

FOURTEENTH ANNUAL
ALABAMA MODEL UNITED NATIONS



THE 2ND PRESIDENTIAL CABINET OF
WILLIAM JEFFERSON CLINTON

BACKGROUND GUIDE

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LETTER FROM THE DIRECTOR-GENERAL

Esteemed Faculty and Delegates,

Welcome to **ALMUN XIV**. My name is Catharine del Carmen, and I am serving as the Director-General. I am in my fourth year at the University of Alabama's Bachelor of Social Work (BSW) Program. Even after COVID-19 forced us to rain-check last year's conference, I am so excited that you chose to attend one of the Southeast's premier Model United Nations conferences for high school students! We are pleased to offer a diverse array of committees ranging from traditional General Assemblies to the International Court of Justices to a crisis committee based off a viral online video game with everything else in-between. I'm proud to announce that ALMUN XIV will also be implementing its first Plenary Session for the General Assembly during the last committee session on Sunday, February 6th. The fourteenth rendition of ALMUN's secretariat and staff have worked tirelessly to revamp our conference and provide an immersive, engaging, and realistic experience to all delegates who choose to attend.

This is my eighth year participating in ALMUN, and I cannot believe how much time has passed since I was a high school freshman freaking out over debating international policy in a room full of people. Model United Nations has become a passion of mine, and I enjoy joking about the irony of my previous statement with my friends and family. If you asked me eight years ago if MUN would be a key player in my college experience, I would laugh in your face, but it truly has shaped me into the young adult and aspiring professional I am today. The University of Alabama has paid for me to travel to Boston, Chicago, Washington, D.C., and even Montreal, Canada. My heart and mind are with international politics, advocacy, and diplomacy, and I do not believe I could confidently say so if it weren't for my experience as a Model United Nations delegate, staffer, and secretariat member all these years.

I hope you all obtain the same amount of passion, wisdom, and joy that I have from competing in MUN conferences, and I encourage you to take this past high school. My email will be listed below if you have any questions about the conference, your committee, or just Model U.N. in general. I wish you the best of luck in your research and preparation, and Roll Tide!

Best,

Catharine del Carmen

Director-General

almun.dg@gmail.com

a note on RESEARCH, PREPARATION, & POSITION PAPERS

Your experience as a delegate doesn't begin on the first day of the conference. Rather, the time you spend leading up to the conference is just as important as the debate and discussion that occurs therein. Proper research and preparation are key to a successful performance, but for new delegates, or those without much experience, the idea of a MUN conference and the preparation behind it can seem like an overwhelming task. The best place to start is this Background Guide written and prepared for you by your committee staff. This document is the perfect jumping off point for all of your research, and it will also help you understand the innerworkings, schematics, and purpose of your character/country assignment and role as a delegate during the conference.

The position paper is a delegate's first impression to the dais and is the final product of a student's preparation and research for any Model United Nations conference. It contains informed perspectives and histories of the state a delegate represents and is crucial to creating an authentic MUN experience.

All delegates are strongly encouraged to submit a position paper. Each country/character represented at ALMUN XIV must submit a position paper in order to be considered for awards. The best position paper within each committee will be awarded the Outstanding Position Paper award by the committee staff.

The Crisis position paper will be one page in length. It will consist of general background information on the topic and character which can include information found from outside sources if needed. Ad Hoc delegates will not submit a position paper.

FORMAT

- The position paper will be one page. Content for the paper will be broken into paragraphs instead of additional pages. Do not exceed one page.
- The document will be single spaced, 12 pt., Times New Roman
- The document will begin with a three line header on the left side consisting of the following:
 - Name(s) of the delegate(s)
 - Character represented by the delegate(s)
 - Committee in which the delegate(s) will participate
- Additional research outside of the background guide is discouraged, but if you do use outside sources, citations are required. References will be cited using footnotes in MLA format. Include the URL for electronic sources. We strongly encourage using solely electronic sources for ease of reference.

CONTENT

Position papers will have three paragraphs outlined as follows:

The first paragraph introduces the character assigned to the delegate. It should include a summary of who the character is and the character's powers. This summary reinforces that the delegate understands the position of the character. Powers can include those which are not necessarily expressly permitted according to the background guide but are synthesized from what the background guide describes.

The second paragraph analyses the character's role in the crisis at hand. The delegate should give a brief explanation of the crisis from the perspective of the character. More importantly, the paper should describe the character's role in the overarching story of the crisis.

The third paragraph consists of an informed discussion of solutions to be proposed by the delegate(s) at the conference. It uses the research done on the crisis and synthesizes it into new and creative ideas based on the character represented by the student.

OTHER TIPS & NOTES

- Do not write in first person; write as the character represented (e.g. “The New York Times leans...”)
- Avoid the passive voice
- Write matter-of-factly rather than with embellished language
- Remember to cite your sources in-text if necessary

Please use example position paper provided on the ALMUN website for ideas on how the writing and style should look, as well as how to present the information needed to prepare for the conference

If you are looking for more information on how a committee runs and debate flows, please check out our [Delegate Resource Guide](#) and [Handbook for Rules and Procedures](#). These two documents will break down everything you need to know about awards, parliamentary procedure, and even offer a brief rundown and history of your committee's branch.

Please submit all position papers to [this Google Form](#), no later than February 3rd, 2022 at 11:59 p.m. CT

DELEGATES THAT DO NOT SUBMIT POSITION PAPERS WILL BE INELIGIBLE FOR AWARDS.

Letters from the Dias

Letter from the Crisis Director

Dear Delegates,

Welcome back to ALMUN! My name is Drew St. Charles, and I'll be serving as your Crisis Director for Live Like A Republican, Vote Like A Democrat: The Second Administration of President Bill Clinton. I'm a senior from Nashville, Tennessee majoring in Political Science and Marketing, and am also working towards my Masters in Political Science through the Accelerated Master's Program. While I'm incredibly sad that this will be both my last ALMUN and last time as a Crisis Director, I'm super excited for it to be in such a fun and competitive committee, and to be able to work with all of you to create a weekend of insightful and engaging debate.

I've been competing in MUN conferences since my freshman year of high school, and have been in both numeroU.S.GAs and Crisis Committees. While I love the grounded realism of GAs, and the important policy discussions they inspire, Crisis has always been my favorite form of MUN, as I love the on-your-feet thinking that comes with back room and crisis updates. When Brett and I thought of this committee, we wanted to create an SA that combined the best elements of GA and Crisis committees, allowing for each of you to use unbridled creativity in the back room as well as apply pragmatic and realistic solutions to real world issues in the front room. We hope that by setting these goals as the foundation for this committee, that you all can not only have fun, but really shape this weekend into the experience that YOU as the delegates want to have. I look forward to seeing you all in Tuscaloosa this February, as well as all of the incredible ideas you bring to the table. Additionally, We are aware and extremely apologetic that this background guide has come at a later time than the rest, but given the expertise of the committee we wanted to provide the best possible background guide to aid in your research ahead of the conference. I highly encourage you to reach out to me at the email below if you have any questions or if I can assist in your research in any way. Best of luck and roll tide!

Best,

Drew St. Charles

amstcharles@crimson.ua.edu

Letter from the Dias

Dear Delegates,

Welcome to ALMUN XIV's version of the infamoU.S.United Nations Security Council (UNSC). As you can probably tell, Drew and I decided to structure UNSC a little differently this year. You, the delegate, will be representing a member of Clinton's second administration and guiding President Clinton through multiple situations that arise. It's going to be a fun and exciting weekend filled with debate and lots of unexpected twists and turns. With that being said, I guess I should introduce myself! My name is Brett Bonikowski, and I am a junior here at the Capstone studying Finance and Management Information Systems. This is my second time chairing ALMUN, and I am super pumped to chair ALMUN's version of a UNSC committee this year. Having also competed at ALMUN since I was a sophomore in high school, I can safely say that Drew and I are planning the best committee that I have ever been involved in at this conference. I am looking forward to seeing everyone on campU.S.soon and listening to you all debate and guide President Clinton through what is shaping up to be an eventful administration!

Best,

Brett Bonikowski

Committee Overview

Committee Scope

Delegates in this committee will take the roles of Clinton's actual cabinet starting at the beginning of his second term in 1997, just as each of you have been confirmed to your positions. The committee will begin with your introductions to each other as if this is your first meeting at the start of the term. We have divided the information in this background guide by domestic and international issues, each of which will take a driving focus at different points of the committee. Each committee session will represent roughly half a year in which you all will advise President Clinton through a myriad of issues including some that are mentioned or alluded to in this background guide, as well as unexpected issues that surface through the backroom. Below we describe the format of the committee and what the Dias and Crisis Director will be looking for from delegates throughout the committee

Front Room

As this is an advanced committee, you should be prepared for a fast-paced front room, lots of speaking opportunities, and willing to contribute new ideas to the debate. We will start off committee session 1 with a *round robin* for everyone to introduce their characters, share their stance on policy issues, and explain what they wish to get accomplished in the committee. The fun part about the way we have structured this committee is that there will always be a new topic to discuss and a new crisis that will come up to be managed. Delegates are expected to balance both their front room and their back room, so don't be too busy giving speeches to write crisis notes. As you'll probably tell, debate will start to progress faster as you have to deal with more scenarios in later committee sessions. Some characters also may not have a specific statement available on every policy we discuss, so just represent your characters to the best of your ability. Please refer to the Delegate Resource Guide and Rules and Procedures for more information on how crisis front rooms operate during a committee session. You may also direct any questions to the chair, Brett Bonikowski, at btbonikowski@crimson.ua.edu.

Back Room

Format

Back room will take the same structure as in normal crisis committees, as delegates will write notes to the Crisis staff indicating actions they would like to take based on their characters abilities and motivations. However, this committee will not be utilizing the standard two pad system and instead crisis notes will be sent and delivered via Slack on laptops issued by UA. As this is an advanced committee, there will be no standard time when responses will be distributed or when delegates are allowed to send notes. As soon as you have received a response to your note, you are free to start working on your response. We will be allowing one note per delegate to be submitted at a time to maximize response times, and will further go over the setup of the note system during the first session of the conference. Additionally, the first crisis update will not come until about halfway through or towards the end of the first session, so that we can craft an introductory update most in line with what topics you've expressed interest for during your round robin speeches. Be ready!

Scoring

In selecting delegates for awards and for general scoring purposes, the Crisis Director and Staffers will be looking for these elements in how delegates work within the back room:

- Detailed and creative crisis notes that are in line with the delegate's character assignment
- Balanced effort between front room and back room elements of the committee
- Use of back room to affect front room/Use of front room to benefit back room
- Notes demonstrate clear grasp and understanding of the topics being discussed in the committee room

Letter from President Clinton

My Esteemed Cabinet,

First off, I would like to welcome all of you to my second administration. The first four years of this presidency were some of the most successful and bright years that the U.S. has seen in a long time, and I plan on pushing U.S. towards even more success in my upcoming term and showing the American people they have placed their trust into the right hands. Some of you were with my administration for the first four years, and I look forward to seeing you continue the incredible work you have already started. Some of you are new to your positions, and I look forward to seeing how you expand on the initiatives and aims of your predecessors and take this administration to new heights. Regardless of your background, experience, or viewpoints, I have selected all of you to this Cabinet for a common reason: to serve the American people to the best of your ability. I have a vision for this country and believe that each of you will play a key role in making that vision a reality.

However, as we prepare to kick things off with our first meeting, I must say that the road to this reality will not be an easy one. We face many challenges and many enemies, both at home and abroad. There are some in this country that are not happy with my reelection, or my previous U.S. actions as President, that will seek to undermine and attack U.S. at every turn. Abroad, the U.S. walks a tightrope between maintaining peace and angering foreign nations that has dire implications on both the world order and the US's international standing. As we convene for the first time, I believe that it is important to gather the opinions of the entire cabinet on what issues are the most pressing to address in the early days of this presidency, as it will shape these next four years.

Signed,

William Jefferson Clinton

EYES ABROAD:

Foreign Relations for the Second Administration

Foreign Affairs During The First Administration

Having won his presidency on the merits earned as the Governor of Arkansas, Clinton entered office in January of 1993 with relatively little foreign policy experience. However, this quickly became apparent as Clinton inherited several foreign issues that remained unresolved from President Bush. Following the collapse of the USSR and the subsequent end of the Cold War, there was a surmounting level of attention paid to the US's actions on a global scale. This lack of experience, combined with a shift in the Executive Office from Republican to Democratic leadership, meant that there were many questions about how Clinton would fare in his dealings with other world leaders.¹

Starting in Somalia

One of the first situations handed down to Clinton was the arising issue in Somalia, where, just weeks prior to his departure, outgoing-President George H.W. Bush sent American troops in an effort to aid the national humanitarian crisis. In March of 1994, Clinton pulled the troops out of combat, only after about a year of combat, as public support rapidly declined with no stable end to the conflict in sight.² The mission in Somalia was viewed by Americans as a failure, in large part, due to Clinton's handling of the crisis, which some argued proved his inadequacy at handling foreign policy. In addition, Secretary of Defense Les Aspin would resign shortly after: rumors flooding that Clinton had asked him to step down. This caused further skepticism since Aspin was considered Clinton's key foreign policy advisor during the 1992 presidential campaign.³

Diplomatic Tests in Haiti

Another issue that quickly demanded Clinton and the United States' attention was the situation in Haiti, which had sought to transition from a dictatorship to a democratic

¹ See *Bill Clinton: Foreign Affairs* by Riley (2020)

² See *Somalia, 1992-1993* by U.S. Department of State

³ See *Les Aspin Resigns as Defense Secretary, Dec. 15, 1993* by Staff, P (2010)

government with the election of President Jean-Bertrand Aristide in 1990. Less than a year later, in September of 1991, the President who promised several institutional reforms was ousted from his position in a coup-d'état, led primarily by businessmen and the military. Aristide fled to Venezuela, and eventually the United States, where he resided. Simultaneously, Haiti installed a military dictatorship with Army General Raoul Cédras as the figurehead. Clinton did not become directly involved in the crisis upon taking office, but he quickly called for a return to democratic rule within the country. This decision against action would become a controversial one as the situation spiraled and led to a Haitian refugee crisis at U.S. borders. Clinton would adopt the same strategies as his predecessor in this regard, repatriating those seeking asylum back to Haiti, and attempting to do this before the refugees reached U.S. soil.

Increased international pressure through sanctions in 1993, about six months after Clinton took office, led to the arrangement of peace negotiations between Cédras and Aristide in New York and the eventual drafting of the Governors Island Accord. This proposed solution included the appointment of a new prime minister by Aristide, amnesty for those involved in the coup, and the return of Aristide in October of 1993, but it would deteriorate before this time due to increasing political violence. America would impose sanctions on Haiti for violating the accords, but took no further action outside of regularly meeting about and monitoring the situation until September of 1994. In July of 1994, the United States Security Council adopted Resolution 940, which authorized the deployment of a multinational force in Haiti to restore Aristide as president with the U.S. taking the lead. Clinton would justify the military operation and intervention, dubbed "Operation Restore Democracy", as necessary to stop the human rights abuses of the current regime, secure the U.S. border, and uphold democratic ideals in the region, but also offered one last chance for diplomacy in the form of a star-studded ambassador team to Haiti including Jimmy Carter, Colin Powell, and Sam Nunn. This envoy, sent to Haiti just days before the Operation was scheduled to be carried out, found success incorporating diplomacy with the threat of military force. The military junta agreed to hand over control to Aristide and a popularly elected government, leave Haiti, and cooperate with the UN forces during the transition. After this acceptance, Operation Uphold Democracy was quickly converted from a combat operation to a peacekeeping and institution building operation that would last until March of 1995, when the U.S. mission would be replaced with the United Nations Mission in Haiti (UNMIH), a more collaborative effort between nations. Despite this, the U.S. would remain heavily involved in Haiti's public affairs long past Clinton's departure from office.⁴

⁴ See *Haiti: Restoring a Democracy* by Clinton Presidential Library and Museum

Pursuing Peace: Affairs in Israel and Bosnia & Herzegovina

For a president with little foreign policy experience entering office, Clinton continued to push the U.S. into global affairs by getting involved in two prominent international issues. The first of these being a longstanding issue that many presidents had sought a solution to: the conflict between Israel and Palestine that had spanned decades. Although not originally a priority, the White House would host the Israeli Prime Minister and Palestine Liberation Organization (PLO) negotiator in 1993 to sign what would be referred to as the “Oslo Accord”: Landmark arrangements that established Palestinian self-governance in the West Bank and Gaza Strip over the next five years before the issue of borders and Jerusalem were discussed. Clinton and the U.S. did not offer much time or resources to the structuring of these deals, as they felt that pursuing an Israeli-Syrian agreement first would promote widespread peace in the Middle East, but after the deal was struck, the U.S. had offered significant resources and diplomatic efforts in order to maintain the implementation of the deal. However, these resources have mostly come in the form of economic aid and security assistance, as the U.S. was not granted monitoring responsibilities in the accords. The Oslo Accord is an ongoing agreement, and the U.S. remains as involved as it can be in the relations between the Israelis and the Palestinians.⁵

It could be argued that despite his left-leaning ideology, Clinton took many foreign policy strategies from President Bush, likely due to the highly turbulent environment in the wake of the Cold War. However, one area Clinton expressed criticism of Bush was the lack of U.S. involvement in the ethnic crisis and reported genocide happening in the new country of Bosnia & Herzegovina, formed in the land formerly known as Yugoslavia. As early as 1992, Clinton went on record as saying “When I argued that the United States, in cooperation with international community efforts, should be prepared to use military force to help the U.N. relief effort in Bosnia, Mr. Bush's spokesman quickly denounced me as reckless.”⁶ Despite this opinion, and the world's eye on the smaller nation, America would wait until 1995, several years into Clinton's presidency, to take action against Slobodan Milošević and the Bosnian-Serbs carrying out human rights atrocities in the Eastern Hemisphere. This decision would be preceded by efforts by the larger international community to end the conflict, as NATO would authorize its first-ever use of force against the Bosnian-Serbs in February of 1994 to shoot down 4 aircrafts violating a no-fly zone, and later airstrikes conducted in May of 1995 on the Serbian

⁵ See *The Oslo Accords and the Arab-Israeli Peace Process* by U.S. Department of State

⁶ See “Fatal Distraction: Bill Clinton's Foreign Policy” by Haass (1997)

stronghold of Pale, following more Bosnian-Serb attacks in the region.⁷ Running out of options after reneging on several failed peace proposals, the majority landholder Bosnian-Serbs agreed to U.S. sponsored peace talks in Dayton, Ohio, which would lead to the drafting and acceptance of the Dayton Accords. This peace agreement resulted in a federalized Bosnia & Herzegovina with lands being split evenly amongst the Croat-Bosniak federations and Serbian republic, with a 60,000-member international peacekeeping force enforcing the agreement.⁸

NAFTA

Perhaps the most notable accomplishment of Clinton's first term as president was the North American Free Trade Agreement (NAFTA): the controversial 1992 trade pact between the U, Canada, and Mexico gradually eliminated most tariffs and other trade barriers between the three countries. This agreement would go into effect in 1994, and was inspired by the success of the European Economic Community in an effort to stimulate trade and production among member states. Although Bush would be responsible for negotiations regarding the agreement, Clinton would take office shortly after and the U.S. was tasked with implementing the agreement following the ratification by all three countries' national legislatures in 1993.

Despite some championing the policy for its potential to increase trade and the success of similar trade pacts, NAFTA also drew criticism from many, across party lines, as mostly beneficial to corporations as opposed to ordinary citizens. Critics argued that in addition, NAFTA would undermine state and local governments regulating in the public interest, decrease dependence on domestic goods, and showed potential for major degradation of environmental health standards and services as well as the privatization and deregulation of key public services.⁹ Yet, Clinton was optimistic when signing NAFTA into law in September of 1993, stating: "I believe that NAFTA will create a million jobs in the first five years of its impact," a statement that would later be regarded as one of the worst market predictions by a U.S. president.¹⁰ This was another instance where Clinton endorsed programs implemented by party opponents before he took office, and their support in it helped the first term president achieve one of his first major legislative victories.¹¹ However, although the deal is still in its early stages, NAFTA has produced mixed results. Canada and the U.S. had a similar deal prior to

⁷ See *Dayton Accords* by Clinton (2021)

⁸ See *Dayton Peace Agreement* by OSCE (1995)

⁹ See *North American Free Trade Agreement* by Bondarenko (2020)

¹⁰ See *The Strange Tale About Why Bill Clinton Said NAFTA Would Create 1 Million Jobs* by Kessler (2020)

¹¹ See *NAFTA Signed Into Law* by Editors (2010)

NAFTA, and while there has been an increase in overall trade, the country benefiting the most from the new agreement in terms of exports and imports is Mexico. The U.S. has yet to see any economic growth or potential for growth from the deal. Additionally, the wage gap between nations has not improved, and American firms have shown hesitance to invest in Mexico due to its lack of infrastructure.¹² Meant to provide legitimacy in the foreign policy world to a President desperately needing it while boosting regional trade in the largest free trade zone ever has only provided more questions on a policy that has the potential to define Clinton's contribution to the global economy in the long run.

Navigating Foreign Policy Post-Cold War: An Overview of World

Affairs and Key Actors

A New World Order: Global Trends and Perceptions Post-Cold War

With the USSR falling in 1991, and bringing with it the end of the Cold War, the presidencies of Bush and Clinton were both faced with building foreign policy strategies that navigated the U.S. through unprecedented international events. Global shifts in power, and the changing relationships between established superpowers, emerging threats, and developing countries created massive shifts in global politics. The implications of these changes for the U.S. were immense, as the majority of their concerns in foreign policy for decades had revolved around the USSR and stopping the spread of communism, which was now not nearly as much of an issue. Similarly, the U.S. entered a period where they were undeniably the largest superpower in the world, after having spent the last few decades competing with Russia for that title. However, we can question whether this designation was good for the U.S. at the time, who quickly found themselves involved in a variety of rapidly developing foreign policy issues. Soviet departure from Europe and secession of many of their states lead to a dramatically different international system. The collapse of the European imperial system accompanied this shift, meaning that many developing countries were given the opportunity to embrace full sovereignty and self-determination, a concept never before thought feasible for all parties involved.¹³ While the remaining subsections briefly highlight the general relationship between the U.S. and several key actors at the start of Clinton's second administration and most important global issues,

¹² See *North American Free Trade Agreement* by Bondarenko (2020)

¹³ See *Beyond The Post-Cold War World* by Friedman (2013)

please note the following simplified international relations characteristics of the post-Cold War Environment:

- The emergence of China as a world power and the new face of communism
- Shift in Europe towards massive, integrated economic power (i.e. beginning steps towards forming what we know as the European Union)
- U.S. is an undisputed dominant political and military superpower, but the world underwent a paradigm shift that placed more emphasis on economic power, when historically there was not as much emphasis
- Shift in peacebuilding and military intervention from outright victories that promote a specific ideology – capitalism vs. communism – to institution building and sustainable peace¹⁴

Russia/Europe

The fall of the USSR in 1991 sent the former superpower into 15 new states, all with different cultures, governments, and motives on an international stage, but the main state to emerge from this would be the primary driver of the USSR: Russia. Immediately after the fall of the USSR, President Bush spoke about his desire to build a lasting basis for cooperation with Russia, and optimism was high that the breakup of the communist states would lead to renewed negotiations between the former enemies.¹⁵ This optimism was rewarded as the countries would work closely together on a variety of issues in a variety of regions. However, these negotiations and deals were continually highlighted by U.S. efforts to integrate Russia into a Western-based international system that placed too much emphasis on markets, competition, and privatization for Russia's taste. These attempts have not produced much results as of this point, as Russia has not been convinced that joining the Western system is in their best interest, and has shown hesitance to work with regional bodies such as NATO.¹⁶

The USSR's fall also closely affected the US-Europe relationship, as the emergence of several sovereign states from the fallout coincided closely with the emergence of fully sovereign states once under the imperial control of European nations. It was asked if the emergence of these states, their need for aid to supplement their development, and the disappearance of the common threat of communism would mean a dissolution of an alliance founded on those

¹⁴ See "Institutionalizing Peace: Power Sharing and Post-Civil War Conflict Management" by Hartzell & Hoddie (2003)

¹⁵ See *Thirty Years of U.S. Policy Toward Russia: Can the VicioU.S.Circle Be Broken?* By Rumer & Sokolsky (2019)

¹⁶ See *Europe: Rebalancing the U.S.-European Relationship* by Daalder (2016)

systemic values and common enemy.¹⁷ The U.S. had assumed its spot as the dominant world power, but as a result European nations such as Germany and Britain saw it necessary to double down on their efforts to unite as a region to compensate and compete. In many ways, the alliance between the U.S. and Europe has remained similar, as both sides have worked together to achieve political and military victories on a variety of issues. However, the relationship has strained in certain areas as the unified European states have each sought to reassert control over their affairs and decrease dependence on U.S. aid.¹⁸

China

With the fall of the USSR – the former leader of the communist global agenda – China seized the opportunity to become the new face of communism in the early 1990s, quickly forming tense relationships with U.S. presidents. Bush and Clinton routinely conducted business with China, as they had large markets and significantly low prices among a booming economy, but were wary of ideological differences with the country, as well as how citizens were treated. For instance, the Tiananmen Square Massacre in June of 1989 resulted in suspended U.S. military sales to China after the Chinese military used force on a group of students calling for democratic reforms, leaving hundreds dead. However, Clinton has since launched a policy of constructive engagement with China, in which the two countries have maintained stable communications amidst tensions.¹⁹

Pushing Forward: Focus Factors for Second Administration Abroad

The first four years of Clinton's administration from a foreign policy standpoint has seen a lot happen to a president with little experience in this realm, and as a result there are many questions going into his second term about how he will continue to expand on this. A criticism that has been lobbied against Clinton so far is his inability to commit to a singular policy strategy in an era where the U.S. faces no major singular threat, but several minor ones.²⁰ While the U.S. has experienced several missteps in nations such as Somalia, there has also been relative success through several diplomatic breakthroughs and defining economic legislation such as NAFTA. Yet, the relative stability and effectiveness of some of these deals have been

¹⁷ See *Russian-U.S. Relations in the Post-Cold War World* Wallander (1999)

¹⁸ See *The U.S. Role in Post-Cold War Europe: Significance of European Views of the New U.S. Administration* by van Heuven (1994)

¹⁹ See *Timeline: U.S. Relations with China 1949-2021* by Council on Foreign Relations (2021)

²⁰ See *Starting Over: Foreign Policy Challenges for the Second Clinton Administration* by Haass (1997)

called into question, and in undertaking the role as the chief world superpower, the U.S. has found themselves involved in many different foreign issues, which begs the question: has the U.S. bitten off more than they can chew? A lot of this can be expected to be answered with how the second administration of Clinton reacts after four years of heavy diplomatic involvement and commitment, but a general lack of direction and strategy. With that being said, President Clinton has decided to focus on the following foreign topics to begin his second administration:

- The continued implementation of NAFTA, and how the U.S. can better stand to gain from its implementation
- Continued U.S. efforts in Haiti and Bosnia & Herzegovina
- Continued development of relations with Russia and China
- Development of a cohesive and focused foreign policy strategy for second administration
- Quick and effective handling of any global issues that arise
- Continued push of American ideals in any foreign policy standpoint

Questions to consider:

- To what extent has Clinton's previous foreign policy strategies been effective and in what ways have they been erratic?
- What strategies should his second administrative cabinet consider moving forward?
- Has the U.S. overstrained itself in terms of foreign policy commitments, or is it playing their role as the "world's only superpower?"
- Should the U.S. continue to heavily focus on its military and political powers or follow the likes of Europe and China in developing a strong economy?
- Is NAFTA currently set up to benefit North America, specifically the United States, in the long run? If not, how should the U.S. proceed with better structuring NAFTA to where it does benefit all parties in the future?

LIKE A LASER BEAM:

Domestic Affairs for the Second Administration

Domestic Affairs During The First Administration

Introduction

“I am going to focus like a laser beam on this economy.” – Bill Clinton, 1992.

Clinton spoke these famous words at the start of his first administration as America sought new policies to bolster itself internally both institutionally and economically. It cannot be disputed that the primary focus of Clinton's administration was on improving the United States economy, by raising taxes on wealthy individuals, lowering taxes on poorer Americans, and promoting free trade both internally and abroad. Clinton's fostering of these change-of-pace economic policies played a large part in the longest economic growth in U.S. history. During the first few years of his presidency, President Clinton spent most of his time battling Congress to adopt his comprehensive economic package that included tax increases and spending cuts that he believed would appease both Republicans and Democrats. Passing his economic package, the Omnibus Budget Reconciliation Act of 1993, and the North American Free Trade Agreement (NAFTA) in 1993 made Clinton's first administration a success from a domestic standpoint, and he was just a year in.²¹ Now, entering his second administration, the stage is set for Clinton to improve America through healthcare reform, international trade, and welfare reform. Everything is looking bright for Clinton, and only a major scandal or misstep could risk ruining his successful presidency.

Healthcare

Upon taking office, approximately twenty percent of American adults lacked health insurance, despite the fact that the United States spent more on health care than almost every other developed country.²² The U.S. was the only industrialized nation in the world without a universal healthcare system, and it was obvious that President Clinton wanted to make this issue a top priority for his administration. Due to inflation and other factors, healthcare costs had been skyrocketing ever since the early 1970s, meaning that Americans were having to

²¹ See *Bill Clinton: Domestic Affairs* by Riley (2020)

²² See *Bill Clinton: Domestic Affairs* by Riley (2020)

continually spend more of their hard-earned money on health insurance and other health services as opposed to other living expenses. Many pundits believed that if Clinton had been able to successfully pass this proposed healthcare reform, it would have gone down in history as one of the most important pieces of social legislation since the Civil Rights Act of 1964 and FDR's New Deal. Clinton's first move was to establish a task force, led by First Lady Hillary Clinton, which would be responsible for creating a plan that would provide for universal healthcare. Assigning a major policy role to the First Lady was an unprecedented move that would spark controversy Republicans would stoke for years afterwards, and is now seen as a major reason that Clinton was unable to achieve his goal of universal healthcare.²³

Despite this misstep, there were several other mistakes that led to the Clintons not being able to pass healthcare reforms they viewed as desperately needed. Hillary's unique relationship with the President meant that other advisers reacted to her orders differently than they would to another task-force head, not wanting to alienate the President. The task force also worked on a majority of their complex issues in secret, utilizing a wide range of experts and testimonies not made available to the public. Eventually, a federal court had to mandate that the task force make records publicly available for proceedings following several lawsuits from healthcare industry professionals. Even with the public backlash and lawsuits, perhaps the largest blunder was completely leaving Congress out of the picture. In wanting to present a finished package to Congress, Clinton alienated his largest ally and best chance he had for getting his reforms through, as a finished package would need more revisions than if Clinton had worked with Congress in the first place. There is a large change that if he would have worked with Congress, Clinton would have gotten through his healthcare reforms as he wanted them. As Clinton was largely known as a moderate, this hurt his healthcare case.

Most liberals at the time had been advocating for the establishment of a single-payer healthcare system similar to that of Canada, while Republicans had supported government subsidies and implemented a mandate that would require all individuals to purchase healthcare insurance. Extreme progressives attacked him for not proposing more far-reaching reforms, and conservatives were able to use the typical argument that Clinton was pushing for an expanded government. Congressional Republicans took a hard-lined stance that was too far away from Clinton's beliefs to make negotiation or compromise a possibility.²⁴ This led to the plan largely

²³ See *Bill Clinton: Domestic Affairs* by Riley (2020)

²⁴ See *Bill Clinton: Domestic Affairs* by Riley (2020)

being abandoned in his first administration, with the future fight for universal healthcare being left to his second administration.

It is also largely known that Clinton wanted to make healthcare his top priority once he got the economy under control, which he largely did in his first administration. Analysts and pundits have agreed that Clinton certainly could have done more for pushing his healthcare reforms through Congress. Clinton administration officials have begun working on the Children's Health Insurance Act, with the goal of providing coverage for children of families with incomes too high to qualify for Medicaid, but who cannot afford private coverage.²⁵ With little success in his first Administration, Clinton is aiming to enter his second administration with the lofty ambition of providing healthcare coverage for all Americans.

Welfare Reform

President Clinton placed welfare reform at the center of his 1992 campaign. He promised to “end welfare as we have come to know it.”²⁶ This topic was sidelined by economic and healthcare issues, which the first administration deemed to be more important than welfare reform. Critics have been calling for welfare reform since the Reagan Administration, claiming that welfare recipients were “trapped in a cycle of poverty.”²⁷ The current system, the Aid to Families with Dependent Children (AFDC), saw a dramatic rise in the number of caseloads from the 1930s to the 1960s. The AFDC was created in 1937 by the Social Security Act and was a federal assistance program that provided financial assistance to children whose families had low or no income.²⁸ Besides the common concern for dependency arguments that became common talking points under the Reagan Administration, many libertarian and conservative authors were arguing that as welfare benefits increased, the number of recipients also increased.²⁹ President Reagan's story about a “welfare queen from Chicago's South Side” became part of a larger discourse on welfare reform that put President Clinton in the situation of eagerly wanting to fix welfare. In his 1992 campaign, Clinton heavily emphasized adding changes to the current welfare system such as work requirements for recipients. This is seen as a popular issue that President Clinton will be able to work with Republicans on during his second term. The vast majority of Americans support welfare reform. This stance is also where Clinton is known as

²⁵ See *Program History* by U.S. Government

²⁶ See *How Bill Clinton's Welfare Reforms Changed America* by Pilon (2018)

²⁷ See “Do Poverty Traps Exist? Assessing the Evidence” by Kraay & McKenzie (2014)

²⁸ See *Aid to families with dependent children (AFDC) and Temporary Assistance for Needy Families (TANF) - Overview* by U.S. Department of Health and Human Services

²⁹ See *Charles Murray* by Southern Poverty Center

being a moderate Democrat and willing to compromise more than most Democrats, as many progressives are not in favor of work requirements for welfare recipients. It will be completely up to his second administration to determine how to craft and structure the welfare reform legislation that American citizens appear to want.

Deregulation

The period of economic growth that the United States saw in the first Clinton Administration is expected to continue into the second administration. President Clinton has already started to unwind regulations in the telecommunications and financial services industries, much to the delight of Congressional Republicans. It now seems that Republicans are calling on him to do more. Many are starting to debate the merits of the New Deal's Glass-Steagall Act of 1933, which requires banks to classify themselves as either a commercial bank, which were subject to federal oversight and protections like deposit insurance, or as investment banks, which faced less regulations but did not benefit from federal protections.³⁰ Banks have been lobbying for this to be repealed since the early 1980s, and many believe that it is finally time in order to make the American financial industry more competitive globally.³¹ Opponents of this deregulation claim that it could lead to new financial crises, as interests could become intertwined and incentives misaligned. It is now left to the second Administration of President Clinton to decide how they want to proceed on this matter that could have a large impact on the United States economy.

Budget Surplus

The Omnibus Budget Reconciliation Act of 1993 was the first Clinton Administration's greatest accomplishment. It was also known as the Deficit Reduction Act of 1993, as it played a huge role in the coming budget surpluses. By increasing the top federal income tax by ~10% and increasing the corporate tax rate, the U.S. federal government is set to experience its first budget surplus since the 1960s era.³² The second Clinton Administration needs to continue to work with Republicans in order to work towards producing a budget surplus.

³⁰ See *Banking Act of 1933 (Glass-Steagall)* by Maues (2013)

³¹ See *The Clinton Regulatory Legacy* by Niskanen (2001)

³² See *A Surplus, If We Can Keep It: How the Federal Budget Surplus Happened* by Schick (2016)

Questions to Consider

- What missteps were made by Clinton in his first term? What did Clinton do well in his first term?
- Should Clinton utilize his second term to retry some of initiatives that were attempted during his first four years, or opt to set his sights on new ideas and reforms?
- How can Clinton better communicate and negotiate across the aisle in his second term in order to maintain better relations with the Republican Party and clear legislative policy routes?
- To what extent can public criticisms, dislike, or mistrust be lessened through administrative action and policy effectiveness? And in what ways can the Clinton Administration recoup some of the negative imagery it became associated with in the first term?

Character List

Secretary of State: Madeleine Albright

Born Marie Jana Korbel in Prague, Czechoslovakia, Madeline Albright was the daughter of a Czech diplomat who fled to England – eventually settling in the U.S.– after the Nazis invaded their home country in 1939. After decades of serving in various prestigious public and nonprofit positions in the field of international affairs, Clinton selected Albright as his ambassador to the United Nations in 1993, a position she would hold for the entirety of his first term. After a tenure focused on heavily pushing American interests in UN operations, particularly military, Clinton selected her to serve as Secretary of State for his second term, replacing Warren Christopher. Departing from her predecessor's history of pursuing peace agreements as opposed to military action, Albright brings a much more different focus and perspective to the State Department, but will this help or harm America's international standing? ³³

Secretary of Defense: William Cohen

After the quick departure of Les Aspin from the Secretary of Defense position, William J. Perry stepped in to serve the role for the remainder of the first term. Cohen comes in with a very different political background than his predecessor, after having served in the Senate since 1978, and the House of Representatives for several years before that. A staunch Republican, and the first to serve under a Democrat president in this role, Cohen has been open about his criticisms of Clinton's foreign policy, including wanting a full departure from Bosnia by mid-1998, decreased budget cuts, and retaining the two regional conflicts strategy.³⁴

Secretary of Treasury: Robert Rubin

Clinton selected Robert Rubin to take over for former Secretary of the Treasury Lloyd Bentsen following his departure in 1994, after Bentsen stepped down after disagreements of his role in the cabinet given his experience. Rubin had been serving as Clinton's National Economic Council head at the time of his appointment, but served as the co-chairman at Goldman Sachs & Co. prior to this appointment. Regarded as very effective at behind-the-scenes coordination, his appointment was questioned as it removed him from a role he had proven good at to the President's primary spokesperson on financial issues. Despite these questions, President Clinton has selected him to serve again in the role for the new administration, where he has stated his

³³ See *Madeleine Albright* by Editors (2021)

³⁴ See *William Cohen* by Wikimedia Foundation (2021), *William Cohen (1997-2001)* by UVA (2017)

intentions to continue the work done in the first four years by growing trade and working to end financial crises both domestically and abroad.³⁵

Attorney General: Janet Reno

Clinton made headlines in 1993 with his decision to select Janet Reno as the first woman to serve as Attorney General in U.S. history, and has brought her back to serve in the position again for the next four years. Prior to her appointment, she served as county prosecutor for Dade county from 1978-1993, where she handled cases of all different types and garnered a reputation for being outspoken and liberal while incredibly unpretentious. Despite controversies involving the Waco Siege, Reno was able to launch several programs espousing the rights of criminal defendants and steering non-violent drug offenders from jail. However, there are many questions, given all that Clinton has done for her, on if she can remove personal beliefs and politics from her position if needed to.³⁶

Secretary of the Interior: Bruce Babbitt

Bruce Babbitt was selected by Clinton to serve as Secretary of the Interior in 1993, and was brought back to serve in the position for another four years with a long pedigree in politics. Elected to serve as Attorney General of Arizona in 1974, he would succeed Wesley Bolin as governor of the State after Bolin's death in 1978, and would continue in this position until 1987, after which he would serve as the head of the League of Conservation Voters – a nonpartisan nonprofit interest group. A staunch supporter of environmental protection, Babbitt has much support on both sides of the aisle, and has been strongly considered for a judicial position by Clinton several times.³⁷

Secretary of Agriculture: Dan Glickman

With 18 years of experience in the U.S. House of Representatives serving the state of Kansas, with 6 of those years as chairman of the House Agriculture Committee, Dan Glickman was selected to be Secretary of Agriculture in 1995 and will return to the position this term as well. He replaced former Secretary Mike Espy, who resigned facing pressure from the White House while under investigation for improper acceptance of gifts. While focusing on safe and sustainable agriculture practices, Glickman has found a new saliency regarding his position

³⁵ See *Bentsen Set to Quit Post At Treasury* by Chler & Devroy (1994), *Robert E. Rubin* by Council on Foreign Relations

³⁶ See *Janet Reno* by A&E Networks Television (2019)

³⁷ See *Bruce Babbitt* by Wikimedia Foundation (2021)

entering the second term, as Americans have become more concerned about the origin and contents of their food.³⁸

Secretary of Commerce: William Daley

A newcomer to the Clinton administration, Daley seeks to build up a department that has been the subject of much turmoil over the past 4 years. After Ron Brown, Clinton's 1993 selection for the position, died in a plane crash in 1996, Mickey Kantor stepped in to serve the remainder of Brown's term. Daley would be selected to replace him, having previously served as President and COO of Wells Fargo and a partner at Mayer, Brown, & Platt. As he takes this position, he seeks to continue to be involved in the continued development of the NAFTA trade deal, as well as continuing to strengthen the American economy by adding jobs and stimulating trade.³⁹

Secretary of Labor: Alexis Herman

Alexis Herman was brought in to replace Robert Reich after Reich had a successful 4 years including the implementation of the Family and Medical Leave Act (FMLA) and the increase of the minimum wage, but opted not to return to the position to spend more time with his family. Having previously served as the Director of the Women's Bureau under President Carter, an assistant to the President, and the director of White House Public Liaison Office, Herman has stated a desire to expand on the work of Reich and focus the departments work on three goals: a prepared workforce, a secure workforce, and a quality workforce. With the recent developments of NAFTA and Clinton's renewed commitment to the U.S. workforce, Herman will now more than ever be required to focus on increasing the opportunities, skills, and numbers of American workers.⁴⁰

Secretary of Health and Human Services: Donna Shalala

Returning to serve again as Secretary of Health and Human Services, Donna Shalala served as Assistant Secretary for Policy Development and Research in the Department of Housing and Urban Development under President Jimmy Carter, before embarking on a lengthy and respected career in academia. Clinton selected her after she spent a year serving as chair of the Children's Defense Fund, which received a mixed reaction due to her lack of experience. She has

³⁸ See *Agriculture Secretary Espy Resigns* by Devroy & Schmidt (1994), *Dan Glickman* by the Aspen Institute, *My Time As (Probably) The Most Assaulted Cabinet Member In History* by Glickman (2021)

³⁹ See *William M. Daley* by Wells Fargo, *William M. Daley* by Wikimedia Foundation, *U.S. Secretary of Commerce, Ron Brown, Killed in Plane Crash* by A&E Television Networks (2010)

⁴⁰ See *Hall of Secretaries: Alexis M. Herman* by United States Department of Labor, *Robert Reich* by Wikimedia Foundation (2021)

combated this by being a staunch advocate for an increased focus and budget on Health and Human Services, as well as increasing the healthcare coverage of citizens and increasing immunization rates.⁴¹

Secretary of Housing and Urban Development: Henry G. Cisneros

Nominated by Clinton to serve as Secretary of Housing and Urban Development for his first administration in 1992, Cisneros, the first hispanic mayor of San Antonio from 1981-1989, returns to the second administration looking to expand upon the successes of his first term. He has stated that his goals are to revitalize public housing developments within the U.S. while building the home ownership numbers. He has remained critical of mortgage discrimination since he began his term, and looks to further this initiative going into the next four years.⁴²

Secretary of Transportation: Rodney Slater

This will be Secretary Slater's first time in the Clinton Administration. He previously served as the Director of the Federal Highway Administration. There, he was able to lobby Congress for record funding for new highways. He has stated before that he is focusing on negotiating open sky agreements with many countries in order to encourage international cooperation.⁴³ While he has not begun his time working directly with President Clinton yet, he is expected to support the majority of his policies and focus on issues relating to economic development.

Secretary of Energy: Frederico Pena

Secretary Pena joined the Clinton Administration after a successful career as the mayor of Denver from 1983 – 1991. During his time in Denver, he focused on modernizing the city and bringing major sports teams to Denver. While he has no direct experience in the energy industry, he has long been an advisor to President Clinton. He previously served as the Secretary of the Department of Transportation before becoming the Secretary of Energy for this administration. News organizations are predicting that he will largely support President Clinton's policies, and focus on supporting U.S. energy companies' investments around the world.⁴⁴

⁴¹ See *Meet Donna Shalala* by Donna Shalala for Congress (2020), *Donna Shalala* by Wikimedia Foundation (2021)

⁴² See *Henry Cisneros* by Encyclopedia Britannica, *Henry G. Cisneros* by U.S. Department of Housing and Urban Development (2009)

⁴³ See *Rodney E. Slater* by Wikimedia Foundation (2021)

⁴⁴ See *Federico Pena* by Wikimedia Foundation (2021)

Secretary of Education: Richard Riley

Secretary Riley was governor of South Carolina from 1979 – 1987. His time in office was known for his pursuit of educational reforms. He passed the Education Improvement Act, which was widely known at its time as the “most comprehensive educational reform measure in the US.”⁴⁵ After this success, it made sense for President Clinton to appoint him to head the U.S. Department of Education from 1993 – 2001. He spent the first administration focusing on early childhood education, and will continue these efforts in the second administration.

Secretary of Veterans Affairs: Jesse Brown

Having been nominated to the Secretary of Veteran Affairs position in 1993, Jesse Brown is only the 2nd United States Secretary of Veteran Affairs. He served in the U.S. Marine Corps from 1963 to the 1980s. Outside of his involvement in the Marine Corps, he has also been extremely involved in the Disabled American Veterans group, helping advocate for disabled veterans in multiple administrations.⁴⁶ As the Veteran Affairs Administration is relatively new, he is focused on supporting the department and has been a staunch ally of President Clinton for many years.

Speaker of the House: Newt Gingrich

A staunch Republican, Newt Gingrich would be elected as Speaker of the House in 1995, and will be retaining the position as Clinton heads into his second term. Since his start in the House in 1978, he has garnered a reputation as both incredibly confrontational and conservative, which makes it all the less surprising that he has been incredibly critical of President Clinton's performance thU.S.far. He was selected to be Speaker in large part due to his “Contract with America”, a successful agenda that included tax cuts, a permanent line-item veto, and a constitutional amendment requiring a balanced budget. Although the latter was the only part which has yet to be implemented, Gingrich will have to work more closely with President Clinton and his cabinet in the coming years, as several allegations as well as a fair amount of criticisms have arisen against Gingrich prior to the start of this administration.⁴⁷

⁴⁵ See *Richard Riley* by Wikimedia Foundation (2021)

⁴⁶ See *Jesse Brown* by Wikimedia Foundation (2021)

⁴⁷ See *Newt Gingrich* by Encyclopedia Britannica

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