

111TH CONGRESS
1ST SESSION

H. R. 2387

To require the use of long-term strategies for United States national security, diplomacy, and foreign assistance and the full use of performance-based budgeting for foreign assistance programs, projects, and activities, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

MAY 13, 2009

Ms. ROS-LEHTINEN (for herself, Mr. PENCE, Mr. BURTON of Indiana, Mr. GALLEGLY, Mr. ROHRBACHER, Mr. MACK, and Mr. MCCAUL) introduced the following bill; which was referred to the Committee on Foreign Affairs

A BILL

To require the use of long-term strategies for United States national security, diplomacy, and foreign assistance and the full use of performance-based budgeting for foreign assistance programs, projects, and activities, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Strategy and Effective-
5 ness of Foreign Policy and Assistance Act of 2009”.

1 **SEC. 2. FINDINGS.**

2 Congress finds the following:

3 (1) Section 108 of the National Security Act of
4 1947 (50 U.S.C. 404a) requires that the President
5 shall transmit to Congress each year a comprehen-
6 sive report on the national security strategy of the
7 United States at the same time that the President
8 submits the budget for the following fiscal year
9 under section 1105 of title 31, United States Code.

10 (2) The national security strategy report sets
11 forth the national security strategy of the United
12 States and includes a comprehensive description and
13 discussion of the worldwide interests, goals, and ob-
14 jectives of the United States that are vital to the na-
15 tional security of the United States and also the pro-
16 posed short-term and long-term uses of the political,
17 economic, military, and other elements of the na-
18 tional power of the United States to protect or pro-
19 mote United States national security interests.

20 (3) The Government Performance and Results
21 Act of 1993 (Public Law 103–62) requires United
22 States Government departments and agencies to set
23 goals, measure performance, report on their accom-
24 plishments, establish long-term strategic goals as
25 well as annual goals, define clear missions and de-
26 sired outcomes, measure performance as a means of

1 gauging progress, and utilize performance informa-
2 tion as a basis for decisionmaking.

3 (4) Under the administration of President
4 George W. Bush and in accordance with the Govern-
5 ment Performance and Results Act of 1993, all
6 United States Government departments and agen-
7 cies were required to conduct performance-based
8 budgeting and planning as guided by the Office of
9 Management and Budget's Program Assessment
10 Rating Tool (PART), in order to ensure more accu-
11 rate assessment of program performance and to
12 drive a sustained focus on program results.

13 (5) In January 2006, Secretary of State
14 Condoleezza Rice stated that the United States for-
15 eign assistance structure risks incoherent policies,
16 ineffective programs, and wasted resources when
17 spending is not strategically tied to overarching
18 United States goals.

19 (6) The Department of State and the United
20 States Agency for International Development
21 (USAID) developed a Joint Strategic Plan for Fiscal
22 Years 2007–2012, which outlines strategic goals
23 shared by both agencies, and implemented a joint
24 Department of State-USAID foreign assistance

1 budget process starting with the fiscal year 2008
2 budget request.

3 (7) In 2008, the Department of State approved
4 plans for new Department of State-USAID Country
5 Assistance Strategies that would take a comprehen-
6 sive approach by including the efforts of all United
7 States agencies providing foreign assistance in a
8 country and by including an overall strategic ap-
9 proach for such foreign assistance.

10 (8) The Department of State and USAID have
11 participated in a pilot performance-reporting pro-
12 gram launched by the Office of Budget and Manage-
13 ment aimed at streamlining Federal agency report-
14 ing while retaining ongoing efforts to directly inte-
15 grate budget and performance planning and report-
16 ing.

17 (9) USAID seeks to apply “performance man-
18 agement” by implementing a five-step strategic man-
19 agement process that includes mission performance
20 plans, the Department of State and USAID Joint
21 Strategic Plan, annual reports, a performance and
22 accountability report, agency policy frameworks, and
23 bureau strategic frameworks.

24 (10) In the report entitled “Foreign Aid Re-
25 form: Comprehensive Strategy, Interagency Coordi-

1 nation, and Operational Improvements Would Bol-
2 ster Current Efforts”, the Government Account-
3 ability Office found that, until the Department of
4 State develops and implements a comprehensive, in-
5 tegrated United States foreign assistance strategy, it
6 will lack assurance that programs are strategically
7 tied to overarching United States goals and that, by
8 basing its annual operational plans and Country As-
9 sistance Strategies on a standardized program struc-
10 ture, the Department of State was, in fact, attempt-
11 ing to tie its planning and budgeting to strategic
12 foreign policy objectives.

13 **SEC. 3. SENSE OF CONGRESS.**

14 It is the sense of Congress that—

15 (1) under the direction of the President, the
16 Secretary of State and the Administrator of the
17 United States Agency for International Development
18 (USAID) should, to the maximum extent prac-
19 ticable, make funding decisions on the basis of a
20 long-term strategy that addresses national security,
21 diplomatic, and foreign assistance objectives and
22 needs of the United States; and

23 (2) while steps already taken towards perform-
24 ance management and budgeting by the Department
25 of State and USAID are commendable, there re-

1 mains a need for budget requests for the Depart-
2 ment of State, USAID, and other foreign affairs
3 agencies to be more effectively integrated with na-
4 tional security objectives and program evaluation
5 and management.

6 **SEC. 4. REPORT ON LONG-TERM STRATEGIES FOR UNITED**
7 **STATES NATIONAL SECURITY, DIPLOMACY,**
8 **AND FOREIGN ASSISTANCE.**

9 (a) REPORT REQUIRED.—On the date on which the
10 President transmits to Congress the comprehensive report
11 on the national security strategy of the United States
12 under section 108 of the National Security Act of 1947
13 and the budget for the following fiscal year under section
14 1105 of title 31, United States Code, the President shall
15 transmit to the Congress a comprehensive report on—

16 (1) the organizational structures of the Depart-
17 ment of State, the United States Agency for Inter-
18 national Development (USAID), and other foreign
19 affairs agencies; and

20 (2) the extent to which the organizational struc-
21 tures of such departments and agencies and United
22 States foreign assistance programs, budget plans,
23 personnel decisions, and public diplomacy are related
24 to a long-term strategy that advances national secu-
25 rity objectives and needs of the United States.

1 (b) MATTERS TO BE INCLUDED.—The report re-
2 quired by subsection (a) shall include the following:

3 (1) An outline of the Department of State’s and
4 USAID’s staffing and operation of United States
5 embassies, consulates, and missions abroad and
6 staffing and operation of the Department of State’s
7 and USAID’s headquarters and other offices in the
8 United States and an analysis of how decisions relat-
9 ing to organization, staffing, and operations relate to
10 and advance specific objectives of the national secu-
11 rity strategy of the United States.

12 (2) A review of the means through which co-
13 operation is ensured between the Department of
14 State and USAID and the Departments of Defense,
15 Homeland Security, Treasury, and Commerce and
16 the Office of the United States Trade Representa-
17 tive, the Drug Enforcement Agency, and United
18 States intelligence agencies.

19 (3) An explanation of the scenarios for possible
20 United States responses to crisis management and
21 long-term policy challenges and of the processes by
22 which the Department of State develops such sce-
23 narios.

24 (4) Recommendations for improving the proc-
25 esses by which the Department of State develops

1 scenarios for possible United States responses to cri-
2 sis management and long-term policy challenges in
3 order to incorporate nontraditional threat planning
4 circumstances and input from other Federal depart-
5 ments and agencies and nongovernmental organiza-
6 tions.

7 (c) **ADDITIONAL MATTERS TO BE INCLUDED.**—With
8 respect to each foreign assistance funding request of the
9 Department of State, USAID, and other foreign affairs
10 agencies contained in the budget for the following fiscal
11 year under section 1105 of title 31, United States Code,
12 the report required by subsection (a) shall include the fol-
13 lowing:

14 (1) The short-term and long-term justification
15 for the funding request.

16 (2) In the case of a funding request for a new
17 program, project, or activity or an increased funding
18 request of an existing program, project, or activity,
19 a comprehensive explanation of how and the extent
20 to which the new or increased funding will meet the
21 requirements of this section.

22 **SEC. 5. REORGANIZATION OF CERTAIN DEPARTMENT OF**
23 **STATE AND USAID OFFICES AND BUREAUS.**

24 (a) **REORGANIZATION.**—In furtherance of the objec-
25 tives and requirements of this Act, the President shall

1 take such actions as are necessary to integrate the offices
2 and bureaus described in subsection (b) into a single office
3 in the Department of State to be known as the Office of
4 Long-Term Planning and Resource Management.

5 (b) OFFICES AND BUREAUS DESCRIBED.—The of-
6 fices and bureaus described in this subsection shall include
7 the following:

8 (1) The Office of Policy Planning, the Office of
9 Resource Management, and the Office of the Direc-
10 tor of Foreign Assistance of the Department of
11 State.

12 (2) The Bureau of Budget/Performance/Ac-
13 countability of the United States Agency for Inter-
14 national Development.

15 **SEC. 6. REPORT ON PERFORMANCE-BASED BUDGETING BY**
16 **THE DEPARTMENT OF STATE, USAID, AND**
17 **OTHER FOREIGN AFFAIRS AGENCIES.**

18 (a) REPORT REQUIRED.—On the date on which the
19 President transmits to Congress the comprehensive report
20 on the national security strategy of the United States
21 under section 108 of the National Security Act of 1947,
22 the budget for the following fiscal year under section 1105
23 of title 31, United States Code, and the report required
24 by section 4 of this Act, the Comptroller General of the

1 United States shall submit to the specified congressional
2 committees a report on—

3 (1) uses by the Department of State, the
4 United States Agency for International Develop-
5 ment, and other foreign affairs agencies of perform-
6 ance-based or performance management budgeting
7 with respect to foreign assistance programs,
8 projects, and activities;

9 (2) the relation of such performance-based or
10 performance management budgeting to the require-
11 ments under the Government Performance and Re-
12 sults Act of 1993 and the requirements under this
13 Act; and

14 (3) recommendations for improving such per-
15 formance-based or performance management budg-
16 eting.

17 (b) SPECIFIED CONGRESSIONAL COMMITTEES.—The
18 congressional committees specified in subsection (a) are—

19 (1) the Committee on Foreign Affairs and the
20 Committee on Appropriations of the House of Rep-
21 resentatives; and

22 (2) the Committee on Foreign Relations and
23 the Committee on Appropriations of the Senate.

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