



United States Department of State

Washington, D.C. 20520

Dear Mr. Chairman:

On behalf of the Secretary, I am transmitting to you the attached report regarding "Tibet Negotiations," as required by Section 613 (b) of the Tibet Policy Act of 2002 of the Foreign Relations Authorization Act Fiscal Year 2003 (P.L. 107-228).

We hope you find this information helpful to you and to other Members of Congress. Please do not hesitate to contact us if we can be of further assistance.

Sincerely,

A handwritten signature in cursive script that reads "Julia Frifield".

Julia Frifield
Assistant Secretary
Legislative Affairs

Enclosure:

As stated.

The Honorable
Edward R. Royce, Chairman,
Committee on Foreign Affairs,
House of Representatives.

Report on Tibet Negotiations
P.L. 107-228 Section 613(b), of the Foreign Relations Authorization Act of
Fiscal Year 2003

I. Executive Summary

The Dalai Lama's representatives and Chinese officials from the United Front Work Department have not met directly since the ninth round of dialogue in January 2010. The United States continues to encourage both sides to engage in a substantive discussion that will work to achieve concrete results.

The U.S. government believes the Dalai Lama or his representatives can be constructive partners for China as it deals with continuing tensions in Tibetan areas. The Dalai Lama's views are widely reflected within Tibetan society and he represents the views of the vast majority of Tibetans. His consistent advocacy of nonviolence is an important factor in reaching a lasting solution. Chinese government engagement with the Dalai Lama or his representatives to resolve problems facing Tibetans is in the interest of the Chinese government and the Tibetan people. Failure to address these problems will lead to greater tensions inside China and will be an impediment to China's social and economic development, and will continue to be a stumbling block to fuller political and economic engagement with the United States.

II. Tibet Policy

Promoting substantive dialogue between Beijing and the Dalai Lama or his representatives is an important U.S. foreign policy objective. We continue to encourage representatives of both the Chinese government and the Dalai Lama to hold direct and substantive discussions, without preconditions, aimed at resolving differences. Such a dialogue provides the best hope for alleviating tensions in Tibetan areas and would contribute to the overall stability of China. We are very concerned that there has been no dialogue since early 2010 and that talks prior to that time did not bear concrete results. In 2012, the Dalai Lama's Special Envoy Lodi Gyari and Envoy Kelsang Gyaltzen resigned their positions, noting the deteriorating situation in Tibetan areas and expressing deep frustration over the lack of positive response from the Chinese side in their nearly 10-year dialogue. The United States believes that a resumption of dialogue and steps to redress Tibetan grievances are critical to reducing the continuing high tensions between Tibetans and Chinese authorities.

We consistently urge China to address policies in Tibetan areas that have created tensions; to respect the distinct religious, linguistic, and cultural identity of the Tibetan people; to permit Tibetans to express their grievances freely, publicly, peacefully, and without fear of retribution; to allow journalists, diplomats, and other observers unrestricted access to Tibetan areas; and to fully respect the human rights and fundamental freedoms of all Chinese citizens. We also have expressed publicly and privately to Chinese and Tibetans our hope that the tragic acts of self-immolation end.

Details on human rights and religious freedom conditions in, and the level of journalist and diplomatic access to, Tibetan areas in the People's Republic of China can be found in the Department's annual reports on human rights practices and international religious freedom.

The United States recognizes the Tibet Autonomous Region (TAR) and Tibetan autonomous prefectures and counties in other provinces as part of the People's Republic of China. The Dalai Lama repeatedly has disclaimed any intention to seek sovereignty or independence for Tibet and said he seeks for China to preserve Tibetan culture, religion, and its fragile environment through genuine autonomy. The U.S. government does not recognize Tibet as an independent state and therefore does not conduct official diplomatic relations with the Central Tibetan Administration, an organization based in Dharamsala, India.

The Department of State maintains contact with a wide range of religious, cultural, political and other Tibet-related groups and individuals, including Tibetans in the United States, China, India, and around the world. U.S. officials have met with the Dalai Lama in his capacity as an internationally revered religious and cultural leader and Nobel Peace Prize Laureate.

III. Steps Taken by the President, the Vice President, and the Secretary of State

The President continues to call for substantive dialogue between the Dalai Lama's representatives and the Chinese government to resolve long-standing issues and stresses that a dialogue that produces results would be positive for China and Tibetans. He commended the Dalai Lama's commitment to nonviolence, dialogue, and the "Middle Way" approach, including in his February 21 meeting with the Dalai Lama. The Vice President also raised human rights with President Xi Jinping and other Chinese officials during his December 2013 visit to China.

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Senior U.S. officials continue to reiterate strong U.S. support for the preservation of the distinct religious, cultural, and linguistic traditions of Tibet and the Tibetan people throughout the world, and the importance of protecting human rights of Tibetans in China.

Secretary Kerry consistently raised Tibet in meetings with his Chinese counterparts, including during two visits to China and in meetings with Chinese counterparts in the United States and elsewhere during the reporting period, and in public speeches. He consistently called for the protection of human rights in Tibetan areas and for a resumption of dialogue.

On March 8, 2013, Secretary Kerry awarded the Secretary of State's International Women of Courage Award to Tibetan writer and advocate Tsering Wooser "for courageously striving to improve human rights conditions for China's Tibetan citizens by illuminating their plight through her writings, and thus giving eloquent voice to those whose stories might otherwise never be heard."

On February 20, Secretary Kerry designated Under Secretary of State for Civilian Security, Democracy, and Human Rights Sarah Sewall to serve concurrently as Special Coordinator for Tibetan Issues. In accordance with the Tibetan Policy Act of 2002, in this role Under Secretary Sewall promotes substantive dialogue between the Chinese government and the Dalai Lama and policies that seek to preserve the distinct cultural, religious, and linguistic heritage of Tibetans. The Special Coordinator also coordinates programs implemented by the Department of State's Bureaus of Educational and Cultural Affairs (ECA), Population, Refugees, and Migration (PRM), Democracy, Human Rights, and Labor (DRL), and by USAID that promote activities that preserve cultural traditions, enhance sustainable development, expand economic opportunities, and support environmental conservation, health care, education, and livelihoods within Tibetan communities inside Tibet and for Tibetans in India, Nepal, and elsewhere.

Under Secretary Sewall met with the Dalai Lama February 21. During the reporting period, other senior department officials met with the Dalai Lama's former Special Envoy Lodi Gyari; leaders of the Central Tibetan Administration on humanitarian assistance programs in India and Nepal; Kaydor Aukatsang, representative of the Dalai Lama to the Americas; and key civil society leaders active on Tibetan issues. They also coordinated with like-minded governments on Tibetan issues. As required by the Tibetan Policy Act, the Office of the Special Coordinator maintained close contact with religious, cultural, and political representatives of the Tibetan people.

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Former DRL Acting Assistant Secretary of State Uzra Zeya, and Former Deputy Assistant Secretary Daniel Baer raised U.S. government concerns about China's policies in Tibetan areas during the August 2013 U.S.-China Human Rights Dialogue. They expressed U.S. government concern in specific cases of Tibetan prisoners, as well as with repressive measures related to religious practice and the deterioration in human rights conditions in Tibetan areas. They also urged Chinese officials to resume substantive dialogue with the Dalai Lama. In a statement delivered at the UN Human Rights Council's Universal Periodic Review of China on October 22, 2013, Acting Assistant Secretary Zeya noted that China "implements policies that undermine the human rights of ethnic minorities," and called on China to "protect the rights of ethnic minority groups, including Tibetans, Uighurs, and Mongolians, in accordance with China's Constitution and international human rights commitments." Three of the nine questions that the United States submitted to the UN Human Rights Council in advance of China's Universal Periodic Review directly concerned Tibet, including "Will China commit now to resuming direct dialogue with the Dalai Lama, or his representatives, without preconditions?"

In his March 21, 2013, testimony before the Senate Foreign Relations Committee Subcommittee on East Asian and Pacific Affairs, Former Deputy Assistant Secretary Baer indicated that "The United States remains deeply concerned about repressive Chinese policies that threaten the distinct cultural, linguistic, and religious heritage of Tibetans and that have contributed to a climate of increasing desperation in which more than 100 Tibetans have resorted to self-immolation." At the same hearing, Acting Assistant Secretary of State for East Asian and Pacific Affairs Joseph Yun testified that, "Authorities continue the severe cultural and religious repression of ethnic Uighurs and Tibetans, and China's response to self-immolations by Tibetans has been harsh, including using criminal penalties to punish the relatives and associates of those who self-immolated."

Former Ambassador at Large for International Religious Freedom Suzan Johnson Cook publicly raised the repression of Tibetans and Tibetan Buddhist religious practices in her May 2013 remarks on the release of the International Religious Freedom Report.

At the 22nd Session of the United Nations Human Rights Council on March 12, 2013, Ambassador Eileen C. Donahoe, United States Representative to the Council, delivered a statement saying in part, "[Chinese] government policies

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undermine the linguistic, religious, and cultural traditions of its ethnic and religious minorities, heightening tensions in Xinjiang and Tibetan areas of China. The recent decision to use criminal proceedings against the families and associates of Tibetans who have self-immolated has further increased tensions.”

Former U.S. Ambassador to China Gary Locke regularly engaged the Chinese government on Tibet-related issues. In June 2013, he led the first official U.S. delegation to the TAR in over two years. Ambassador Locke saw many religious and cultural sites in and near Lhasa. He also met with Tibet Autonomous Region (TAR) Party Secretary Chen Quanguo and several other senior local leaders, during which he expressed concerns about the human rights situation for Tibetans. In a December 10, 2013, statement on the occasion of International Human Rights Day (posted in Tibetan, Uighur, Mandarin Chinese, and English on the U.S. embassy web site), he noted the Chinese government’s “heavy-handed policies” that deny “basic freedoms to ethnic and religious minorities,” including Tibetans, and urged China’s leaders to “engage in constructive dialogue with the Dalai Lama or his representatives, as a means to reduce tensions.” The U.S. embassy and the U.S. consulate general in Chengdu have consistently raised U.S. concerns about human rights and religious freedom in Tibetan areas with Chinese officials. U.S. diplomats’ travel to the TAR remained restricted during the reporting period, but officials made several trips to Tibetan areas in Sichuan and Yunnan provinces to meet with Tibetan monks and lay persons to assess political and economic conditions. However, access to many Tibetan areas remains limited, and permission to travel to the TAR routinely is denied.

The State Department Spokesperson made a number of statements on Tibet during the reporting period, including on March 1, 7, 8, and 12, April 12 and 15, May 9, June 27 and 28, and September 20, 2013. These statements repeatedly urged the Chinese government to address policies in Tibetan areas that have created tensions and threatened the distinct religious, cultural, and linguistic identity of the Tibetan people and to permit Tibetans to express grievances freely, publicly, peacefully, and without fear of retribution; and urged the Chinese government to engage in constructive dialogue with the Dalai Lama or his representatives, without preconditions.

IV. Status of Discussions between PRC and the Dalai Lama’s Representatives

Representatives of the Dalai Lama and Chinese officials from the United Front Work Department have not met directly since the ninth round of dialogue in January 2010. The United States continues to encourage both sides to engage in a

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substantive discussion that will work to achieve concrete results.

History of Discussions between PRC and the Dalai Lama's Representatives

The last three and a half decades have seen intermittent efforts by the Dalai Lama and the People's Republic of China to resolve concerns and differences through dialogue. For a detailed history of such efforts, please refer to the State Department's 2010 Report on Tibet Negotiations.

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