this issue. I got a personal briefing when I was in Hawaii last summer. I have talked to some of the young people who were there digging in the jungles for the remains. I have really thought about this, and I have tried to listen hard to -- when Senator Kerry and Senator McCain and their delegation came back, we had a long meeting here about it. I think the people, all the people my age just want to know we've done everything we can. And I think this is consistent with doing that.

Q Mr. President, on another subject, what do you hope to achieve with the immigration crackdown that was announced today? And do you have any concerns that people's rights will be violated?

THE PRESIDENT: Well, we're going to do our best not to violate anybody's rights. What we hope to achieve is a continued environment in which America will be open for legal immigration. We are a nation of immigrants which we are a nation of immigrants -- which we can do our best to protect our borders.

Q You've had, sir, two influential business groups say that they prefer other plans than yours to health care. Does that hurt you?

THE PRESIDENT: One was the Chamber of Commerce.

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Q Does their stand, saying that other directions are the way to go, particularly the Business Roundtable, does that hurt you in negotiations as you move forward?

THE PRESIDENT: All I know -- I don't want to make too much of it, because the people who came in here to see me said it was a negotiating strategy. And I said, well, if all of you are providing health care coverage to your employees, I don't think you want to come out for a position against providing guaranteed health insurance to all American workers. So I don't know what to make of it, but I wouldn't read too much into it. This is the beginning of what will be a protracted legislative discussion.

Q Tonight, sir, Ronald Reagan is apparently going to take issue with some of your criticisms of him. Do you feel that you have been unfairly savaging his record in the 1980s?

THE PRESIDENT: Gee, I don't think I've been very critical of him at all. You know, I disagreed with the economic policy, I said so. But I don't -- I think if you go back over the rhetoric of this last year, it's been fairly free of obsession with the past; I'm not much into that. I'm looking toward tomorrow.

Q You hired Gergen, after all. (Laughter.)

THE PRESIDENT: What greater compliment could I pay President Reagan?

MR. GERGEN: Last question. (Laughter.)

END

5:17 P.M. EST

To be published in the Federal Register on Thursday, Feb. 10, 1994

Billing Code: 3510-DT-P

**DEPARTMENT OF COMMERCE**

**Bureau of Export Administration**

**15 CFR Parts 770, 771, and 785**

**[Docket No. 940233-4033]**

**Exports to Vietnam; Country Group Y**

**AGENCY: Bureau of Export Administration, Commerce**

**ACTION: Final rule.**

**SUMMARY:** On February 3, 1994, President Clinton stated that he was lifting the trade embargo against Vietnam because he determined that this step offers the best way to resolve the fate of our prisoners of war and missing in action. Accordingly, the Bureau of Export Administration (BXA) is amending the Export Administration Regulations (EAR) by removing Vietnam from the Country Group Z list of embargoed countries, placing Vietnam in Country Group Y, and revising certain licensing policies and procedures for Vietnam. Since Vietnam is a COCOM proscribed destination, it will share the same licensing policy with most other Group Y countries.

This rule also removes General License G-NGO, which authorized exports of donated humanitarian shipments to Vietnam by non-government organizations, and removes General License GVN, which authorized shipments to Vietnam in support of activities licensed by Treasury's Office of Foreign Assets Control.

**EFFECTIVE DATE:** This rule is effective 5:05 PM EST, February 3, 1994.

**FOR FURTHER INFORMATION CONTACT:** David Schlechty, Country Policy Branch, Office of Technology and Policy Analysis, Bureau of Export Administration, Telephone: (202) 482-4252.

**SUPPLEMENTARY INFORMATION:**

**Rulemaking Requirements**

1. This rule was not subject to review by the Office of Management and Budget under Executive Order 12866.

2. This rule involves collections of information subject to the Paperwork Reduction Act of 1980 (44 U.S.C. 3501 et seq.). These collections have been approved by the Office of Management and Budget under control numbers 0694-0005 and 0694-0010.

3. This rule does not contain policies with Federalism implications sufficient to warrant preparation of a Federalism

4. Section 771.27 is removed
5. Section 771.28 is removed.

PART 785 - [AMENDED]

5. In section 785.1, the section heading and paragraph (a) are amended to read as follows:

785.1 Country Group Z: Cuba and North Korea.

(a) As authorized by section 6 of the Export Administration Act of 1979, as amended (EAA) and by the Trading With the Enemy Act of 1917 as amended by Public Law 95-223, a validated license is required for foreign policy purposes for the export and reexport of virtually all U.S.-origin commodities and technical data to destinations in Country Group Z. Certain exceptions are contained in Parts 771 and 779 of this subchapter, and in ECCN 0A98 on the Commerce Control List (Supplement No. 1 to 799.1 of this subchapter). Except as noted below, the general policy is to deny all applications or requests to export or reexport U.S.-origin commodities and technical data to these destinations. Exports of donations to meet basic human needs may be authorized under a Humanitarian License, as described in 773.5 of this subchapter. Such exports may also be authorized for single transactions under an individual validated license. Exports to meet emergency needs that do not qualify for export under the Humanitarian License procedure will be considered on a case-by-case basis. Exports of commercially-supplied goods to meet basic human needs may be authorized under an individual validated license on a case-by-case basis for destinations in North Korea. The types of commodities that may be supplied commercially to meet basic human needs are the same as those types of commodities described in Supplement No. 7 to Part 773 of this subchapter, but are not restricted solely to small scale projects at the local level.

\* \* \* \* \*

7. Section 785.2 is amended by revising the section heading and by revising the phrase "Poland, Romania, and the Slovak Republic only" to read "Poland, Romania, the Slovak Republic and Vietnam only" in paragraph (a)(1), as follows:

785.2 Country Group Q, W, and Y: Geographic area of the former U.S.S.R., Eastern Europe, Mongolia, Cambodia, Laos, and Vietnam.

\* \* \* \* \*

DATED:

Sue E. Eckert

Assistant Secretary  
for Export Administration

U.S.C. 185), as amended; sec. 103, Pub. L. 94-163, 99 Stat. 877 (42 U.S.C. 6212), as amended; secs. 201 and 201(11)(e), Pub. L. 94-258, 90 Stat. 309 (10 U.S.C. 7420 and 7430(e)), as amended; Pub. L. 95-223, 91 Stat. 1626 (50 U.S.C. 1701 et seq.); Pub. L. 95-242, 92 Stat. 120 (22 U.S.C. 3201 et seq. and 42 U.S.C. 2139a); sec. 208, Pub. L. 95-372, 92 Stat. 668 (43 U.S.C. 1354); Pub. L. 96-72, 93 Stat. 503 (50 U.S.C. App. 2401 et seq.), as amended (extended by Pub. L. 103-10, 107 Stat. 40); sec. 125, Pub. L. 99-64, 99 Stat. 156 (46 U.S.C. 466c); E.O. 11912 of April 13, 1976 (41 FR 15825, April 15, 1976); E.O. 12002 of July 7, 1977 (42 FR 35623, July 7, 1977), as amended; E.O. 12058 of May 11, 1978 (43 FR 20947, May 16, 1978); E.O. 12214 of May 2, 1980 (45 FR 29783, May 6, 1980); E.O. 12735 of November 16, 1990 (55 FR 48587, November 20, 1990), as continued by Notice of November 11, 1992 (57 FR 53979, November 13, 1992); and E.O. 12868 of September 30, 1993 (58 FR 51747, October 4, 1993).

2. The authority citation for Part 785 continues to read as follows:

Authority: Pub. L. 90-351, 82 Stat. 197 (18 U.S.C. 2510 et seq.), as amended; Pub. L. 95-223, 91 Stat. 1626 (50 U.S.C. 1701 et seq.); Pub. L. 95-242, 92 Stat. 120 (22 U.S.C. 3201 et seq. and 42 U.S.C. 2139a); Pub. L. 96-72, 93 Stat. 503 (50 U.S.C. App. 2401 et seq.), as amended (extended by Pub. L. 103-10, 107 Stat. 40); E.O. 12002 of July 7, 1977 (42 FR 35623, July 7, 1977), as amended; E.O. 12058 of May 11, 1978 (43 FR 20947, May 16, 1978); E.O. 12214 of May 2, 1980 (45 FR 29783, May 6, 1980); E.O. 12735 of November 16, 1990 (55 FR 48587, November 20, 1990), as continued by Notice of November 11, 1992 (57 FR 53979, November 13, 1992); and E.O. 12868 of September 30, 1993 (58 FR 51747, October 4, 1993).

PART 770 - [AMENDED]

3. Supplement No. 1 to Part 770 is amended, under the heading "Country Group Y", by adding the term "Vietnam" in alphabetical order and by removing the term "Vietnam" under the heading "Country Group Z".

PART 771 - [AMENDED]

assessment under Executive Order 12612.

4. Because a notice of proposed rulemaking and an opportunity for public comment are not required to be given for this rule by section 553 of the Administrative Procedure Act (5 U.S.C. 553), or by any other law, under section 3(a) of the Regulatory Flexibility Act (5 U.S.C. 603(a) and 604(a)), no initial or final Regulatory Flexibility Analysis has to be or will be prepared.

5. The provisions of the Administrative Procedure Act, 5 U.S.C. 553, requiring notice of proposed rulemaking, the opportunity for public participation, and a delay in effective date, are inapplicable because this regulation involves a foreign and military affairs function of the United States. No other law requires that a notice of proposed rulemaking and an opportunity for public comment be given for this rule.

Therefore, this regulation is issued in final form. Although there is no formal comment period, public comments on this regulation are welcome on a continuing basis. Comments should be submitted to Patricia Muldonian, Office of Technology and Policy Analysis, Bureau of Export Administration, Department of Commerce, 14th Street and Pennsylvania Ave., N.W., Room 4054, Washington, DC 20230.

#### List of Subjects

15 CFR Part 770  
Administrative practice and procedure, Exports.

15 CFR Part 771  
Exports, Reporting and recordkeeping requirements.

15 CFR Part 785  
Communist countries, Exports.

Accordingly, Parts 770, 771, and 785 of the Export Administration Regulations (15 CFR Parts 730-799) are amended as follows:

1. The authority citation for Parts 770 and 771 continues to read as follows:

Authority: Pub. L. 90-351, 82 Stat. 197 (18 U.S.C. 2510 et seq.), as amended; sec. 101, Pub. L. 93-153, 87 Stat. 576 (30

IN ADVANCE OF PRINTED COPY

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PART IV

To be published in the Federal Register on Monday, Feb. 7,

DEPARTMENT OF THE TREASURY

Office of Foreign Assets Control

31 CFR Part 500

Foreign Assets Control Regulations; Prospective Lifting of Vietnam Embargo

AGENCY: Office of Foreign Assets Control, Treasury.

ACTION: Final rule; amendment.

REGISTRATION FILED  
FEB 14 PM '94  
FEDERAL ARCHIVES  
RECORDS  
INSPECTION  
THE FEDERAL REGISTER

**SUMMARY:** Pursuant to the President's announcement at 5:05 p.m. Eastern Standard Time, February 3, 1994, the Treasury Department is lifting prospectively the embargo against Vietnam and authorizing new financial, trade, and other transactions with Vietnam and Vietnamese nationals. This final rule does not unblock assets within U.S. jurisdiction blocked prior to this time, nor does it affect enforcement actions with respect to prior violations of the embargo.

**EFFECTIVE DATE:** 5:05 p.m. Eastern Standard Time, February 3, 1994.

**FOR FURTHER INFORMATION CONTACT:** Steven I. Pinter, Chief of Licensing (tel.: 202/622-2480), or William B. Hoffman, Chief Counsel (tel.: 202/622-2410), Office of Foreign Assets Control, Department of the Treasury, Washington, D.C. 20220.

**SUPPLEMENTARY INFORMATION:**

**Electronic Availability**

This document is available as an electronic file on *The Federal Bulletin Board* the day of publication in the *Federal Register*. By modem dial 202/512-1387 or call 202/512-1530 for disks or paper copies. This file is available in Postscript, WordPerfect 5.1 and ASCII.

**Background**

On February 3, 1994, President Clinton stated that he was lifting the trade embargo against Vietnam because he had determined that this step offered the best way to resolve the fate of American prisoners of war and missing in action. Accordingly, the Office of Foreign Assets Control ("FAC") is amending the Foreign Assets Control Regulations, 31 CFR part 500 (the "FACR"), to add § 500.578, authorizing new transactions involving property in which Vietnam or its nationals have an interest. The effect of this amendment is that transactions involving such property coming within the jurisdiction of the United States or into the possession or control of persons subject to the jurisdiction of the United States after 5:05 p.m. E.S.T., February 3, 1994, or in which an interest of Vietnam or a national thereof arises after that time, are authorized by general license. Newly authorized transactions include, but are not limited to, importations from and exportations to Vietnam (not otherwise restricted), new investment, travel-related transactions and brokering transactions. Property blocked as of 5:04 p.m. E.S.T., February 3, 1994, remains blocked. Reports due under general or specific license must still be filed covering activities prior to the effective date of this rule.

Because the FACR involve a foreign affairs function, Executive Order 12866 and the provisions of the Administrative Procedure Act, 5 U.S.C. 553, requiring notice of proposed rulemaking, opportunity for public participation, and delay in effective date, are inapplicable.

Because no notice of proposed rulemaking is required for this rule, the Regulatory Flexibility Act, 5 U.S.C. 601-612, does not apply.

For the reasons set forth in the preamble, 31 CFR part 500 is amended as follows:

**PART 500—FOREIGN ASSETS CONTROL REGULATIONS**

1. The authority citation for part 500 continues to read as follows:

Authority: 50 U.S.C. App. 1-44; E.O. 9191, 3 CFR, 1978-1983 Comp., p. 1174; E.O. 9909, 3 CFR, 1943-1948 Comp., p. 748.

**Subpart E—Licenses, Authorizations and Statements of Licensing Policy**

2. Section 500.578 is added to subpart E to read as follows:

**§ 500.578 Authorization of new transactions concerning certain Vietnamese property.**

(a) Transactions involving property in which Vietnam or a national thereof has an interest are authorized where:

(1) The property comes within the jurisdiction of the United States or into the control or possession of a person subject to the jurisdiction of the United States at or after 5:05 p.m. E.S.T., February 3, 1994; or

(2) The interest in the property of Vietnam or a Vietnamese national arises at or after 5:05 p.m. E.S.T., February 3, 1994.

(b) Unless otherwise authorized by the Office of Foreign Assets Control, all property and interests in property that were blocked pursuant to subpart B of this part as of 5:04 p.m. E.S.T., February 3, 1994, and any income accruing thereon or proceeds arising therefrom, remain blocked and subject to the prohibitions and requirements of this part.

Dated: February 3, 1994

*Richard Nencumb*

R. Richard Nencumb,  
Director, Office of Foreign Assets Control

Approved: February 4, 1994

*John P. Simpson*

John P. Simpson,  
Deputy Assistant Secretary (Regulatory, Tariffs & Trade Enforcement)

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*Rory Dugally/1/6*  
*2/4*

*Pair of deposits in 31 CFR Part 571  
Administrative practice and procedure; Banks; Banking; Foreign  
investments in U.S.; Foreign trade; Securities; Vietnam.*

OPENING STATEMENT OF AMBASSADOR WINSTON LORD  
SENATE FOREIGN RELATIONS COMMITTEE - SUBCOMMITTEE  
ON EAST ASIA AND THE PACIFIC  
FEBRUARY 9, 1994

Mr. Chairman, distinguished members of the Committee:

"The investigation of case 0954 began in October 1992 when local Vietnamese villagers unilaterally returned 531 bone fragments, 16 teeth, an ID tag, Geneva Convention Card, and aircraft data plate to local officials during the 20th Joint Field Activity. A CILHI team climbed to the site in November 1992, conducted a site survey and recommended against excavation due to the hazards involved in climbing to the site and the difficulty of the terrain. The Commander of the Joint Task Force-Full Accounting directed that his detachment commander in Hanoi, an experienced Infantry Officer, go to the site and determine whether an excavation could be done safely. In March 1993, the Detachment Commander and another Detachment member traveled to the remote site. Three aerial reconnaissance attempts failed to locate a landing zone close to the site due to the ruggedness of the terrain.

From the nearest road the team climbed uphill for five hours to a small farm inhabited by only two people, remained overnight and the next day climbed an additional two hours to reach the site. The site was located at an elevation of 4780 feet on the side of a mountainous rock formation that varies in slope from 30 to 60 degrees. The Detachment Commander determined that an excavation could be done safely, but it would be extremely difficult and would require a hand picked team in top physical shape. Prior to the 26th Joint Field Activity, the Vietnamese cut a helicopter landing zone suitable for an MI-8 on the side of the mountain, thereby reducing the climbing time to the site.

Over a two-day period, six MI-8 sorties transported the twelve U.S. and fifteen Vietnamese recovery team members with their water, equipment and supplies to the landing zone. From the landing zone the team carried equipment for about two hours over extremely rugged terrain to a base camp. The crash site was over an hour climb from the base camp and the terrain was so steep that at points it required scaling rock faces hand over hand. Over the next two and a half weeks, the team climbed an hour each day from the base camp to the site, excavating at the site, then climbed for an hour back to the base camp.

The immediate area of the crash is a rocky slope 40 to 45 degrees in grade. Working from the lowest elevation to the heights at the site, the team worked over the next sixteen days removing surface rock, scraping and sifting through screens the associated soil, aircraft debris and human remains. The excavation resulted in 187 bone fragments, 16 human teeth, personal effects, life support equipment, and other wreckage. This excavation, along with the earlier unilateral turn-in, resulted in a total of 718 bone fragments and 16 teeth."

Mr. Chairman, that is the story of just one case among the hundreds that brave and devoted Americans are pursuing every day -- in the jungles and on the mountains of Vietnam, Laos and Cambodia, in the laboratories in Hawaii, in Pentagon offices, and in hearts and minds. This brief vignette illustrates not only the labors of Americans but also the intensified cooperation of the Vietnamese. And it shows we are getting results from a process that is painstaking, incremental and will last for decades.

Against this backdrop, I welcome the opportunity to appear before you to discuss President Clinton's decisions last week to lift the trade embargo against Vietnam and to establish a liaison office in Hanoi.

The President took these steps because he was convinced that they offered the best way to achieve the fullest possible accounting for our POW/MIAs. At the outset, I want to emphasize that his decisions were based on that single judgment. Of course the Administration is not oblivious to the potential economic and geo-political benefits that may now begin to unfold. But such benefits would flow from last week's decisions; they were not the reasons for them.

Thus, as the President stated, the POW/MIA issue will remain a central focus of our relationship with Vietnam. We will continue to require, in his words, "more progress, more cooperation, and more answers."

#### The Administration's Search For Answers

President Clinton's decisions were preceded by an intense government-wide effort during the first year of his term. This Administration has devoted more resources to the POW/MIA accounting effort than any previous one; there are now more than 500 military and civilian personnel assigned to this task under the leadership of Secretary Perry, General Shalikashvili and the Commander in Chief of the Pacific, Admiral Larson.

From the beginning, President Clinton has worked hard to change the way the government handles information about the POW/MIA issue to ensure full disclosure. On Memorial Day, he pledged to declassify and make available all possible government documents related to our unaccounted for men. On Veterans Day, we fulfilled that pledge. The State Department reviewed about 200,000 pages of documents, and we declassified and released more than 99 percent. The small amount of material that has been withheld from release consists of matters relating to personal privacy or sensitive foreign policy discussions. The public can gain access to the released documents at our Freedom of Information Reading Room. I understand that the Defense Department declassified about 1.5 million pages of documents, which are available at the Library of Congress.

President Clinton and his top advisers have also made extraordinary efforts to consult many groups that share his concern for the POW/MIA issue. He insisted that all points of view be carefully considered. As is well known, some of those we consulted do not support lifting the embargo at this time.

This Administration has provided American veterans organizations an unprecedented role on this issue. For the first time, leaders of major groups accompanied a Presidential Delegation to Vietnam last July to press for more progress. We have continued to meet with those organizations and other representatives of veterans. The various leaders and their constituents hold diverse perspectives and we have benefitted from them all.

We have also consulted regularly with the National League of Families of POWs and MIAs. I would like to pay tribute to that organization, which, during the 1980s, was instrumental in pushing our government to do more to account for our missing men. Much of the credit is due to Mrs. Ann Mills Griffiths, the League's executive director and the sister of one of our missing. We invited the League to join the July mission to Vietnam, but they were unable to participate.

To the veterans and families, let me repeat that this Administration remains steadfast in its determination to achieve the fullest possible accounting. Our doors remain open. We encourage them to continue working with us toward our common goal. As the President stated last week, this spring he will send another high level delegation to Vietnam and will again invite the veterans organizations and the League of Families to participate.

The President and his advisers also sought the views of a large, bi-partisan group of Senators and Representatives, including members of this sub-committee and many who were themselves prisoners of war or served in Vietnam, including the Chairman of this sub-committee.

Finally, the President has relied heavily on the information and advice provided by his military and civilian advisers here and on the ground.

### Chronology of Developments

These intensive consultations are part of the careful, steady course on Vietnam that the President has charted during the first year of his Administration. Let me briefly review the events that led to the President's decision to end the embargo and establish reciprocal liaison offices.

The first milestone was the April 1993 mission to Hanoi of General John Vessey. Mr. Chairman, I would like to use this opportunity to salute Jack Vessey. Much of what we have accomplished on the POW/MIA issue is due to the dedicated labors of this patriot who has served three Presidents as Special Emissary to Hanoi. Entering the army as a private, he rose to the highest position in our armed forces, Chairman of the Joint Chiefs of Staff. He gave 46 years of outstanding service to the nation. A grateful country could not have asked for more, but General Vessey had more to offer. He devoted himself to seeking the answers to the questions that have plagued the families of the missing. In 1987, he went on the first of six missions to Hanoi as Special Emissary. His work led to the establishment of the Joint Task Force-Full Accounting, and to our full-time POW/MIA office in Hanoi.

During General Vessey's April mission we were able to investigate the information we had just received from the archives of the former Soviet Union. Hanoi agreed to establish special teams to investigate the remaining discrepancy cases. For the first time, we received documents from Vietnam's wartime general political directorate.

On July 2nd last year, the President announced two new steps toward our goal of the fullest possible accounting. First, to acknowledge the progress we had made, but more importantly to encourage further advances, we ended our blockage of Vietnam's access to international financial institutions. Second, the President decided to send a new, high-level delegation to Vietnam to press for more progress on unresolved POW/MIA issues. I had the honor of co-leading that delegation, along with Deputy Secretary of Veterans Affairs Hershel Gober and Lt. General Michael Ryan, assistant to the Chairman of the Joint Chiefs. We were accompanied by leading representatives of the four largest veterans organizations.

Our mission was to ensure that Hanoi's top leaders understood the President's commitment to the POW/MIA issue. We stressed that further movement in bilateral relations required additional concrete results in four key areas identified by the President: remains, discrepancy cases, trilateral cooperation with Laos and Vietnam, and documents. We also emphasized the importance we attach to human rights.

We accomplished our mission. We delivered the President's message to the Party General Secretary, the Minister of Defense, the Acting Foreign Minister and the Minister of the Interior. We also had a very productive session between veterans of both sides.

On September 13, the President decided to renew his authority to continue the embargo against Vietnam. However, to recognize POW/MIA progress in the four key areas and to stimulate further results, we modified the embargo to permit American companies to undertake development projects in Vietnam funded by international financial institutions.

In December, I returned to Vietnam to assess the overall situation, including progress in the four key areas. I held lengthy discussions with the outstanding personnel serving in our Joint Task Force. I met with Vietnam's Prime Minister, Foreign Minister and other leaders. I travelled to the border with Laos to observe first hand the trilateral cooperation process there. And I had the honor to witness the beginning of the journey home for the remains of missing Americans -- a ceremony of stunning dignity that I will never forget.

In late December, the President's senior advisors met to review the POW/MIA record. They came to the unanimous conclusion that there had been significant, tangible progress in all four of the areas identified by the President in July.

#### The Criteria For Progress

What then were the results upon which the President's actions were based? Let me summarize the detailed information that was provided last week.

#### The first area identified by the President is the recovery and repatriation of American remains:

During the six months following the President's July announcement we brought home the remains of 39 Americans, more than we repatriated in all of 1992.

Throughout 1993, we repatriated the remains of 67 Americans, making last year the third most productive one for recovering remains since the end of the war. In the first month of this year, we have already brought home 12 more American remains.

#### The second area is the continued resolution of discrepancy cases and continued accomplishment of live sighting investigations:

Since July 1993, we have confirmed the deaths of 19 individuals on our list of discrepancy cases.

Since the beginning of the Administration, we have confirmed the deaths of 62 individuals, reducing the number of these cases from 135 to 73. We have a special team operating in Vietnam which is continuing to investigate the remaining 73.

We have conducted more than 300 investigations on the ground in Vietnam of reported sightings of live American POWs and of cases of Americans who were last known to be alive during the war. None of these has produced evidence that an American POW is being held captive in Vietnam today. But we will continue to pursue vigorously any reports of live prisoners that we receive.

The third area is further assistance in implementing trilateral investigations along the Vietnamese-Lao border:

For many years we tried without success to investigate cases of Americans missing along the Vietnamese-Lao border, particularly airmen shot down over the Ho Chi Minh Trail. As a direct result of the President's July initiative the governments of Vietnam and Laos reached agreement in August last year to cooperate jointly on such investigations. The first such operation took place on the border of Vietnam and Laos in December. I personally visited with the Vietnamese, Lao and American teams during my trip. The operation has succeeded in locating new remains as well as crash sites that we plan to excavate in the coming months.

And the fourth area is accelerated efforts to provide all POW/MIA-related documents that can give us answers to individual cases:

Since July, we have received for the first time records from Vietnam's wartime anti-aircraft units along the Ho Chi Minh Trail. These records contain information about hundreds of U.S. airmen who were shot down and are listed as missing. This information should help us locate crash sites and recover remains in both Vietnam and Laos.

We also have obtained for the first time documents from a wartime political-military unit. This material contains information on American servicemen buried by North Vietnamese forces and written reports recounting unilateral efforts by Hanoi to locate the remains of Americans. This information should assist our efforts to achieve the fullest possible accounting.

Since the archival research program was initiated in October 1992 we have received from the Vietnamese 25,000 POW/MIA-related documents and artifacts. Six hundred of these have been correlated to unresolved cases. This represents more POW/MIA-related documentation than we had previously received during the entire period since the end of the Vietnam War.

The President agreed with his advisers that this record represented "significant tangible progress". Overall, we believe that 1993 was the most productive year for POW/MIA progress since the war.

Once again, I would like to pay special tribute to the incredible work being done by the men and women of the Joint Task Force-Full Accounting under the leadership of Admiral Charles Larson and General Thomas Needham. They have endured hardships and dangers. They have displayed ingenuity, dedication and tenacity in tracking down every possible lead. They deserve our utmost gratitude and respect. These men and women are a source of immense pride for all Americans.

I also note the assistance we have received in the field from both official and private Vietnamese. Our Joint Task Force-Full Accounting personnel have reported that their cooperation during the past six months has been excellent. I cite two brief examples. In one instance, Vietnamese soldiers participating in an activity helped U.S. teams cross a Vietnam War-era minefield to an investigation site and helped remove four one hundred pound bombs from a crater we wanted to excavate. In another incident, a U.S. excavation team had been working without success for two weeks when a local villager approached and said he had witnessed the wartime burial of an American. The villager then directed the team to the burial site, resulting in the recovery of remains for which the JTF-FA were searching.

We now have in place the mechanisms we need to achieve the fullest possible accounting. We have the means to investigate any reports of possible live American prisoners. We have the mechanisms to excavate crash sites and burial locations. We have the means to interview witnesses in villages and Vietnam's wartime military leaders. We have special teams to search for remains and information on the highest priority discrepancy cases. We have mechanisms to review documents related to our missing men. And we have the means to investigate cases along the Vietnamese-Lao border. All of these instruments will help President Clinton fulfill his pledge to the families of the missing -- that everything possible will be done to determine the fates of their missing fathers and sons, husbands and brothers.

Let us also briefly recall two other positive aspects of recent U.S. engagement with Vietnam. As a result of the 1991 "roadmap" policy, Hanoi withdrew its troops from Cambodia and has supported the promising advance toward peace, freedom and human rights in that country. The overwhelming turnout for last year's free Cambodian elections, in spite of intimidation and violence, clearly demonstrated that democracy is not only a Western ideal.

Hanoi has also released from re-education camps its citizens who had been detained because of their pre-1975 association with the United States or the former South Vietnamese government.

These developments are encouraging. So too are Vietnamese pledges of continued cooperation on POW/MIAs. But, as the President cautioned, "it must not end here." We will relentlessly continue our search for answers.

We know from experience that this search will take a long time. Just two months ago we repatriated the remains of American aviators who were lost in World War Two. Their remains, and the wreckage of their airplane, were found in the glaciers of Tibet, and returned with the cooperation and assistance of the Chinese government. In recent months we have also retrieved more remains and more answers concerning the Korean and Vietnam wars from North Korea, Russia and China as well as the countries of Indochina.

I am confident the Vietnamese understand the President's determination to see this issue through. They also know that any further steps in our relationship will depend on our making even more progress.

Following the President's announcement, the Ministry of Foreign Affairs declared that, "The Vietnamese government reiterates its policy of consistently regarding the question of Americans missing from the war as a humanitarian concern not linked with political issues . . . the government and people of Vietnam have been, are and will be cooperating in a constructive spirit with the American government and people to solve this issue to the fullest possible extent."

When I informed Vietnam's Ambassador to the United Nations of the President's decisions, he said, "We promise to go forward with you to see the MIA issue resolved. I have a promise from Hanoi that cooperation will continue."

#### The Views of Others

The question for the President then was, what actions could we take to continue this important progress? How could we keep Vietnam motivated to pursue and expand its cooperation?

The President turned to many people for advice on these questions. He consulted with all members of his cabinet most directly concerned with the POW/MIA issue, including the Secretary of State, the Secretary of Defense and the National Security Advisor. The President asked General Shalikashvili and the Commander of our Pacific forces, Admiral Larson. He asked General John Vessey, and the leaders of the delegation he sent to Hanoi last July.

Everyone recommended that the best way to make more progress and resolve POW/MIA issues is to lift the embargo and expand our presence in Vietnam.

As I noted earlier, the President also sought the advice of many Members of Congress. Here I would note the special contribution of Senator John Kerry, who co-chaired the Senate Select Committee on POW/MIA Affairs. For 15 months, the Senator, a decorated veteran of Vietnam, steered his committee through an exhaustive investigation. The committee's findings played an important part in our deliberations. Senator Kerry also sponsored and championed the amendment endorsing an end to the embargo which the Senate overwhelmingly passed late last month.

At the risk of not mentioning all of the amendment's co-sponsors, I do want to single out two others with particular backgrounds. In very personal and moving remarks on the floor, Senator John McCain, who spent almost six years as a POW in Vietnam, recommended ending the embargo as the best way to account finally for his missing brothers in arms. Senator Bob Kerrey, who earned the Medal of Honor in Vietnam, also urged us to end the embargo to resolve the POW/MIA issue, and to make more progress on human rights and democracy issues.

In the House of Representatives I believe a broad majority also supports the President's decisions. They include many veterans and former POWs such as Congressman Pete Peterson, who has served a central role in our search for answers not only in Indochina but in the former Soviet Union.

The President and other Administration officials also consulted once again with the representatives of veterans organizations and family groups. While many of them disagree with the President's decision to lift the trade embargo, they all share his objective of achieving the fullest possible accounting. They agree in principle with the strategic approach of the Administration -- namely, to take incremental steps forward in our relations with Vietnam in response to progress and to encourage further progress. They agree that Vietnamese activity has intensified in recent months.

The disagreements arise over whether there has been sufficient progress, as opposed to an extensive process, to justify making another move forward. As I have outlined, we believe that we have witnessed not only unprecedented cooperation from the Vietnamese but also substantial tangible results from our joint efforts.

Despite these differences -- and I don't wish to minimize them -- we look forward to working closely with those who have the greatest personal stake in this difficult issue. We welcome their continued counsel. We empathize with their pain -- not only over lost family members and comrades but over the past deceptions by the Vietnamese and inadequate performance by the U.S. Government.

After considering all views, the President made his decisions. In short, he agrees with all his senior advisors, with our military personnel working on the ground, and with an overwhelming bipartisan majority in the Congress that the actions he announced represent the best way to account for our missing men.

The steps we have taken do not represent full "normalization" of relations with Vietnam. We are not opening embassies or exchanging ambassadors. We are not granting Vietnam special economic privileges. We retain considerable political and economic incentives to ensure that the government of Vietnam does not waver from its commitment to continue its cooperation on POW/MIA issues.

Our efforts will continue undiminished, indeed with fresh momentum.

With these prospects in mind, President Clinton also decided to establish a liaison office in Vietnam and to permit the Vietnamese to open a similar office here. We believe such offices will greatly assist in our search for MIA information. They will also serve to expand our dialogue with Vietnam on many issues, including human rights. And they will support and protect American visitors, tourists and businesspeople.

The vastly increased numbers of American visitors, tourists, businesspeople and other private groups who will now spread across Vietnam should produce greater openness, greater contacts, greater information on our MIAs -- and concrete results.

At this moment we are only in the initial planning stages for the liaison offices. Questions on timing, staffing, privileges and immunities, and functions will be the subject of discussions with the Vietnamese. We plan to begin these talks in the near future. We welcome your views and will keep you and your staff apprised of significant developments.

In sum, President Clinton and all his top advisers believe that it is time to acknowledge the help of the Vietnamese. The February 3, 1994 decisions will encourage further efforts by demonstrating to Vietnamese leaders and the Vietnamese people that we will meet cooperation with reciprocal steps, that it is in their interest to continue helping us.

The families and loved ones of our missing Americans deserve answers. The President's actions mark a major milestone on a lengthy journey in pursuit of that goal. They represent a new beginning, a rededication to our ongoing labors.

## Human Rights

Before concluding, let me cite two other important issues with Vietnam. My colleagues and I have raised these subjects regularly, including at the highest levels in Hanoi, and in Secretary Christopher's meeting last fall with Deputy Prime Minister Khai.

The first issue concerns American citizens who are incarcerated in Vietnam. We know of five such Americans, and are disappointed that we have only been granted access to one of them. Now, with the opening of an official U.S. office in Hanoi, we expect our discussions with Vietnam to lead to normal consular access in accordance with international practice and law.

The second issue is human rights. The just published State Department 1994 human rights report for Vietnam spells out our deep concerns. It states, in part, that the Vietnamese government "continued to violate human rights in 1993. The authorities continued to limit severely freedom of speech, press, assembly and association, as well as worker rights and the right of citizens to change their government."

In my December meetings in Hanoi, Vietnam agreed to hold regular bilateral discussions with us on human rights. These should commence later this month. We expect a constructive, productive forum in which we will continue to urge Hanoi to respect universal human rights, and release those detained for the peaceful expression of political or religious beliefs. I would note here our sustained, personal concern for the health of Dr. Nguyen Dan Que among others. We have raised his case on many occasions, most recently in my meeting last week with the Vietnamese Ambassador to the United Nations. We will continue to follow closely his fate and others in similar situations. The further exposure of Vietnamese society to outside trade, investment, people, information and ideas as a result of the President's decisions should work to open up the political system of Vietnam.

Vietnam clearly has far to go to improve its observance of human rights. Some actions by the Vietnamese leadership in recent years, however, have signaled their intention to reintegrate their nation in the world and contribute to the stability of the Southeast Asian region. As I already noted, the Vietnamese were a signatory to the Cambodia Peace Accords and have faithfully supported the implementation of the peace process. While the government's institution of economic reforms is clearly in Vietnam's self-interest, it has also had a positive impact on the region and drawn that nation more into the world trading community. The Vietnamese have also demonstrated a willingness to resolve their territorial disputes in the South China Sea with China and other Southeast Asian claimants in a peaceful and constructive manner.

Conclusion

Let me close with the words of President Clinton last Thursday:

"Whatever the Vietnam War may have done in dividing our country in the past, today our nation is one in honoring those who served and pressing for answers about all those who did not return. This decision today, I believe, renews that commitment and our constant, constant effort never to forget those until our job is done. Those who have sacrificed deserve a full and final accounting. I am absolutely convinced, as are so many in Congress who served there and so many Americans who have studied the issue, that this decision today will help to ensure that fullest possible accounting."

Mr. Chairman, members of this Committee: As we look back upon this time many years from now, perhaps the most significant dimension of the President's decision will prove to be psychological. Perhaps we have begun turning the pages of history. Perhaps we are moving toward eventual reconciliation with a former enemy. Perhaps for Americans, as one observer has put it, Vietnam will become a country, not a war. Perhaps we are further developing the President's vision of a new Pacific Community.

Above all, let us hope that -- whatever our differences about the war or how to resolve its lingering questions -- we have truly advanced the process of healing the wounds. May the families at last find answers. And may all Americans at last find peace.

Thank you very much.

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SEN. ROBE: Well, I've just got -- I've got a couple of more and I'll save others for individual meetings or our next opportunity. And again, I do appreciate the fact that you continue to come before us and keep us apprised of your thinking on some of these areas and developments. And certainly the trip that you and the secretary made was important, as it always would be, given the public perceptions, especially related to what happened in China; I think your clarification on that point is appropriate and your discussion of the

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relationships with Japan and Australia certainly are very much in keeping with that.

Let me talk about Vietnam for just a second. In the bilateral talks with the Vietnamese in early March regarding liaison offices, I understand that Hanoi balked at signing a consular affairs agreement that would require the government to contact American authorities within 72 hours should an American or Vietnamese American be detained during a trip to Vietnam. Hanoi apparently continues to make a distinction between Americans based on their birth or the origin of those particular individuals, with which we obviously take exception very strongly. What does this say about Vietnamese attitudes towards its own people? And, ultimately, how is this consular issue going to be resolved?

MR. LORD: Well, on the whole the talks went well in Hanoi, the February working-level talks on property issues and opening up liaison offices, as well as claims. Now, on this specific issue, this is the only issue left. It's a very important issue, but all the other issues, at least in terms of the consular dimensions and the key questions with respect to liaison offices I believe there's good progress on.

We have made very clear to the Vietnamese that we have no flexibility on this subject. An American is an American as far as we're concerned, and if it's a Vietnamese American, Chinese American, whatever, we must insist on protecting his or her rights. The Vietnamese have never granted this. They believe that once a Vietnamese always a Vietnamese, I guess; I don't have it exactly, but there's still dual nationality.

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And it's on that basis they way that they can't afford the same kind of access in the case of Vietnamese Americans. We just told them we can't accept this. They are going back and I think genuinely looking to see if there's some way they can accommodate their laws and their problems with our absolute prerequisite here. They don't have this agreement with any other country so they're worried about setting a precedent. But -- so I hope we can work this out. We've made it very clear that always -- in any negotiation you can give and take and be flexible, but in this one we've made it clear we just have no choice; we will not have an agreement unless we can protect Vietnamese Americans.

SEN. ROBB: Good. It seems to me that that's the only position that we can take with respect to that particular issue and I applaud your insistence on that.

REMARKS BY WINSTON LORD, ASST SECY OF STATE FOR NEAR EASTERN AND ASIAN  
AFFAIRS STATE DEPT NATIONAL FOREIGN POLICY FORUM STATE DEPARTMENT  
F-18-01 page# 1 10:45 A.M. MONDAY, APRIL 18, 1994

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MR. LORD: (Applause.) First I want to make clear I'm proud to  
be introduced as the husband of Betty Bao (sp) Lord. Before that, I  
was known as the son of Mary Lord. My mother was quite well-known as  
well. (Laughter.) So I'll never make it on my own. (Laughter.) But  
I do appreciate the introduction. It's a little awe inspiring. It  
reminds me of when I had to introduce one of my former bosses, a guy  
named Henry Kissinger, you may have heard about. I was his special  
assistant at one point, director of his policy planning staff. As you  
know, his ego was somewhat out of control. (Laughter.) So, my  
favorite introduction of him, I would say, "Now, ladies and gentlemen,  
I want to present to you a man who clearly is a legend in his own  
mind." (Laughter.)

We want to leave time for questions and answers, so I'm going to  
have to race at sort of New York speed, if that's okay with this  
national audience, through a vast region and one that is assuming  
greater importance on our foreign policy agenda. For most of our  
history we have been Eurocentric with respect to international  
relations, and I think that was correct. Most of our people for most  
of our history came from Europe. Our trade flows were across the  
Atlantic, our security involvements clear and obvious. But that is  
changing. I think it's fair to say that now no region is more  
important than Asia or will be more important in the coming decades.  
This is in no way to denigrate the importance of Europe and other  
regions, but the fact is that many trends have put Asia at the center  
of our foreign policy. It's been a key theme of the first year-plus  
of the Clinton administration.

Without rehearsing all the dimensions, the fact is that we have  
40 percent more trade across the Pacific than the Atlantic now. It's

REMARKS BY WINSTON LORD, ASST SECY OF STATE FOR NEAR EASTERN AND ASIAN  
AFFAIRS STATE DEPT NATIONAL FOREIGN POLICY FORUM STATE DEPARTMENT  
F-18-02 page# 1 10:45 A.M. MONDAY, APRIL 18, 1994

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And that is one of our strategic challenges in the coming years, I believe, in addition to the day to day crisis that you are familiar with.

Let me spend most of my very brief time on the three issues that have sort of converged just in recent weeks -- Japan, China, and Korea. But before doing that, a little broader framework on our Asian policy in general.

We had good fortune on the calendar the first year of this administration in that there was a one out of seven chance that the annual industrial democracies meeting of the G-7 would take place in Asia. Therefore, the president's first trip overseas was to Tokyo and he went on to Korea. There was a one out of 15 chance that we would host this very promising regional economic organization, called APEC, which the president did in Seattle in November. And he raised it to a summit level, thereby stressing our stakes in the region -- a rather historic meeting.

So, we put together those events, presidential speeches and travels, as well as by the secretary of state and many other Cabinet officials and, as I say, our rhetoric about our stakes in Asia and, above all, we've underlined our staying power by the maintenance of our force levels. Even without the nuclear crisis in Korea, this would have happened. And within a few years, we'll have as many forces in Asia-Pacific. We're not raising them, they're maintaining a steady level as we do in Europe, which is a dramatic transformation, as well as significant reinforcement capabilities.

So, I think all of these elements have accomplished this task, as I said, we set out for ourselves, of raising the profile of the Asia-Pacific region. In addition, some specific policies -- I think you're familiar with our Vietnam policy, where the president has put getting information on our missing in action, is the highest priority. We've moved ahead on that front, very productive cooperation from the Vietnamese and, in turn, have engaged them on an incremental basis, lifted the embargo. We're in the process of establishing liaison offices, again, helping to build a broader engagement in the and develop the president's vision of a new Pacific community.

The one event that has moved me the most, and I think has been the most stunning success -- although, often overlooked, not for American policy so much, but for the Cambodian people, is the situation in Cambodia. Who would have thought two or three years ago that the following would happen.

REMARKS BY WINSTON LORD, ASST SECY OF STATE FOR NEAR EASTERN AND ASIAN  
AFFAIRS STATE DEPT NATIONAL FOREIGN POLICY FORUM STATE DEPARTMENT  
F-18-10 page# 2 10:45 A.M. MONDAY, APRIL 18, 1994

Q Ambassador Lord -- oh, I'm Nathan Bush (sp) from the University of Virginia. In your remarks, you alluded to regional tensions and anxieties between states. And the South China Sea dispute has often been treated as a focus of tensions between the ASEAN members, Vietnam and China. What specific policies have the United States government pursued in trying to alleviate these tensions, and what do you see as the prospects for reconciliation in the South China Sea?

MORE

REMARKS BY WINSTON LORD, ASST SECY OF STATE FOR NEAR EASTERN AND ASIAN  
AFFAIRS STATE DEPT NATIONAL FOREIGN POLICY FORUM STATE DEPARTMENT  
F-18-11 page# 1 10:45 A.M. MONDAY, APRIL 18, 1994

dest=dos, forpolus, asia, pacific, fns14040, prc, un, japan, nkor, viet, asean, russia  
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MR. LORD: You're right. This is a potentially serious issue. Particularly there are some rich resources -- oil and others -- out there. The Chinese have been building up their defense capabilities, including projection power, and been making some statements, but they've also tried to show that they're not threatening with respect to this. And you've indicated the key players. First, the U.S. position is that we don't have a position essentially -- namely, that we do not take a position on the legal and historical merits of the various claims. That's both tricky legally and it's also extremely tricky politically. We do, however, secondly say this should be resolved peacefully and that we do not believe anybody should threaten to resolve it in any other way. So that's sort of our general position.

Now, as part of the regional security dialogue that I mentioned earlier, this is a very good example of where we would hope that getting ASEAN, for example, and Vietnam and China around the table together with other interested parties, that some of the tensions could be eased with respect to this dispute. This summer, in what will be a rather historic move, although it may not have a media payoff in terms of substantive results, this dialogue in Southeast Asia that mentioned, which is, to use jargon, the ASEAN Post-Ministerial Conference meeting between the ASEAN countries, Japan, Korea, U.S., Canada, Australia, New Zealand and the EEC -- this dialogue will be joined by Vietnam, China, Russia and a couple of other countries. Again, it's a dialogue, not a structure, but it's precisely this kind of issue that it's hoped will be eased by it.

Meanwhile, the Indonesians have taken a considerable lead on trying to promote a peaceful resolution of this issue. So it's one that bears watching. It's not of immediate tension, but as you look down the next 10 or 20 years, it could be a serious problem.

We have people at the microphones. Here, yes?

Q Mr. Ambassador, I'm Ed Platt (sp) from -- (inaudible) -- University of Pennsylvania. The North Koreans have very limited, if any, delivery capabilities for nuclear weapons if in fact they have nuclear weapons. The only countries within potential range would be the Russians, the Chinese, the Japanese, the South Koreans perhaps, and not the United States. Given the fact that two of those countries are Security Council members and possess nuclear weapons and all four have greater leverage probably with North Korea than we do, why have we chosen to take the lead in the North Korean policy?

MR. LORD: That's a good question. First, we have a clear

Facsimile Transmission Cover Sheet

**OFFICE OF THE PACIFIC BASIN**

**U.S. Department of Commerce  
Washington, DC 20230**

**DATE: 3 May 1994**

**FROM:** *Hong-Phong B. Pho* **FAX #:** 202-482-4453  
*Country Desk Officer for* 202-482-1576  
*Vietnam, Laos and Cambodia*

**TO: U.S.-Vietnam Trade Council FAX #: 202-546-4784**

**ATTN.: Virginia B. Foote**

**SUBJECT: Recent NSC Decision on Vietnam Economic Options**

MESSAGE: The following is FYI only.

On April 26, Commerce received an undated copy of a memorandum which reported the results of the NSC consideration of Vietnam economic options after reviewing the options paper submitted by the Vietnam Interagency Working Group (IWG) for review at the end of February.

The NCS approved implementation of a range of Vietnam-related economic/commercial activities. Commerce working level (up to the DAS) is now authorized (1) to contact and meet with Vietnamese officials at trade shows and exhibition in third countries, (2) to contact (via letter, fax, telephone) Vietnamese officials or entities to request information on doing business in Vietnam for public dissemination, (3) and to make periodic ad hoc visits to Vietnam for purposes of conducting market research and gathering economic data, subject to State EAP concurrence and approval. Senior-level DOC officials are permitted to write advocacy letters to Vietnamese officials on behalf of U.S. business, to be passed through the USLO office in Hanoi (which does not yet exist.)

The NCS disapproved activities such as (1) USG-sponsored trade missions and promotional events in Vietnam, (2) establishing two FCS positions in Hanoi, and (3) senior-level USG economic agency officials' travel to Vietnam. These issues will be reconsidered after the opening of the USLO.

Regards, HPP

**Total Number of Pages Including this Cover Sheet: 1**

**If you do not receive all pages clearly, please contact us at 202-482-3877 between 9:00 AM and 5:00 PM EST (USA).**

employment programs under title IV, part C of the Job Training Partnership Act).

#### § 626.4 [Amended]

4. Section 626.4 is amended:

- a. By removing from the introductory text the citation "and 1005"; and
- b. By removing from the consolidated table of contents the entry for part 1005 of chapter IX.

**CHAPTER IX—OFFICE OF THE ASSISTANT SECRETARY FOR VETERANS' EMPLOYMENT AND TRAINING, DEPARTMENT OF LABOR**

#### **PART 1005—VETERANS' EMPLOYMENT PROGRAMS UNDER TITLE IV, PART C OF THE JOB TRAINING PARTNERSHIP ACT [REMOVED]**

5. Part 1005 of chapter IX is removed.

Signed at Washington, DC, this 16th day of May 1994.

Doug Ross,

*Assistant Secretary for Employment and Training.*

Preston M. Taylor, Jr.,

*Assistant Secretary for Veterans' Employment and Training.*

[FR Doc. 94-12316 Filed 5-20-94; 8:45 am]

BILLING CODE 4510-70-M

#### **DEPARTMENT OF THE TREASURY**

**Internal Revenue Service**

**26 CFR Part 301**

[TD 8541]

RIN 1545-A080

#### **Civil Actions by Persons Other Than Taxpayers**

**AGENCY:** Internal Revenue Service (IRS), Treasury.

**ACTION:** Final regulations.

**SUMMARY:** This document contains final regulations adding language to the existing regulations regarding civil actions by persons other than taxpayers, to clarify language that is ambiguous or confusing. The final regulations provide that when the IRS levies on property that is in the custody of an agency of the Federal Government, a third party (i.e., someone other than the taxpayer) who is injured by such levy may have a cause of action against the Government for wrongful levy.

**EFFECTIVE DATE:** These regulations are effective December 23, 1993.

**FOR FURTHER INFORMATION CONTACT:** Jerome D. Sekula, (202) 622-3640 (not a toll-free call).

#### **SUPPLEMENTARY INFORMATION:**

##### **Background**

This document contains final regulations amending the Procedure and Administration Regulations (26 CFR part 301) under section 7426 of the Internal Revenue Code (Code). On December 23, 1993, a notice of proposed rulemaking relating to civil actions by persons other than taxpayers was published in the Federal Register (58 FR 68092). No written comments were received. No public hearing was requested or held. Because no comments were received, the proposed regulations under section 7426 are adopted without revision by this Treasury decision. The preamble to the notice of proposed rulemaking contains the explanation of the provisions of this Treasury decision.

##### **Special Analyses**

It has been determined that this Treasury decision is not a significant regulatory action as defined in EO 12866. Therefore, a regulatory assessment is not required. It has also been determined that section 553(b) of the Administrative Procedure Act (5 U.S.C. chapter 5) and the Regulatory Flexibility Act (5 U.S.C. chapter 6) do not apply to these regulations, and, therefore, a Regulatory Flexibility Analysis is not required. Pursuant to section 7805(f) of the Internal Revenue Code, the notice of proposed rulemaking preceding these regulations was submitted to the Small Business Administration for comment on its impact on small business.

##### **Drafting Information**

The principal author of these regulations is Jerome D. Sekula, Office of the Assistant Chief Counsel (General Litigation), IRS. However, other personnel from the IRS and Treasury Department participated in their development.

##### **List of Subjects in 26 CFR Part 301**

Employment taxes, Estate taxes, Excise taxes, Gift taxes, Income taxes, Penalties, Reporting and recordkeeping requirements.

##### **Adoption of Amendment to the Regulations**

Accordingly, 26 CFR is amended as follows:

**Paragraph 1.** The authority citation for part 301 continues to read in part as follows:

Authority: 26 U.S.C. 7805 \* \* \*

**Par. 2.** Section 301.7426-1 is amended as follows:

1. Paragraph (a)(1) is revised to read as set forth below.

2. Paragraph (c) is added to read as set forth below.

#### **§ 301.7426-1 Civil actions by persons other than taxpayers.**

(a) *Actions permitted—(1) Wrongful levy—(i) In general.* If a levy has been made on property or property has been sold pursuant to a levy, any person (other than the person against whom is assessed the tax out of which such levy arose) may bring a civil action against the United States in a district court of the United States based upon such person's claim—

(A) That such person has an interest in, or lien on, such property which is senior to the interest of the United States; and

(B) That such property was wrongfully levied upon.

(ii) *Debt owed by another Federal agency.* Section 7426 and this paragraph (a) apply when a levy is made by the Internal Revenue Service on a debt owed to a taxpayer by another Federal agency. By contrast, section 7426 and this paragraph (a) do not apply if the Internal Revenue Service requests payment from another Federal agency pursuant to a request for setoff.

(c) *Effective date.* Paragraph (a)(1) of this section is effective as of December 23, 1993.

Margaret Milner Richardson,

*Commissioner of Internal Revenue.*

Approved: May 9, 1994.

Leslie Samuels,

*Assistant Secretary of the Treasury.*

[FR Doc. 94-12464 Filed 5-20-94; 8:45 am]

BILLING CODE 4820-01-0

#### **Office of Foreign Assets Control**

**31 CFR Part 500**

#### **Foreign Assets Control Regulations; Unblocking of Certain Bank Transfers Involving Vietnam**

**AGENCY:** Office of Foreign Assets Control, Treasury.

**ACTION:** Final rule; amendment.

**SUMMARY:** As an additional step in the normalization of relations with Vietnam, the Treasury Department is amending the Foreign Assets Control Regulations to authorize United States banking institutions to unblock certain funds which came into their possession or control through wire transfer instructions or check remittances received after December 31, 1989, in which Vietnam or a Vietnamese national has or has had an interest.

00323

**EFFECTIVE DATE:** May 18, 1994.

**FOR FURTHER INFORMATION CONTACT:** Steven I. Pinter, Chief of Licensing (tel.: 202/622-2480), or William B. Hoffman, Chief Counsel (tel.: 202/622-2410), Office of Foreign Assets Control, Department of the Treasury, Washington, D.C. 20220.

**SUPPLEMENTARY INFORMATION:**

#### Electronic Availability

This document is available as an electronic file on *The Federal Bulletin Board* the day of publication in the Federal Register. By modem dial 202/512-1387 or call 202/512-1530 for disks or paper copies. This file is available in Postscript, WordPerfect 5.1 and ASCII.

#### Background

Effective February 3, 1994, the Office of Foreign Assets Control authorized new transactions involving property in which Vietnam or its nationals have an interest, effectively lifting the embargo against that country for all new transactions. Property blocked at that time, however, remained blocked. The Foreign Assets Control Regulations, 31 CFR part 500 (the "Regulations"), are being amended to add § 500.579, which authorizes banking institutions subject to U.S. jurisdiction to unblock and return to the remitter certain funds that came into their possession or control through wire transfer instructions or check remittances received after December 31, 1989. This general license does not authorize the unblocking of funds in which Vietnam or a Vietnamese national has an interest that were blocked as of February 3, 1994, other than wire transfers and check remittances blocked after December 31, 1989, which are not being returned to the Government of Vietnam or persons in Vietnam. Nor does it affect enforcement actions involving prior violations of the Regulations.

Because the Regulations involve a foreign affairs function, Executive Order 12866 and the provisions of the Administrative Procedure Act, 5 U.S.C. 553, requiring notice of proposed rulemaking, opportunity for public participation, and delay in effective date, are inapplicable. Because no notice of proposed rulemaking is required for this rule, the Regulatory Flexibility Act, 5 U.S.C. 601-612, does not apply.

#### List of Subjects in 31 CFR Part 500

Administrative practice and procedure, Banks, Banking, Finance,

Foreign investments in U.S., Foreign trade, International organizations, North Korea, Penalties, Reporting and recordkeeping requirements, Securities, Services, Telecommunications, Travel restrictions, Vietnam.

For the reasons set forth in the preamble, 31 CFR part 500 is amended as set forth below:

#### PART 500—FOREIGN ASSETS CONTROL REGULATIONS

1. The authority citation for part 500 continues to read as follows:

Authority: 50 U.S.C. App. 1-44; E.O. 9193, 3 CFR, 1936-1943 Comp., p. 1174; E.O. 9989, 3 CFR 1943-1948 Comp., p. 748.

2. Section 500.579 is added to subpart E to read as follows:

#### Subpart E—Licenses, Authorizations, and Statements of Licensing Policy

§ 500.579 Authorization for release of certain blocked transfers by banking institutions subject to U.S. jurisdiction.

Banking institutions subject to the jurisdiction of the United States are authorized to unblock and return to the remitting party funds that were blocked pursuant to this part because of an interest of Vietnam or a Vietnamese national and that came into their possession or control by wire transfer or check remittance received after December 31, 1989, provided that no funds are released to the Government of Vietnam or any person in Vietnam.

Dated: May 5, 1994.

Steven I. Pinter,  
Acting Director, Office of Foreign Assets Control.

Approved: May 9, 1994.

R. Richard Newcomb,  
Acting Deputy Assistant Secretary (Law Enforcement).

[FR Doc. 94-12515 Filed 5-18-94; 2:10 pm]

BILLING CODE 4810-25-F

#### FEDERAL COMMUNICATIONS COMMISSION

#### 47 CFR Parts 24 and 99

[GN Docket No. 93-252, FCC 94-31]

Implementation of Sections 3(n) and 322 of the Communications Act Regarding Regulatory Treatment of Mobile Services

AGENCY: Federal Communications Commission.

**ACTION:** Final Rule.

**SUMMARY:** This order accelerates the effective date of the redesignation of part 99 of the Commission Rules as part 24. Acceleration of the date is necessary in order to ensure that certain other rule changes adopted by the Commission affecting part 24 take effect after the redesignation of part 99 as part 24.

**EFFECTIVE DATE:** Effective June 22, 1994. The effective date of July 18, 1994, for the redesignation of part 99 as part 24 published at 59 FR 18493 (April 19, 1994) is changed to June 22, 1994.

**FOR FURTHER INFORMATION CONTACT:** Kent Nakamura, (202) 418-2042.

**SUPPLEMENTARY INFORMATION:** This is a summary of the Commission's Order in GN Docket No. 93-252, adopted May 18, 1994 and released May 19, 1994. The full text of the Commission's decisions are available for inspection and copying during normal business hours in the FCC Dockets Branch (room 230), 1919 M Street, NW., Washington, DC. The complete text of this decision may also be purchased from the Commission's copy contractor, International Transcription Service, Inc., (202) 857-3800, 2100 M Street, NW., Washington, DC 20037.

#### Synopsis of Order

This Order accelerates the effective date of earlier Commission action redesignating Part 99 of its Rules as Part 24. This action is necessary in order to ensure that Part 24 is effective prior to the time that the Commission's rules for the auction of certain narrowband Personal Communications Services licenses become effective.

#### Ordering Clause

IT IS ORDERED that our action in the Second Report and Order in GN Docket No. 93-252 that redesignated part 99 of our Rules as part 24 will become effective June 22, 1994 instead of July 18, 1994.

Federal Communications Commission.

William F. Caton,

Acting Secretary.

[FR Doc. 94-12618 Filed 5-20-94; 8:45 am]

BILLING CODE 6712-01-M



United States Department of State

*Assistant Secretary of State  
for East Asian and Pacific Affairs*

*Washington, D.C. 20520*

MAY 20 1994

His Excellency  
Le Mai  
Vice Minister of Foreign Affairs  
Socialist Republic of Vietnam  
Hanoi, Vietnam

Dear Mr. Minister:

Further to President Clinton's announcement of February 3, 1994, concerning the lifting of the trade embargo and establishment of a United States liaison office in Vietnam and the Vietnam Foreign Ministry statement of February 4, 1994, on behalf of the United States Government, I am pleased to propose that our two governments establish offices in our respective countries. We propose that these liaison offices would, pending further progress in our overall relations, function in accordance with the terms described herein.

Since both the United States and the Socialist Republic of Vietnam are parties to the 1963 Vienna Convention on Consular Relations (VCCR), I propose as a general principle that our two governments conduct their relations within the framework of this universally respected international instrument. Consistent with the purposes of the VCCR, I propose that both governments agree on the need to provide all standard consular services.

The initial official presence of the United States in Vietnam and that of Vietnam in the United States would be "liaison offices" at the level of Consulate General, the head of which would hold the title of "Chief of the Liaison Office" with the rank of Consul General. Further discussions would be held early to determine such matters as the initial number of staff to be assigned to the respective liaison offices.


The staff members of our respective liaison offices, and their families forming part of their households, will enjoy all of the facilities, privileges, and immunities that are provided for in the VCCR. Based on mutual agreement, we will pursue provision of appropriate facilities, privileges, and immunities to other personnel.

The United States is prepared to accept the establishment of a comparable liaison office of the Socialist Republic of Vietnam in the United States.

While taking this step, the U.S. Government believes that there remain many technical and substantive issues that will have to be resolved between our two governments before full normalization of our relations can be realized, particularly progress on American POWs and MIAs. In this context, we welcome Vietnam's statements reaffirming its commitment to assist on the POW/MIA issues as well as its decision to begin a bilateral dialogue on human rights issues. We hope the establishment of liaison offices will enable us to make further progress on these and other issues of interest to both countries.

I look forward to your early response concurring on behalf of the Government of the Socialist Republic of Vietnam with these proposals, and fully anticipate that the United States will be able to open its Liaison Office in Vietnam soon after having received your favorable reply.

Sincerely,



Winston Lord

Att. Ginny.  
U.S. VIETNAM

### U.S. AND VIETNAM SIGN AGREEMENTS TO OPEN LIAISON OFFICES

The United States and Vietnam have reached agreement on the legal framework for the opening of liaison offices in Hanoi and Washington. The date for opening the offices will depend on implementation of an agreement to return each country's diplomatic properties.

On February 3, 1994, President Clinton announced the end of the U.S. trade embargo against Vietnam. The President also announced his intention to establish a liaison office in Vietnam. This office should facilitate progress on all issues of concern, particularly POW/MIA accounting. The liaison office will also enable us to provide services for an increasing number of Americans in Vietnam, and advance our human rights dialogue.

On May 20, 1994 Assistant Secretary of State Winston Lord transmitted a letter to Vietnamese Vice Foreign Minister Le Mai, proposing that the two governments establish liaison offices within the framework of the 1963 Vienna Convention on Consular Relations (VCCR). In his letter, Assistant Secretary Lord stated that "there remain many technical and substantive issues that will have to be resolved between our two governments before full normalization of relations can be realized, particularly progress on American POWs and MIAs."

On May 21, 1994, Vice Foreign Minister Le Mai wrote to Assistant Secretary Lord, accepting the U.S. proposal. The Vice Foreign Minister stated that "with the establishment of the liaison offices and the overall development of relations between the two countries, we will have favorable conditions to pursue resolution of issues of common concern to the two sides, among which is the issue of people missing from the war."

In addition to this exchange of letters, the U.S. and Vietnam have signed an "agreed minute" containing further details regarding the liaison offices, including on consular notification and access.

The U.S. will be notified within 96 hours of the arrest or detention of any U.S. passport holder, irrespective of that person's place of birth. The U.S. will be provided consular access to the detained person within 48 hours after notification. This agreement will enable the U.S. Liaison Office staff to effectively perform its function of providing services to American citizens in distress. Similar notification and access will be provided in the case of Vietnamese citizens arrested in the United States.

- 2 -

A date for the opening of the liaison offices will be set following implementation of Vietnam's agreement to return U.S. diplomatic property. Both Assistant Secretary Lord and Vice Foreign Minister Le Mai expressed interest in opening the offices soon.

A Vietnamese delegation, led by Mr. Nguyen Xuan Phong, Director, Americas Department, Ministry of Foreign Affairs, and a United States delegation, led by Mr. James H. Hall, Director, Office of Vietnam, Laos and Cambodia Affairs, Department of State, met periodically between February 28 and May 7, 1994, to discuss the opening of liaison offices in their respective countries, following the February 3, 1994, statement of the President of the United States and the February 4, 1994, statement of the Vietnamese Ministry of Foreign Affairs. The two delegations agreed to the texts of the proposed letters to be exchanged between their respective governments that would provide the framework for the creation of their respective liaison offices.

In addition to the matters addressed in the texts of the proposed letters, the delegations agreed to the following:

- 1) Vietnam and U.S. liaison offices would serve as vehicles to deal with the issues of interest to both countries.
- 2) Liaison office employees may participate in dialogue and liaison office premises may be used for dialogue on any issue of concern between the two countries.
- 3) Consistent with the purposes of the 1963 Vienna Convention on Consular Relations (VCCR), the liaison offices will provide all standard consular services.
- 4) Both states reaffirm their policies of not supporting or condoning efforts to overthrow or destabilize the other government, and pledge to inform their citizens of their responsibilities to observe local laws. Moreover, U.S. neutrality and related laws impose substantial criminal and civil penalties for individuals within the U.S. who knowingly provide financial or material support for efforts to destabilize foreign governments.
- 5) The two sides will notify each other immediately, but no later than within 96 hours, of the arrest or detention of passport holders of the sending state. If it is not possible to notify the sending state within 96 hours because of communications difficulties, the receiving state will provide notification as soon as possible. The receiving state will provide consular access to the detained person within 48 hours after notification.
- 6) Each country will provide reciprocal and non-discriminatory treatment to the liaison office of the other.
- 7) All citizens of the receiving state would be equally treated in terms of employment at the liaison office of the sending state, without discrimination regardless of their prior affiliation with the sending state.
- 8) Occupation of respective diplomatic properties would be based on simultaneity. Each side would assist the other to find suitable temporary office and residential space on a reciprocal and non-discriminatory basis.

*[Handwritten signature]*

*James H. Hall*

REMARKS OF SAMUEL R. BERGER  
Deputy National Security Adviser  
Annual Meeting of the National League of Families  
of American Prisoners and Missing in Southeast Asia  
Arlington, Virginia  
July 15, 1994

Thank you. I appreciate the invitation to address you this evening. This organization performs an invaluable service: You keep America faithful to the memories of the men and women who served our nation in Southeast Asia.

I want to particularly thank Ann Mills Griffith for inviting me to be with you. You have heard today of the strong and effective role she played in the recent visit of the Presidential delegation to Vietnam. That trip was just the most recent step that your organization has taken on behalf of the families of POW/MIA's -- and all Americans owe Sue Scott, Ann and your members a debt of gratitude.

You in this room know better than anyone that the Vietnam War has left too many questions unanswered. The questions that have motivated Administrations, both Republican and Democratic, to demand results -- and not just promises -- from the governments of Southeast Asia. And the questions that, sadly, keeps family members awake at night.

In the midst of all this uncertainty, however, I believe that we can all agree on a few important principles. They are the principles that have guided President Clinton since he first took office.

First, he has made clear that it is our job to listen to you and to do everything that is within our power to solve the mysteries of what has happened to your loved ones. I have not come here tonight to tell you that I know how you feel. That would be impossible. I have come to say that our nation owes a special debt to every member of its armed forces, and every family member who supports them. And for those who have to face the agony of uncertainty, that debt must be doubly repaid.

The second principle is that, from President Clinton on down, this Administration shares your objective: to achieve the fullest possible accounting of the fate of Americans taken prisoner or missing in action in the Vietnam War. We have -- and we will -- disagree on how best to meet that goal. But we will not rest until we achieve it.

Third, and let me emphasize this, any progress in the relationship between the United States and the Government of Vietnam has and will be dependent on tangible progress on the POW/MIA issue. From the beginning of the Clinton Administration, we have been very clear about that. Secretary Christopher's

decision not to travel to Vietnam next week is only the most recent example of our commitment to this principle. Any steps -- any steps -- to normalize relations with the government will depend on further progress.

I know that there are more than a few people in this audience tonight who were disappointed with our decision to lift the embargo last February.

I am not here to apologize for those decisions; we believed then -- and we believe now -- that they will ultimately yield what we are all looking for. But I do want to review the progress that we have made -- and say a few words about the future.

Let me first be clear about the process that led up to the President's decision to lift the trade embargo on Vietnam.

I was intimately involved in every stage of the discussions that led to the lifting of the embargo. I attended every major meeting. And I believe I reviewed all the memoranda, papers and advice that we received.

And I can tell you without hesitation that economic considerations were simply not part of the President's thinking or decision.

The President never asked for, never received, any assessment or analysis of what lifting the embargo might mean for American business interests. The sole criterion for his decision to lift the embargo was our judgment that it would facilitate progress on POW/MIA issues.

We believed then -- and we believe now -- that lifting the embargo was more likely to ensure further progress on this issue. And I hope that, in the months and years to come, you will judge us by the results that are achieved.

And there has been progress:

-- For the first time, our Task Force has gotten access to sensitive sites, including those in the Cam Ranh Bay and Haiphong areas.

-- In the past five months, through joint investigations, we have reduced the number of Last Known Alive discrepancy cases from 73 to 55.

-- Last week, the Vietnamese Government -- including the once-intransigent Interior Ministry -- agreed to our delegation's request to establish a special documents team.

-- By the end of the year, our Task Force will have examined every known crash site in Vietnam.

Since we last met, we have also fulfilled our promise to open up the government's files and give you -- the families who have the greatest need and right to know -- access to once-classified information. All but a very small percentage of documents have been released; and those withheld deal directly with national security issues or family privacy. This declassification marks a major departure from past government practices, and accurately reflects President Clinton's goal of increasing your access to information and increasing our chances of solving open cases.

Taken together, we believe that these actions have helped improve prospects for continuing progress. They set the stage for additional advances.

As we move forward, however, I want to emphasize that we will continue to judge the Vietnamese by their acts, not their words. Further improvement in our relations with the Vietnamese Government, as the President has said, will continue to depend on progress in four specific areas:

-- First, the recovery and repatriation of remains of our POWs and MIAs;

-- Second, rapid resolution of discrepancy cases and continued live sighting investigations;

-- Third, further assistance in implementing trilateral investigations with Laos; and

-- Fourth, accelerated efforts to provide all POW/MIA related documents that will help lead to genuine answers.

As I have said, we believe that the lifting of the trade embargo has, and will continue to, lead to progress in these four areas. But the progress has not been sufficient, and it is up to the Vietnamese Government to take concrete steps.

Let me just cite two examples.

Frankly, we have been disappointed with the Vietnamese Government's failure to follow up on our request for further information on the 84 special remains cases. The Presidential delegation clearly expressed this disappointment to the Vietnamese Government. We are watching closely to see if they will move forward on this issue.

In addition, we continue to press the Vietnamese to provide the documents that the League first requested during its March

mission, and that the President delegation laid on the table again last week. Although we recognize that the Vietnamese government may not possess every single item on the list, we believe that we have made clear the types of documents we are seeking. We await their response.

These are the kinds of issues -- issues where we demand results, not just promises -- that stand in the way of progress on the POW/MIA issues and, in turn, on closer ties between the United States and Vietnam. And they will continue to be foremost in our minds as we press for progress.

I know that many of you had deep concerns when President Clinton announced that he was lifting the trade embargo that our government was going to rush to normalization of relations with the Vietnamese Government.

That is not going to happen. Let me be clear: Since we lifted the trade embargo, the guiding principle of our policy has not changed. Any steps toward normalization will depend directly on further progress on the POW/MIA issue.

As President Clinton has said, "Whatever the Vietnam War may have done in dividing our country in the past, today our nation is one in honoring those who served and pressing for answers about all those who did not return."

Our Administration honors you who continue to search for the truth, and I urge you to continue to press us in that search.

No one in my position can ever truly appreciate all that you have been through. As individuals and as a nation, we owe it those of you who do not know the fate of a husband, a son, a father, a brother or a daughter lost in battle to do our best to end the pain of uncertainty. And though we cannot totally share the depth of your feelings, we can share the strength of your commitment to find the answers you deserve.

Tonight on behalf of President Clinton I pledge once again that we will continue to listen, to work with you, and devote the full measure of our energy and devotion as we seek to resolve the fate of your loved ones.

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