

BUREAU FOR COUNTERTERRORISM

Resource Summary

(\$ in thousands)

Appropriations	FY 2012 Actual	FY 2013 CR ⁽¹⁾	FY 2014 Request	Increase/Decrease From FY2012
Positions - Enduring	69	69	69	0
Enduring Funds	18,114	21,882	21,449	3,335

The FY 2014 Request continues the Department's Consular Realignment Initiative. Bureau specific consular costs have been shifted to the Border Security Program (BSP) and will be funded with consular fees.

(1) The FY 2013 CR is based on the annualized continuing resolution calculation for FY 2013 (P.L. 112-175).

Program Description

The Bureau of Counterterrorism (CT) leads the Department of State in the whole-of-government effort to counter terrorism abroad and to secure the United States against foreign terrorist threats. Working with the National Security Staff, U.S. Government agencies, and Department of State bureaus, CT develops and implements counterterrorism strategies, policies, and operations. It oversees programs to counter violent extremism, strengthen homeland security, and build the capacity of partner nations to deal effectively with terrorism. CT leads the U.S. Government in counterterrorism diplomacy and ensures U.S. foreign policy objectives are integrated into the formulation and execution of counterterrorism operations including related defense and homeland security policies and programs. It provides an on-call capability to respond to terrorist incidents worldwide. The head of CT serves as the principal advisor to the Secretary of State on counterterrorism strategy, policy, operations, and programs.

CT was officially established as a bureau in January 2012, following through on the Quadrennial Diplomacy and Development Review (QDDR) recommendations from December 2010. CT's mission statement identifies five principal responsibilities: 1) countering violent extremism; 2) capacity building; 3) counterterrorism diplomacy; 4) U.S. counterterrorism strategy and operations; and 5) homeland security coordination. The organizational and resource implications of meeting these objectives are significant. Expanding the Department's capabilities to engage effectively on counterterrorism issues with other federal agencies and the Intelligence Community, as well as expanding activities designed to counter violent extremism, assist international partners to build their own counterterrorism capabilities, and engage in multilateral and bilateral diplomacy to advance U.S. counterterrorism goals, will require a modest increase in financial resources, human resources, and work space for those additional personnel.

Countering Violent Extremism (CVE)

To achieve the security the United States seeks, it is imperative to diminish recruitment into violent extremist organizations and the ideologies that fuel it. This effort requires a multi-pronged approach to counter extremist messaging and blunt the drivers that fuel radicalization. The Department must lead on the long-term efforts to shape the ideological battlefield, reduce the appeal of extremism, and deny all known adversaries new recruits. The Department must improve its ability to counter the narrative and strengthen moderates' ability to voice their views and opposition to political violence - this includes victims of terrorism and women, who often play a positive role in counter-radicalization and community resilience and who should be supported in these efforts. The Department must provide alternatives for at-risk populations and it must improve partner nations' capacity to combat extremism.

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In the realm of communications, this work will be undertaken by a variety of means, including through the Center for Strategic Counterterrorism Communications and through work with other governments and public-private partnerships aimed at strengthening moderates and creating the political and cultural space for them to spread their messages. Successful CVE involves more than messaging, and CT will spearhead programmatic interventions in hotspots of radicalization around the world. These actions are tailored to particular environments and address conditions that breed violent extremism. Among the approaches for doing so will be efforts to provide alternatives for at-risk youth, the use of social media to generate local initiatives and enhancement of the ability of communities to defend themselves against extremism. These interventions are highly focused and short-term and will be developed in cooperation with the U.S. Agency for International Development (USAID) and others in the interagency as well as with international partners. They will address the drivers of radicalism through stabilization and remediation projects along with efforts to supplant radicalizing institutions and voices. Another central part of CT's CVE effort will be to strengthen partners' capacity and engagement in CVE work, propagating best practices and building an international consensus behind the effort to delegitimize extremists and their ideologies.

Capacity Building

U.S. security requires partners around the world who deal effectively with security challenges within their borders. Conversely, in weak states, terrorists can find safe havens and develop the capability to operate across borders, threatening national and regional stability and, ultimately, endangering America and its interests. CT leads U.S. Government efforts to build counterterrorism and homeland security capacity, especially in the civilian sector. The work begins with management and oversight of the Anti-Terrorism Assistance (ATA) Program and extends to programs that strengthen border and aviation security, prosecutorial and judicial capacity, national legal frameworks, advanced police capabilities, and counterterrorism finance efforts, in addition to more effective rehabilitation both inside and outside of corrections facilities.

Counterterrorism and rule of law goals are closely aligned. Both seek to undermine malignant networks, eliminate permissive environments and address weak links in host government capabilities that can be taken advantage of by terrorist networks, drug kingpins, and international criminals. CT coordinates closely with other bureaus and agencies to ensure that the Department pursues a balanced approach to security sector capacity building that also advances the Department's broader goals of good governance and rule of law, and increasingly looks for opportunities to advance counterterrorism goals through programming in the wider justice sector.

Counterterrorism Diplomacy

The nation's success in counterterrorism and securing the homeland depends greatly on the quality and breadth of its partnerships with others. CT works to promote mutually beneficial cooperation with the U.S. Government's historic allies, emerging powers, and new partners around the world. CT's goal is to shape the environment, in which the Department and its partners confront the terrorist threat by increasing capabilities, promoting the implementation of the UN normative counterterrorism framework and developing new norms where necessary, improving coordination, and sharing best practices. This work is carried forward through bilateral meetings, regional and multilateral initiatives, and ad hoc interventions. More broadly, CT aims to increase regional cooperation in areas where non-state actors are active to redoubling pressure on nations to stop supporting terrorist groups. At the multilateral level, CT is working to ensure that an international architecture is in place to address 21st Century terrorist threats. CT leverages existing institutions - the UN and regional organizations - to broaden and deepen counterterrorism cooperation. CT will also lead U.S. efforts to support the Global Counterterrorism Forum, a U.S.-led multilateral initiative launched formally in September 2011, focused on strengthening civilian capacity building efforts in areas such as rule-of-law institutions, border security, and countering violent extremism.

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Counterterrorism Strategy and Operations

Within the U.S. Government, CT will lead on behalf of the Department of State on U.S. counterterrorism strategy and operations and the formulation and implementation of relevant policy. CT will regard as a particular responsibility the need to frame U.S. counterterrorism efforts in a strategic context that seeks to both thwart imminent terrorist acts while also reducing recruitment and radicalization and promoting the relevant capabilities of partner states. Furthermore, it will advance the Department's views on the management of counterterrorism and homeland security issues within the broader context of U.S. bilateral, regional and multilateral relationships, safeguarding American security interests while promoting its values, including support for human rights, democracy, and the rule of law. CT will also ensure that the U.S. maintains the right balance between tactical operations involving unilateral actions or those with partners, and long-term solutions achieved by providing assistance to others to build their counterterrorism capacity and address the grievances that drive radicalization. It will also lead the Department and interagency response to complex counterterrorism crises through a variety of mechanisms including leading the Foreign Emergency Support Team.

Homeland Security Coordination

CT's Homeland Security Office (Office) serves as the nexus for the Department and Department of Homeland Security (DHS) on homeland security issues and leads homeland security policy development on cross-cutting issues with counterterrorism and foreign policy implications for the Department. The Office facilitates partnerships between the Department and DHS, including its many component parts, as well as with other federal agencies, to strengthen international cooperation on the full range of homeland security issues including transportation security, terrorist screening and watch-listing, border security, and critical infrastructure protection (including cyber security and terrorist use of the Internet). The Office ensures the Department and DHS meet regularly to strengthen the collaborative relationship and to ensure that homeland security-related issues and programs consistently reinforce the broad range of U.S. Government international priorities. This collaboration resulted in partnerships with 16 foreign governments that agree to share terrorist screening information with the U.S. Government. These partnerships help disrupt terrorist networks in addition to terrorist financing. As the Department and DHS's international relationships on homeland security matters continue to develop, and DHS continues to expand its international partnerships, these coordination and collaboration requirements will only increase.

Among the instruments the U.S. Government wields for increasing the pressure on terrorist groups and individuals are the designations of Foreign Terrorist Organizations and Specially Designated Global Terrorists. CT has the lead role in initiating these actions and in working at the UN Security Council to add relevant domestic designations to the 1267 Committee's Consolidated List. CT also has a leading role in designating state sponsors of terrorism as well as responsibility for Department efforts to certify countries as not fully cooperating with U.S. anti-terrorism efforts.

Performance

CT's Terrorism Screening and Interdiction (TSI) Office carries out the President's initiative under Homeland Security Presidential Directive 6 (HSPD-6) to exchange terrorism screening information with certain foreign governments. This indicator reflects the number of foreign partners that have agreed to share terrorist screening information with the United States. CT's implementing partner coordinates the exchange of terrorist screening information and manages encounters with known or suspected terrorists. The original focus of this information sharing initiative was countries participating in the Visa Waiver Program (VWP); completion of agreements or arrangements with not-yet-signed VWP countries became a policy imperative after the interagency (IA) established a June 30, 2012 deadline to remain in compliance with requirements of participating in the VWP. During FY 2012, 16 agreements or

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arrangements were concluded with VWP countries. This function fits under CT's mission objective to disrupt terrorist networks, including sponsorship, financial support, travel and sanctuary.

Strategic Goal 1: Counter threats to the United States and the international order, and advance civilian security around the world								
Strategic Priority		Counterterrorism						
Active Performance Indicator		Successful negotiation of bilateral information-sharing agreements with foreign governments under Homeland Security Presidential Directive 6 (HSPD-6).						
Prior Year Results and Ratings					FY 2012		Planned Targets	
FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	Target	Result and Rating	FY 2013	FY 2014
N/A	N/A	N/A	N/A	7 ▲ Above Target	15	16 ▲ Above Target	4	8
Reason for Exceeding Target		Given the June 2012 deadline to establish a mechanism for exchanging terrorist identities info with all VWP countries, TSI allocated all available resources to negotiating with the 16 countries yet to agree. TSI anticipated at least one country would be unable to agree. Due to high costs of securing agreements with non-NVP countries, the Bureau expects out year targets to decrease.						
Impact		TSI's negotiation efforts have dramatically increased the number of terrorism information sharing partners, and exceeded our FY 2012 target.						
Methodology		The sum of agreements signed at the end of the fiscal year is the methodology that will be employed.						
Data Source and Quality		The Data source is the actual signed HSPD-6 agreement that CT's TIS Office maintains. The 9/11 Act stipulates all countries in the Visa Waiver Program must have an arrangement to share terrorist identify information with the U.S. Government in order to remain in the Program. A signed HSPD-6 agreement satisfies this requirement. No data limitations.						

Justification of Request

The FY 2014 Request of \$21.4 million for the Bureau for Counterterrorism reflects an increase of \$3.3 million above the FY 2012 Actual. This funds ongoing operations and will sustain the transition from the Office of the Coordinator to a full-fledged bureau.

The requested increase in funding from FY 2012 to FY 2014 is a result of new staff (direct hire and contractor) in FY 2012 to support the newly formed Bureau to fulfill the Department's strategic priorities, goals, and objectives, particularly as the principal liaison in the Department's work on homeland security with DHS when it intersects with U.S. counterterrorism policy goals and objectives. As the international policy and programming role of DHS continues to grow, the need for such a "central contact point" within the Department has been increasing, to ensure DHS policies, programs and initiatives reinforce and

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advance the broad range of U.S. Government international priorities. As an example, CT works with other bureaus, DHS and its component agencies, the interagency, National Security Council and Homeland Security Council staff to formulate, promote and implement risk-based homeland security policies, strategies, and programs that reinforce and advance the broad range of U.S. Government international priorities. Thus, CT does not replace other bureaus' (e.g., Consular Affairs) direct, ongoing work with elements of DHS, but augments the counterterrorism aspects of the work they already do.

Resource Summary

	Positions					Funds (\$ in thousands)			
	American				Pos	Bureau	American	Funds	
	CS	FS Dom	Overseas	FSN	Total	Managed	Salaries	Total	
FY 2012 Actual	58	11	0	0	69	10,064	8,050	18,114	
FY 2013 Estimate	58	11	0	0	69	13,832	8,050	21,882	
FY 2014 Built-in Changes									
American COLA	0	0	0	0	0	3	77	80	
Total Built-in Changes	0	0	0	0	0	3	77	80	
FY 2014 Current Services	58	11	0	0	69	13,835	8,127	21,962	
FY 2014 Program Changes									
Base Adjustment	0	0	0	0	0	(169)	(344)	(513)	
Total Program Changes	0	0	0	0	0	(169)	(344)	(513)	
FY 2014 Request	58	11	0	0	69	13,666	7,783	21,449	

Staff and Funds by Domestic Organization Units

(\$ in thousands)

Bureau of Counterterrorism (CT)	FY 2012 Actual			FY 2013 CR			FY 2014 Request			Increase/Decrease From FY2012		
	Am	FSN	Funds	Am	FSN	Funds	Am	FSN	Funds	Am	FSN	Funds
Assistant Secretary for Counterterrorism	5	0	1,024	5	0	1,024	5	0	1,003	0	0	(21)
Deputy Assistant Secretary for Homeland Security and Multilateral Affairs	18	0	3,085	18	0	3,985	18	0	3,900	0	0	815
Deputy Assistant Secretary for Operations	7	0	4,906	7	0	5,458	7	0	5,375	0	0	469
Deputy Assistant Secretary for Regional Affairs and Programs	16	0	4,261	16	0	5,123	16	0	5,023	0	0	762
Principal Deputy Assistant Secretary for Counterterrorism	23	0	4,838	23	0	6,292	23	0	6,148	0	0	1,310
Total	69	0	18,114	69	0	21,882	69	0	21,449	0	0	3,335

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Funds by Object Class

(\$ in thousands)

Bureau of Counterterrorism (CT)	FY 2012 Actual	FY 2013 CR	FY 2014 Request	Increase/Decrease From FY2012
1100 Personnel Compensation	6,431	6,438	6,233	(198)
1200 Personnel Benefits	2,082	2,082	2,014	(68)
2100 Travel & Trans of Persons	1,201	3,500	3,458	2,257
2200 Transportation of Things	0	1	1	1
2300 Rents, Comm & Utilities	164	450	445	281
2400 Printing & Reproduction	17	13	13	(4)
2500 Other Services	7,675	8,841	8,735	1,060
2600 Supplies and Materials	64	77	76	12
3100 Personal Property	480	480	474	(6)
Total	18,114	21,882	21,449	3,335