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116TH CONGRESS
1ST SESSION

S. 727

To combat international extremism by addressing global fragility and violence and stabilizing conflict-affected areas, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MARCH 7, 2019

Mr. COONS (for himself, Mr. GRAHAM, Mr. MERKLEY, Mr. RUBIO, Mr. YOUNG, Ms. BALDWIN, Mr. BOOZMAN, Mr. MARKEY, Mr. CARDIN, Mr. GARDNER, Mr. CASEY, Mr. DURBIN, Ms. COLLINS, Mr. KAINE, Mr. PETERS, Ms. CANTWELL, Mr. BLUMENTHAL, and Mrs. SHAHEEN) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

_____ (legislative day, _____), _____

Reported by Mr. RISCH, with an amendment

[Strike out all after the enacting clause and insert the part printed in *italic*]

A BILL

To combat international extremism by addressing global fragility and violence and stabilizing conflict-affected areas, 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,*

1 **SECTION 1. SHORT TITLE.**

2 This Act may be cited as the “Global Fragility Act
3 of 2019”.

4 **SEC. 2. APPROPRIATE CONGRESSIONAL COMMITTEES DE-**
5 **FINED.**

6 In this Act, the term “appropriate congressional com-
7 mittees” means—

8 (1) the Committee on Foreign Relations and
9 the Committee on Appropriations of the Senate; and

10 (2) the Committee on Foreign Affairs and the
11 Committee on Appropriations of the House of Rep-
12 resentatives.

13 **TITLE I—DEVELOPMENT OF A**
14 **COMPREHENSIVE, TEN-YEAR,**
15 **GLOBAL FRAGILITY STRAT-**
16 **EGY, AND SELECTION OF PRI-**
17 **ORITY COUNTRIES**

18 **SEC. 101. GLOBAL FRAGILITY STRATEGY.**

19 (a) STRATEGY.—The President, in coordination with
20 the Secretary of State, the Administrator of the United
21 States Agency for International Development (USAID),
22 the Secretary of Defense, and the heads of other relevant
23 Federal agencies, shall establish a comprehensive, inte-
24 grated, ten-year strategy, to be referred to as the “Global
25 Fragility Strategy”, to contribute to the stabilization of
26 conflict-affected areas, address global fragility, and

1 strengthen the capacity of the United States to be an ef-
2 fective leader of international efforts to prevent extremism
3 and violent conflict. The strategy shall focus on addressing
4 long-term causes of fragility and violence, and shall—

5 (1) consider the causes of fragility and violence
6 at both the local and national levels; the external ac-
7 tors that reinforce and exploit such conditions; and
8 successful prevention strategies and their key fea-
9 tures;

10 (2) include specific objectives and multisectoral
11 approaches to reduce fragility and the causes of vio-
12 lence; including those that strengthen state-society
13 relations; curb extremist ideology; and make society
14 less vulnerable to the spread of extremism and vio-
15 lence;

16 (3) encourage and empower local and national
17 actors to address the concerns of their citizens; in-
18 cluding in vulnerable communities; and build com-
19 munity resilience against violence and extremism;

20 (4) address the long-term underlying causes of
21 fragility and violence through participatory; locally
22 led programs; empowering marginalized groups such
23 as youth and women; inclusive dialogues and conflict
24 resolutions processes; justice sector reform; good
25 governance across all sectors; community policing

1 and civilian security, and accountable and fair serv-
2 ice delivery;

3 ~~(5) describe approaches that ensure national~~
4 ~~leadership where appropriate and participatory en-~~
5 ~~gagement by civil society and local partners in the~~
6 ~~design implementation and monitoring of programs;~~

7 ~~(6) assign roles for relevant Federal agencies to~~
8 ~~avoid duplication of efforts, while ensuring that—~~

9 ~~(A) the Department of State is responsible~~
10 ~~for leading the strategy, establishing United~~
11 ~~States foreign policy, advancing diplomatic and~~
12 ~~political efforts, and guiding security assistance~~
13 ~~and related civilian security efforts;~~

14 ~~(B) USAID is responsible for overseeing~~
15 ~~prevention programs, and is the lead imple-~~
16 ~~menting agency for development, humanitarian,~~
17 ~~and related non-security program policy;~~

18 ~~(C) activities undertaken or supported by~~
19 ~~the Department of Defense in relation to the~~
20 ~~Global Fragility Strategy are established~~
21 ~~through joint formulation and with the concur-~~
22 ~~rence of the Secretary of State; and~~

23 ~~(D) other Federal agencies support the ac-~~
24 ~~tivities of the Department of State and USAID~~
25 ~~as appropriate, with the concurrence of the Sec-~~

1 retary of State and the Administrator of the
2 United States Agency for International Devel-
3 opment;

4 (7) describe programs that agencies will under-
5 take to achieve the stated objectives, including de-
6 scriptions of existing programs and funding by fiscal
7 year and account;

8 (8) identify mechanisms to improve coordina-
9 tion between the United States, foreign govern-
10 ments, and international organizations, including the
11 World Bank, the United Nations, regional organiza-
12 tions, and private sector organizations;

13 (9) address efforts to expand public-private
14 partnerships and leverage private sector resources;

15 (10) describe the criteria, metrics, and mecha-
16 nisms for monitoring and evaluation of programs
17 and objectives in the strategy;

18 (11) describe how the strategy will ensure that
19 programs are country-led and context-specific; and

20 (12) identify mechanisms or activities to reduce
21 the risk that the programs, policies, or resources of
22 the United States and its partners will facilitate cor-
23 ruption, empower or abet repressive local actors, or
24 be exploited by extremists to gain support for their
25 cause.

1 (b) REPORT.—

2 (1) IN GENERAL.—Not later than 270 days
3 after the date of the enactment of this Act, the
4 President shall submit to the appropriate congress-
5 sional committees a report setting forth the strategy
6 described in subsection (a), which shall be submitted
7 in unclassified form, but may include a classified
8 annex if necessary.

9 (2) REPORT CONTENTS.—The report required
10 under paragraph (1) shall include the elements de-
11 scribed in paragraph (3), and may include additional
12 elements relevant to the strategy described in sub-
13 section (a).

14 (3) REPORT ELEMENTS.—The elements re-
15 ferred to in paragraph (2) are as follows:

16 (A) The objectives, general and specific, of
17 the strategy.

18 (B) An identification of the relevant Fed-
19 eral agencies that will be involved and the as-
20 signment of priorities to such agencies.

21 (C) A description of the compact-based
22 partnerships that will be established to ensure
23 local leadership of strategies, policy, and pro-
24 grams, as well as mutual accountability for re-

1 sults and resources needed to support such
2 partnerships.

3 ~~(D)~~ Identification of the authorities, staff-
4 ing, and other requirements needed to effec-
5 tively implement the Global Fragility Strategy.

6 ~~(E)~~ A description of the ways in which
7 United States leadership will be used to en-
8 hance overall international prevention efforts,
9 including through increasing the engagement of
10 the member states of the Group of Eight and
11 Group of Twenty.

12 ~~(F)~~ Identification of which officials of the
13 Department of State, USAID, and the Depart-
14 ment of Defense, with a rank not lower than
15 Assistant Secretary or Assistant Administrator,
16 will be responsible for overseeing and leading
17 the strategy.

18 ~~(G)~~ A list of priority countries selected
19 pursuant to section 102, including descriptions
20 of the rationale for such selections.

21 ~~(c)~~ **STAKEHOLDER CONSULTATION.**—The Global
22 Fragility Strategy required under this section shall be de-
23 veloped in consultation with representatives of civil society
24 and national and local governance entities in countries de-
25 scribed in section 102, as well as relevant international

1 development organizations with experience implementing
2 programs in fragile countries; multilateral organizations
3 and donors; relevant private, academic, and philanthropic
4 entities; and the appropriate congressional committees.

5 **SEC. 102. SELECTION OF PRIORITY COUNTRIES.**

6 The President, in coordination with the Secretary of
7 State, the Administrator of the United States Agency for
8 International Development, and the Secretary of Defense,
9 and in consultation with the appropriate congressional
10 committees, shall select certain countries as “priority
11 countries” for the purpose of implementing the strategy
12 required under section 101(a)—

13 (1) on the basis of—

14 (A) the national security interest of the
15 United States;

16 (B) clearly defined indicators of the levels
17 of violence or fragility in such, such as the
18 country’s—

19 (i) ranking on recognized global fra-
20 gility lists;

21 (ii) ranking on select United States
22 Government conflict and atrocity early
23 warning watch lists; and

24 (iii) levels of violence, including vio-
25 lence committed by armed groups; state

1 actors, and violent extremist organizations,
2 gender-based violence, and violence against
3 children and youth; and

4 (C) an assessment of the commitment and
5 capacity of national and sub-national govern-
6 ment entities and civil society partners in such
7 country to work with Federal departments and
8 agencies on the Global Fragility Strategy, in-
9 cluding by demonstrating commitment to—

10 (i) improving inclusive, transparent,
11 and accountable power structures, includ-
12 ing effective, legitimate, and resilient na-
13 tional and sub-national institutions; and

14 (ii) ensuring strong foundations for
15 human rights, rule of law, and equal access
16 to justice; and

17 (2) in a manner that ensures that not fewer
18 than five countries are selected, and such countries
19 are in the areas of responsibility of at least three ge-
20 ographic bureaus of the Department of State.

21 **SEC. 103. PRIORITY COUNTRY PLANS.**

22 Not later than one year after the date of the enact-
23 ment of this Act, the President, in coordination with the
24 Secretary of State, the Administrator of the United States
25 Agency for International Development, the Secretary of

1 Defense, and the heads of other relevant Federal depart-
2 ments and agencies, shall submit to the appropriate con-
3 gressional committees ten-year plans to align and inte-
4 grate under the Global Fragility Strategy established pur-
5 suant to section 101 all diplomatic, development, security
6 assistance and cooperation, and other relevant activities
7 of the United States Government with respect to each of
8 the countries selected pursuant to section 102. Each such
9 country plan shall include the following elements:

10 (1) Specific multi-year interagency plans for co-
11 ordination and implementation under each such
12 plan.

13 (2) An up-to-date baseline analysis for each
14 such country, including an analysis of power dynam-
15 ics, impacts of violence, and conditions that con-
16 tribute to violence and fragility.

17 (3) Prioritized descriptions of the goals and ob-
18 jectives for stabilizing conflict-affected areas, reduc-
19 ing fragility, and preventing the spread of extremism
20 and violence in each such country.

21 (4) Descriptions of how and when the relevant
22 goals, objectives, plans, and benchmarks for each
23 such country will be incorporated into relevant
24 United States country plans and strategies.

1 (5) Interagency plans to ensure that appro-
2 priate local actors, including government and civil
3 society entities, have an appropriate ownership stake
4 in relevant activities under each such plan.

5 (6) Interagency plans to integrate existing and
6 planned security assistance and cooperation pro-
7 grams in each such country with the strategy, and
8 to mitigate risks associated with such programs, in-
9 cluding risks related to corruption, governance, and
10 human rights.

11 (7) Assessment, monitoring, and evaluation
12 frameworks for diplomatic, development, and secu-
13 rity activities, which shall be informed by consulta-
14 tions with the stakeholders specified in section
15 101(e), with clear, date-certain metrics for each such
16 country.

17 (8) Descriptions of available policy tools and
18 how such tools will be used to reduce fragility, pre-
19 vent the spread of extremism and violence, and sta-
20 bilize conflict-affected areas in each such country.

21 (9) A description of how planning and imple-
22 mentation for each such country will be coordinated
23 to ensure such planning and implementation are
24 conducted in partnership between the United States
25 Government and—

- 1 (A) governments of such countries;
- 2 (B) international development organiza-
- 3 tions;
- 4 (C) relevant international donors;
- 5 (D) multilateral organizations; and
- 6 (E) the private sector.

7 (10) A regional component outlining plans to

8 address relevant transnational issues and how such

9 country is affected by or at risk of regional fragility

10 or violence.

11 **SEC. 104. IMPLEMENTATION.**

12 The President, in coordination with the Secretary of

13 State, the Administrator of the United States Agency for

14 International Development, the Secretary of Defense, the

15 heads of other relevant Federal agencies, relevant United

16 States ambassadors, USAID mission directors, geographic

17 combatant commanders, and other relevant individuals

18 with responsibility over activities in each priority country

19 selected pursuant to section 102, shall ensure that—

20 (1) the Global Fragility Strategy required

21 under section 101, including each of the country

22 plans developed under section 103, is implemented,

23 updated, and coordinated on a regular and iterative

24 basis; and

1 plan during the previous two years, as well as fund-
2 ing requested, planned, and projected for the fol-
3 lowing two years.

4 (3) Descriptions of progress made towards
5 achieving specific targets, metrics, and indicators for
6 each priority country.

7 (4) Descriptions of any changes made to pro-
8 grams based on the results of assessment, moni-
9 toring, and evaluation for each priority country.

10 **SEC. 106. GAO REVIEW.**

11 (a) IN GENERAL.—Not later than two years after the
12 date of the enactment of this Act, the Comptroller General
13 of the United States shall consult with the appropriate
14 congressional committees regarding opportunities for inde-
15 pendent review of the activities implemented under the
16 Global Fragility Strategy established pursuant to section
17 101.

18 (b) AVAILABILITY OF INFORMATION.—The heads of
19 relevant Federal departments and agencies shall ensure
20 that all relevant data, documents, and other information
21 is made available to the Comptroller General of the United
22 States for purposes of conducting independent reviews
23 pursuant to this section.

1 **TITLE II—AUTHORIZATION OF**
2 **APPROPRIATIONS**

3 **SEC. 201. STABILIZATION AND PREVENTION FUND.**

4 (a) **ESTABLISHMENT.**—There is authorized a fund to
5 be known as the “Prevention and Stabilization Fund” (in
6 this section referred to as “The Fund”), which shall re-
7 place the Relief and Recovery Fund.

8 (b) **AUTHORIZATION OF APPROPRIATIONS.**—There is
9 authorized to be appropriated such sums as may be nec-
10 essary for the Prevention and Stabilization Fund to sup-
11 port stabilization of conflict-affected areas and mitigate
12 fragility, including through the Global Fragility Strategy.

13 (c) **PURPOSES OF THE FUND.**—

14 (1) **IN GENERAL.**—Amounts authorized to be
15 appropriated to the Fund shall be used—

16 (A) to support stabilization of conflict-af-
17 fected areas and prevent global fragility, includ-
18 ing through the Global Fragility Strategy estab-
19 lished pursuant to section 101; and

20 (B) to provide assistance to areas liberated
21 or at risk from, or under the control of, the Is-
22 lamie State of Iraq and Syria, other terrorist
23 organizations, or violent extremist organiza-
24 tions, including for stabilization assistance for

1 vulnerable ethnic and religious minority commu-
2 nities affected by conflict.

3 ~~(2) AMOUNTS IN ADDITION.—~~Amounts author-
4 ized to be appropriated to the Fund under this sec-
5 tion are in addition to any funds otherwise made
6 available for the purposes described in paragraph
7 ~~(1)~~.

8 **SEC. 202. COMPLEX CRISES FUND.**

9 ~~(a) ESTABLISHMENT.—~~There is authorized a fund,
10 which shall be known as the “Complex Crises Fund” (in
11 this subsection referred to as the “Fund”), to be adminis-
12 tered by the United States Agency for International Devel-
13 opment, to support programs and activities to prevent or
14 respond to emerging or unforeseen events overseas.

15 ~~(b) AUTHORIZATION OF APPROPRIATIONS.—~~There is
16 authorized to be appropriated such sums as may be nec-
17 essary for the Fund, including to support the Global Fra-
18 gility Strategy, which shall remain available remain avail-
19 able until expended.

20 ~~(c) PURPOSES OF ASSISTANCE.—~~Notwithstanding
21 any other provision of law, except section 620M of the
22 Foreign Assistance Act of 1961 (22 U.S.C. 2378d),
23 amounts in the Fund may be used to carry out the provi-
24 sions of the Foreign Assistance Act of 1961 (22 U.S.C.
25 2151 et seq.) to support programs and activities to pre-

1 vent or respond to emerging or unforeseen events overseas,
2 including through support to the Global Fragility Strat-
3 egy.

4 (d) LIMITATIONS.—

5 (1) IN GENERAL.—Amounts in the Fund may
6 not be expended for lethal assistance or to respond
7 to natural disasters.

8 (2) ADMINISTRATIVE EXPENSES.—Not more
9 than five percent of the amounts in the Fund may
10 be used for administrative expenses.

11 (e) CONGRESSIONAL NOTIFICATION.—Not later than
12 five days before amounts from the Fund are obligated, the
13 Administrator of the United States Agency for Inter-
14 national Development shall submit notification of such ob-
15 ligation to the appropriate congressional committees.

16 (f) WAIVER.—The notification requirement under
17 subsection (e) be may be waived if—

18 (1) notification by the deadline specified in such
19 paragraph would pose a substantial risk to human
20 health or welfare; and

21 (2) the appropriate congressional committees—

22 (A) are notified not later than three days
23 after an obligation of amounts from the Fund;
24 and

1 (B) are provided with an explanation of
2 the emergency circumstances that necessitated
3 such waiver.

4 **TITLE III—PARTNERSHIP** 5 **DEVELOPMENT FUND**

6 **SEC. 301. ESTABLISHMENT OF FUND.**

7 (a) **NEGOTIATIONS FOR ESTABLISHMENT OF**
8 **FUND.**—The Secretary of State, in consultation with the
9 Administrator of the United States Agency for Inter-
10 national Development and the heads of other relevant
11 Federal agencies, shall seek to enter into negotiations with
12 key bilateral and multilateral donors, including the World
13 Bank, and with developing countries where fragility
14 threatens to exacerbate violent extremism and undermine
15 development, including members of the G7+, toward the
16 establishment, in accordance with the provisions of this
17 title, of the Partnership Development Fund.

18 (b) **PURPOSES.**—The purposes of the Partnership
19 Development Fund shall be to use contributed funds—

20 (1) to assist in addressing the sources of fra-
21 gility in priority countries selected pursuant to sec-
22 tion 102 of this Act or otherwise determined by the
23 Partnership Development Fund; and

24 (2) to strengthen national and local good gov-
25 ernance and conflict resolution capacity over the

1 long-term, moving beyond uncoordinated, short-term
2 investments by improving international coordination
3 and enabling support for comprehensive, compact-
4 based agreements that support country-led strate-
5 gies.

6 **SEC. 302. CONSULTATIONS AND PROGRAMS.**

7 (a) **ESTABLISHMENT OF PARTNERSHIP DEVELOP-**
8 **MENT FUND.**—Not later than 90 days after the date of
9 the enactment of this Act, the Secretary of State shall con-
10 sult with the appropriate congressional committees on
11 plans for the establishment of the Partnership Develop-
12 ment Fund, including the mechanism through which donor
13 funds will be received and distributed, the makeup and
14 composition of a Board of Directors, qualifications of such
15 Board members, composition of a secretariat, and mecha-
16 nisms for oversight and accountability. The Board shall
17 consist of representatives of participating donor countries,
18 fragility- and conflict-affected countries, civil society, and
19 multilateral and nongovernmental organizations. The
20 President shall, with the advice and consent of the Senate,
21 appoint a United States Board member and an alternate
22 member for a four-year term.

23 (b) **PARTNERSHIP DEVELOPMENT FUND GRANTS.**—
24 The Partnership Development Fund shall provide grants
25 to support policies and programs that assist recipient

1 countries in achieving lasting stability, resilience to violent
2 extremism, and development, including by building capac-
3 ity in national and local government, civil society, and the
4 private sector. The Fund shall include criteria for can-
5 didate governments and nongovernmental entities to re-
6 ceive grants through multi-year, compact-based agree-
7 ments, established through inclusive and open processes
8 and that are linked to a national development plan and
9 based on joint analysis and strategic planning.

10 **SEC. 303. CONGRESSIONAL REPORTS AND DISCLOSURE ON**
11 **THE PARTNERSHIP DEVELOPMENT FUND.**

12 (a) REPORTS TO CONGRESS.—

13 (1) ANNUAL REPORTS BY THE FUND.—

14 (A) IN GENERAL.—Not later than one year
15 after the date of the enactment of this Act, and
16 annually thereafter for the duration of the
17 Fund, the United States representative to the
18 Fund shall provide to the appropriate congres-
19 sional committees a report on the Fund.

20 (B) REPORT ELEMENTS.—The report re-
21 quired under subparagraph (A) shall include a
22 description of—

23 (i) the goals of the Fund;

1 (ii) the programs, projects, and activi-
2 ties, including approaches to scaling pro-
3 grams, supported by the Fund;

4 (iii) private and governmental con-
5 tributions to the Fund;

6 (iv) the criteria for determining the
7 programs and activities that should be as-
8 sisted by the Fund, and the metrics for the
9 monitoring and evaluation of such pro-
10 grams and activities; and

11 (v) the country-level processes estab-
12 lished to support compact-based agree-
13 ments and promote international coordina-
14 tion.

15 ~~(2) GAO REPORT ON FUND EFFECTIVENESS.—~~

16 Not later than three years after the date of the en-
17 actment of this Act, the Comptroller General of the
18 United States shall submit to the appropriate con-
19 gressional committees a report evaluating the effec-
20 tiveness of the Fund, including—

21 (A) the effectiveness of the programs,
22 projects, and activities described in paragraph
23 (1)(B)(ii) in violence reduction and mitigating
24 fragility as a root cause; and

1 ~~(B)~~ an assessment of the merits of contin-
2 ued United States financial contributions to the
3 Fund.

4 (b) ~~PUBLIC DISCLOSURE OF ACTIVITIES.~~—Not later
5 than 90 days after the end of each fiscal quarter, the Fund
6 should make available to the public the following informa-
7 tion with respect to awarded grants:

8 (1) The name of each entity to which assistance
9 is provided.

10 (2) The amount of assistance provided to the
11 entity.

12 (3) A description of the compact-based agree-
13 ment, including a detailed description of the objec-
14 tives and measures for results of the program or
15 project, which should continue to be monitored in
16 the years following the end of the grant period to de-
17 termine the enduring impact of the grant.

18 **SEC. 304. AUTHORIZATION OF APPROPRIATIONS.**

19 In addition to any other funds authorized to be ap-
20 propriated for multilateral or bilateral programs related
21 to conflict prevention, countering violent extremism, sta-
22 bilization, or economic development, there is authorized to
23 be appropriated to the Department of State such sums
24 as may be necessary for each of fiscal years 2020 through
25 2022 for contributions to the Partnership.

1 **SECTION 1. SHORT TITLE.**

2 *This Act may be cited as the “Global Fragility Act*
3 *of 2019”.*

4 **SEC. 2. APPROPRIATE CONGRESSIONAL COMMITTEES DE-**
5 **FINED.**

6 *In this Act:*

7 (1) *APPROPRIATE CONGRESSIONAL COMMIT-*
8 *TEES.—The term “appropriate congressional commit-*
9 *tees” means—*

10 (A) *the Committee on Foreign Relations*
11 *and the Committee on Appropriations of the*
12 *Senate; and*

13 (B) *the Committee on Foreign Affairs and*
14 *the Committee on Appropriations of the House of*
15 *Representatives.*

16 (2) *RELEVANT FEDERAL DEPARTMENT OR AGEN-*
17 *CY.—The term “relevant Federal department or agen-*
18 *cy” means the Department of State, the United States*
19 *Agency for International Development, the Depart-*
20 *ment of Defense, the Department of Treasury, and*
21 *any other Federal department or agency the President*
22 *determines is relevant to carry out the purposes of*
23 *this Act.*

24 **SEC. 3. STATEMENT OF POLICY.**

25 *It is the policy of the United States to—*

1 (1) *ensure that all relevant Federal departments*
2 *and agencies coordinate to achieve coherent, long-term*
3 *goals for programs designed to stabilize conflict-af-*
4 *ected areas and prevent violence and fragility glob-*
5 *ally, including when implementing the Global Fra-*
6 *gility Strategy established pursuant to section 4;*

7 (2) *seek to improve global, regional, and local co-*
8 *ordination of relevant international and multilateral*
9 *development and donor organizations regarding ef-*
10 *forts to stabilize conflict-affected areas and prevent vi-*
11 *olence and fragility globally, and, where practicable*
12 *and appropriate, align such efforts with multilateral*
13 *goals and indicators;*

14 (3) *expand and enhance the effectiveness of*
15 *United States foreign assistance programs and activi-*
16 *ties to stabilize conflict-affected areas and prevent vio-*
17 *lence and fragility globally;*

18 (4) *support the research and development of ef-*
19 *fective approaches to stabilize conflict-affected areas*
20 *and prevent violence and fragility globally, and data*
21 *collection efforts relevant to such approaches; and*

22 (5) *improve the tools and authorities for assess-*
23 *ment, monitoring, and evaluation needed to enable*
24 *learning and adaptation by such relevant Federal de-*
25 *partments and agencies working to stabilize conflict-*

1 *affected areas and prevent violence and fragility glob-*
2 *ally, as necessary and appropriate.*

3 **SEC. 4. GLOBAL FRAGILITY STRATEGY.**

4 *(a) STRATEGY.—The President, in coordination with*
5 *the Secretary of State, the Administrator of the United*
6 *States Agency for International Development (“USAID”),*
7 *the Secretary of Defense, and the heads of other relevant*
8 *Federal departments and agencies, shall establish a com-*
9 *prehensive, integrated, ten-year strategy, to be referred to*
10 *as the “Global Fragility Strategy”, to contribute to the sta-*
11 *bilization of conflict-affected areas, address global fragility,*
12 *and strengthen the capacity of the United States to be an*
13 *effective leader of international efforts to prevent extremism*
14 *and violent conflict. The strategy shall focus on addressing*
15 *long-term causes of fragility and violence, and shall—*

16 *(1) consider the causes of fragility and violence*
17 *at both the local and national levels, the external ac-*
18 *tors that reinforce and exploit such conditions, and*
19 *successful prevention strategies and their key features;*

20 *(2) include specific objectives and multisectoral*
21 *approaches to reduce fragility and the causes of vio-*
22 *lence, including those that strengthen state-society re-*
23 *lations, curb extremist ideology, and make society less*
24 *vulnerable to the spread of extremism and violence;*

1 (3) encourage and empower local and national
2 actors to address the concerns of their citizens, includ-
3 ing those in vulnerable communities, and build com-
4 munity resilience against violence and extremism;

5 (4) address the long-term underlying causes of
6 fragility and violence through participatory, locally
7 led programs, empowering marginalized groups such
8 as youth and women, inclusive dialogues and conflict
9 resolutions processes, justice sector reform, good gov-
10 ernance across all sectors, community policing and ci-
11 vilian security, and inclusive and accountable service
12 delivery;

13 (5) describe approaches that ensure national
14 leadership where appropriate and participatory en-
15 gagement by civil society and local partners in the
16 design, implementation, and monitoring of programs;

17 (6) assign roles for relevant Federal departments
18 and agencies to avoid duplication of efforts, while en-
19 suring that—

20 (A) the Department of State is responsible
21 for leading the strategy, establishing United
22 States foreign policy, advancing diplomatic and
23 political efforts, and guiding security assistance
24 and related civilian security efforts;

1 (B) *USAID is responsible for overseeing*
2 *prevention programs, and is the lead imple-*
3 *menting agency for development, humanitarian,*
4 *and related non-security program policy;*

5 (C) *activities undertaken or supported by*
6 *the Department of Defense in relation to the*
7 *Global Fragility Strategy are established through*
8 *joint formulation and with the concurrence of the*
9 *Secretary of State; and*

10 (D) *other relevant Federal departments and*
11 *agencies support the activities of the Department*
12 *of State and USAID as appropriate, with the*
13 *concurrence of the Secretary of State and the Ad-*
14 *ministrator of the United States Agency for*
15 *International Development;*

16 (7) *describe programs that relevant Federal de-*
17 *partments and agencies will undertake to achieve the*
18 *stated objectives, including descriptions of existing*
19 *programs and funding by fiscal year and account;*

20 (8) *identify mechanisms to improve coordination*
21 *between the United States, foreign governments, and*
22 *international organizations, including the World*
23 *Bank, the United Nations, regional organizations,*
24 *and private sector organizations;*

1 (9) *address efforts to expand public-private part-*
2 *nerships and leverage private sector resources;*

3 (10) *describe the criteria, metrics, and mecha-*
4 *nisms for monitoring and evaluation of programs and*
5 *objectives in the strategy;*

6 (11) *describe how the strategy will ensure that*
7 *programs are country-led and context-specific; and*

8 (12) *identify mechanisms or activities to reduce*
9 *the risk that the programs, policies, or resources of the*
10 *United States and its partners will facilitate corrup-*
11 *tion, empower or abet repressive local actors, or be ex-*
12 *ploited by extremists to gain support for their cause.*

13 (b) *STAKEHOLDER CONSULTATION.—The Global Fra-*
14 *gility Strategy required under this section shall be devel-*
15 *oped in consultation with representatives of civil society*
16 *and national and local governance entities in countries and*
17 *regions described in section 5, as well as relevant inter-*
18 *national development organizations with experience imple-*
19 *menting programs in fragile states, multilateral organiza-*
20 *tions and donors, relevant private, academic, and philan-*
21 *thropic entities, and the appropriate congressional commit-*
22 *tees.*

23 (c) *REPORT.—Not later than 270 days after the date*
24 *of the enactment of this Act, the President shall submit to*
25 *the appropriate congressional committees a report setting*

1 *forth the strategy described in subsection (a), which shall*
2 *be submitted in unclassified form, but may include a classi-*
3 *fied annex if necessary, and shall include, at a minimum,*
4 *the following elements:*

5 (1) *The objectives, general and specific, of the*
6 *strategy.*

7 (2) *An identification of the relevant Federal de-*
8 *partments and agencies that will be involved and the*
9 *assignment of priorities to such departments and*
10 *agencies.*

11 (3) *A description of the compact-based partner-*
12 *ships that will be established to ensure local leader-*
13 *ship of strategies, policy, and programs, as well as*
14 *mutual accountability for results and resources need-*
15 *ed to support such partnerships.*

16 (4) *An identification of the authorities, staffing,*
17 *and other requirements, as necessary and appro-*
18 *priate, needed to effectively implement the Global*
19 *Fragility Strategy.*

20 (5) *A description of the ways in which United*
21 *States leadership will be used to enhance overall*
22 *international prevention efforts, including through in-*
23 *creasing the engagement of the member states of the*
24 *Group of Eight and Group of Twenty.*

1 (6) *An identification of which officials of the De-*
2 *partment of State, USAID, and the Department of*
3 *Defense, with a rank not lower than Assistant Sec-*
4 *retary or Assistant Administrator, will be responsible*
5 *for leading and overseeing the strategy.*

6 (7) *A list of priority countries and regions se-*
7 *lected pursuant to section 5, including descriptions of*
8 *the rationale for such selections.*

9 **SEC. 5. SELECTION OF PRIORITY COUNTRIES AND RE-**
10 **GIONS.**

11 (a) *IN GENERAL.—The President, in coordination*
12 *with the Secretary of State, the Administrator of the United*
13 *States Agency for International Development, and the Sec-*
14 *retary of Defense, and in consultation with the appropriate*
15 *congressional committees specified in subsection (b), shall*
16 *select certain countries as “priority countries” and certain*
17 *regions as “priority regions” for the purpose of imple-*
18 *menting the Global Fragility Strategy required under sec-*
19 *tion 4—*

20 (1) *on the basis of—*

21 (A) *the national security interests of the*
22 *United States;*

23 (B) *clearly defined indicators of the levels of*
24 *violence or fragility in such country or region,*
25 *such as the country’s or region’s—*

1 (i) ranking on recognized global fra-
2 gility lists, such as the Organization for
3 Economic Co-operation and Development
4 States of Fragility report, the Fund for
5 Peace Fragile States Index, the World Bank
6 Harmonized List of Fragile Situations, the
7 Institute for Economics and Peace Global
8 Peace Index, and the Holocaust Museum
9 Early Warning Project Risk Assessment;

10 (ii) ranking on select United States
11 Government conflict and atrocity early
12 warning watch lists; and

13 (iii) levels of violence, including vio-
14 lence committed by armed groups, state ac-
15 tors, and violent extremist organizations,
16 gender-based violence, and violence against
17 children and youth; and

18 (C) an assessment of—

19 (i) the commitment and capacity of
20 national and sub-national government enti-
21 ties and civil society partners in such coun-
22 try or region to work with relevant Federal
23 departments and agencies on the Global
24 Fragility Strategy, including by dem-
25 onstrating commitment to—

1 (I) *improving inclusive, trans-*
2 *parent, and accountable power struc-*
3 *tures, including effective, legitimate,*
4 *and resilient national and sub-na-*
5 *tional institutions; and*

6 (II) *ensuring strong foundations*
7 *for human rights, rule of law, and*
8 *equal access to justice; and*

9 (ii) *the likelihood that United States*
10 *assistance under the Global Fragility Strat-*
11 *egy would measurably help to reduce fra-*
12 *gility, prevent the spread of extremism and*
13 *violence, and stabilize conflict-affected areas*
14 *in each such country or region; and*

15 (2) *in a manner that ensures that not fewer than*
16 *five countries or regions are selected, and such coun-*
17 *tries or regions are in the areas of responsibility of*
18 *at least three geographic bureaus of the Department*
19 *of State.*

20 (b) *CONSULTATION WITH CONGRESS.—Prior to final-*
21 *ization of the selection of priority countries and regions*
22 *under subsection (a), representatives from the Department*
23 *of State, USAID, the Department of Defense, and other rel-*
24 *evant Federal departments and agencies, as necessary and*
25 *appropriate, shall brief the appropriate congressional com-*

1 *mittees on the countries and regions being considered and*
2 *shall consider congressional input on such prioritization.*

3 **SEC. 6. PRIORITY COUNTRY AND REGIONAL PLANS.**

4 *Not later than one year after the date of the enactment*
5 *of this Act, the President, in coordination with the Sec-*
6 *retary of State, the Administrator of the United States*
7 *Agency for International Development, the Secretary of De-*
8 *fense, and the heads of other relevant Federal departments*
9 *and agencies, shall submit to the appropriate congressional*
10 *committees ten-year plans to align and integrate under the*
11 *Global Fragility Strategy established pursuant to section*
12 *4 all relevant diplomatic, development, and security assist-*
13 *ance and activities of the United States Government with*
14 *respect to each of the countries and regions selected pursu-*
15 *ant to section 5. Each such country and regional plan shall*
16 *include the following elements:*

17 *(1) Specific multi-year interagency plans for co-*
18 *ordination and implementation under each such plan.*

19 *(2) An up-to-date baseline analysis for each such*
20 *country or region, including an analysis of power dy-*
21 *namics, impacts of violence, and conditions that con-*
22 *tribute to violence and fragility.*

23 *(3) Prioritized descriptions of the goals and ob-*
24 *jectives for stabilizing conflict-affected areas, reducing*

1 *fragility, and preventing the spread of extremism and*
2 *violence in each such country.*

3 (4) *Descriptions of how and when the relevant*
4 *goals, objectives, plans, and benchmarks for each such*
5 *country or region will be incorporated into relevant*
6 *United States country or regional plans and strate-*
7 *gies, including the National Security Strategy of the*
8 *United States, the Security Assistance Review, De-*
9 *partment of State Integrated Country Strategies,*
10 *USAID Country Development Cooperation Strategies,*
11 *and Department of Defense Campaign Plans, Oper-*
12 *ational Plans, and Regional Strategies, as well as*
13 *any equivalent or successor plans or strategies.*

14 (5) *Interagency plans to ensure that appropriate*
15 *local actors, including government and civil society*
16 *entities, have an appropriate ownership stake in de-*
17 *veloping, implementing, monitoring, and evaluating*
18 *relevant activities under each such plan.*

19 (6) *Interagency plans to integrate existing and*
20 *planned security assistance and cooperation programs*
21 *in each such country or region with the strategy, and*
22 *to mitigate risks associated with such programs, in-*
23 *cluding risks related to corruption, governance, and*
24 *human rights.*

1 (7) *Assessment, monitoring, and evaluation*
2 *frameworks for diplomatic, development, and security*
3 *assistance and activities, which shall be informed by*
4 *consultations with the stakeholders specified in section*
5 *4(b), with clear, date-certain metrics for each such*
6 *country or region.*

7 (8) *Descriptions of available policy tools and*
8 *how such tools will be used to reduce fragility, prevent*
9 *the spread of extremism and violence, and stabilize*
10 *conflict-affected areas in each such country or region.*

11 (9) *A description of how planning and imple-*
12 *mentation of assistance under the Global Fragility*
13 *Strategy for each such country or region will be co-*
14 *ordinated in a manner that strengthens partnerships*
15 *and leverages the unique expertise and resources of the*
16 *United States Government and—*

17 (A) *governments of such countries;*

18 (B) *international development organiza-*
19 *tions;*

20 (C) *relevant international donors;*

21 (D) *multilateral organizations; and*

22 (E) *the private sector.*

23 (10) *A regional component outlining plans to*
24 *address relevant transnational issues and how each*

1 *such country is affected by or at risk of regional fra-*
2 *gility or violence.*

3 **SEC. 7. IMPLEMENTATION.**

4 *The President, in coordination with the Secretary of*
5 *State, the Administrator of the United States Agency for*
6 *International Development, the Secretary of Defense, the*
7 *heads of other relevant Federal departments and agencies,*
8 *relevant United States ambassadors, USAID mission direc-*
9 *tors, geographic combatant commanders, and other relevant*
10 *individuals with responsibility over activities in each pri-*
11 *ority country or region selected pursuant to section 5, shall*
12 *ensure that—*

13 *(1) the Global Fragility Strategy required under*
14 *section 4, including each of the country plans devel-*
15 *oped under section 6, is implemented, updated, and*
16 *coordinated on a regular and iterative basis; and*

17 *(2) the strategy is used to guide United States*
18 *Government policy at a senior level and incorporated*
19 *into relevant strategies and plans across the United*
20 *States Government such that the activities of all rel-*
21 *evant Federal departments and agencies are con-*
22 *sistent with the strategy.*

1 **SEC. 8. BIENNIAL REPORTS AND CONGRESSIONAL CON-**
2 **SULTATION.**

3 (a) *BIENNIAL REPORTS.*—Not later than two years
4 after the date of the enactment of this Act, and every two
5 years thereafter until the date that is ten years after such
6 date of enactment, the President, the Secretary of State, the
7 Administrator of the United States Agency for Inter-
8 national Development, the Secretary of Defense, and the
9 heads of other relevant Federal departments and agencies
10 shall jointly submit to the appropriate congressional com-
11 mittees an unclassified report, which may include a classi-
12 fied annex, on progress made and lessons learned with re-
13 spect to implementation of the Global Fragility Strategy
14 established pursuant to section 4. The report shall include
15 the following elements:

16 (1) *Descriptions of steps taken to incorporate the*
17 *strategy into any relevant, existing country and re-*
18 *gional plans or strategies.*

19 (2) *Accountings of all funding received and obli-*
20 *gated to implement each such country and regional*
21 *plan during the previous two years, and, to the extent*
22 *feasible, projections of funding to be requested,*
23 *planned, and implemented for the following two*
24 *years.*

1 (3) *Descriptions of progress made towards*
2 *achieving specific targets, metrics, and indicators for*
3 *each priority country and region.*

4 (4) *Descriptions of any changes made to pro-*
5 *grams based on the results of assessment, monitoring,*
6 *and evaluation for each priority country and region.*

7 (b) *CONGRESSIONAL CONSULTATION.—The Secretary*
8 *of State, the Administrator of the United States Agency for*
9 *International Development, and the Secretary of Defense*
10 *shall provide to any appropriate congressional committee*
11 *regular briefings on the implementation of this Act upon*
12 *the request of any such committee.*

13 **SEC. 9. GAO REVIEW.**

14 (a) *IN GENERAL.—Not later than two years after the*
15 *date of the enactment of this Act, the Comptroller General*
16 *of the United States shall consult with the appropriate con-*
17 *gressional committees regarding opportunities for inde-*
18 *pendent review of the activities implemented under the*
19 *Global Fragility Strategy established pursuant to section*
20 *4.*

21 (b) *AVAILABILITY OF INFORMATION.—The heads of rel-*
22 *evant Federal departments and agencies shall ensure that*
23 *all relevant data, documents, and other information is*
24 *made available to the Comptroller General of the United*

1 *States for purposes of conducting independent reviews pur-*
2 *suant to this section.*

3 **SEC. 10. AUTHORIZATION OF APPROPRIATIONS.**

4 *(a) PREVENTION AND STABILIZATION FUND.—*

5 *(1) ESTABLISHMENT.—There is established in*
6 *the Treasury of the United States a fund, which shall*
7 *be known as the “Prevention and Stabilization Fund”*
8 *(in this subsection referred to as “The Fund”), to be*
9 *administered by the Department of State and*
10 *USAID, as appropriate, to support stabilization of*
11 *conflict-affected areas and to mitigate fragility, in-*
12 *cluding through the Global Fragility Strategy estab-*
13 *lished pursuant to section 4, which shall replace the*
14 *Relief and Recovery Fund.*

15 *(2) AUTHORIZATION OF APPROPRIATIONS.—*
16 *There is authorized to be appropriated to the Fund*
17 *\$200,000,000 for each of the fiscal years 2020 through*
18 *2024, which shall remain available until expended.*

19 *(3) PURPOSES OF THE FUND.—*

20 *(A) IN GENERAL.—Amounts authorized to*
21 *be appropriated to the Fund shall be used—*

22 *(i) to support stabilization of conflict-*
23 *affected areas and prevent global fragility,*
24 *including through the Global Fragility*

1 *Strategy established pursuant to section 4;*
2 *and*

3 *(ii) to provide assistance to areas liber-*
4 *ated or at risk from, or under the control of,*
5 *the Islamic State of Iraq and Syria, other*
6 *terrorist organizations, or violent extremist*
7 *organizations, including for stabilization*
8 *assistance for vulnerable ethnic and reli-*
9 *gious minority communities affected by con-*
10 *flict.*

11 *(B) AMOUNTS IN ADDITION.—Amounts au-*
12 *thorized to be appropriated to the Fund under*
13 *this section are in addition to any funds other-*
14 *wise made available for the purposes described in*
15 *paragraph (1).*

16 *(4) CONGRESSIONAL NOTIFICATION.—Funds may*
17 *not be obligated under this section unless the congres-*
18 *sional committees specified in section 634A of the*
19 *Foreign Assistance Act of 1961 (22 U.S.C. 2394–1)*
20 *are notified of the amount and nature of such pro-*
21 *posed obligation at least 15 days in advance of such*
22 *proposed obligation, in accordance with the proce-*
23 *dures applicable to notifications regarding*
24 *reprogrammings pursuant to such section.*

25 *(b) COMPLEX CRISIS FUND.—*

1 (1) *ESTABLISHMENT.*—*There is established in*
2 *the Treasury of the United States a fund, which shall*
3 *be known as the “Complex Crises Fund” (in this sub-*
4 *section referred to as the “Fund”), to be administered*
5 *by USAID, to support programs and activities to pre-*
6 *vent or respond to emerging or unforeseen events over-*
7 *seas, including to support the Global Fragility Strat-*
8 *egy established pursuant to section 4.*

9 (2) *AUTHORIZATION OF APPROPRIATIONS.*—
10 *There is authorized to be appropriated to the Fund*
11 *\$30,000,000 for each of the fiscal years 2020 through*
12 *2024, which shall remain available until expended.*

13 (3) *PURPOSES OF THE FUND.*—

14 (A) *IN GENERAL.*—*Notwithstanding any*
15 *other provision of law, except section 620M of the*
16 *Foreign Assistance Act of 1961 (22 U.S.C.*
17 *2378d), amounts in the Fund may be used to*
18 *carry out the provisions of the Foreign Assist-*
19 *ance Act of 1961 (22 U.S.C. 2151 et seq.) to sup-*
20 *port programs and activities to prevent or re-*
21 *spond to emerging or unforeseen foreign chal-*
22 *lenges and complex crises overseas, including*
23 *through the Global Fragility Strategy established*
24 *pursuant to section 4.*

1 (B) *AMOUNTS IN ADDITION.*—Amounts au-
2 thorized to be appropriated to the Fund are in
3 addition to any amounts otherwise made avail-
4 able for the purposes described in subparagraph
5 (A).

6 (4) *LIMITATIONS.*—

7 (A) *IN GENERAL.*—Amounts in the Fund
8 may not be expended for lethal assistance or to
9 respond to natural disasters.

10 (B) *ADMINISTRATIVE EXPENSES.*—Not more
11 than five percent of the amounts in the Fund
12 may be used for administrative expenses.

13 (5) *CONGRESSIONAL NOTIFICATION.*—Not later
14 than five days before amounts from the Fund are obli-
15 gated, the Administrator of the United States Agency
16 for International Development shall submit notifica-
17 tion of such obligation to the appropriate congres-
18 sional committees.

19 (6) *WAIVER.*—The notification requirement
20 under paragraph (5) may be waived if—

21 (A) notification by the deadline specified in
22 such paragraph would pose a substantial risk to
23 human health or welfare; and

24 (B) the appropriate congressional commit-
25 tees—

1 (i) are notified not later than three
2 days after an obligation of amounts from
3 the Fund; and

4 (ii) are provided with an explanation
5 of the emergency circumstances that neces-
6 sitated such waiver.

7 **SEC. 11. IMPROVING AND LEVERAGING ASSISTANCE FOR**
8 **THE GLOBAL FRAGILITY STRATEGY.**

9 (a) *SENSE OF CONGRESS.*—*It is the sense of Congress*
10 *that the President, the Secretary of State, the Administrator*
11 *of the United States Agency for International Development,*
12 *the Secretary of Defense, and the heads of other relevant*
13 *Federal departments and agencies should work with the ap-*
14 *propriate congressional committees to provide sufficient*
15 *types and levels of funding to—*

16 (1) *allow for more adaptive and responsive pol-*
17 *icy and program planning, implementation, and scal-*
18 *ing under the Global Fragility Strategy established*
19 *pursuant to section 4, including through more flexible*
20 *funding mechanisms and exemptions from specific*
21 *and minimum funding levels when such exemptions*
22 *would make such programs better able to respond to*
23 *local needs, the results of monitoring and evaluation,*
24 *or changed circumstances in relevant countries;*

1 (2) *better integrate the strategy and other con-*
2 *flikt and violence reduction objectives and activities*
3 *into other policy and program areas, where appro-*
4 *priate; and*

5 (3) *support transparent and accountable multi-*
6 *lateral funds, initiatives, and strategies to enhance*
7 *and better coordinate private and public efforts to*
8 *stabilize conflict-affected areas and prevent violence*
9 *and fragility globally.*

10 (b) *OTHER FUNDING AND COST MATCHING.—The*
11 *Global Fragility Strategy established pursuant to section*
12 *4—*

13 (1) *may be supported by funds other than funds*
14 *authorized to be appropriated pursuant to section 10;*
15 *and*

16 (2) *shall seek to leverage funds from sources other*
17 *than the United States Government in order to pro-*
18 *mote coordination and cost-matching to the max-*
19 *imum extent practicable.*

20 (c) *MULTI-DONOR GLOBAL FRAGILITY FUND.—*

21 (1) *AUTHORITY.—Pursuant to sections 607 and*
22 *632 of the Foreign Assistance Act of 1961 (22 U.S.C.*
23 *2357 and 2392), and consistent with subsection (b),*
24 *the Secretary of State is authorized to establish fund-*
25 *ing mechanisms, to include the establishment of a*

1 *Global Fragility Fund, to leverage, receive, coordi-*
2 *nate, and program funds provided by other donors*
3 *and private sector partners to carry out the purposes*
4 *of this Act.*

5 (2) *PURPOSES.—A funding mechanism estab-*
6 *lished pursuant to paragraph (1) should—*

7 (A) *include input from and participation*
8 *by key bilateral and multilateral donors, includ-*
9 *ing the World Bank, representatives of civil soci-*
10 *ety, relevant nongovernmental organizations and*
11 *private sector entities, and developing countries*
12 *where fragility threatens to exacerbate violent ex-*
13 *tremism and undermine development;*

14 (B) *enhance donor coordination and co-*
15 *operation;*

16 (C) *advance clearly defined goals, objectives,*
17 *and metrics for monitoring, evaluating, and*
18 *measuring progress; and*

19 (D) *focus on strengthening national and*
20 *local good governance and conflict resolution ca-*
21 *capacity in fragile and conflict-affected areas over*
22 *the long-term through comprehensive, compact-*
23 *based agreements that support country-led strate-*
24 *gies.*

1 **SEC. 12. SENSE OF CONGRESS ON TRANSFERS OF DEFENSE**
2 **ARTICLES AND SERVICES TO PRIORITY COUN-**
3 **TRIES AND REGIONS.**

4 *It is the sense of Congress that the United States Gov-*
5 *ernment should work to ensure that defense articles and*
6 *services provided to priority countries and regions pursuant*
7 *to the Arms Export Control Act (22 U.S.C. 2751 et seq.)*
8 *and the Foreign Assistance Act of 1961 (22 U.S.C. 2151*
9 *et seq.) are not used by non-state actors for the commission*
10 *of war crimes or other gross violations of internationally*
11 *recognized human rights in those countries or regions.*