

116TH CONGRESS
1ST SESSION

S. _____

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

Mr. COONS (for himself and Mr. GRAHAM) introduced the following bill; which was read twice and referred to the Committee on _____

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,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Global Fragility Act
5 of 2019”.

6 **SEC. 2. APPROPRIATE CONGRESSIONAL COMMITTEES DE-**
7 **FINED.**

8 In this Act, the term “appropriate congressional com-
9 mittees” means—

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

3 (2) the Committee on Foreign Affairs and the
4 Committee on Appropriations of the House of Rep-
5 resentatives.

6 **TITLE I—DEVELOPMENT OF A**
7 **COMPREHENSIVE, TEN-YEAR,**
8 **GLOBAL FRAGILITY STRAT-**
9 **EGY, AND SELECTION OF PRI-**
10 **ORITY COUNTRIES**

11 **SEC. 101. GLOBAL FRAGILITY STRATEGY.**

12 (a) STRATEGY.—The President, in coordination with
13 the Secretary of State, the Administrator of the United
14 States Agency for International Development (USAID),
15 the Secretary of Defense, and the heads of other relevant
16 Federal agencies, shall establish a comprehensive, inte-
17 grated, ten-year strategy, to be referred to as the “Global
18 Fragility Strategy”, to contribute to the stabilization of
19 conflict-affected areas, address global fragility, and
20 strengthen the capacity of the United States to be an ef-
21 fective leader of international efforts to prevent extremism
22 and violent conflict. The strategy shall focus on addressing
23 long-term causes of fragility and violence, and shall—

24 (1) consider the causes of fragility and violence
25 at both the local and national levels, the external ac-

1 tors that reinforce and exploit such conditions, and
2 successful prevention strategies and their key fea-
3 tures;

4 (2) include specific objectives and multisectoral
5 approaches to reduce fragility and the causes of vio-
6 lence, including those that strengthen state-society
7 relations, curb extremist ideology, and make society
8 less vulnerable to the spread of extremism and vio-
9 lence;

10 (3) encourage and empower local and national
11 actors to address the concerns of their citizens, in-
12 cluding in vulnerable communities, and build com-
13 munity resilience against violence and extremism;

14 (4) address the long-term underlying causes of
15 fragility and violence through participatory, locally
16 led programs, empowering marginalized groups such
17 as youth and women, inclusive dialogues and conflict
18 resolutions processes, justice sector reform, good
19 governance across all sectors, community policing
20 and civilian security, and accountable and fair serv-
21 ice delivery;

22 (5) describe approaches that ensure national
23 leadership where appropriate and participatory en-
24 gagement by civil society and local partners in the
25 design implementation and monitoring of programs;

1 (6) assign roles for relevant Federal agencies to
2 avoid duplication of efforts, while ensuring that—

3 (A) the Department of State is responsible
4 for leading the strategy, establishing United
5 States foreign policy, advancing diplomatic and
6 political efforts, and guiding security assistance
7 and related civilian security efforts;

8 (B) USAID is responsible for overseeing
9 prevention programs, and is the lead imple-
10 menting agency for development, humanitarian,
11 and related non-security program policy;

12 (C) activities undertaken or supported by
13 the Department of Defense in relation to the
14 Global Fragility Strategy are established
15 through joint formulation and with the concur-
16 rence of the Secretary of State; and

17 (D) other Federal agencies support the ac-
18 tivities of the Department of State and USAID
19 as appropriate, with the concurrence of the Sec-
20 retary of State and the Administrator of the
21 United States Agency for International Devel-
22 opment;

23 (7) describe programs that agencies will under-
24 take to achieve the stated objectives, including de-

1 scriptions of existing programs and funding by fiscal
2 year and account;

3 (8) identify mechanisms to improve coordina-
4 tion between the United States, foreign govern-
5 ments, and international organizations, including the
6 World Bank, the United Nations, regional organiza-
7 tions, and private sector organizations;

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

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

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

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

21 (b) REPORT.—

22 (1) IN GENERAL.—Not later than 270 days
23 after the date of the enactment of this Act, the
24 President shall submit to the appropriate congres-
25 sional committees a report setting forth the strategy

1 described in subsection (a), which shall be submitted
2 in unclassified form, but may include a classified
3 annex if necessary.

4 (2) REPORT CONTENTS.—The report required
5 under paragraph (1) shall include the elements de-
6 scribed in paragraph (3), and may include additional
7 elements relevant to the strategy described in sub-
8 section (a).

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

11 (A) The objectives, general and specific, of
12 the strategy.

13 (B) An identification of the relevant Fed-
14 eral agencies that will be involved and the as-
15 signment of priorities to such agencies.

16 (C) A description of the compact-based
17 partnerships that will be established to ensure
18 local leadership of strategies, policy, and pro-
19 grams, as well as mutual accountability for re-
20 sults and resources needed to support such
21 partnerships.

22 (D) Identification of the authorities, staff-
23 ing, and other requirements needed to effec-
24 tively implement the Global Fragility Strategy.

1 (E) A description of the ways in which
2 United States leadership will be used to en-
3 hance overall international prevention efforts,
4 including through increasing the engagement of
5 the member states of the Group of Eight and
6 Group of Twenty.

7 (F) Identification of which officials of the
8 Department of State, USAID, and the Depart-
9 ment of Defense, with a rank not lower than
10 Assistant Secretary or Assistant Administrator,
11 will be responsible for overseeing and leading
12 the strategy.

13 (G) A list of priority countries selected
14 pursuant to section 102, including descriptions
15 of the rationale for such selections.

16 (c) **STAKEHOLDER CONSULTATION.**—The Global
17 Fragility Strategy required under this section shall be de-
18 veloped in consultation with representatives of civil society
19 and national and local governance entities in countries de-
20 scribed in section 103, as well as relevant international
21 development organizations with experience implementing
22 programs in fragile countries, multilateral organizations
23 and donors, relevant private, academic, and philanthropic
24 entities, and the appropriate congressional committees.

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

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

9 (1) on the basis of—

10 (A) the national security interest of the
11 United States;

12 (B) clearly defined indicators of the levels
13 of violence or fragility in such, such as the
14 country’s—

15 (i) ranking on recognized global fra-
16 gility lists;

17 (ii) ranking on select United States
18 Government conflict and atrocity early
19 warning watch lists; and

20 (iii) levels of violence, including vio-
21 lence committed by armed groups, state
22 actors, and violent extremist organizations,
23 gender-based violence, and violence against
24 children and youth; and

25 (C) an assessment of the commitment and
26 capacity of national and sub-national govern-

1 ment entities and civil society partners in such
2 country to work with Federal departments and
3 agencies on the Global Fragility Strategy, in-
4 cluding by demonstrating commitment to—

5 (i) improving inclusive, transparent,
6 and accountable power structures, includ-
7 ing effective, legitimate, and resilient na-
8 tional and sub-national institutions; and

9 (ii) ensuring strong foundations for
10 human rights, rule of law, and equal access
11 to justice; and

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

16 **SEC. 103. PRIORITY COUNTRY PLANS.**

17 Not later than one year after the date of the enact-
18 ment of this Act, the President, in coordination with the
19 Secretary of State, the Administrator of the United States
20 Agency for International Development, the Secretary of
21 Defense, and the heads of other relevant Federal depart-
22 ments and agencies, shall submit to the appropriate con-
23 gressional committees ten-year plans to align and inte-
24 grate under the Global Fragility Strategy established pur-
25 suant to section 101 all diplomatic, development, security

1 assistance and cooperation, and other relevant activities
2 of the United States Government with respect to each of
3 the countries selected pursuant to section 102. Each such
4 country plan shall include the following elements:

5 (1) Specific multi-year interagency plans for co-
6 ordination and implementation under each such
7 plan.

8 (2) An up-to-date baseline analysis for each
9 such country, including an analysis of power dynam-
10 ics, impacts of violence, and conditions that con-
11 tribute to violence and fragility.

12 (3) Prioritized descriptions of the goals and ob-
13 jectives for stabilizing conflict-affected areas, reduc-
14 ing fragility, and preventing the spread of extremism
15 and violence in each such country.

16 (4) Descriptions of how and when the relevant
17 goals, objectives, plans, and benchmarks for each
18 such country will be incorporated into relevant
19 United States country plans and strategies.

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

24 (6) Interagency plans to integrate existing and
25 planned security assistance and cooperation pro-

1 grams in each such country with the strategy, and
2 to mitigate risks associated with such programs, in-
3 cluding risks related to corruption, governance, and
4 human rights.

5 (7) Assessment, monitoring, and evaluation
6 frameworks for diplomatic, development, and secu-
7 rity activities, which shall be informed by consulta-
8 tions with the stakeholders specified in section
9 101(c), with clear, date-certain metrics for each such
10 country.

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

15 (9) A description of how planning and imple-
16 mentation for each such country will be coordinated
17 to ensure such planning and implementation are
18 conducted in partnership between the United States
19 Government and—

20 (A) governments of such countries;

21 (B) international development organiza-
22 tions;

23 (C) relevant international donors;

24 (D) multilateral organizations; and

25 (E) the private sector.

1 (10) A regional component outlining plans to
2 address relevant transnational issues and how such
3 country is affected by or at risk of regional fragility
4 or violence.

5 **SEC. 104. IMPLEMENTATION.**

6 The President, in coordination with the Secretary of
7 State, the Administrator of the United States Agency for
8 International Development, the Secretary of Defense, the
9 heads of other relevant Federal agencies, relevant United
10 States ambassadors, USAID mission directors, geographic
11 combatant commanders, and other relevant individuals
12 with responsibility over activities in each priority country
13 selected pursuant to section 102, shall ensure that—

14 (1) the Global Fragility Strategy required
15 under section 101, including each of the country
16 plans developed under section 103, is implemented,
17 updated, and coordinated on a regular and iterative
18 basis; and

19 (2) the strategy is used to guide United States
20 Government policy and incorporated into relevant
21 strategies and plans across the United States Gov-
22 ernment such that the activities of all Federal agen-
23 cies are consistent with the strategy.

1 **SEC. 105. 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,
7 the 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 the implementation of the Global Fragility Strat-
14 egy established pursuant to section 101. The report shall
15 include the following elements:

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

19 (2) Accountings of all funding received and ob-
20 ligated to implement each such country and regional
21 plan during the previous two years, as well as fund-
22 ing requested, planned, and projected for the fol-
23 lowing two years.

24 (3) Descriptions of progress made towards
25 achieving specific targets, metrics, and indicators for
26 each priority country.

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

4 **SEC. 106. GAO REVIEW.**

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

12 (b) AVAILABILITY OF INFORMATION.—The heads of
13 relevant Federal departments and agencies shall ensure
14 that all relevant data, documents, and other information
15 is made available to the Comptroller General of the United
16 States for purposes of conducting independent reviews
17 pursuant to this section.

18 **TITLE II—AUTHORIZATION OF**
19 **APPROPRIATIONS**

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

21 (a) ESTABLISHMENT.—There is authorized a fund to
22 be known as the “Prevention and Stabilization Fund” (in
23 this section referred to as “The Fund”), which shall re-
24 place the Relief and Recovery Fund.

1 (b) AUTHORIZATION OF APPROPRIATIONS.—There is
2 authorized to be appropriated such sums as may be nec-
3 essary for the Prevention and Stabilization Fund to sup-
4 port stabilization of conflict-affected areas and mitigate
5 fragility, including through the Global Fragility Strategy.

6 (c) PURPOSES OF THE FUND.—

7 (1) IN GENERAL.—Amounts authorized to be
8 appropriated to the Fund shall be used—

9 (A) to support stabilization of conflict-af-
10 fected areas and prevent global fragility, includ-
11 ing through the Global Fragility Strategy estab-
12 lished pursuant to section 101; and

13 (B) to provide assistance to areas liberated
14 or at risk from, or under the control of, the Is-
15 lamic State of Iraq and Syria, other terrorist
16 organizations, or violent extremist organiza-
17 tions, including for stabilization assistance for
18 vulnerable ethnic and religious minority commu-
19 nities affected by conflict.

20 (2) AMOUNTS IN ADDITION.—Amounts author-
21 ized to be appropriated to the Fund under this sec-
22 tion are in addition to any funds otherwise made
23 available for the purposes described in paragraph
24 (1).

1 **SEC. 202. COMPLEX CRISES FUND.**

2 (a) ESTABLISHMENT.—There is authorized a fund,
3 which shall be known as the “Complex Crises Fund” (in
4 this subsection referred to as the “Fund”), to be adminis-
5 tered by the United States Agency for International Devel-
6 opment, to support programs and activities to prevent or
7 respond to emerging or unforeseen events overseas.

8 (b) AUTHORIZATION OF APPROPRIATIONS.—There is
9 authorized to be appropriated such sums as may be nec-
10 essary for the Fund, including to support the Global Fra-
11 gility Strategy, which shall remain available remain avail-
12 able until expended.

13 (c) PURPOSES OF ASSISTANCE.—Notwithstanding
14 any other provision of law, except section 620M of the
15 Foreign Assistance Act of 1961 (22 U.S.C. 2378d),
16 amounts in the Fund may be used to carry out the provi-
17 sions of the Foreign Assistance Act of 1961 (22 U.S.C.
18 2151 et seq.) to support programs and activities to pre-
19 vent or respond to emerging or unforeseen events overseas,
20 including through support to the Global Fragility Strat-
21 egy.

22 (d) LIMITATIONS.—

23 (1) IN GENERAL.—Amounts in the Fund may
24 not be expended for lethal assistance or to respond
25 to natural disasters.

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

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

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

11 (1) notification by the deadline specified in such
12 paragraph would pose a substantial risk to human
13 health or welfare; and

14 (2) the appropriate congressional committees—

15 (A) are notified not later than three days
16 after an obligation of amounts from the Fund;
17 and

18 (B) are provided with an explanation of
19 the emergency circumstances that necessitated
20 such waiver.

21 **TITLE III—PARTNERSHIP**
22 **DEVELOPMENT FUND**

23 **SEC. 301. ESTABLISHMENT OF FUND.**

24 (a) NEGOTIATIONS FOR ESTABLISHMENT OF
25 FUND.—The Secretary of State, in consultation with the

1 Administrator of the United States Agency for Inter-
2 national Development and the heads of other relevant
3 Federal agencies, shall seek to enter into negotiations with
4 key bilateral and multilateral donors, including the World
5 Bank, and with developing countries where fragility
6 threatens to exacerbate violent extremism and undermine
7 development, including members of the g7+, toward the
8 establishment, in accordance with the provisions of this
9 title, of the Partnership Development Fund.

10 (b) PURPOSES.—The purposes of the Partnership
11 Development Fund shall be to use contributed funds—

12 (1) to assist in addressing the sources of fra-
13 gility in priority countries selected pursuant to sec-
14 tion 102 of this Act or otherwise determined by the
15 Partnership Development Fund; and

16 (2) to strengthen national and local good gov-
17 ernance and conflict resolution capacity over the
18 long-term, moving beyond uncoordinated, short-term
19 investments by improving international coordination
20 and enabling support for comprehensive, compact-
21 based agreements that support country-led strate-
22 gies.

23 **SEC. 302. CONSULTATIONS AND PROGRAMS.**

24 (a) ESTABLISHMENT OF PARTNERSHIP DEVELOP-
25 MENT FUND.—Not later than 90 days after the date of

1 the enactment of this Act, the Secretary of State shall con-
2 sult with the appropriate congressional committees on
3 plans for the establishment of the Partnership Develop-
4 ment Fund, including the mechanism through which donor
5 funds will be received and distributed, the makeup and
6 composition of a Board of Directors, qualifications of such
7 Board members, composition of a secretariat, and mecha-
8 nisms for oversight and accountability. The Board shall
9 consist of representatives of participating donor countries,
10 fragility- and conflict-affected countries, civil society, and
11 multilateral and nongovernmental organizations. The
12 President shall, with the advice and consent of the Senate,
13 appoint a United States Board member and an alternate
14 member for a four-year term.

15 (b) PARTNERSHIP DEVELOPMENT FUND GRANTS.—
16 The Partnership Development Fund shall provide grants
17 to support policies and programs that assist recipient
18 countries in achieving lasting stability, resilience to violent
19 extremism, and development, including by building capac-
20 ity in national and local government, civil society, and the
21 private sector. The Fund shall include criteria for can-
22 didate governments and nongovernmental entities to re-
23 ceive grants through multi-year, compact-based agree-
24 ments, established through inclusive and open processes

1 and that are linked to a national development plan and
2 based on joint analysis and strategic planning.

3 **SEC. 303. CONGRESSIONAL REPORTS AND DISCLOSURE ON**
4 **THE PARTNERSHIP DEVELOPMENT FUND.**

5 (a) REPORTS TO CONGRESS.—

6 (1) ANNUAL REPORTS BY THE FUND.—

7 (A) IN GENERAL.—Not later than one year
8 after the date of the enactment of this Act, and
9 annually thereafter for the duration of the
10 Fund, the United States representative to the
11 Fund shall provide to the appropriate congress-
12 sional committees a report on the Fund.

13 (B) REPORT ELEMENTS.—The report re-
14 quired under subparagraph (A) shall include a
15 description of—

16 (i) the goals of the Fund;

17 (ii) the programs, projects, and activi-
18 ties, including approaches to scaling pro-
19 grams, supported by the Fund;

20 (iii) private and governmental con-
21 tributions to the Fund;

22 (iv) the criteria for determining the
23 programs and activities that should be as-
24 sisted by the Fund, and the metrics for the

1 monitoring and evaluation of such pro-
2 grams and activities; and

3 (v) the country-level processes estab-
4 lished to support compact-based agree-
5 ments and promote international coordina-
6 tion.

7 (2) GAO REPORT ON FUND EFFECTIVENESS.—

8 Not later than three years after the date of the en-
9 actment of this Act, the Comptroller General of the
10 United States shall submit to the appropriate con-
11 gressional committees a report evaluating the effec-
12 tiveness of the Fund, including—

13 (A) the effectiveness of the programs,
14 projects, and activities described in paragraph
15 (1)(B)(ii) in violence reduction and mitigating
16 fragility as a root cause; and

17 (B) an assessment of the merits of contin-
18 ued United States financial contributions to the
19 Fund.

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

24 (1) The name of each entity to which assistance
25 is provided.

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

3 (3) A description of the compact-based agree-
4 ment, including a detailed description of the objec-
5 tives and measures for results of the program or
6 project, which should continue to be monitored in
7 the years following the end of the grant period to de-
8 termine the enduring impact of the grant.

9 **SEC. 304. AUTHORIZATION OF APPROPRIATIONS.**

10 In addition to any other funds authorized to be ap-
11 propriated for multilateral or bilateral programs related
12 to conflict prevention, countering violent extremism, sta-
13 bilization, or economic development, there is authorized to
14 be appropriated to the Department of State such sums
15 as may be necessary for each of fiscal years 2020 through
16 2022 for contributions to the Partnership.