

**AMENDMENT IN THE NATURE OF A SUBSTITUTE
TO H.R. 5273
OFFERED BY MR. ENGEL OF NEW YORK**

Strike all after the enacting clause and insert the following:

1 SECTION 1. SHORT TITLE.

2 This Act may be cited as the “Global Fragility and
3 Violence Reduction Act of 2018”.

4 SEC. 2. FINDINGS.

5 Congress finds the following:

6 (1) According to the United Nations, an un-
7 precedented 68.5 million people around the world,
8 the highest level ever recorded, are currently forcibly
9 displaced from their homes.

10 (2) According to the World Bank, violence and
11 violent conflict are now the leading causes of dis-
12 placement and food insecurity worldwide, driving 80
13 percent of humanitarian needs, with the same con-
14 flicts accounting for the majority of forcibly dis-
15 placed persons every year since 1991.

16 (3) According to the World Health Organiza-
17 tion, preventable forms of violence kill at least 1.4
18 million people each year. According to the Institute

1 for Economics and Peace, violence containment costs
2 the global economy \$14.76 trillion a year, or 12.4
3 percent of the world's GDP. If violence were to de-
4 crease uniformly across the world by just 10 per-
5 cent, the global economy would gain \$1.48 trillion
6 each year.

7 (4) Violence and violent conflict underpin many
8 of the United States Government's key national se-
9 curity challenges. Notably, violent conflicts allow for
10 environments in which terrorist organizations recruit
11 and thrive, while the combination of violence, cor-
12 ruption, poverty, poor governance, and underdevelop-
13 ment often enables transnational gangs and criminal
14 networks to wreak havoc and commit atrocities
15 worldwide.

16 (5) According to new research by the University
17 of Maryland and University of Pittsburgh, exposure
18 to violence increases support for violence and violent
19 extremism. Research increasingly finds exposure to
20 violence as a predictor of future participation in vio-
21 lence, including violent extremism.

22 (6) United States foreign policy and assistance
23 efforts in highly violent and fragile states remain
24 governed by an outdated patchwork of authorities

1 that prioritize responding to immediate needs rather
2 than solving the problems that cause them.

3 (7) Lessons learned over the past 20 years, doc-
4 umented by the 2013 Special Inspector General for
5 Iraq Reconstruction Lessons Learned Study, the
6 2016 Fragility Study Group report, and the 2018
7 Special Inspector General for Afghanistan Lessons
8 Learned Study on Stabilization, show that effective,
9 sustained United States efforts to reduce violence
10 and stabilize fragile and violence-affected states re-
11 quire clearly defined goals and strategies, adequate
12 long-term funding, rigorous and iterative conflict
13 analysis, coordination across the United States Gov-
14 ernment, including strong civil-military coordination,
15 and integration with national and sub-national part-
16 ners, including local civil society organizations, local
17 justice systems, and local governance structures.

18 (8) The “Stabilization Assistance Review” re-
19 leased in 2018 by the Departments of State and De-
20 fense and the United States Agency for Inter-
21 national Development states, “The United States
22 has strong national security and economic interests
23 in reducing levels of violence and promoting stability
24 in areas affected by armed conflict.” The Review
25 further states, “Stabilization is an inherently polit-

1 ical endeavor that requires aligning U.S. Govern-
2 ment efforts – diplomatic engagement, foreign as-
3 sistance, and defense – toward supporting locally le-
4 gitimate authorities and systems to peaceably man-
5 age conflict and prevent violence.”.

6 **SEC. 3. STATEMENT OF POLICY.**

7 It is the policy of the United States to—

8 (1) ensure that all relevant United States Gov-
9 ernment departments and agencies coordinate to
10 achieve coherent, long-term goals for programs de-
11 signed to prevent violence, stabilize conflict-affected
12 areas, and address the long-term causes of violence
13 and fragility, including when implementing the Glob-
14 al Fragility and Violence Reduction Initiative de-
15 scribed in section 5(a);

16 (2) seek to improve global, regional, and local
17 coordination of relevant international and multilat-
18 eral development and donor organizations regarding
19 efforts to prevent violence, stabilize conflict-affected
20 areas, and address the long-term causes of violence
21 and fragility in fragile and violence-affected coun-
22 tries, and, where practicable and appropriate, align
23 such efforts with multilateral goals and indicators;

24 (3) expand and enhance the effectiveness of
25 United States foreign assistance programs and ac-

1 activities to prevent violence, stabilize conflict-affected
2 areas, and address the long-term causes of violence
3 and fragility, including programs intended to im-
4 prove the indicators described in section 5(d)(1);

5 (4) support the research and development of ef-
6 fective approaches to prevent violence, stabilize con-
7 flict-affected areas, and address the long-term
8 causes of violence and fragility; and

9 (5) improve the monitoring, evaluation, learn-
10 ing, and adaptation tools and authorities for relevant
11 United States Government departments and agen-
12 cies working to prevent violence, stabilize conflict-af-
13 fected areas, and address the long-term causes of vi-
14 olence and fragility.

15 **SEC. 4. SENSE OF CONGRESS REGARDING ASSISTANCE FOR**
16 **THE GLOBAL FRAGILITY AND VIOLENCE RE-**
17 **DUCTION INITIATIVE.**

18 It is the sense of Congress that the President, the
19 Secretary of State, the Administrator of USAID, the Sec-
20 retary of Defense, and the heads of other relevant Federal
21 departments and agencies, should work with Congress to
22 provide sufficient types and levels of funding to—

23 (1) allow for more adaptive program planning
24 and implementation under the initiative and priority
25 country or regional plans required under section 5,

1 including through exemptions from specific and min-
2 imum funding levels when such exemptions would
3 make programs better able to respond to monitoring
4 and evaluation or changed circumstances in relevant
5 countries;

6 (2) better integrate conflict and violence reduc-
7 tion activities into other program areas where appro-
8 priate; and

9 (3) contribute to the creation of transparent
10 and accountable multilateral funds, initiatives, and
11 strategies to enhance and better coordinate both pri-
12 vate and public efforts to prevent violence, stabilize
13 conflict-affected areas, and address the long-term
14 causes of violence and fragility.

15 **SEC. 5. GLOBAL INITIATIVE TO REDUCE FRAGILITY AND VI-**
16 **OLENCE.**

17 (a) INITIATIVE.—The Secretary of State, in coordina-
18 tion with the Administrator of the United States Agency
19 for International Development (USAID), the Secretary of
20 Defense, and the heads of other relevant Federal depart-
21 ments and agencies, shall establish an interagency initia-
22 tive, to be referred to as the “Global Initiative to Reduce
23 Fragility and Violence”, to prevent violence, stabilize con-
24 flict-affected areas, and address the long-term causes of
25 violence and fragility.

1 (b) IMPLEMENTATION PLAN.—Not later than 180
2 days after the date of the enactment of this Act, the Sec-
3 retary of State, in coordination with the Administrator of
4 USAID, the Secretary of Defense, and the heads of other
5 relevant Federal departments and agencies, shall develop
6 and submit to the appropriate congressional committees
7 an interagency implementation plan for the Global Initia-
8 tive to Reduce Fragility and Violence established pursuant
9 to subsection (a) that includes the following:

10 (1) Descriptions of the overall goals, objectives,
11 criteria, and metrics guiding the implementation, in-
12 cluding with respect to prioritizing countries and
13 measuring progress.

14 (2) A list of the priority countries and regions
15 selected pursuant to subsection (d)(2).

16 (3) Identification of the roles and responsibil-
17 ities of each participating Federal department or
18 agency, while ensuring that with respect to activities
19 relating to stabilization—

20 (A) the Department of State shall be the
21 overall lead for establishing United States for-
22 eign policy and advancing diplomatic and polit-
23 ical efforts;

1 (B) USAID shall be the lead implementing
2 agency for development, humanitarian, and re-
3 lated non-security programs;

4 (C) the Department of Defense shall sup-
5 port the activities of the Department of State
6 and USAID as appropriate, including by pro-
7 viding requisite security and reinforcing civilian
8 efforts, with the concurrence of the Secretary of
9 State and Administrator of USAID; and

10 (D) other Federal departments and agen-
11 cies shall support the activities of the Depart-
12 ment of State and USAID as appropriate, with
13 the concurrence of the Secretary of State and
14 Administrator of USAID.

15 (4) Identification of the authorities, staffing,
16 and other resource requirements needed to effec-
17 tively implement the initiative.

18 (5) Descriptions of the organizational steps the
19 Department of State, USAID, the Department of
20 Defense, and each other relevant Federal depart-
21 ment or agency will take to improve planning, co-
22 ordination, implementation, monitoring, evaluation,
23 adaptive management, and iterative learning with re-
24 spect to the programs under such initiative.

1 (6) Descriptions of the steps each relevant Fed-
2 eral department or agency will take to improve co-
3 ordination and collaboration under such initiative
4 with international development organizations, inter-
5 national donors, multilateral organizations, and the
6 private sector.

7 (7) Descriptions of potential areas of improved
8 public and private sector research and development,
9 including with academic, philanthropic, and civil so-
10 ciety organizations, on more effective approaches to
11 preventing violence, stabilizing conflict-affected
12 areas, and addressing the long-term causes of vio-
13 lence and fragility.

14 (8) Plans for regularly evaluating and updating,
15 on an iterative basis—

16 (A) the Global Initiative to Reduce Fra-
17 gility and Violence;

18 (B) the interagency implementation plan
19 described in this subsection; and

20 (C) the priority country and regional plans
21 described in subsection (c).

22 (c) PRIORITY COUNTRY AND REGIONAL PLANS.—

23 Not later than 1 year after the date of the enactment of
24 this Act, the Secretary of State, in coordination with the
25 Administrator of USAID, the Secretary of Defense, and

1 the heads of other relevant Federal departments and agen-
2 cies, shall develop and submit to the appropriate congres-
3 sional committees 10-year plans to align and integrate the
4 diplomatic, development, security, and other relevant ac-
5 tivities of the United States Government with the initiative
6 required under subsection (a) for each of the priority
7 countries and regions designated pursuant to subsection
8 (d). Such priority country and regional plans shall include:

9 (1) Specific interagency plans for coordination
10 and implementation under the country or regional
11 plan.

12 (2) Descriptions of how and when the relevant
13 goals, objectives, and plans for each priority country
14 or region will be incorporated into relevant United
15 States country plans and strategies, including De-
16 partment of State Integrated Country Strategies,
17 USAID Country Development Cooperation Strate-
18 gies, and Department of Defense Campaign Plans,
19 Operational Plans, and Regional Strategies, as well
20 as any equivalent or successor plans or strategies.

21 (3) Interagency plans to ensure that appro-
22 priate local actors, including government and civil
23 society entities and organizations led by women,
24 youth, or under-represented communities, have roles
25 in developing, implementing, monitoring, evaluating,

1 and updating relevant aspects of each such country
2 or regional plan.

3 (4) Clear, transparent, and measurable diplo-
4 matic, development, and security benchmarks, time-
5 tables, and performance metrics for each such coun-
6 try and region that align with best practices where
7 applicable.

8 (5) Interagency plans for monitoring and eval-
9 uation, adaptive management, and iterative learning
10 that provide for regular and iterative policy and pro-
11 gram adaptations based on outcomes, lessons
12 learned, and other evidence gathered from each such
13 country or region and across such countries and re-
14 gions.

15 (6) Descriptions of the available policy tools to
16 prevent violence, stabilize conflict-affected areas, and
17 address the long-term causes of violence and fra-
18 gility in each such country or region.

19 (7) Descriptions of the resources and authori-
20 ties that would be required for each relevant Federal
21 department or agency to best implement each such
22 country or regional plan, as well as evidence-based
23 iterative updates to such plans.

24 (8) Descriptions of potential areas of improved
25 partnership with respect to such country or region,

1 regarding efforts to prevent violence, stabilize con-
2 flict-affected areas, and address the long-term
3 causes of violence and fragility, between the United
4 States Government and—

5 (A) international development organiza-
6 tions;

7 (B) relevant international donors;

8 (C) multilateral organizations; and

9 (D) the private sector.

10 (d) DESIGNATION OF PRIORITY COUNTRIES AND RE-
11 GIONS.—

12 (1) IDENTIFICATION OF CANDIDATE COUNTRIES
13 AND REGIONS.—The Secretary of State, in coordina-
14 tion with the Administrator of USAID and the Sec-
15 retary of Defense and in consultation with the ap-
16 propriate congressional committees, shall develop a
17 list of candidate countries and regions to be consid-
18 ered for inclusion under the initiative on the basis
19 of—

20 (A) clearly defined indicators of high levels
21 of violence and fragility in such country or re-
22 gion, such as—

23 (i) violence committed by armed
24 groups, gender-based violence, and violence
25 against children and youth;

1 (ii) prevalence of, and citizen support
2 for, adversarial armed groups;

3 (iii) internal and external population
4 displacement;

5 (iv) patterns of human rights viola-
6 tions, including early warning indicators of
7 the commission of genocide or other atroc-
8 ities;

9 (v) poor governance, pervasive corrup-
10 tion, and political instability; and

11 (vi) vulnerability to current or future
12 transnational threats; and

13 (B) the capacity and opportunity to work
14 across Federal departments and agencies and
15 with local partners and other donors to prevent
16 violence, stabilize conflict-affected areas, and
17 address the long-term causes of violence and
18 fragility with respect to such country or region,
19 including by measurably—

20 (i) improving inclusive, transparent,
21 and accountable power structures, includ-
22 ing effective, legitimate, and resilient na-
23 tional and sub-national institutions;

1 (ii) improving effective and respected
2 conflict prevention, mitigation, manage-
3 ment, and resolution mechanisms;

4 (iii) reducing levels of support among
5 the residents of such country or region for
6 violence, violent extremism, and adversarial
7 armed groups;

8 (iv) ensuring strong foundations for
9 plurality, non-discrimination, human
10 rights, rule of law, and equal access to jus-
11 tice;

12 (v) addressing political, social, eco-
13 nomic, and environmental vulnerabilities,
14 grievances, and conflicts;

15 (vi) ensuring inclusive economic devel-
16 opment and enabling business environ-
17 ments; and

18 (vii) improving resilience to
19 transnational stresses and shocks, includ-
20 ing from organized crime, violent extremist
21 organizations, and economic and food mar-
22 kets crises.

23 (2) SELECTION OF PRIORITY COUNTRIES AND
24 REGIONS.—From among the candidate countries and
25 regions identified pursuant to paragraph (1), the

1 Secretary of State, in coordination with the Admin-
2 istrator of USAID and the Secretary of Defense,
3 shall select certain countries as “priority countries”
4 and certain regions as “priority regions” in a man-
5 ner that ensures that—

6 (A) countries and regions are selected in a
7 sufficient number and of sufficient diversity to
8 provide indicators of the various drivers and
9 early warnings of violence, conflict, and fra-
10 gility, as well as best practices for United
11 States efforts to prevent violence, stabilize con-
12 flict-affected areas, and address the long-term
13 causes of violence and fragility;

14 (B) not fewer than three countries or re-
15 gions are designated as “Stabilization Coun-
16 tries” or “Stabilization Regions”, in which the
17 current levels of violence, violent conflict, or fra-
18 gility are among the highest in the world;

19 (C) not fewer than three countries or re-
20 gions are designated as “Prevention Countries”
21 or “Prevention Regions”, in which current lev-
22 els of violence, violent conflict, or fragility are
23 lower than such levels in Stabilization Countries
24 or Stabilization Regions but warning signs for

1 future violence, conflict, or fragility are signifi-
2 cant;

3 (D) regions, rather than individual coun-
4 tries, are selected where the threat or spillover
5 of violence, conflict, or fragility threatens the
6 stability of multiple countries within a single
7 geographic region; and

8 (E) the countries and regions selected are
9 in the areas of responsibility of at least three
10 geographic bureaus of the Department of State.

11 (e) **STAKEHOLDER CONSULTATION.**—The initiative
12 required under subsection (a) shall be developed in coordi-
13 nation with representatives of local civil society and na-
14 tional and local governance entities, as well as relevant
15 international development organizations, multilateral or-
16 ganizations, donors, and relevant private, academic, and
17 philanthropic entities, as appropriate.

18 (f) **CONGRESSIONAL CONSULTATION.**—The Secretary
19 of State, the Administrator of USAID, and the Secretary
20 of Defense shall provide regular briefings on the imple-
21 mentation of this Act to any appropriate congressional
22 committee upon the request of such committee.

23 (g) **MEASURING VIOLENCE, VIOLENT CONFLICT, AND**
24 **FRAGILITY.**—For the purposes of implementing, moni-
25 toring, and evaluating the effectiveness of the priority

1 country and regional plans required under subsection (c),
2 progress towards preventing violence, stabilizing conflict-
3 affected areas, and addressing the long-term causes of vio-
4 lence and fragility shall be measured by indicators estab-
5 lished for each such country by relevant inter-agency coun-
6 try teams for each such country, informed by consultations
7 with the stakeholders specified in subsection (e).

8 **SEC. 6. IMPLEMENTATION AND UPDATES OF PRIORITY**
9 **COUNTRY AND REGIONAL PLANS.**

10 The Secretary of State, in coordination with the Ad-
11 ministrator of USAID, the Secretary of Defense, and the
12 heads of other relevant Federal departments and agencies,
13 and in consultation with the relevant United States Am-
14 bassadors, USAID Mission Directors, geographic Combat-
15 ant Commanders, and other relevant individuals with re-
16 sponsibility over activities in each priority country or re-
17 gion designated pursuant to section 5, shall ensure that—

18 (1) the Global Initiative to Reduce Fragility
19 and Violence and the priority country and regional
20 plans required under such section are implemented,
21 updated, and coordinated on a regular and iterative
22 basis;

23 (2) such initiative and country and regional
24 plans are used to guide United States Government
25 policy at a senior level and incorporated into rel-

1 evant strategies and plans across the United States
2 Government and in each such country;

3 (3) resources for all relevant activities and re-
4 quirements of such initiative and country and re-
5 gional plans are prioritized, requested, and used con-
6 sistent with such initiative and country and regional
7 plans; and

8 (4) the results of program monitoring and eval-
9 uation under such initiative and country and re-
10 gional plans are regularly reviewed and used to de-
11 termine continuation, modification, or termination of
12 future year programming.

13 **SEC. 7. BIENNIAL REPORTS AND CONGRESSIONAL CON-**
14 **SULTATION.**

15 (a) BIENNIAL REPORTS.—Not later than two years
16 after the date of the enactment of this Act and every two
17 years thereafter until the date that is 10 years after the
18 date of the enactment of this Act, the Secretary of State,
19 the Administrator of USAID, the Secretary of Defense,
20 and the heads of other relevant Federal departments and
21 agencies shall jointly submit to the appropriate congres-
22 sional committees a report on progress made and lessons
23 learned with respect to the Global Initiative to Reduce
24 Fragility and Violence and each priority country or re-
25 gional plan required under section 5, including—

1 (1) descriptions of steps taken to incorporate
2 such initiative and such country or regional plans
3 into relevant strategies and plans that affect such
4 countries or regions;

5 (2) accountings of all funding received and obli-
6 gated to implement each such country or regional
7 plan during the past two years, as well as funding
8 requested, planned, and projected for the following
9 two years;

10 (3) descriptions of progress made towards the
11 goals and objectives established for each such pri-
12 ority country or region, including progress made to-
13 wards achieving the specific targets, metrics, and in-
14 dicators described in section 5(b); and

15 (4) descriptions of updates made during the
16 past two years to the goals, objectives, plans of ac-
17 tion, and other elements described in section 5 for
18 each such country or regional plan, as well as any
19 changes made to programs based on the results of
20 monitoring and evaluation.

21 (b) CONGRESSIONAL CONSULTATION.—In addition to
22 the reports required under subsection (a), the Secretary
23 of State, the Administrator of USAID, the Secretary of
24 Defense, and the heads of other relevant Federal depart-
25 ments and agencies shall jointly consult with the appro-

1 priate congressional committees at least once a year re-
2 garding progress made on the initiative and priority coun-
3 try and regional plans required under section 5.

4 **SEC. 8. GAO REVIEW.**

5 (a) IN GENERAL.—Not later than two years after the
6 date of the enactment of this Act and every two years
7 thereafter until the date that is 10 years after the date
8 of the enactment of this Act, the Comptroller General of
9 the United States shall consult with the Chairman and
10 Ranking Member of the Foreign Relations Committee of
11 the Senate and the Foreign Affairs Committee of the
12 House of Representatives regarding opportunities for
13 independent review of the activities under the Global Ini-
14 tiative to Reduce Fragility and Violence and the priority
15 country and regional plans required by section 5, includ-
16 ing—

17 (1) opportunities to—

18 (A) assess the extent to which United
19 States Government activities in each priority
20 country designated pursuant to section 5 are
21 being implemented in accordance with the ini-
22 tiative and the relevant country or regional plan
23 required under such section;

24 (B) assess the processes and procedures
25 for coordinating among and within each rel-

1 evant Federal department or agency when im-
2 plementing such initiative and each such coun-
3 try or regional plan;

4 (C) assess the monitoring and evaluation
5 efforts under such initiative and each such
6 country or regional plan, including assessments
7 of the progress made and lessons learned with
8 respect to each such plan, as well as any
9 changes made to activities based on the results
10 of such monitoring and evaluation; and

11 (D) recommend changes necessary to bet-
12 ter implement United States Government activi-
13 ties in accordance with such initiative and coun-
14 try and regional plans, as well as recommenda-
15 tions for any changes to such initiative or
16 plans; and

17 (2) such other matters the Comptroller General
18 determines to be appropriate.

19 (b) AVAILABILITY OF INFORMATION.—All relevant
20 Federal departments and agencies shall make all relevant
21 data, documents, and other information available to the
22 Comptroller General for purposes of conducting inde-
23 pendent reviews pursuant to this section.

24 **SEC. 9. DEFINITIONS.**

25 In this Act—

1 (1) APPROPRIATE CONGRESSIONAL COMMIT-
2 TEES.—The term “appropriate congressional com-
3 mittees” means—

4 (A) the Committees on Foreign Relations,
5 Armed Services, and Appropriations of the Sen-
6 ate; and

7 (B) the Committees on Foreign Affairs,
8 Armed Services, and Appropriations of the
9 House of Representatives.

10 (2) RELEVANT FEDERAL DEPARTMENT OR
11 AGENCY.—The term “relevant Federal department
12 or agency” means the Department of the Treasury
13 and any other Federal department or agency the
14 President determines is relevant to carry out the
15 purposes of this Act.

Amend the title so as to read: “A bill To reduce global fragility and violence by improving the capacity of the United States to reduce and address the causes of violence, violent conflict, and fragility, and for other purposes.”.

