

Budget Amendment Justification

Department of State, Foreign Operations, and Related Programs



FISCAL YEAR 2015

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Budget Amendment Justification

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Overview

The budget amendment contains changes to the existing OCO requests for the Peacekeeping Response Mechanism (PKRM) and Foreign Military Financing (FMF) accounts, as well as a request for a new Counterterrorism Partnerships Fund (CTPF). The amendment for PKRM increases the amount requested in the account in order to fully meet anticipated U.S. assessments for the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). The amendment for FMF is for funding to build the capacity of non-NATO partners in Europe under the President’s recently announced European Reassurance Initiative (ERI). The new request for CTPF is for funding to carry out the State Department’s portion of the President’s Counterterrorism Partnerships Fund, which aims to increase counterterrorism and stabilization efforts in areas such as the Middle East, North Africa and the Sahel, the Horn of Africa, and South and Central Asia; address underlying conditions conducive to the spread of terrorism; and address the counterterrorism challenge emanating from the crisis in Syria and its destabilizing impact on the region.

Summary Table – Amended OCO Account Request Levels

(\$ in thousands)	FY 2013 Actual	FY 2014 Estimate	FY 2015 Pending Request	Proposed FY 2015 Amendment	Revised FY 2015 Request
Peacekeeping Response Mechanism	0	0	150,000	+278,000	428,000
Foreign Military Financing	720,800	530,000	537,000	+75,000	612,000
Counterterrorism Partnerships Fund	0	0	0	+1,000,000	1,000,000

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Peacekeeping Response Mechanism - OCO

(\$ in thousands)	FY 2013 Actual	FY 2014 Estimate	FY 2015 Pending Request	Proposed FY 2015 Amendment	Revised FY 2015 Request
Peacekeeping Response Mechanism	0	0	150,000	+278,000	428,000

Funding Included in Proposed Amendment (\$278 million):

The proposed amendment would increase the Peacekeeping Response Mechanism (PKRM) request by an additional \$278 million, for a total of \$428 million. At the amended level, PKRM would have sufficient resources to meet anticipated U.S. assessments for the UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). The UN Security Council authorized MINUSCA in April 2014. Due to the authorization’s timing, funding for MINUSCA was not included in the FY 2015 President’s Budget request for Contributions for International Peacekeeping Activities (CIPA).

The Department anticipates receiving an initial MINUSCA assessment of \$88 million in FY 2014 for the billing period April 2014 through December 2014, and three assessments totaling \$340 million during FY 2015. As these estimates are subject to modification by future UN planning and subsequent UN General Assembly approved MINUSCA mission budget levels, the actual amounts to be transferred to the CIPA appropriation will be subject to a determination by the Secretary, consistent with the PKRM authority. Any funds not transferred in support of MINUSCA would remain available for transfer to the Peacekeeping Operations (PKO) or CIPA accounts in support of other urgent, unanticipated peacekeeping assessments or peacekeeping operations.

Foreign Military Financing - OCO

(\$ in thousands)	FY 2013 Actual	FY 2014 Estimate	FY 2015 Pending Request	Proposed FY 2015 Amendment	Revised FY 2015 Request
Foreign Military Financing	720,800	530,000	537,000	+75,000	612,000

Funding Included in Proposed Amendment (\$75 million):

European Partners: The \$75 million in FMF for Ukraine, Georgia and Moldova will be used to bolster security sector reform, improve force interoperability, and build capacity to address security challenges in the region caused by Russia’s recent actions. Increased FMF assistance will build on already planned FY 2015 FMF for these partners in order to expand programming in the areas of defense reform and institution building, including professionalization, training, capability development, and equipment upgrades.

Ukraine (\$45 million):

Ukraine is facing significant security challenges caused by Russia’s illegal occupation and attempted annexation of Crimea and other provocative actions. \$45 million in FMF will be used to bolster security sector reform, improve force interoperability, and build capacity of the military, National Guard and State Border Guard Service.

Key Interventions:

- Support defense reform and institution building in the security sector
- Develop capabilities of the military, National Guard and the State Border Guard Service to provide for territorial defense, promote stability in eastern Ukraine, and address border security
- Support efforts to reestablish the Ukrainian Navy

Georgia (\$20 million):

Georgia is a committed partner in promoting global peace and security and a steadfast ally in coalition operations. \$20 million in FMF will help Georgia address new security challenges in the region. This assistance will continue to support defense reform, with a focus on developing, modernizing, and reforming the Georgian Armed Forces. FMF will help provide the equipment needed to develop Georgia’s air and maritime capabilities.

Key Interventions:

- Support rotary airlift maintenance and training
- Provide equipment and training to increase air and maritime/coastal situational awareness
- Continue defense reforms

Moldova (\$10 million):

\$10 million in FMF will help Moldova address security challenges by building its capacity to address internal security and to develop capabilities necessary to improve border security.

Key Interventions:

- Support defense reform, military education, and professionalization
- Build capacity for border protection

Counterterrorism Partnerships Fund – OCO

(\$ in thousands)	FY 2013 Actual	FY 2014 Estimate	FY 2015 Pending Request	Proposed FY 2015 Amendment	Revised FY 2015 Request
Counterterrorism Partnerships Fund	0	0	0	+1,000,000	1,000,000

The Counterterrorism Partnerships Fund (CTPF) will enable the United States to enhance activities in support of counterterrorism, countering violent extremism, and crisis response, as well as provide enabling support to partners engaged on the front lines against terrorism. Pursuant to strategic threat assessments and an annual counterterrorism (CT) prioritization process, the CTPF will support CT capacity-building efforts in areas such as the Middle East, North Africa and the Sahel, the Horn of Africa/East Africa, and South and Central Asia. Beyond improving our partners’ core CT capabilities, funds will also support targeted efforts to address the underlying conditions conducive to the spread of terrorism, including those that facilitate groups’ recruitment of terrorists. CTPF will be balanced among initiatives focused on military, border security, and criminal justice, and initiatives focused on addressing the conditions driving recruitment and radicalization. The CTPF includes the Regional Stabilization Initiative (RSI) to build the capacity of the Syrian opposition and support the governments of Jordan, Lebanon, Turkey, and Iraq as they manage the growing effects of the Syrian conflict, including spillover violence and economic and political instability. State and USAID will work closely with DoD and the rest of the interagency in the strategy, planning, and implementation of CTPF to ensure efforts are complementary and produce synchronized results in target countries. Funds from the CTPF will be transferred to the appropriate State Department account¹ for implementation depending on the activity.

Enabling and Supporting Partners (\$500 million)

Preventing and Countering Terrorist Safe Havens: CTPF funding will support partner efforts to reduce or control terrorist safe havens, primarily in the Middle East, North Africa and the Sahel, the Horn of Africa/East Africa, and South and Central Asia. These projects will be calibrated to address complex threats and local conditions. They will build the CT capacity of civilian and, in some cases, military entities to respond to and manage terrorist threats, and more broadly address the underlying conditions conducive to the spread of terrorism. To most effectively target our assistance, regions, countries, communities, and partners will only be considered if there is a serious or emerging terrorist threat that endangers U.S. interests, is likely to destabilize a viable partner, or will undermine regional stability.

The following regions, based on the presence of identified priority terrorist groups, would be our areas of focus. For each region, key terrorist groups and thematic priorities are

¹ Accounts include Foreign Military Financing (FMF); Nonproliferation, Antiterrorism, Demining and Related Activities (NADR); International Narcotics Control and Law Enforcement (INCLE); Peacekeeping Operations (PKO); Complex Crises Fund (CCF); and Economic Support Fund (ESF).

listed. The following example programs show the potential types of activities expected to be considered for each region. Specific allocations of CTPF funding will be subject to Congressional notification requirements and managed by an interagency policy process jointly led by the National Security Council and the Office of Management and Budget.

Iraq/Syria/Levant CT²

- *Key Terrorist Groups:* Islamic State of Iraq and the Levant (ISIL), Al Nusrah Front
- *Partner Nations:* Iraq, Jordan, Turkey, Lebanon
- *CT Gaps:* Aviation Security, Criminal Justice Sector CT Capabilities, CT Security Forces, Countering Violent Extremism.

Yemen

- *Key Terrorist Groups:* Al-Qaeda in the Arabian Peninsula (AQAP)
- *CT Gaps:* Border and Maritime Security, Aviation Security, Prisons, Criminal Justice Sector, Security Forces, Countering Violent Extremism

South Asia

- *Key Terrorist Groups:* al Qaeda Core, Haqqani Network, Lashkar-e-Taiba (LeT), Tehrik-i-Taliban Pakistan (TTP), Afghan Taliban
- *Partner Nations:* Pakistan, Afghanistan, Bangladesh, India
- *CT Gaps:* Criminal Justice Sector, Border Security, Countering Violent Extremism, Terrorist Financing

North Africa / Maghreb

- *Key Terrorist Groups:* Al-Qaeda in the Islamic Maghreb (AQIM), Ansar Beit al Maqdis, Ansar al Sharia
- *Partner Nations:* Tunisia, Morocco, Algeria, Egypt, Libya
- *CT Gaps:* Border Security, Criminal Justice Sector, Prisons, Countering Violent Extremism, Security Forces, Governance, Economic Marginalization Among at Risk Communities

Sahel

- *Key Terrorist Groups:* Boko Haram, Al-Qaeda in the Islamic Maghreb (AQIM), Al-Murabitun, Ansaru

² CT activities related to Iraq, Syria, and the Levant could be funded out of the “Enabling and Supporting Partners” category. Broader programs to address instability from the Syria conflict, refugee concerns, and other spillover effects would be funded out of the Regional Stabilization Initiative (page 9).

- *Partner Nations:* Mauritania, Nigeria, Mali, Niger, Chad, Cameroon, Burkina Faso, Senegal
- *CT Gaps:* Border Security, Terrorist Travel, Criminal Justice Sector, Countering Violent Extremism, Security Forces, Governance, Economic Marginalization Among at Risk Communities

East Africa

- *Key Terrorist Groups:* Al-Shabaab
- *Partner Nations:* Kenya, Somalia, Tanzania, Uganda, Djibouti, Ethiopia
- *CT Gaps:* Prosecution/Judicial, Border Security, Terrorist Travel, Countering Violent Extremism, Security Forces; Logistics and Airlift Capacity, Economic Marginalization Among at Risk Communities

To succeed in the long-term, the United States needs partners who have broad capabilities to address the terrorist threats. The CTPF aims to help our partners build their capacity to control their borders and ports of entry; investigate, arrest, prosecute, incarcerate, and where we have a willing and capable partner, to rehabilitate and reintegrate terrorists; identify and disrupt terrorist financing and travel; and counter terrorist narrative and recruitment efforts. It is also in the U.S. interest for partners to create environments where violent extremist is marginalized and positive alternatives exist.

CTPF will be used for a range of projects designed to build these types of capabilities. We will work with our partners to identify the key gaps that are preventing them from effectively tackling the terrorist threats on their own and tailor our programming to address these critical needs.

In addressing the priority safe havens described above, expected projects include those focused on:

- ***Vetted Law Enforcement Counterterrorism Units:*** Train, equip and advise vetted law enforcement units – including investigators, analysts, and prosecutors – in select countries and regions to work on counterterrorism-related issues. Conduct the training both bilaterally and regionally to increase cooperation among these vetted units and with the U.S. law enforcement agencies. This should also include a training component for judges, whose ability to try complex and sensitive counterterrorism cases will be a key element of this process.
- ***Community Policing:*** Train select law enforcement agencies in at-risk areas on community policing techniques that build closer ties with local communities and avoid taking steps that would exacerbate the radicalization problems they are facing. Abuse by government agencies is a frequent factor in radicalization, and this type of training could address this problematic area. Such training could also improve their ability to gather actionable intelligence – a key element of a successful CT program.

- ***Border Security:*** Preventing illegal cross-border movement, trafficking in weapons, and other extra-legal activities requires regional cooperation and is a vital priority. This program would train, equip, and support the border security forces and security institutions of countries where the needs are particularly acute on the CT front. Our goal is to raise their capacity to secure their own borders and stem the flow of weapons and illegal activities. Increasing governments' capacity to stem cross-border illegal activity will play an important role in providing regional security and ensuring turmoil does not spread to neighboring countries.
- ***Corrections:*** Provide assistance to key governments, both bilaterally and multilaterally, on corrections-related issues. This could include training on operating and managing correctional facilities, including protecting the facilities against external attacks and break-outs; effectively managing inmates to prevent further radicalization and increase security; and rehabilitating and reintegrating these inmates back into society. This type of initiative is increasingly needed for several reasons. First, terrorists are increasingly conducting attacks against prisons in an effort to free those based there, with attacks in Iraq, Pakistan, Libya and Yemen over the past year. Second, prisons are potential breeding grounds for radicalization and recruitment to violence. And third, many of the terrorists who are currently incarcerated will eventually be released, and we need to take steps to ensure that they do not return to violence.
- ***Counterterrorism Fusion Centers:*** Develop national counterterrorism fusion centers in priority regions. A lack of information sharing within governments remains a serious problem hampering our partners' CT capabilities, and improving their ability to share information could dramatically increase their effectiveness. Having a fusion center, where all of the key government agencies are represented, and where all of the sources of information and intelligence are housed, would be a major step forward for many partners.
- ***Counter-Messaging and Counter-Recruitment:*** Train partners, including other governments, NGOs, and others on counter-messaging against key terrorist groups. Develop counter-recruitment programs to limit the appeal of terrorist group ideology, offer alternatives to violent extremist organizations, and prevent individuals from joining terrorist groups.
- ***Countering Conditions Driving Recruitment and Radicalization:*** Expand efforts to build national and cross-border CVE programs that build the capacity of local authorities to better support at-risk communities with services and access to justice, and effectively project the reach of the government; enhance opportunities for youth, women and their roles in target communities; address broader stability challenges; and increase the reach of moderate voices to counter extremist messaging. Potential activities include: targeted vocational/technical training and other non-formal education, job placement support, conflict mitigation and resilient livelihoods through agriculture and natural resource management programs, radio and TV programming, peacebuilding sessions, non-formal education, drop-out prevention in high risk areas,

community engagement with political leaders, developing youth councils, cross-border and community dialogues, and exchanges.

Addressing Foreign Fighter Flows: CTPF will support efforts to stop the flow of foreign fighters to join groups such as Al-Nusra or the Islamic State of Iraq and the Levant. It will also help bolster governments' abilities to prepare for the potential return of fighters through efforts to develop and implement appropriate legal regimes, address terrorist travel via targeted training and equipping programs, and expand ongoing Global Counterterrorism Forum initiatives and counter-recruitment programs.

In addressing foreign fighter flows, expected projects include those focused on:

- **Legal Regimes:** Assistance in the development and implementation of the necessary legal tools to address the foreign fighter challenges.
- **Terrorist Travel:** Provide and train countries on the key technological systems to identify terrorist travel; develop multilateral and regional initiatives to share information about foreign fighters; work with source countries to identify fighters traveling to the Syria conflict to increase their ability to identify, track, investigate and prosecute these individuals.
- **Border Security:** Training for Port of Entry personnel and facilities on identifying foreign fighters.
- **Multilateral Initiatives:** Convene key governments under multilateral initiatives, including the Global Counterterrorism Forum (GCTF), to educate and expand the use of good practices among law enforcement agencies.
- **Counter-Messaging and Counter-Recruitment:** Train other governments, NGOs, and other partners on counter-messaging against key terrorist groups involved in the conflict. Develop counter-recruitment programs to limit the appeal of terrorist group ideology, offer alternatives to violent extremist organizations, and prevent individuals from joining terrorist groups.

Countering Iran and its Proxies: CTPF will build law enforcement capacity to counter Hezbollah's external networks, assist governments in countering Iranian and Hezbollah-related terrorist financing and illicit activities (including through the development of sanctions regimes), and boost the ability of key partners to limit Iran's ability to build effective terrorist networks and militia forces, such as Kata'ib Hezbollah and Asai'ib al-Haq, and to constrain their reach.

Regional Stabilization Initiative (\$500 million)

The RSI is designed to help the Syrian opposition and Syria's neighbors contend with regional unrest resulting from the Syria crisis. The RSI will provide tailored assistance to Jordan, Lebanon, Iraq, and Turkey, and complementary support to programs conducted with DoD funding for neighbors and the Syrian opposition. This initiative will make investments to enable partners to strengthen internal security and border management capabilities and enhance their capacity to mitigate the pressures created by ongoing conflict and the stresses on communities hosting refugees. RSI funding could provide training and equipment required to improve border security and the capacity of police and counterterrorism units to ensure internal stability. RSI programs may also provide targeted support to develop responsive local governance, including improved delivery of essential services, with the intent of mitigating tensions and addressing conditions conducive to extremism.

Specific interventions and programs will be determined based on an interagency process and in consultation with our partners to ensure we effectively tailor programs to the individual needs of each of Syria's neighbors and that we complement ongoing efforts. Priority needs in each country as well as the capabilities these funds could seek to build are listed below.

- ***Iraq*** is now engaged in a sustained and bloody conflict with ISIL, which currently controls key cities across the north and west of Iraq. Violence in Iraq has reached levels not seen since the U.S. surge in 2007, and Iraqi forces are confronting an enemy that is better trained and equipped than the al-Qa'ida terrorists faced by U.S. forces. Iraq's complex political environment may be creating conditions conducive to recruitment by ISIL. In response to the formation of a more inclusive Iraq government, funding in the RSI could support programs that work with a new government supported by all communities, complement our existing U.S. counterterrorism support through improving security along the porous Syria-Iraq border, equipping new battalions of Counterterrorism Service (CTS) forces, and supporting critical air and land platforms that are directly engaged in the fight against ISIL. Funds may also be used to assist host communities and mitigate conflicts that may arise as a result of large inflows of refugees.
- In ***Jordan***, existing U.S. assistance programs support shared regional and global security goals in a bilateral context. Jordan currently hosts more than 600,000 Syrian refugees, approximately 10 percent of its population. Some 85 percent of these refugees live in host communities and rely on local services for access to health, education, subsidized food, water and energy. Funds from the RSI could provide additional security and justice sector support to bolster Jordan's capacity to address regional threats to its stability, including bolstering Jordan's border security capacity and ability to respond rapidly to attempted incursions. Additional support may focus on reducing tensions in communities hosting Syrian refugees, including by improving essential service delivery for these communities.

- **Lebanon** hosts the largest per capita refugee population in the world, with refugees from Syria representing 25 percent of Lebanon's pre-crisis population. There are no formal Syrian refugee camps in Lebanon, so refugees reside in towns and villages throughout the country. This abrupt population influx has slowed the economy, increased unemployment among the Lebanese, heightened sectarian tensions, and strained Lebanon's already weak health, education, water, electricity, and sanitation systems. Funding from RSI could expand host community support programs focused on responsive service delivery and increasing the capacity of municipalities to meet the needs of the growing population, mitigating points of tension between refugees and host communities. Projects should thus increase economic opportunities, increase access to education and health, and improve water and sanitation services. The Department of State and USAID would continue working primarily through NGOs and international organizations to provide this support. Additional assistance, in coordination with the Department of Defense, could be used to bolster the Lebanese Armed Forces (LAF) and the Internal Security Forces (ISF) that are straining to maintain stability and prevent further violence from spilling into Lebanon.
- In **Turkey**, one of our top priorities remains strengthening efforts to counter foreign fighters and extremist travel that are fueling the conflicts in Syria and Iraq. Turkey also faces specific threats along its 900-kilometer border from fighting in Syria. Turkey has largely maintained an open border policy for Syrian refugees and faces the challenges of maintaining this policy while ensuring border security. Turkey now hosts more than a million refugees who have fled the violence in Syria, and increasing numbers of them are urban refugees that rely on public services for support. Through the RSI the United States could boost our cooperation with Turkish border security forces and law enforcement services. Through the possible provision of equipment and training, the United States could seek to partner with Turkey to improve our ability to disrupt the flow of foreign fighters and address other security concerns while continuing to maintain an open border to refugee flows and other civilian and commercial traffic in accordance with international law. RSI funding could also help mitigate tensions in border communities by supporting programming for refugees in urban settings.