

**Calendar No. 284**110TH CONGRESS  
1ST SESSION**S. 1500****[Report No. 110-136]**

To support democracy and human rights in Zimbabwe, and for other purposes.

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IN THE SENATE OF THE UNITED STATES

MAY 24, 2007

Mrs. CLINTON (for herself, Mr. FEINGOLD, Mr. LUGAR, Mr. KERRY, Mr. CASEY, Mr. SANDERS, Mr. DURBIN, Mr. LIEBERMAN, Mrs. DOLE, and Mr. HAGEL) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

JULY 24, 2007

Reported by Mr. BIDEN, without amendment

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**A BILL**

To support democracy and human rights in Zimbabwe, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Support for Democracy  
5 and Human Rights in Zimbabwe Act of 2007”.

1 **SEC. 2. FINDINGS.**

2 Congress makes the following findings:

3 (1) When Zimbabwe achieved independence in  
4 1980, its economic and democratic prospects were  
5 bright and President Robert Mugabe was hailed as  
6 a liberator. However, 27 years later, the economy of  
7 Zimbabwe has collapsed as income per capita has  
8 fallen below the 1953 level and President Mugabe's  
9 Zimbabwe African National Union-Patriotic Front  
10 (ZANU-PF) government has increasingly and sys-  
11 tematically exercised repression of political opposi-  
12 tion and engaged in violations of human rights.

13 (2) The Department of State's 2006 Country  
14 Report on Human Rights Practices states that  
15 Zimbabwe's 2002 presidential election and 2005  
16 parliamentary elections were neither free nor fair,  
17 and reports that President Mugabe's government  
18 interfered with the campaign activities of the opposi-  
19 tion, intimidated voters, and distributed food in a  
20 partisan manner.

21 (3) The Department of State Report also finds  
22 that the Government of Zimbabwe continues to—

23 (A) restrict freedom of assembly, move-  
24 ment, and association;

25 (B) forcibly evict civilians from their land;

26 and

1 (C) harass and abuse members of the op-  
2 position, the media, the religious community,  
3 civil society, and organized labor.

4 (4) According to the Freedom House Freedom  
5 in the World 2007 report, “In 2006, Zimbabwe suf-  
6 fered from a further deterioration of political rights  
7 and civil liberties amid a near-total collapse of the  
8 country’s economy.”.

9 (5) Zimbabwe is a member of the United Na-  
10 tions, the African Union, the Southern African De-  
11 velopment Community, the African Development  
12 Bank, the International Monetary Fund, and the  
13 World Trade Organization, and a party to the Uni-  
14 versal Declaration of Human Rights, the African  
15 Charter on Human and Peoples’ Rights, and the  
16 International Covenant on Civil and Political Rights.

17 (6) Section 2 of the Zimbabwe Democracy and  
18 Economic Recovery Act of 2001 (Public Law 107-  
19 99; 22 U.S.C. 2151 note) states, “It is the policy of  
20 the United States to support the people of  
21 Zimbabwe in their struggle to effect peaceful, demo-  
22 cratic change, achieve broad-based and equitable  
23 economic growth, and restore the rule of law.”.

24 (7) In 2002 and 2003, the United States im-  
25 posed financial and immigration sanctions targeted

1 against selected individuals, a ban on the transfer of  
2 defense items and services, and a suspension of non-  
3 humanitarian government-to-government assistance,  
4 although the United States remains one of the lead-  
5 ing providers of humanitarian assistance to the peo-  
6 ple of Zimbabwe.

7 (8) The United Nations, the European Union,  
8 the United States, human rights organizations, and  
9 many others have condemned the security forces of  
10 Zimbabwe for the beating, detention, and arrest of  
11 opposition and civil society members attending a  
12 prayer meeting on March 11, 2007.

13 (9) In March 2007, the heads of state of the  
14 Southern African Development Community an-  
15 nounced that the President of South Africa, Thabo  
16 Mbeki, will mediate between President Mugabe and  
17 the opposition Movement for Democratic Change in  
18 advance of the 2008 presidential election, but failed  
19 to condemn the Government of Zimbabwe for its  
20 human rights abuses and restriction of democratic  
21 space.

22 (10) On March 30, 2007, it was announced  
23 that the ZANU–PF central committee had chosen  
24 President Mugabe as the party’s candidate for the

1 2008 election and that the parliamentary elections  
2 will also be held in 2008, instead of 2010.

3 (11) A Human Rights Watch report released in  
4 May 2007 concluded, “Arbitrary arrests, detentions,  
5 and brutal beatings by police and security forces  
6 skyrocketed in March and April, and continue  
7 unabated. . . . The Zimbabwean government is vio-  
8 lating the human rights of its citizens with impu-  
9 nity.”.

10 **SEC. 3. STATEMENT OF POLICY.**

11 It is the policy of the United States—

12 (1) to support the people of Zimbabwe in their  
13 efforts to promote democracy and respect for human  
14 rights in Zimbabwe; and

15 (2) to call on President Mugabe to immediately  
16 restore democracy and human rights in Zimbabwe.

17 **SEC. 4. SENSE OF CONGRESS ON THE CRISIS IN ZIMBABWE.**

18 The following is the sense of Congress:

19 (1) The United States welcomes and commends  
20 the announcement by the Southern African Develop-  
21 ment Community that the President of South Africa,  
22 Thabo Mbeki, will lead negotiations between the rul-  
23 ing and opposition parties in Zimbabwe to resolve  
24 the political and humanitarian crisis in a way that

1 reflects the will of the people of Zimbabwe and re-  
2 spects international standards.

3 (2) The creation of a level playing field for  
4 those who want to participate in the political process  
5 in Zimbabwe and the encouragement of trans-  
6 parency in the political process should be priority ob-  
7 jectives in the negotiations.

8 (3) All preparations should be made to hold  
9 free, fair, and peaceful elections in accordance with  
10 international standards, such as the Southern Afri-  
11 can Development Community Parliamentary Forum  
12 Election Norms and Guidelines.

13 (4) Cooperation between the United States, re-  
14 gional players in Africa, and the wider international  
15 community is an important component of a proactive  
16 strategy to support democratic rule and respect for  
17 human rights in Zimbabwe.

18 (5) Normalized relations with the Government  
19 of Zimbabwe are desirable, but until the Government  
20 of Zimbabwe promotes democracy and the rule of  
21 law, the United States will continue to isolate the  
22 Government of Zimbabwe and expand financial and  
23 travel sanctions targeted against those responsible  
24 for repressing the people of Zimbabwe.

1           (6) The United States Permanent Representa-  
2           tive to the United Nations should use the voice and  
3           vote of the United States in the United Nations Se-  
4           curity Council to emphasize the threat to inter-  
5           national peace and security posed by the Govern-  
6           ment of Zimbabwe.

7 **SEC. 5. BRIEFING.**

8           (a) IN GENERAL.—Not later than 60 days after the  
9           date of the enactment of this Act, and quarterly there-  
10          after, the Secretary of State shall provide to Congress a  
11          briefing on the strategy of the United States for engage-  
12          ment with Zimbabwe.

13          (b) CONTENT.—The briefing required by subsection  
14          (a) shall include the following:

15                (1) The details of a comprehensive policy of the  
16                United States to support the people of Zimbabwe in  
17                their efforts to promote democratic rule and respect  
18                for human rights in Zimbabwe, including support for  
19                free, fair and peaceful elections.

20                (2) An assessment of the resources necessary to  
21                most effectively enable Zimbabwe to return peace-  
22                fully to a state of democratic governance, with re-  
23                spect for human rights and the rule of law.

1           (3) A diplomatic strategy for engaging and en-  
2           couraging regional partners in Africa to help facili-  
3           tate the transition of Zimbabwe to democracy.

4           (4) A review of policy options in the event of  
5           further deterioration of the situation in Zimbabwe.

6           (5) A review of policy options in the event of an  
7           improvement in the situation in Zimbabwe.

8           (6) Indicators of progress toward democracy  
9           and respect for human rights that would allow for  
10          the removal of targeted bilateral sanctions on  
11          Zimbabwe and strengthened relations with the Gov-  
12          ernment of Zimbabwe.

13          (c) CONSULTATION.—The Secretary of State shall, to  
14          the extent possible, develop the strategy described in sub-  
15          section (a) in consultation with—

16                 (1) the United Nations;

17                 (2) the African Union;

18                 (3) the Southern African Development Commu-  
19          nity;

20                 (4) other multilateral organizations; and

21                 (5) interested States.

22          (d) SUNSET.—The requirements of this section shall  
23          cease to be effective after the date that is 3 years after  
24          the date of the enactment of this Act.

1 **SEC. 6. AUTHORIZATION OF APPROPRIATIONS.**

2 (a) IN GENERAL.—Notwithstanding any other provi-  
3 sion of law, there are authorized to be appropriated up  
4 to \$10,000,000 for the purpose described in subsection  
5 (b).

6 (b) PURPOSE.—The purpose described in this sub-  
7 section is to support democracy and governance activities  
8 in Zimbabwe consistent with the provisions of the  
9 Zimbabwe Democracy and Economic Recovery Act of  
10 2001 (Public Law 107–99; 22 U.S.C. 2151 note), includ-  
11 ing through—

12 (1) support for free, fair, and peaceful national  
13 elections in accordance with international standards;

14 (2) support for the capacity of civil society to  
15 create nonviolent political space in Zimbabwe; and

16 (3) support for programs to defend and protect  
17 the human rights of the people of Zimbabwe.

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110<sup>TH</sup> CONGRESS  
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