Report to Congress on Section 5 of the Elie Wiesel Genocide and Atrocities Prevention Act of 2018 (P.L. 115-441) [as amended]

Consistent with Section 5 of the Elie Wiesel Genocide and Atrocities Prevention Act of 2018 (P.L. 115-441) (the Elie Wiesel Act), the Department of State submits this report on behalf of the President. The United States is committed to promoting respect for human rights globally and reaffirms atrocity prevention (AP) as a core national security interest. This report highlights illustrative examples of U.S. efforts during the reporting period of May 2023 to April 2024, unless otherwise noted.

Since May 2023, the White House-led interagency Atrocity Prevention Task Force (APTF) continued to implement the Strategy to Anticipate, Prevent, and Respond to Atrocities (SAPRA). The APTF engaged in early prevention efforts, responded to ongoing atrocity contexts, provided AP training, coordinated efforts with the international community, and consulted nongovernmental organizations (NGOs) and civil society. Notable achievements during this reporting period include more than doubling the number of U.S. government (USG) staff receiving AP training; refining and focusing monitoring, evaluation, and learning efforts; developing and employing early warning analytic tools and programs; reinforcing justice and accountability for past atrocities; and increasing the number of assessments completed for countries at risk of atrocities, which provide valuable guidance to decision makers. The report's section on Ukraine provides an example of interagency and civil society cooperation in mitigating harm and addressing atrocities.

U.S. Global Efforts to Prevent Atrocities

As directed by the SAPRA, the United States continued to seek opportunities to support prevention efforts during the reporting period. The APTF monitors changes in regional and country dynamics that can lead to insecurity or indicate a potential risk for atrocities and examines these risks through robust engagement with embassy staff, civil society organizations, local community and government leaders, and academia. These analytical efforts produce concrete recommendations to guide policy and programming. Every iteration produces valuable lessons the APTF incorporates into future risk assessments in a continual process of monitoring, evaluation, and learning to enhance U.S. efforts to mitigate risk before atrocities emerge.

To further support efforts designed to reduce the risk of atrocities, the Department of State and the U.S. Agency for International Development (USAID) continue to refine the suite of tools available to identify early warning indicators for potential killings of civilians. We also are working to identify programmatic and diplomatic entry points for atrocity prevention, response, and recovery. Innovative methods in quantitative analysis, spatial modeling, and machine learning equip advisors and program managers with greater understanding of the conflict dynamics and the strategic landscape of atrocity prevention. The Department of State provided country-specific analyses to help inform other department and agency activities. USAID and the Department of State continued to innovate in locally led early warning/early response systems. For example, a program in Mali used social network analysis to help leaders identify 220 focal points for potential conflict in 22 communities and then trained community members to upload incident reports onto the platform.

In December 2023, the United States helped secure a landmark United Nations Security Council (UNSC) resolution, which created a framework to enable African Union (AU) Peace Support Operations to access UN assessed contributions. This tool envisions a more rapid and sustainable deployment

of AU forces into peace and security crises on the African continent, including those with high risk of mass killings of civilians or other atrocities. Interagency stakeholders are considering the criteria under which the USG could support an application of this mechanism.

The USG is pursuing policies and activities to detect and counter cases where starvation of civilians has been or risks being used as a method of warfare. In August 2023, 91 UN Member States signed a USG-led joint communiqué condemning the use of food as a weapon of warfare against civilians. According to the U.S. Ambassador to the UN, Linda Thomas-Greenfield, "In a world abundant with food, no one should starve to death – ever. This is a humanitarian issue, this is a moral issue, and this is a security issue. And we must address the most insidious driver of famine and food insecurity: conflict."[1]

The U.S. Department of Homeland Security (DHS) also established the Office of Health Security to assess the national security implications of global health and food security and promote understanding of the impact of health care insecurity and food insecurity on disrupting communities, destabilizing populations, and driving irregular migration globally. Intentionally barring civilian access to food in situations of armed conflict is an important factor when assessing an imminent or ongoing atrocity.

Country Highlights of U.S. Prevention, Response, and Recovery

During the reporting period, the USG continued to respond to ongoing and emerging atrocities around the world, drawing on assessments of ongoing atrocities and countries and regions at risk. Following Russia's full-scale invasion of **Ukraine**, the United States initiated a broad spectrum of activities to prevent and respond to atrocities committed by Russian authorities. The USG implemented these activities alongside Ukrainian counterparts, international partners, and NGOs. The following activities are a few examples of the many and varied U.S. efforts:

[1] Remarks by Ambassador Linda Thomas-Greenfield at a Virtual New York Foreign Press Center Briefing on the U.S. Presidency of the UN Security Council, July 31, 2023.

- Providing coordinated, timely, multidisciplinary training, consultation, and strategic guidance to Ukraine's Office of the Prosecutor General (OPG) through the Atrocity Crimes Advisory Group for Ukraine (ACA), a joint U.S.-UK-EU initiative. The ACA is helping strengthen the OPG's capacity to build and prioritize strong cases in a victim-centered way in the context of an immensely large and complex crime base.
- Strengthening the justice sector's legal framework, training judges and defense counsel, reinforcing administration of cases, and ensuring a people-centered approach to war crimes cases through the Justice for All Activity (J4A).
- Strengthening information-sharing and expanding technical assistance with the Ukrainian State Special Communications Service.
- Deploying analytical staff to the EU Agency for Police Cooperation (Europol) Ukraine Open-Source Intelligence Task Force to identify perpetrators and develop intelligence.
- Launching the Russian War Crimes in Ukraine website where the public can report war crimes.
- Supporting the work of the Conflict Observatory Ukraine, which uses remote sensing (including satellite imagery) and open-source data to document and preserve evidence of abuses and atrocities committed by Russian forces in Ukraine. The Conflict Observatory's public reports support a range of accountability mechanisms.
- Launching an online platform with the OPG, allowing victims and witnesses to report conflict-related sexual violence (CRSV) cases and receive support services.
- Training government and civil society organizations on survivor-centered approaches and documentation of war crimes. This includes working with the Prosecutor's Training Center of Ukraine to incorporate best practices when interacting with survivors of gender-based violence (GBV) and CRSV.
- Documenting manmade environmental devastation and the destruction of cultural heritage sites.

- Advocating for the return of children and other civilians that Russia unlawfully transferred or deported from occupied areas of Ukraine to Russia, Belarus, or other occupied areas.
- Supporting DNA analysis and forensic anthropology efforts through the work of the International Commission on Missing Persons.
- Supporting justice and accountability for those who have gone missing or have been forcibly disappeared by Russian forces as well as for families of the missing.
- Providing training, mentorship, and equipment to the National Police of Ukraine to assist frontline crime scene investigators through provision of armored vehicles, rapid DNA kits, mobile forensic centers, photographic devices, and other equipment.
- Supporting international investigations and institutions, including the International Criminal Court's (ICC) investigation into the situation in Ukraine, the Independent International Commission of Inquiry on Ukraine, the UN Human Rights Monitoring Mission in Ukraine, the Expert Missions established under the Organization for Security and Cooperation in Europe's (OSCE) Moscow Mechanism, the Office of the UN Special Representative of the Secretary General on Sexual Violence in Conflict, and the Register of Damage Caused by the Aggression of Russia in Ukraine.

Atrocity prevention is a core priority of the USG's **Sudan** policy. As part of the core group on the country at the Human Rights Council (HRC), the United States led efforts to stand up the Independent International Fact-Finding Mission for the Sudan and more generally boost support to the Office of the UN High Commissioner for Human Rights to better monitor human rights violations. The Department of State and USAID funded atrocity prevention and human rights monitoring and documentation programming led by local civil society actors in various formats. The USG established regular consultations with Sudanese advocates, Sudanese women leaders and women's organizations, and Sudan-focused NGOs to incorporate their perspectives into USG responses and ensure the groups have avenues of communication with senior USG officials. The USG also established the Sudan Conflict Observatory, which funds independent

experts to, among other things, analyze open-source data and commercial satellite imagery and document potential human rights violations and atrocities. USAID also supported documentation of human rights violations to strengthen accountability and international advocacy efforts. Amnesty International, the ICC, international media such as CNN, and other regional human rights bodies have used this documentation for advocacy and accountability purposes.

On December 6, 2023, the Secretary of State determined that members of both the Sudanese Armed Forces (SAF) and the Rapid Support Forces (RSF) have committed war crimes and members of the RSF and allied militias have also committed crimes against humanity and ethnic cleansing. As the conflict continues to intensify, we continue to assess the nature of ongoing atrocities and support accountability measures and evidence gathering. In response to ongoing atrocity concerns, the USG tabled and supported a resolution in the HRC to establish an independent international fact-finding mission (FFM) to investigate human rights violations and abuses, including CRSV, and violations of international humanitarian law (IHL) in Sudan. The USG has provided information to the FFM. The USG continues to support the ICC's investigation of the situation in Darfur. In addition, the USG continues to pursue visa restrictions, targeted sanctions, and other punitive measures against Sudan's belligerents.

The United States continued to work with allies and partners to call on the **People's Republic of China (PRC)** to end genocide and crimes against humanity against predominantly Muslim Uyghurs and members of other ethnic and religious minority groups in the PRC's Xinjiang Uyghur Autonomous Region. In October 2023 in the UN General Assembly, 50 countries issued a joint declaration condemning the PRC's crimes against humanity and calling on Beijing to end its human rights violations and abuses in Xinjiang. DHS chairs the interagency Forced Labor Enforcement Task Force (UFLPA), which implements the Uyghur Forced Labor Prevention Act prohibiting the importation of certain goods presumed to be produced with forced labor in Xinjiang and by companies designated on the UFLPA Entity List. The Department of State works with the Uyghur diaspora

globally to enhance community resiliency to transnational repression and conduct strategic advocacy in international forums. The United States remains engaged in efforts to prevent the forcible return of refugees and asylees to the PRC. USAID is working with the Uyghur diaspora in Asia to counter repression of Uyghur culture and identity by supporting a range of Uyghur artists, teachers, and translators, and through empowering youth, strengthening social networks, and more.

Hamas is a brutal terrorist organization that has vowed to annihilate **Israel** and repeat the October 7, 2023, massacre, during which it murdered almost 1,200 Israelis, took more than 240 people hostage, and committed horrific acts of sexual violence. In response, Israel has engaged in military actions in Gaza with the stated intent of defending itself against future Hamas attacks. By the end of the reporting period, tens of thousands of Palestinians were killed and over a million displaced as a result of Israel's military actions.

Israel has an inherent right to defend itself consistent with international law, in response to the October 7 attack, and the United States has made clear that Israel has a moral obligation and a strategic imperative to protect civilians, investigate allegations of any wrongdoing, and ensure accountability for any abuses or violations of international human rights law and violations of IHL. As President Biden stated in his 2024 State of the Union address, "Israel has an added burden because Hamas hides and operates among the civilian population. But Israel also has a fundamental responsibility to protect innocent civilians in Gaza. This war has taken a greater toll on innocent civilians than all previous wars in Gaza combined."[2] Secretary Blinken has urged Israel to do everything possible to avoid civilian casualties and has consistently reiterated at the highest levels that Israel's military operations in Gaza must comply with IHL.

The Department of State provides a variety of assistance for those impacted in Israel, the West Bank, and Gaza through UN Women, UN Food and Agriculture Organization, UN Development Program, UN Population Fund,

[2] Remarks of President Joe Biden — State of the Union Address as Prepared for Delivery, March 7, 2024.

UN Children's Fund, Office for the UN High Commissioner for Human Rights, other UN agencies, and international organizations that operate in Israel and Gaza. Additionally, the Department of State hosted UN Special Representative of the Secretary-General on Sexual Violence in Conflict Pramila Patten in March to discuss her report and recommendations following her fact-finding visit to Israel and the West Bank regarding allegations of GBV.

The USG continued to respond to allegations of human rights abuses and violations and violence in **Burkina Faso**. The Department of State publicly stated concerns about the escalating levels of violence against civilians in Burkina Faso by terrorist organizations and the military as well as the use of targeted forced conscriptions of individuals who have criticized the actions of the transition government, shrinking civic space, and restrictions on political party activities under the Transition Authorities. The Department of State and USAID continued to support programs designed to assist civil society advocacy on human rights, improve coordination of and protection for actors working on human rights and atrocity prevention, and reinforce the long-term work of the National Human Rights Commission. The Department of State and USAID continue to advance a civil society-led atrocity risk assessment. In addition, DHS's Homeland Security Investigations (HSI) assisted in conducting investigations related to human rights abuses in Burkina Faso.

The USG remained concerned about the military regime's atrocities committed against civilians in **Burma**. This includes the genocide, crimes against humanity, and ethnic cleansing committed against Rohingya culminating in the "clearance operation" in 2017, as well as atrocities and abuses committed against others across Burma. The Department of State has been providing humanitarian support for over one million Rohingya who fled to Bangladesh and has helped Rohingya victims travel to Argentina to provide testimony for a criminal investigation into atrocities against Rohingya in that country's national court. Since the 2021 coup, USAID and the Department of State has provided financial support to assist pro-democracy entities in efforts to chart a path to federal democracy; improve

local governance institutions' service delivery capacities to populations, including humanitarian assistance, and health and education; and refine plans for a political transition to representative, civilian governance and increasing women's meaningful participation in politics and public life. The USG continued to support transitional justice and documentation efforts inside and outside of Burma, as well as the Independent Investigative Mechanism for Myanmar (IIMM) to advance justice and accountability for perpetrators at the highest level. U.S. programming helped nascent and evolving pro-democracy leaders provide support and community policing services to their populations.

The increasing gang violence in Port-au-Prince and other parts of **Haiti** has led to thousands of kidnappings, injuries, CRSV attacks, and deaths. Brutal attacks by gangs including beheadings, all forms of GBV, and the destruction of property have forced more than 300,000 people out of their homes. The United States continues to work with the international community to support the deployment of the Kenya-led Multinational Security Support (MSS) mission. The MSS will support the Haitian National Police in counter-gang operations to restore security in Port-au-Prince. In January 2023, the United States extended and redesignated Haiti for Temporary Protected Status (TPS). The current designation expires in August 2024. USAID's citizen security program aims to reduce violence through trust-building activities with the Haitian National Police, expanded police presence, and social services for at-risk populations. USAID's prevention programming also pursues stability and economic growth by enhancing accountable governance and access to justice.

In the **Democratic Republic of the Congo** (DRC), the USG secured language within the renewed mandate of the UN Organization Stabilization Mission (MONUSCO) that requires UN reporting on its gradual drawdown. This includes impacts on civilian protection, which the mission's disengagement plan holds as a key condition for the continuation of its phased departure. USAID and the Department of State continued programming in eastern DRC, implementing community-level peacebuilding interventions to reduce atrocity risks, including social cohesion messaging and community events,

local peace councils, livelihood opportunities to build resilience against armed group recruitment, community-based trauma healing, medical and psychosocial support including trauma-informed and survivor-centered support for survivors of GBV. USAID supported similar efforts in **Bangladesh** that enabled more than 50 community-based organizations to advocate for human rights and protect marginalized citizens, including persons with disabilities and the LGBTQI+ community.

In the **Central African Republic (CAR),** the USG regularly criticized the Wagner Group for human rights abuses and raised in U.S. remarks at the UNSC the December 24, 2023, burning of an entire village by Wagner and CAR armed forces. The Department of State continued to fund an early warning/early response system in northeastern CAR that enables communities to communicate risks, implement risk mitigation, and recover from atrocities. During this period, USAID funded a new human rights program to protect and promote human rights and reduce atrocity risk by strengthening information integrity and combating violent rhetoric through media activities; supporting human rights and governance multimedia campaigns; addressing emerging tensions and conflicts through support to Local Peace and Reconciliation Committees; and creating a rapid-response fund for local organizations to address unexpected human rights threats.

In **Ethiopia**, USAID worked to counter hate speech and disinformation by supporting university-based community radio to disseminate peace messaging and youth advocacy programs; encourage communities to call for peaceful resolution of the conflict in Oromia; and offer youth meaningful alternatives for engagement in their communities rather than engage in violence. Additionally, USAID worked to strengthen the capacity of local human rights organizations and supported the Ethiopian Human Rights Commission (EHRC), which monitors, documents, and reports on violations of human rights in Ethiopia.

In **Zimbabwe**, President Mnangagwa continued the violent crackdown on political opponents. USAID and local partners renewed or created community peace clubs that addressed triggers of conflict before they could

escalate. Efforts included the development of fact-checking verification tools and guidance for journalists to help identify and respond to election-related information manipulation both online and offline. USAID supported partners who provided 2,207 people with mental health and psychosocial interventions and reached 448 survivors of organized violence or torture with legal assistance, medical care, and trauma counselling.

Notable Milestones toward Accountability for Past Atrocities

In the pursuit of accountability for committing atrocities, the USG continued to employ a variety of tools and mechanisms. In 2023, the USG sanctioned 78 foreign persons under the Global Magnitsky sanctions program, which targets those connected to serious human rights abuses and corruption. Actions included freezing assets, prohibiting U.S. persons from transacting with designated persons, and imposing visa restrictions. The program has sanctioned close to 550 foreign persons (individuals and entities) since it began in 2017.

On March 4, 2024, the Department of the Treasury designated 11 individuals, including Zimbabwe's President Mnangagwa, and three entities for their involvement in corruption and/or serious human rights abuses, including the violent oppression of democratic opposition. HSI, partnering with the Treasury, used financial investigative tools to conduct investigations and explore potential sanctions targets to promote human rights abuse accountability.

This reporting period documented several successes in pursuit of justice and accountability for human rights abuses. Through joint efforts of the Federal Bureau of Investigation (FBI) and HSI, the Department of Justice (DOJ) secured the conviction of U.S. citizen Ross Roggio in May 2023 of numerous crimes including torture and conspiracy to commit torture in 2015 in the Kurdistan Region of Iraq. Roggio, who received 70 years in prison, is the second defendant to be convicted under the federal torture statute, since it went into effect in 1994. In addition, a combined FBI, DOJ, and HSI effort led to the indictment of a defendant alleged to have tortured prisoners during

the armed conflict in Bosnia and Herzegovina in the 1990s, only the fifth such indictment in the United States. On November 30, 2023, the FBI arrested a naturalized U.S. citizen for falsely representing his involvement in human rights violations of Bosnian Serb prisoners in the 1990s and an Ohio man pled guilty to illegally obtaining U.S. Lawful Permanent Residency by concealing a war crime committed in Croatia, the result of a combined FBI, DOJ, and HSI effort.

Two notable cases further demonstrate that the United States is not a safe haven for those who commit atrocities. HSI apprehended and facilitated the removal of a former military officer in the Pinochet regime in Chile after a jury found him liable in a civil suit for the torture and killing of political activist Victor Jara in 1973. DOJ subsequently prevailed in a civil denaturalization proceeding against him. On July 26, 2023, HSI and DOJ efforts led to the conviction of Mezemr Abebe Belayneh, an Ethiopian national who obtained U.S. citizenship fraudulently by concealing his involvement in human rights violations in Ethiopia in the 1970s. In February 2024, the court sentenced him to three years in prison and his U.S. citizenship was revoked.

The USG worked with international and local partners to pursue transitional justice and accountability for past abuses in several countries, including Burma, Cambodia, Colombia, Ethiopia, Guatemala, Mexico, Kosovo, Nepal, Rwanda, Liberia, South Sudan, Sudan, Sri Lanka, and elsewhere. Department of State programs in Syria, Ethiopia, Burma/Bangladesh, Nepal, and across the Western Hemisphere strengthened multidisciplinary forensic anthropology assistance to identify victims of conflict. These programs address the needs and priorities of families recovering from atrocities by uncovering truth, promoting justice, and dignifying memory. Additionally, across Africa, the Middle East, and Asia, USG funding trained local partners on providing psychosocial support; enabled training for documenters, survivors, first responders, and frontline workers, ensuring these efforts were trauma-informed; and established referral networks for survivors.

The Department of State and USAID played a crucial role in establishing post-conflict justice institutions in The Gambia. Actions included support for the process to develop a hybrid court with the Economic Community of West African States (ECOWAS) and trials in the domestic system to hold accountable those who were implicated in torture, extrajudicial killings, CRSV, and other human rights violations and abuses during the Yahya Jammeh regime. In November 2023, The Gambian National Assembly passed the Victims Reparations Bill and the Ban from Public Office Bill, which supports accountability. In April 2024, The Gambian National Assembly passed bills establishing the Special Accountability Mechanism (SAM) and Special Prosecutor's Office (SPO). The SAM established the overarching structure for transitional justice, including a hybrid tribunal with ECOWAS and domestic trials. The SPO will prosecute cases before both the hybrid tribunal and domestic courts. The United States has provided technical assistance supporting the creation of these mechanisms.

In the CAR, the Department of State continued to support the Special Criminal Court (SCC), established in 2015 to investigate and prosecute serious international crimes committed during conflicts in the country since 2003. The support included developing a witness protection program and case management system, providing legal aid for victims and survivors, proper training and equipment for judicial investigations, and material assistance for the Offices of the Prosecutor and Judicial Instruction. In September 2023, the SCC announced the indictment of Abdoulaye Hissène for crimes against humanity and war crimes committed in 2017. If convicted, the Hissène case would result in the SCC's second conviction since the court became operational in 2018. The Department of State is supporting the SCC to prosecute an additional 40 suspected perpetrators in custody and to conduct additional investigations.

In Libya, through bilateral assistance and through implementation of the Global Fragility Act (GFA), USAID supported Libyan-led efforts – at the national, regional, and grassroots levels – to advance reconciliation and transitional justice processes that promote sustainable peace, address grievances, and advance a durable political transition. Through the GFA and

the associated U.S. Strategy to Prevent Conflict and Promote Stability (SPCPS), the Department of State has supported Libya in the resolution of localized conflict, worked to strengthen due process and human rights for Libyan detainees, and documented human rights abuses to aid civil society stakeholders seeking accountability for serious international crimes and human rights violations and abuses.

Integration of Atrocity Prevention in U.S. Strategies

The GFA and SPCPS; the Women, Peace, and Security (WPS) Act; the U.S. Strategy and National Action Plan on WPS; the U.S. Strategy to Prevent and Respond to Gender-Based Violence Globally; the SAPRA; and the Elie Wiesel Act encompass a cross-cutting prevention-oriented canon of U.S. law and policy. The initiatives and strategies developed pursuant to these acts incorporate the hard-learned lessons of the past while taking action to disrupt the cycles of inequality, exclusion, and injustice that can lead to conflict, impunity, and revenge. The issues addressed by these initiatives and strategies often intersect, and the USG continues to improve policy coordination, planning, and actions in line with these strategies. For example, based on the context of each GFA partner country/region, and through substantial interagency collaboration, SPCPS country and region plans and Integrated Country Strategies (ICS) have ensured WPS and AP equities are incorporated. The White House has made a concerted and coordinated effort to raise an awareness of AP and WPS across U.S. departments and agencies in strategic planning, policy development, and resourcing.

U.S. Strategy and National Action Plan on Women, Peace, and Security

Within core tenants of United Nations Resolution 1325 on WPS (2000), the U.S. WPS Act (2017), there is a foundational pillar that focuses on the protection of women and girls in areas of conflict and crisis. This includes all forms of GBV, including but not limited to CRSV as significant areas of focus that are often present in atrocity risk environments. The APTF has integrated a gender equity and equality lens into AP efforts, including by integrating the disproportionate impact of conflict on women and girls and

their needs within atrocity risk assessments. On January 23, 2024, the FBI launched a public Female Genital Mutilation (FGM) resources page with information, a tipline, and brochures in French, Malay, Arabic, Amharic, and Somali. On February 6, 2024, the Department of State and USG law enforcement partners issued a press release recognizing Zero Tolerance Day for FGM. In October 2023, the USG signed on to the International Alliance Statement of Solidarity with Survivors of CRSV as part of the first principal-level meeting of the International Alliance on Preventing Sexual Violence in Conflict. During the reporting period, the USG designated with sanctions individuals and entities connected to acts of CRSV in the CAR, DRC, Haiti, Iraq, South Sudan, Sudan, and Syria. This is the first time that a dedicated focus on CRSV has led to the imposition of U.S. sanctions, which is in line with the Presidential Memorandum on Promoting Accountability for CRSV. The USG advocated with international partners to do the same. The Department of Defense's (DoD) Joint Publication (JP) 3-07, Joint Stabilization Activities, and new JP 3-20, Security Cooperation, continue to contribute to AP through the issuance of doctrine relevant to interagency Stabilization Assistance Review (SAR); disarmament, demobilization, and reintegration (DDR) of combatants; and WPS. JP 3-07 and the SAR led to the Joint Interagency Stabilization Course for DoD, USAID, and Department of State personnel assigned in GFA countries, which increased awareness of drivers of atrocities.

U.S. Strategy to Prevent Conflict and Promote Stability

The GFA and SPCPS set forth an innovative long-term approach that elevates strategic prevention to address evolving vulnerabilities in countries vulnerable to conflict. Implementation of the GFA and SPCPS leverages U.S. investment in global peace and security to address the underlying drivers of instability. These efforts align with interagency prevention tools across diplomacy, development, and defense. Systematic integration of WPS and AP agendas is an important component of SPCPS implementation, and lessons learned are applicable to WPS and AP activities globally. The Department of State, DoD, and USAID worked together to integrate AP and WPS approaches into implementation of the SPCPS plans for Haiti, Libya,

Mozambique, Papua New Guinea, and the Coastal West Africa region (Guinea, Togo, Benin, Ghana, and Cote d'Ivoire).

Monitoring, Evaluation, and Learning

The USG remained dedicated to incorporating past learning and research into current and forward-facing efforts by conducting ongoing evaluations of programs, interagency and global interactions, and other efforts in the pursuit of refining efforts to prevent atrocities. The USG drew on a variety of tools and resources such as the Armed Conflict Location & Event Data Project (ACLED), a disaggregated data collection, analysis, and crisis mapping project, and the U.S. Holocaust Memorial Museum's Early Warning Project, which uses quantitative methods to create a yearly report highlighting countries where mass atrocities have not yet begun, but where the risk for violence is high. The Department of State uses advanced analytics to track global conflict trends and provide early warning of killings of civilians to inform U.S. strategies, policies, and programs on conflict prevention and stabilization, as well as educating staff and practitioners in the methods and practices of monitoring, evaluation, and learning. The USG maintained contact with academics, NGOs, and civil society organizations from around the world that monitor all aspects and perspectives of conflicts. This engagement provides a more robust information landscape for AP programming, activities, and outreach. All U.S. agencies produce program-specific monitoring, evaluation, and learning plans to accurately refine and track specific efforts.

Current Efforts by Sector

Dedicated Atrocity Prevention Funding

USAID and the Department of State leveraged foreign assistance funding, including, but not limited to, Development Assistance and the Economic Support Fund, as well as dedicated AP funding to support programming around the world. In the reporting period, dedicated AP funds increased from $5.0 million in FY 2022 to $6.0 million in FY 2023. With dedicated funding, the Department of State supported transitional justice

programming in The Gambia, justice sector capacity building in Nigeria, and evidence management training to aid the IIMM.

These funds also supported early warning/early response mechanisms, social cohesion, documentation, and transitional justice programs. For example, the Department of State expanded early warning reporting for community observers in the DRC. In South Sudan, the Department of State programming enabled local conflict monitors to identify atrocity risks and develop mitigation strategies for their communities. In the CAR and Sudan, Department of State-supported networks have connected more than 165 local communities, implemented 500 locally developed risk-mitigation strategies, and recorded 2,000 incidents of armed group violence and intercommunal tensions since 2019. These networks reached more than 80,000 listeners through radio broadcasts that emphasize conflict resolution and social cohesion.

Defense and Security

DoD and the Department of State worked together to maintain the integrity of the security assistance system. Foreign security units nominated to receive applicable U.S. security assistance are vetted to ensure compliance with the Leahy laws. DoD continues to support USAID humanitarian and stabilization efforts as well.

In December 2023, the DoD released Instruction 3000.17 on Civilian Harm Mitigation and Response (CHMR), which establishes policy, assigns responsibilities, and provides procedures for mitigating and responding to harm. The issuance of this instruction was a major milestone in DoD's effort to implement its August 2022 CHMR Action Plan, which identifies specific actions, including organizational, doctrine, training, and policy response changes, and other efforts to implement that plan continue. The Under Secretary of Defense for Policy included CHMR efforts as a priority in the FY24-29 DoD Significant Security Cooperation Initiative planning guidance.

In August 2023, the Department of State released the Civilian Harm Incident Response Guidance (CHIRG) which established a bottom-up, institutional

process to assess and respond to new reports that foreign government use of U.S.-furnished or authorized end-items has resulted in civilian harm. Among other things, under the CHIRG, the Department of State seeks to help mitigate further civilian harm and to encourage partners to conduct military operations in accordance with international law.

In February 2024, the President issued National Security Memorandum (NSM)-20, which provides for the Secretary of State to seek assurances from applicable allies and partners that they will use covered defense articles in accordance with international humanitarian law and, as applicable, other international law, and will "not arbitrarily deny, restrict, or otherwise impede, directly or indirectly, the transport or delivery of United States humanitarian assistance…". Initial countries that have provided assurances under this policy include Colombia, Iraq, Israel, Kenya, Nigeria, Somalia, and Ukraine. This line of effort will eventually include more than 65 countries.

Law Enforcement

During the reporting period, the USG continued to use law enforcement tools for atrocity prevention, response, and recovery. The HSI-led Human Rights Violators and War Crimes Center (the Center), which includes the FBI, DOJ, the Department of State, and other partners, coordinated the efforts of an interagency team of special agents, attorneys, analysts, and researchers to identify, investigate, and prosecute human rights violators subject to U.S. jurisdiction. In 2023, the Center opened 20 new human rights investigations and is pursuing 50 new investigative leads involving suspected human rights violators. The Center also contributed to preventing 17 known or suspected human rights violators from entering the United States.

U.S. law enforcement remained focused on using its unique authorities and jurisdiction to hold perpetrators of atrocities accountable. In addition to the cases mentioned above, on December 5, 2023, following a joint FBI-HSI investigation, DOJ indicted four persons affiliated with the Russian military for war crimes. The defendants allegedly interrogated, severely beat, and tortured a U.S. national during Russia's full-scale invasion of Ukraine. The

U.S. District Court for the Eastern District of Virginia initiated the case, the first such indictment since the amendment of the War Crimes Act.

DHS components worked with foreign governments to build capacity of national and local law enforcement, enhancing professionalization and establishing a corps of potential prevention partners.

Atrocity Prevention Training

Training continued to be an excellent tool to inform on the indicators of a potential atrocity, expand the community of prevention practitioners, enable challenging conversations, and engage with multilateral and civil society partners. U.S. departments and agencies continued to widely promote the opportunities for training, refine the training curriculum, and increase the number of people who receive training.

During the reporting period, 671 USG employees received the Department of State AP training through one or more of three options: online training, two-day interactive class at the Foreign Service Institute (FSI), and four-day regional training sessions held in Bogota, Singapore, and Copenhagen. Total numbers include domestic and overseas staff including locally employed staff at posts and USAID staff. In addition, USAID prepared and conducted AP training for 158 overseas and headquartered personnel for a total of 829, more than double the previous year's 346 total USG employees trained. The Department of State has also included AP equities in other training courses.

The USG is leading efforts in developing and administering AP training on a global level through in-country programs conducted at U.S. embassies, in-person events for multilateral partners, and virtual events for global audiences, as well as sharing curriculum with likeminded states. For example, the USG conducted multiple overseas training sessions on atrocity prevention in practice during the reporting period for USG staff, locally employed staff, civil society actors, academics, university students, and government representatives from partners and allies, including members of the International Atrocity Prevention Working Group (IAPWG).

Several other agencies also provided AP training. HSI trained special agents, attorneys, and others, including locally employed staff in attaché offices, in advanced human rights and war crimes investigations. The FBI's International Human Rights Unit (IHRU) conducted regular internal training with agents and analysts on human rights, noting accountability for serious human rights crimes as a key component of atrocity prevention. Externally, the IHRU seeks to enhance the public's understanding of human rights violations through community outreach and education. IHRU trained more than 400 individuals through various internal and public events.

The Defense Institute of International Legal Studies (DIILS) is a primary provider of Human Rights and Law of Armed Conflict training to partner units that receive resources and support pursuant to 10 U.S.C. Sec. 333. During the reporting period, DIILS conducted 58 advanced-level trainings across 40 countries, with 1,351 participants and resident courses on a variety of legal topics attended by 219 participants from 73 countries. The advanced curriculum covers human rights, reduction of civilian harm, law of armed conflict, anti-human trafficking, and anti-corruption, among other topics. Additionally, DIILS undertakes Legal Institutional Capacity Building activities in every Geographical Combatant Command Area of Responsibility[3], promoting the rule of law, civilian control of the military, human rights, IHL, and accountability.

Multilateral and External Engagement

The USG continued to engage and collaborate with a variety of multilateral partners in the pursuit of atrocity prevention. The Department of State continued to cooperate on AP early warning methodology, frameworks, and information sharing with like-minded partners through the IAPWG.

At the 2023 September-October session of the HRC, the United States and like-minded partners issued a joint statement expressing concern over human rights violations in Ethiopia and delivered interventions on Burundi, CAR,

[3] Other than Space Command

Somalia, South Sudan, and Ukraine noting the significant risks of atrocities in each of those countries. During the reporting period, the UNSC issued press statements condemning violence, raising awareness on atrocity risk, and promoting respect for human rights in Haiti, South Sudan, DRC, Colombia, CAR, Sudan, Libya, and Somalia.

The USG pursued numerous diplomatic activities during the reporting period. These include support for the Special Rapporteurs or Independent Experts for Afghanistan, Belarus, Cambodia, CAR, Democratic People's Republic of Korea, Eritrea, Iran, Mali, Myanmar, Russia, South Sudan, and Somalia. As noted above, U.S. efforts led to an HRC resolution that created the Sudan FFM, which will deliver its first report in the autumn of 2024. The USG worked with international partners to extend the International Commission of Human Rights Experts on Ethiopia (ICHREE) until October 2023. The USG also supported the HRC mandates of the Commissions of Inquiry on Ukraine and Syria and the successful implementation of Colombia's peace process. Further, USAID continued to support Colombia's National Ombudsman's Early Warning System that prevents massacres, forced displacements, and other human rights abuses. The USG successfully defended strong human rights monitoring and reporting activities as well as protection of civilians' mandates for the peacekeeping missions with high risk of atrocities, including CAR, DRC, and South Sudan.

U.S. federal law enforcement maintained strong partnerships with international law enforcement personnel from national war crimes and related units. DOJ, FBI, and HSI worked with partners in the European Union, the United Kingdom, Canada, Australia, and New Zealand and represented the United States at the European Union Agency for Criminal Justice Cooperation, Genocide Network (EUROJUST) and Europol. These engagements facilitate sharing investigative and litigation techniques and resources on various atrocities, information concerning potential perpetrators, and the availability of evidence and witnesses to be used in prosecutions.

With funding from the Department of State, DOJ's Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) and

International Criminal Investigative Training Assistance Program (ICITAP) provided capacity-building support to law enforcement and justice counterparts throughout the world, including training on how to investigate and prosecute human rights violations where they occur. Programs in the Balkans, the Baltics, and Colombia included assistance and mentoring, investigative capacity building, and training forensic professionals to locate, exhume, and examine human remains from armed conflict.

The USG hosted a panel event at the 32nd Commission on Crime Prevention and Criminal Justice titled, "Access to Justice in Post-Conflict and Post-Atrocity Situations." The panel, with an international audience of 90, featured multiple Department of State officials, Ukraine's Head of the War Crimes Office in the Office of the Prosecutor General, The Gambia's Deputy Director for Civil Litigation, and Colombia's President of the Special Tribunal for Peace. The panelists outlined the importance of transitional justice and of victim and witness protection to create sustainable peace.

USG departments and agencies regularly consulted with foreign and domestic NGOs and community-based organizations, academics, and researchers. These partnerships connected those with unique perspectives and evidentiary information with those who can use it to pursue justice and accountability for atrocities. Members of the diaspora and affected communities can alert U.S. federal law enforcement to suspected perpetrators in the United States and elevate the voices of victim-witnesses within their communities.

Recommendations

In the coming year, the National Security Council will convene senior leaders from across the interagency and within the NSC to advance AP policy and programming. In consultation with Congress, NGOs, and civil society, the APTF will continue to implement the SAPRA and the 2023 recommendations, as well as prioritize the following:

- Strengthen the whole-of-government approach to preventing atrocities by identifying underused tools and authorities and uncovering new capabilities across the USG.
- Further integrate U.S. strategies, policies, and programs on atrocity prevention with efforts dedicated to incorporating WPS toward a holistic approach for atrocity prevention.
- Build the capacity of law enforcement institutions and training academies to recognize, respond to, and prevent atrocities.
- Explore concrete steps and consequences to redress and prevent atrocities including justice and accountability measures in situations where atrocities have been committed, including where the Secretary of State has made an atrocity determination.
- Refine techniques to identify early warning indicators and assess risk, including digital impacts in conflict settings, while expanding understanding of these approaches.
- Embed monitoring, evaluation, and learning to evaluate effectiveness, assess impact, and improve policies at all phases of atrocity prevention.
- Deepen and expand multilateral cooperation, including coordinated policy, programming, and accountability.
- Further monitor, address, and combat religious intolerance and animosity toward various religious communities, notably Muslims and Jews.
- Expand accountability efforts in the United States and support for such efforts abroad to break the cycles of violence.