



# Functional Bureau Strategy

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**BUREAU OF COUNTERTERRORISM**

**FOR PUBLIC RELEASE**

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## 1. Executive Statement and Mission Statement

Twenty years after 9/11, today's terrorism threats are more ideologically diverse and geographically diffuse. Terrorist groups remain a persistent threat to the United States, its allies, and its interests abroad. ISIS's global presence is growing, despite the liberation of territory it once controlled in Iraq and Syria – it has expanded its presence in Africa and continues to inspire adherents around the world to conduct attacks. Al-Qa'ida (AQ) and its affiliates continue to constitute a threat, despite suffering significant leadership losses. ISIS and AQ continue to exploit conflict zones and under-governed spaces in the Middle East, South Asia, Africa, and beyond. Iran remains the leading state sponsor of terrorism globally, providing funding and direction to a range of terrorist partners and proxies.

In this fluid environment, the terrorist threat facing the United States continues to evolve beyond Islamist terrorism. The threat from racially or ethnically motivated violent extremist (REMVE) actors is a particular concern. Violent white supremacist, anti-government, conspiracy theorists, and like-minded individuals and groups are more connected than ever before – online and in person - across state and national borders.

While these serious terrorist threats persist, many governments continue to lack necessary counterterrorism capabilities – particularly on the civilian counterterrorism front. The challenges of coping with COVID-19 response and recovery exacerbate those challenges. Gaps in civilian counterterrorism capabilities – including nascent prevention efforts – will prove increasingly consequential as the terrorist threat continues to diversify, decentralize, and shift away from military conflict zones.

As a result of the NSC-led 200-day counterterrorism review, the United States is transitioning from a military and U.S.-led counterterrorism approach to one that is partner-led, U.S.-enabled and more deeply rooted in multilateral diplomacy. To succeed in this effort will require increased U.S. investment in building partner's counterterrorism capability and coordination with national governments, regional and multilateral organizations and civil society actors.

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The strong counterterrorism partnerships the United States enjoys also have important benefits in the strategic competition context. Both Russia and China use and promote heavy-handed security approaches that have proven less effective in the long-term and often exacerbate terrorism challenges. They also provide inferior counterterrorism training and equipment to countries on the frontlines of the terrorist threat, particularly across Africa. U.S. assistance strengthens partnerships and improves partners' capacities, to effectively address terrorist threats. Cementing the U.S. role as the security partner of choice also ensures that China and Russia are less able to exploit key partners or security vacuums in strategic locations.

**The mission of the Bureau of Counterterrorism (CT) is to counter terrorist threats around the world by promoting international cooperation, strengthening partnerships, and building partners' civilian capacity to counter the full spectrum of terrorist threats, through diplomatic engagement, foreign assistance, sanctions and financial tools, and public diplomacy.**

Leveraging diplomacy, foreign assistance, and other key diplomatic tools, the Bureau seeks to achieve the following goals:

- 1. Terrorist plots and terrorist movements are disrupted;**
- 2. Sources of terrorist strength are severed and safe havens are eliminated;**
- 3. Violent Extremist radicalization, recruitment, and inspiration to violence is diminished; and,**
- 4. International partners have the necessary political will to address terrorist threats within their borders.**

This Functional Bureau Strategy (FBS) and the approach outlined therein advances the FY 2022-FY 2026 Department of State and USAID Joint Strategic Plan (JSP), specifically objective 1.4, "Revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges."

## 2. Bureau Strategic Framework

**Bureau Goal 1:** Terrorist plots and terrorist movements are disrupted.

- **Bureau Objective 1.1:** Strengthen border control and security capabilities in focus countries to counter terrorist travel and mobility.
- **Bureau Objective 1.2:** Increase information sharing and joint planning with key partners through bilateral and multilateral mechanisms to anticipate, prevent, and respond effectively to terrorist activity.

**Bureau Goal 2:** Sources of terrorist strength are severed and safe havens are eliminated.

- **Bureau Objective 2.1:** Strengthen legal regimes, designate and impose sanctions on terrorists, and use other tools to increase pressure on terrorist financing and facilitation networks, and help countries adhere to binding UN Security Council resolutions.
- **Bureau Objective 2.2:** Build the capacity of criminal justice practitioners in focus regions to investigate, prosecute, adjudicate, and incarcerate terrorist offenders within a rule of law framework.
- **Bureau Objective 2.3:** Strengthen partners' capacity to effectively detect, prevent and respond to terrorist attacks.

**Bureau Goal 3:** Violent Extremist radicalization, recruitment, and inspiration to violence is diminished.

- **Bureau Objective 3.1:** Curb the spread of violent extremist ideologies, narratives and messaging online, through increased engagement with vulnerable countries, key allies, and technology companies in the private sector.
- **Bureau Objective 3.2:** Build the capacity of partner governments and civil society groups and community leaders/activists to counter violent extremism, across the lifecycle of radicalization.

**Bureau Goal 4:** International partners have the necessary political will to address terrorist threats within their borders.

- **Bureau Objective 4.1:** Lead international multilateral and bilateral diplomatic efforts that create consensus behind counterterrorism norms within a rule of law framework and that advance democratic governance.

**Bureau Cross-Cutting Management Objective 1:** Implement a comprehensive and strategic program planning and monitoring and evaluation process.

### 3. Bureau Goals and Objectives

#### **Bureau Goal 1:** Terrorist plots and terrorist movements are disrupted.

- **Bureau Goal 1 Description:** Despite our success against ISIS in Iraq and Syria, ISIS's ideology and ability to mobilize followers persists. ISIS and AQ continue to sustain and expand their affiliates in North and Sub-Saharan Africa, South and Central Asia, the Middle East, and Southeast Asia. CT will focus on enhancing global border and transportation security culture and practices to combat this more diffuse terrorist threat, protect partner nations and U.S. citizens in those locations, and disrupt terrorist plots and travel, particularly to the United States.

Many governments face challenges in sharing terrorism-related information due to legal and policy obstacles, bureaucratic inefficiencies, and technical limitations. CT's diplomatic engagement and foreign assistance as well as its efforts through international fora such as the D-ISIS Coalition will prioritize U.S. expertise, lessons learned, and tools to increase bilateral and multilateral information sharing on known and suspected terrorists (KSTs); risk-based border management; and threat-based security and screening at land, air, and sea borders. We will work with U.S. interagency and foreign partners to overcome impediments to signing and operationalizing HSPD-6 arrangements; to increase international collection, use, and analysis of Advance Passenger Information (API) and Passenger Name Record (PNR) data; to increase the capacity of national-level watchlisting processes; and to expand partners' use of INTERPOL's terrorism and criminal databases. CT will also work with the interagency to enhance global aviation security, including through increased information sharing with foreign partners and the elevation and implementation of international standards and recommended practices.

This goal and the following objectives advance FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges. CT's activities within this goal are also key to

implementing the Biden Administration's counterterrorism priorities and support the international components of the United States' Domestic Terrorism Strategy.

**Bureau Objective 1.1:** Strengthen border control and security capabilities in focus countries to counter terrorist travel and mobility.

- **Bureau Objective 1.1 Justification and Linkages:** Decreasing the ability of terrorists to move people and goods freely across borders is an essential component of a comprehensive counterterrorism strategy. CT assistance provides training, equipment, and other technical and advisory support to build the capacity of border security officers and security institutions in countries where counterterrorism needs are particularly acute. We seek to increase the capacity of partners to disrupt terrorist movement and share terrorist information with their neighbors and the United States.

To this end, CT will work with partner governments to provide border management systems; develop watchlisting standard operating procedures and databases; improve access to international criminal and terrorist datasets so that countries can identify, track, and, when appropriate, interdict KSTs at major airports and other ports of entry (POEs); and increase international collection, use, and analysis of API and PNR data. These efforts are integrated with the objectives of the D-ISIS Coalition's FTF Working Group and Africa Focus Group (AFFG), both of which provide members with information on available CT programming and advocate for its usage. In addition, CT will engage with partners on the importance of collecting, using, and processing API and PNR data in line with UNSCR 2396 and the International Civil Aviation Organization (ICAO) PNR Standards and Recommended Practices. CT will also continue to build the capacity of partner nations in focus regions to understand, manage, and cooperate on border-related terrorism challenges, such as the movement of FTFs and dangerous items across borders. We will also address aviation security capacity gaps in priority countries. This objective advance FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges.



- **Bureau Objective 1.1 Risk Considerations:** Partner governments may not be fully capable of preventing terrorist travel and stopping terrorists from transiting to the United States or other locales to target U.S. interests. At the same time, governments may politicize who they watchlist as KSTs and misuse watchlisting to target government opponents, human rights defenders, or other travelers. To avoid this, CT will emphasize human rights and the rule of law in all of its efforts, promote the responsible use of these tools, and vet potential recipients of our assistance in accordance with Leahy and all other regulations.

CT will consider political will, legal frameworks, and/or technical capacity to take measures to counter terrorist travel threats prior to engaging with partner countries. CT may also conduct assessments to ensure our assistance will be appropriate for the partner and that there is host nation buy in. Continual diplomatic engagement and monitoring and evaluation will also be required.

**Bureau Objective 1.2:** Increase information sharing and joint planning with key partners through bilateral and multilateral mechanisms to anticipate, prevent, and respond effectively to terrorist activity.

- **Bureau Objective 1.2 Justification and Linkages:** Terrorist organizations are increasingly diffuse and networked, capable of directing or enabling attacks across the globe. CT works with partners to enhance information sharing on terrorist issues and individuals so that we can anticipate emerging threats and prepare effectively. We will expand U.S. information sharing with partner nations on threats, trends, tactics, and KSTs, and encourage similar enhanced information sharing among foreign partners. Bilateral sharing of terrorist watchlist information based on information-sharing arrangements negotiated pursuant to HSPD-6, as well as partner collection, use, and analysis of API and PNR data, will strengthen the United States' and partners' ability to prevent terrorist travel.

We will also use UNSCR 2396 obligations as a foundation for coordinated U.S. efforts to assist countries using powerful border security and information-sharing tools to detect

and thwart terrorist travel. This will include leading multilateral efforts to encourage implementation of international standards on using PNR and broadly accepted best practices for watchlisting and screening. We will encourage countries to further update legal frameworks and security practices related to disrupting terrorist travel, in line with the U.S. approach. We will also work with the Department of Homeland Security (DHS) in leveraging the Visa Waiver Program (VWP) to ensure countries meet information-sharing and border security commitments. In addition, CT will work with our partners to understand and respond to terrorists increased technical capabilities, especially evolving threats to civil aviation, information and communications technology (ICT) networks, other critical infrastructure, and soft targets. This objective advances the FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges.

- **Bureau Objective 1.2 Risk Considerations:** The risk of not achieving this objective is that information will be stove-piped within organizations and governments, leaving the United States and international partners unable to effectively track and respond to terrorist threats. U.S. experts' participation in technical exchanges and training is not enough to improve overseas capacity or implementation of U.S.-supported international obligations or standards. Progress also depends on political will, legislative frameworks and activity, and partners' internal capacity.

Differences in data privacy regimes, views on human rights obligations or standards, and political priorities, including those of close partners, challenge global data sharing and information exchange. Opponents of the U.S. approach may argue that exporting U.S. practices will have a negative effect on legitimate trade and travel, as well as individual citizen privacy. While U.S. interagency priorities are generally complementary, competing perspectives and interagency engagement that is not coordinated through Department or embassy channels can lead to missed opportunities for strategic diplomacy.

**Bureau Goal 2:** Sources of terrorist strength are severed, and safe havens eliminated.

- **Bureau Goal 2 Description:** A cornerstone of the Department of State's counterterrorism efforts is to degrade global terrorism threats to the point that local governments and security forces can contain them through a rule of law based and human rights respecting counterterrorism approach. Law enforcement officials, prosecutors, and judges, as well as public and private sector representatives from the finance and the banking sector, are critical partners in an effective counterterrorism response. CT will continue to focus diplomatic and targeted foreign assistance efforts to work with foreign partners on developing the necessary tools and skills to successfully investigate, prosecute, adjudicate, and incarcerate terrorist offenders, and counter terrorist financing. This entails developing and sharing information about homegrown terrorists, improving the use of battlefield evidence by law enforcement, prosecutors, and border security agencies, and enhancing efforts to effectively manage terrorist inmates in prisons, among other efforts.

This goal and the following objectives advance FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges. CT's activities within this goal are also key to implementing the Biden Administration's counterterrorism priorities and support the international components of the United States' Domestic Terrorism Strategy.

**Bureau Objective 2.1:** Strengthen legal regimes, designate and impose sanctions on terrorists, and use other tools to increase pressure on terrorist financing and facilitation networks, and help countries adhere to binding United Nations Security Council resolutions.

- **Bureau Objective 2.1 Justification and Linkages:** Designations and other tools to combat the financing of terrorism can help deter, detect, and disrupt sources of support to terrorist organizations, individuals, and networks. FTO and E.O. 13224 designations along with UN listings prevent terrorists from obtaining financing and

material by freezing assets, impeding travel, and enabling the prosecution of those providing material support to terrorists. CT also works with State's Bureau of International Organizations and the U.S. Mission to the UN to nominate terrorist listings to the UN to maximize U.S. domestic terrorist designations and enhance the international community's ability to impede terrorist finance and travel. CT also helps other countries develop their own sanctions regimes. Beyond designations, CT funds technical assistance programs aimed at improving the strength and implementation of legal and regulatory frameworks to counter terrorist financing as well as information sharing programs such as the D-ISIS Coalition's Counter Terrorist Finance Working Group. These programs build partner nation capacity to investigate, identify, and interdict the flow of funding to and from terrorist organizations, and ultimately prosecute and eliminate terrorist financing networks, donors, and facilitators. Partners' ability to freeze terrorist assets, effectively gather and use financial intelligence, supervise their financial sectors, and investigate and prosecute terrorists and their supporters also helps to cut down on criminal and corrupt activities that enable terrorist networks. This objective advances the FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges.

- **Bureau Objective 2.1 Risk Considerations:** Disrupting terrorism finance is highly complex, challenging, and technical. Nevertheless, the cost of inaction is far higher than the cost of action. Not achieving these objective risks enabling terrorists to abuse the international financial system and operate freely because of partner countries' inability to detect and disrupt their activities. With that in mind, CT will seek to build international support for U.S. designations to encourage broader implementation. CT also will use tools, such as the Financial Action Task Force's (FATF) mutual evaluation and compliance process, to identify and leverage political will and cooperation to address terrorist financing risks and more effectively target countries for technical assistance efforts. Additionally, there is a growing perception that sanctions are having an undue negative impact on U.S. business and on the delivery of humanitarian aid.

While some criticism is merited in certain cases, CT will need to increase efforts to explain internally and to the public the benefits of our designation actions and any measures we are taking to mitigate any unintended consequences.

**Bureau Objective 2.2:** Build the capacity of criminal justice practitioners in focus regions to investigate, prosecute, adjudicate, and incarcerate terrorist offenders within a rule of law framework.

- **Bureau Objective 2.2 Justification and Linkages:** As the terrorist threat becomes more widespread in regions outside areas of active hostilities, effective and responsible criminal justice institutions become even more important in preventing the expansion of terrorist groups and addressing the threat presented by returning terrorist combatants. The law enforcement, justice, and corrections sectors play a critical role in disrupting, deterring, and preventing terrorist activity. Many partners around the world need assistance to develop the knowledge, skills, and resources in these sectors to adequately and appropriately respond. CT provides significant assistance through NADR funding to build the counterterrorism capabilities of criminal justice practitioners in focus regions, which includes efforts to improve criminal investigations, enable effective prosecution and adjudication of terrorism cases, and advance the responsible incarceration of terrorist offenders to foster rehabilitation and prevent radicalization.

CT has also worked through the Global Counterterrorism Forum (GCTF) to develop framework documents that highlight universal good practices for addressing specific terrorism issues, such as kidnapping for ransom, FTFs, and countering violent extremism (CVE). These good practices serve as a foundation for countries to develop appropriate tools, laws, and initiatives to prevent or respond to terrorist acts within a rule of law framework. Over the coming years, CT will continue to build sustainable capabilities, leveraging the GCTF good practices and mechanisms where possible. This objective advances the FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges.

- **Bureau Objective 2.2 Risk Considerations:** Just as the United States relies on global partners to police their populations and ensure terrorist activity either does not occur or is responded to effectively, global partners rely on the United States for targeted, impactful law enforcement and justice sector assistance to support these efforts. The risks of partner governments not being able to adequately address domestic terrorist activity within a rule-of-law framework are apparent: malign actors with the freedom to plan, resource, and undertake terrorist activities with little threat of interference or repercussions will act with impunity. Further, heavy-handed approaches to incarceration and other punishment can stoke conflict and exacerbate grievances that fuel terrorism recruitment and radicalization.

To mitigate this risk, CT will continue to work with Department, interagency, and international partners to ensure assistance is designed accordingly and delivered to appropriate, responsible partners, with additional safeguards in the form of project monitoring and reporting, as well as continued compliance with Leahy vetting and end use monitoring protocols.

**Bureau Objective 2.3:** Strengthen partners' capacity to effectively detect, prevent, and respond to terrorist attacks.

- **Bureau Objective 2.3 Justification and Linkages:** With the increase in attacks on soft targets and public spaces by terrorist groups like ISIS and AQ in a growing number of countries, CT is focused on building partner government law enforcement capacity to prevent and respond to terrorist incidents in critical frontline states. Through CTPF and the ATA program, CT is ramping up efforts to build crisis response capabilities with key partners.

In addition, CT will also continue to advocate for multilateral approaches to develop and implement international counterterrorism practices and standards that also help protect U.S. interests and U.S. citizens abroad. This includes ensuring UNSCRs and UN technical bodies' standards address U.S. objectives and reflect U.S. best practices. We will also accelerate the development and sharing of effective counterterrorism approaches with

key countries as well as private sector partners and civil society. For example, we will incorporate good practices developed through U.S. leadership at the GCTF on the protection of soft targets and highlight CT capacity building programs in the D-ISIS Coalition AFGG, identifying and creating opportunities in other multilateral and regional organizations. This objective advance FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges.

- **Bureau Objective 2.3 Risk Considerations:** The capacity to effectively detect, prevent, and respond to terrorist attacks requires a range of comprehensive, complex law enforcement skillsets and equipment, all of which could potentially be used for purposes other than counterterrorism.

To mitigate this risk, CT will continue to work with Department, interagency, and international partners to ensure assistance is designed accordingly and delivered to appropriate, responsible partners, with additional safeguards in the form of project monitoring and reporting, as well as continued compliance with Leahy vetting and end use monitoring protocols.

**Bureau Goal 3:** Violent extremist radicalization, recruitment, and inspiration to violence is diminished.

- **Bureau Goal 3 Description:** ISIS's presence on the internet has continued despite its territorial losses. The past few years have also witnessed the proliferation of REMVE – particularly white supremacist violent extremism. The need to counter extremist ideology and influence, both online and offline, has only grown. CT plans to increase its engagement with key partners – including governments and international organizations as well as non-governmental and civil society organizations – to curb the spread of violent extremism. CT also plans to deepen its engagement with private technology companies, schools, families, and key governmental actors to target terrorist networks and terrorist content.

CT works with State regional and functional bureaus, USAID, and other partners on enhancing analytic, diplomatic, and programmatic tools for preventing and countering the spread of violent extremist recruitment and radicalization. CT seeks to support CVE programs that build more secure and resilient communities in focus regions to resist and mitigate terrorism. These efforts include providing prevention techniques, positive alternatives to at-risk communities, alternative peer networks, and constructive civic engagement and leadership opportunities for at-risk youth and families.

This goal and the following objectives advance FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges. CT's activities within this goal are also key to implementing the Biden Administration's counterterrorism priorities and support the international components of the United States' Domestic Terrorism Strategy.



**Bureau Objective 3.1:** Curb the spread of violent extremist ideologies, narratives and messaging online, through increased engagement with vulnerable countries, key allies, and technology companies in the private sector.

- **Bureau Objective 3.1 Justification and Linkages:** In recent years, terrorist groups have become extremely adept at using the internet, including social media platforms, and other ICTs for terrorist purposes. ISIS continues to propagate terrorist ideology to recruit, mobilize, and inspire followers, relying on ICTs and other mass media, personal and family networks, and prisons to recruit followers. This ideology draws on exclusionary and intolerant interpretations of Islam, historically supported by foreign actors. Over the last two years, REMVE individuals and networks also increasingly are exploiting conspiracy theories, racist and xenophobic narratives, and the pandemic to gain and extend their influence.

To address this issue, CT will work with the Global Engagement Center, the Communications Working Group within the Global Coalition to Defeat ISIS, State Department regional and functional bureaus, U.S. embassies, the U.S. Intelligence Community, foreign governments, international organizations, and other like-minded partners to counter the spread of violent extremist narratives, identifying and engaging third countries where they have the greatest impact. CT will seek to partner with these governments and institutions to mitigate this influence through a variety of diplomatic and programmatic methods. CT will also engage social media companies regarding their ability to detect key terrorist ideologues/influencers and networks on their systems, and encourage enhanced information sharing with law enforcement, the intelligence community, and U.S. embassies. This objective advance FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges.

- **Bureau Objective 3.1 Risk Considerations:** U.S. engagement could be inaccurately construed by some as supporting greater restrictions on online content – though the Department takes a collaborative and voluntary approach to engaging technology

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companies. Social media influencers or would-be influencers who engage with or are supported somehow by these efforts may experience online vilification, harassment, and bullying. It is also a possible risk that international governments may see U.S. support for countering terrorist use of the internet tools as a justification to use similar tools to discriminate against and target opposition, activists, minorities, and vulnerable groups within their own borders. To mitigate some of the risk of CVE programs, implementers and policymakers should conduct effective risk assessment and mitigation, potentially using existing frameworks developed by multilateral organizations specifically for CVE approaches.

**Bureau Objective 3.2:** Build the capacity of partner governments and civil society groups and community leaders/activists to counter violent extremism, across the lifecycle of radicalization.

- **Bureau Objective 3.2 Justification and Linkages:** Military and law-enforcement approaches by themselves are insufficient to counter terrorist threats over the long term. Countering terrorist recruitment is a collaborative effort that can be effective only if partner nations and civil society acknowledge the shared threat and establish strategies for addressing the lifecycle of radicalization to violence, which includes prevention, intervention, and rehabilitation and reintegration efforts. To build and sustain CVE capacity in priority countries, we will engage directly with a range of foreign governments, multilateral institutions, and civil society groups to develop, implement, and evaluate their own CVE initiatives that leverage international good practices. CT's efforts will seek to improve the political will and CVE capabilities of such partners to undertake and sustain locally driven, effective CVE initiatives, including partners who are facing REMVE threats. This objective advance FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges.
- **Bureau Objective 3.2 Risk Considerations:** Some civil society groups and/or community leaders/activists may put themselves at some political, social, or security risk if they assume a higher public profile based on their CVE activities; CVE messaging

content may not be well-received by target audiences; and host-country rehabilitation and reintegration efforts may see recidivism in cases. To help mitigate these risks, CT applies a structured risk assessment process to the design of every project. In this process, program managers consider risk criteria pertaining to the implementer, the recipient of the assistance, the political and security environment in which the assistance will be provided, and numerous others. The results from this assessment then inform the development of a tailored monitoring strategy, which generally include suggested mitigation approaches, additional oversight requirements, and contingency plans.

**Bureau Goal 4:** International partners have the necessary political will to address terrorist threats within their borders.

- **Bureau Goal 4 Description:** Since 2001, the global community has made great strides to defeat and degrade international terrorism. Despite the many accomplishments over the past 20 years, terrorists have adapted, and terrorist threats continue to persist around the world. Some partners lack the counterterrorism capabilities needed – particularly civilian counterterrorism capabilities. Local counterterrorism deficiencies are proving increasingly problematic with the further geographic spread of the terrorist threat. Further developing international partnerships and coalitions allows us to build the political will and bolster partner capacity to implement international obligations and commitments. Furthermore, multilateral engagement helps provide a counterbalance to the growing challenge of great power competition. Both Russia and China are offering security and counterterrorism assistance to countries on the frontlines of the terrorist threat, particularly across Africa. U.S. engagement can strengthen alliances, help set global standards and norms that promote and protect U.S. priorities and best practices and ensure that China and Russia are not exploiting security vacuums in strategic locations.

Over the next four years, CT will use diplomatic and capacity-building tools to build international consensus and political will to combat terrorism bilaterally and through multilateral and international organizations, including the Defeat-ISIS Coalition, the United Nations, the GCTF, regional multilateral bodies, as well as organizations the United States is not a member of like the African Union and the Council of Europe. CT will work with international partners and U.S. departments and agencies to develop and implement good practices, policies, and procedures to prevent and respond to terrorist attacks that incorporate whole-of-government, whole-of-society approaches that respect human rights and the rule of law.

This goal and the following objectives advance FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address

international security challenges. CT's activities within this goal are also key to implementing the Biden Administration's counterterrorism priorities and support the international components of the United States' Domestic Terrorism Strategy.

**Bureau Objective 4.1:** Lead international multilateral and bilateral diplomatic efforts that create consensus behind counterterrorism norms within a rule of law framework and that advance democratic governance.

- **Bureau Objective 4.1 Justification and Linkages:** By leading multilateral and bilateral diplomatic efforts, the United States can strengthen alliances and help set global standards and norms that promote U.S. priorities and best practices. In international fora, and via its leadership role in the Global D-ISIS Coalition, GCTF, and other similar international counterterrorism entities, CT promotes whole-of-government and whole-of-society approaches that respect human rights and the rule of law. CT can also advocate for countries to provide donor assistance to international organizations like INTERPOL and United Nations entities to carry out the work set forth in international agreements. By providing assistance, the United States has a direct role in influencing or adapting the work of international organizations in line with U.S. priorities and goals. This objective advance FY2022-2026 JSP objective 1.4: revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges.
- **Bureau Objective 4.1 Risk Considerations:** If the United States fails to take a leadership role, there is risk that counterproductive approaches by other actors gain traction and become the foundation for international best practices, norm setting, and obligations, including through UN Security Council resolutions. The United States also risks its international status as the security partner of choice, which can leave space for competitors such as China, Russia, or Iran to take up that role and advance approaches that do not respect human rights or other international norms and standards. To mitigate this risk, the United States will seek to recruit and place American officials in key senior leadership positions in international organizations, as well as fund targeted,

high priority multilateral programmatic efforts that advance U.S. national security interests and benefit key partner countries in our collective fight against terrorism and violent extremism.

## 4. Bureau Cross-Cutting Management Objective

**Bureau Cross-Cutting Management Objective 1:** Implement a comprehensive and strategic program planning and monitoring and evaluation process.

- **Bureau Cross-Cutting Management Objective 1 Justification and Linkages:** Since officially becoming a bureau in 2012, CT has grown significantly in institutionalizing our role in advising the Secretary on counterterrorism issues, working directly with embassies on measures to counter terrorist threats, and representing the Department in interagency policy discussions on CT issues. The 2021 merger of CT with the Office of the Special Envoy to Counter ISIS, giving CT leadership of the 84-member Global Coalition to Defeat ISIS, further enhanced the CT bureau's influence and reach on global counterterrorism efforts. CT plays a central role within the Department and across the interagency to ensure that U.S. counterterrorism efforts address the top global terrorist threats, are embedded in our broader foreign policy efforts and position the U.S. government to anticipate and respond effectively to future challenges. CT works with U.S. Embassies, State Department, and interagency stakeholders to shape and oversee implementation of coordinated U.S. government strategies to address priority and emergent terrorist threats. CT seeks to leverage all possible diplomatic and foreign assistance tools and partnerships to advance these strategies and undermine the enabling conditions that fuel those threats.

The significant growth of CT's foreign assistance resources, which will top \$1.8 billion in ongoing programming in FY 2022, requires that CT continue to mature its program design, assessment, monitoring, and evaluation capacity to ensure that taxpayer investments are achieving the desired results. CT will continue to refine its strategy and program planning cycle, incorporating results of increased third-party monitoring and evaluation efforts into decision making, and broadening the set of countries where multi-year planning can better predict future resource requirements.

While CT programs have grown in many priority countries over recent years, CT will look for opportunities to off-ramp and conclude programming where results are falling short of expectations, pivoting away from some countries where we do not have sufficient resources to meet defined objectives, where the CT program environment is already saturated, or where contributions from partner governments and other stakeholders have been deficient. This will allow CT to focus our limited energy and resources where we believe U.S. taxpayer funding will be best used.

- **Bureau Cross-Cutting Management Objective 1 Risk Considerations:** Poorly designed, executed, and monitored programming leads to unmet objectives, wasted resources, and diminished impact on the global terrorist threat. In addition, programs determined to be wasteful undermine public confidence in all foreign aid and over the long term may lead to Congress appropriating less funding for counterterrorism capacity building. For these reasons, CT will continue to adhere to established practices and tools for the design and oversight of our foreign assistance, as mandated by Department policy and law, to ensure programming is effective. Where applicable, CT will use monitoring and evaluation data to inform programmatic decisions, including the closure of programs deemed ineffective. To mitigate these risks, CT is requesting additional FTE positions in future budgets to ensure we have the human resources to adequately track our programs. In addition, CT is pursuing the development of an IT platform that will make the management of programs much easier.

This objective will better equip CT to advance the FY2022-2026 JSP objective 1.4: Revitalize U.S. alliances and partnerships to prevent, deter, and resolve conflicts and address international security challenges.