107TH CONGRESS 2D SESSION

H. R. 3836

To establish a Russian Federation debt reduction for nonproliferation program.

IN THE HOUSE OF REPRESENTATIVES

March 4, 2002

Mrs. Tauscher (for herself, Mr. McHugh, and Mr. Schiff) introduced the following bill; which was referred to the Committee on International Realations

A BILL

To establish a Russian Federation debt reduction for nonproliferation program.

- Be it enacted by the Senate and House of Representa tives of the United States of America in Congress assembled,
 SECTION 1. SHORT TITLE.
 This Act may be cited as the "Russian Federation
- 5 Debt Reduction for Nonproliferation Act of 2002".
- 6 SEC. 2. FINDINGS AND PURPOSES.
- 7 (a) FINDINGS.—Congress finds the following:
- 8 (1) It is in the vital security interests of the
- 9 United States to prevent the spread of weapons of
- mass destruction to additional states or to terrorist

1	organizations, and to ensure that other nations' obli-
2	gations to reduce their stockpiles of such arms in ac-
3	cordance with treaties, executive agreements, or po-
4	litical commitments are fulfilled.
5	(2) In particular, it is in the vital national secu-
6	rity interests of the United States to ensure that—
7	(A) all stocks of nuclear weapons and
8	weapons-usable nuclear material in the Russian
9	Federation are secure and accounted for;
10	(B) stocks of nuclear weapons and weap-
11	ons-usable nuclear material that are excess to
12	military needs in the Russian Federation are
13	monitored and reduced;
14	(C) any chemical or biological weapons, re-
15	lated materials, and facilities in the Russian
16	Federation are destroyed;
17	(D) the Russian Federation's nuclear
18	weapons complex is reduced to a size appro-
19	priate to its post-Cold War missions, and its ex-
20	perts in weapons of mass destruction tech-
21	nologies are shifted to gainful and sustainable
22	civilian employment;
23	(E) the Russian Federation's export con-
24	trol system blocks any proliferation of weapons
25	of mass destruction, the means of delivering

- such weapons, and materials, equipment, knowhow, or technology that would be used to develop, produce, or deliver such weapons; and
 - (F) these objectives are accomplished with sufficient monitoring and transparency to provide confidence that they have in fact been accomplished and that the funds provided to accomplish these objectives have been spent efficiently and effectively.
 - (3) United States programs should be designed to accomplish these vital objectives in the Russian Federation as rapidly as possible, and the President should develop and present to Congress a plan for doing so.
 - (4) Substantial progress has been made in United States-Russian Federation cooperative programs to achieve these objectives, but much more remains to be done to reduce the urgent risks to United States national security posed by the current state of the Russian Federation's weapons of mass destruction stockpiles and complexes.
 - (5) The threats posed by inadequate management of weapons of mass destruction stockpiles and complexes in the Russian Federation remain urgent. Incidents in years immediately preceding 2001,

1	which have been cited by the Russia Task Force of
2	the Secretary of Energy's Advisory Board, include—
3	(A) a conspiracy at one of the Russian
4	Federation's largest nuclear weapons facilities
5	to steal nearly enough highly enriched uranium
6	for a nuclear bomb;
7	(B) an attempt by an employee of the Rus-
8	sian Federation's premier nuclear weapons fa-
9	cility to sell nuclear weapons designs to agents
10	of Iraq and Afghanistan; and
11	(C) the theft of radioactive material from
12	a Russian Federation submarine base.
13	(6) Addressing these threats to United States
14	and world security will ultimately consume billions of
15	dollars, a burden that will have to be shared by the
16	Russian Federation, the United States, and other
17	governments, if this objective is to be achieved.
18	(7) The creation of new funding streams could
19	accelerate progress in reducing these threats to
20	United States security and help the government of
21	the Russian Federation to fulfill its responsibility for
22	secure management of its weapons stockpiles and
23	complexes as United States assistance phases out.
24	(8) The Russian Federation suffers from a sig-

nificant foreign debt burden, a substantial propor-

- 1 tion of which it inherited from the Soviet Union.
- 2 The Russian Federation is taking full responsibility
- for this debt, but the burden of debt repayment
- 4 could threaten Russian Federation economic reform,
- 5 particularly in 2003 and beyond.
- 6 (9) The Russian Federation's need for debt re-
- 7 lief has been the subject of discussions between the
- 8 United States and the Russian Federation at the
- 9 highest levels and is cited by United States officials
- as one reason why the Russian Federation has rec-
- ognized that its future lies with the West.
- 12 (10) Past debt-for-environment exchanges, in
- which a portion of a country's foreign debt is can-
- celed in return for certain environmental commit-
- ments or payments by that country, provide a model
- for a possible debt-for-nonproliferation exchange
- 17 with the Russian Federation, which could be de-
- signed to provide additional funding for non-
- proliferation and arms reduction initiatives.
- 20 (11) Most of the Russian Federation's official
- bilateral debt is held by United States allies that are
- advanced industrial democracies. Since the issues de-
- scribed pose threats to United States allies as well,
- United States leadership that results in a larger con-

1 tribution from United States allies to cooperative 2 threat reduction activities will be needed. (b) Purposes.—The purposes of this Act are— 3 (1) to recognize the vital interests of the United 5 States, its allies, and the Russian Federation in re-6 ducing the threats to international security described 7 in the findings set forth in subsection (a); 8 (2) to facilitate the accomplishment of the 9 United States objectives described in the findings set forth in subsection (a) by providing for the allevi-10 11 ation of a portion of the Russian Federation's for-12 eign debt, thus allowing the use of additional re-13 sources for these purposes; and 14 (3) to ensure that resources freed from debt in 15 the Russian Federation are targeted to the accom-16 plishment of the United States objectives described 17 in the findings set forth in subsection (a). 18 SEC. 3. DEFINITIONS. 19 In this Act: 20 AGREEMENT.—The term "Agreement" 21 means the Russian Nonproliferation Investment 22 Agreement provided for in section 8. 23 APPROPRIATE CONGRESSIONAL COMMIT-TEES.—The term "appropriate congressional com-24

mittees" means—

1	(A) the Committee on International Rela-
2	tions and the Committee on Appropriations of
3	the House of Representatives; and
4	(B) the Committee on Foreign Relations
5	and the Committee on Appropriations of the
6	Senate.
7	(3) Cost.—The term "cost" has the meaning
8	given that term in section 502(5) of the Federal
9	Credit Reform Act of 1990 (2 U.S.C. 661a(5)).
10	(4) Facility.—The term "Facility" means the
11	Russian Nonproliferation Investment Facility estab-
12	lished in the Department of the Treasury by section
13	4.
14	(5) Secretary.—The term "Secretary" means
15	the Secretary of State.
16	(6) Soviet-era debt.—The term "Soviet-era
17	debt" means debt owed as a result of loans or cred-
18	its provided by the United States (or any agency of
19	the United States) to the Union of Soviet Socialist
20	Republics.
21	SEC. 4. ESTABLISHMENT OF THE RUSSIAN NONPROLIFERA-
22	TION INVESTMENT FACILITY.
23	There is established in the Department of the Treas-
24	ury an entity to be known as the "Russian Nonprolifera-
25	tion Investment Facility' for the purpose of providing for

1	the administration of debt reduction in accordance with
2	this Act.
3	SEC. 5. REDUCTION OF THE RUSSIAN FEDERATION'S SO
4	VIET-ERA DEBT OWED TO THE UNITED
5	STATES, GENERALLY.
6	(a) Authority To Reduce Soviet-Era Debt.—
7	(1) Authority.—
8	(A) In general.—Except as provided in
9	subparagraph (B), and subject to section 10
10	the President may reduce the amount of Soviet-
11	era debt owed by the Russian Federation to the
12	United States (or any agency of the United
13	States) that is outstanding as of February 1,
14	2002.
15	(B) Exception.—The authority of sub-
16	paragraph (A) to reduce Soviet-era debt does
17	not include any debt that is described in section
18	6(a)(1).
19	(2) Congressional notification.—The
20	President shall notify the appropriate congressional
21	committees of the President's intention to reduce the
22	amount of the Russian Federation's Soviet-era debt
23	at least 15 days in advance of any formal determina-
24	tion to do so.
25	(3) Authorization of appropriations.—

1	(A) In general.—For the cost of the re-
2	duction of any Soviet-era debt pursuant to this
3	section, there are authorized to be appropriated
4	to the President—
5	(i) \$50,000,000 for fiscal year 2002;
6	and
7	(ii) \$100,000,000 for fiscal year 2003.
8	(B) Limitation.—The authority provided
9	by this section shall be available only to the ex-
10	tent that appropriations for the cost of the
11	modification of any Soviet-era debt pursuant to
12	this section are made in advance.
13	(4) CERTAIN PROHIBITIONS INAPPLICABLE.—
14	(A) In general.—A reduction of Soviet-
15	era debt pursuant to this section shall not be
16	considered assistance for the purposes of any
17	provision of law limiting assistance to a coun-
18	try.
19	(B) Additional requirement.—The au-
20	thority of this section may be exercised notwith-
21	standing section 620(r) of the Foreign Assist-
22	ance Act of 1961 or section 321 of the Inter-
23	national Development and Food Assistance Act
24	of 1975.

1	(b) Implementation of Soviet-Era Debt Reduc-
2	TION.—
3	(1) In general.—Any reduction of Soviet-era
4	debt pursuant to subsection (a) shall be—
5	(A) implemented pursuant to the terms of
6	a Russian Nonproliferation Investment Agree-
7	ment authorized under section 8; and
8	(B) accomplished at the direction of the
9	Facility by the exchange of a new obligation for
10	obligations of the type referred to in such sub-
11	section that are outstanding as of February 1,
12	2002.
13	(2) Exchange of obligations.—
14	(A) In general.—The Facility shall no-
15	tify the agency primarily responsible for admin-
16	istering part I of the Foreign Assistance Act of
17	1961 of an agreement entered into under para-
18	graph (1) with the Russian Federation to ex-
19	change a new obligation for outstanding obliga-
20	tions.
21	(B) Additional requirement.—At the
22	direction of the Facility, the old obligations that
23	are the subject of the agreement shall be can-
24	celed and a new debt obligation for the Russian
25	Federation shall be established relating to the

1	agreement, and the agency primarily respon-
2	sible for administering part I of the Foreign
3	Assistance Act of 1961 shall make an adjust-
4	ment in its accounts to reflect the debt reduc-
5	tion.
6	(c) Additional Terms and Conditions.—The fol-
7	lowing additional terms and conditions shall apply to the
8	reduction of Soviet-era debt under subsection (a)(1) in the
9	same manner as such terms and conditions apply to the
10	reduction of debt under section 704(a)(1) of the Foreign
11	Assistance Act of 1961:
12	(1) The provisions relating to repayment of
13	principal under section 705 of the Foreign Assist-
14	ance Act of 1961.
15	(2) The provisions relating to interest on new
16	obligations under section 706 of the Foreign Assist-
17	ance Act of 1961.
18	SEC. 6. REDUCTION OF SOVIET-ERA DEBT OWED TO THE
19	UNITED STATES AS A RESULT OF CREDITS
20	EXTENDED UNDER TITLE I OF THE AGRICUL
21	TURAL TRADE DEVELOPMENT AND ASSIST
22	ANCE ACT OF 1954.
23	(a) Authority To Reduce Certain Soviet-Era
24	Пирт

1	(1) Authority.—Notwithstanding any other
2	provision of law, and subject to section 10, the
3	President may reduce the amount of Soviet-era debt
4	owed to the United States (or any agency of the
5	United States) by the Russian Federation that is
6	outstanding as of February 1, 2002, as a result of
7	any credits extended under title I of the Agricultural
8	Trade Development and Assistance Act of 1954 (7
9	U.S.C. 1701 et seq.).
10	(2) Congressional notification.—The
11	President shall notify the appropriate congressional
12	committees of the President's intention to reduce the
13	amount of the Russian Federation's Soviet-era debt
14	described in paragraph (1) at least 15 days in ad-
15	vance of any formal determination to do so.
16	(3) Authorization of appropriations.—
17	(A) IN GENERAL.—For the cost of the re-
18	duction of any Soviet-era debt pursuant to this
19	section, there are authorized to be appropriated
20	to the President—
21	(i) \$50,000,000 for fiscal year 2002;
22	and
23	(ii) \$100,000,000 for fiscal year 2003.
24	(B) Limitation.—The authority provided
25	by this section shall be available only to the ex-

1	tent that appropriations for the cost of the
2	modification of any Soviet-era debt pursuant to
3	this section are made in advance.
4	(b) Implementation of Soviet-Era Debt Reduc-
5	TION.—
6	(1) In general.—Any reduction of Soviet-era
7	debt pursuant to subsection (a) shall be—
8	(A) implemented pursuant to the terms of
9	a Russian Nonproliferation Investment Agree-
10	ment authorized under section 8; and
11	(B) accomplished at the direction of the
12	Facility by the exchange of a new obligation for
13	obligations of the type referred to in such sub-
14	section that are outstanding as of February 1,
15	2002.
16	(2) Exchange of obligations.—
17	(A) In general.—The Facility shall no-
18	tify the Commodity Credit Corporation of an
19	agreement entered into under paragraph (1)
20	with an eligible country to exchange a new obli-
21	gation for outstanding obligations.
22	(B) Additional requirement.—At the
23	direction of the Facility, the old obligations that
24	are the subject of the agreement shall be can-
25	celed and a new debt obligation shall be estab-

1	lished for the Russian Federation relating to
2	the agreement, and the Commodity Credit Cor-
3	poration shall make an adjustment in its ac-
4	counts to reflect the debt reduction.
5	(c) Additional Terms and Conditions.—The fol-
6	lowing additional terms and conditions shall apply to the
7	reduction of Soviet-era debt under subsection (a)(1) in the
8	same manner as such terms and conditions apply to the
9	reduction of debt under section 604(a)(1) of the Agricul-
10	tural Trade Development and Assistance Act of 1954 (7
11	U.S.C. $1738c(a)(1)$:
12	(1) The provisions relating to repayment of
13	principal under section 605 of such Act.
14	(2) The provisions relating to interest on new
15	obligations under section 606 of such Act.
16	SEC. 7. AUTHORITY TO ENGAGE IN DEBT-FOR-NON-
17	PROLIFERATION EXCHANGES AND DEBT
18	BUYBACKS.
19	(a) Loans and Credits Eligible for Sale, Re-
20	DUCTION, OR CANCELLATION.—
21	(1) Debt-for-nonproliferation ex-
22	CHANGES.—
23	(A) In General.—Notwithstanding any
24	other provision of law, and subject to section
25	10, the President may, in accordance with this

section, sell to any purchaser eligible under subparagraph (B), any loan or credit described in section 5(a)(1), or any credit described in section 6(a)(1), or on receipt of payment from an eligible purchaser, reduce or cancel any such loan or credit or portion thereof, only for the purpose of facilitating a debt-for-nonproliferation exchange to support activities that further United States objectives described in the findings set forth in section 2(a).

- (B) ELIGIBLE PURCHASER.—A loan or credit may be sold, reduced, or canceled under subparagraph (A) with respect to a purchaser who presents plans satisfactory to the President for using the loan or credit for the purpose of engaging in debt-for-nonproliferation exchange to support activities that further United States objectives described in the findings set forth in section 2(a).
- (C) Consultation requirement.—Before the sale under subparagraph (A) to any purchaser eligible under subparagraph (B), or any reduction or cancellation under subparagraph (A), of any loan or credit made to the Russian Federation, the President shall consult

- with that country concerning the amount of loans or credits to be sold, reduced, or canceled and their uses for debt-for-nonproliferation exchanges to support activities that further United States objectives described in the findings set forth in section 2(a).
 - (D) AUTHORIZATION OF APPROPRIA-TIONS.—For the cost of the reduction of any debt pursuant to subparagraph (A), amounts authorized to be appropriated under sections 5(a)(3) and 6(a)(3) shall be made available for such reduction of debt pursuant to subparagraph (A).
 - (2) Debt Buybacks.—Notwithstanding any other provision of law, the President may, in accordance with this section, sell to the Russian Federation any loan or credit described in section 5(a)(1) or any credit described in section 6(a)(1), or on receipt of payment from the Russian Federation, reduce or cancel such loan or credit or portion thereof, if the purpose of doing so is to facilitate a debt buyback by the Russian Federation of its own qualified debt and the Russian Federation uses a substantial additional amount of its local currency to support activi-

- ties that further United States objectives described
 in the findings set forth in section 2(a).
 - (3) LIMITATION.—The authority provided by paragraphs (1) and (2) shall be available only to the extent that appropriations for the cost of the modification of any debt pursuant to such paragraphs are made in advance.
 - (4) TERMS AND CONDITIONS.—Notwithstanding any other provision of law, the President shall, in accordance with this section, establish the terms and conditions under which loans and credits may be sold, reduced, or canceled pursuant to this section.

(5) Administration.—

- (A) IN GENERAL.—The Facility shall notify the Administrator of the agency primarily responsible for administering part I of the Foreign Assistance Act of 1961 or the Commodity Credit Corporation, as the case may be, of purchasers that the President has determined to be eligible under paragraph (1)(B), and shall direct such agency or Corporation, as the case may be, to carry out the sale, reduction, or cancellation of a loan pursuant to such paragraph.
- (B) Additional requirement.—Such agency or Corporation, as the case may be,

shall make an adjustment in its accounts to re-
flect the sale, reduction, or cancellation.
(b) Deposit of Proceeds.—The proceeds from a
sale, reduction, or cancellation of a loan sold, reduced, or
canceled pursuant to this section shall be deposited in the
United States Government account or accounts estab-
lished for the repayment of such loan.
SEC. 8. RUSSIAN NONPROLIFERATION INVESTMENT
AGREEMENT.
(a) Authority.—Subject to section 10, the Sec-
retary is authorized, in consultation with other appro-
priate officials of the Federal Government, to enter into
an agreement with the Russian Federation concerning the
use of the funds saved by that country as a result of any
debt relief provided pursuant to this Act. An agreement
entered into under this section may be referred to as the
"Russian Nonproliferation Investment Agreement".
(b) Content of Agreement.—The Russian Non-
proliferation Investment Agreement shall ensure that—
proliferation Investment Agreement shall ensure that— (1) a significant proportion of the funds saved
(1) a significant proportion of the funds saved
(1) a significant proportion of the funds saved by the Russian Federation as a result of any debt
(1) a significant proportion of the funds saved by the Russian Federation as a result of any debt relief provided pursuant to this Act is devoted to

- directly or through its representation on any governing board that may be directed or established to manage these funds;
 - (3) administration and oversight of nonproliferation programs and projects incorporate best practices from established threat reduction and nonproliferation assistance programs;
 - (4) each program or project funded pursuant to the Agreement is subject to audits conducted by or for the United States Government;
 - (5) unobligated funds for investments pursuant to the Agreement are segregated from other Russian Federation funds and invested in financial instruments guaranteed or insured by the United States Government;
 - (6) the funds that are devoted to programs and projects pursuant to the Agreement are not subject to any taxation by the Russian Federation;
 - (7) all matters relating to the intellectual property rights and legal liabilities of United States firms in a given project are agreed upon before the expenditure of funds is authorized for that project; and
 - (8) not less than 75 percent of the funds made available for each nonproliferation program or

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

- 1 project under the Agreement is spent in the Russian
- 2 Federation.
- 3 (c) Use of Existing Mechanisms.—It is the sense
- 4 of Congress that, to the extent practicable, the boards and
- 5 administrative mechanisms of existing threat reduction
- 6 and nonproliferation programs should be used in the ad-
- 7 ministration and oversight of programs and projects under
- 8 the Agreement.

9 SEC. 9. STRUCTURE OF DEBT-FOR-NONPROLIFERATION AR-

- 10 RANGEMENTS.
- It is the sense of Congress that any debt-for-non-
- 12 proliferation arrangements with the Russian Federation
- 13 should provide for gradual debt relief over a period of
- 14 years, with debt relief to be suspended if more than two
- 15 years' worth of funds remain unobligated for approved
- 16 nonproliferation programs or projects.
- 17 SEC. 10. NONPROLIFERATION REQUIREMENT.
- 18 (a) Proliferation to State Sponsors of Ter-
- 19 RORISM.—The authorities granted under sections 5, 6, 7,
- 20 and 8 may not be exercised, and funds may not be ex-
- 21 pended, unless and until—
- 22 (1) the Russian Federation makes material
- progress in stemming the flow of sensitive goods,
- technologies, material, and know-how related to the
- design, development, and production of weapons of

- 1 mass destruction and the means to deliver them to
- 2 countries that have been determined by the Sec-
- 3 retary, for the purposes of section 40 of the Arms
- 4 Export Control Act, section 620A of the Foreign As-
- 5 sistance Act of 1961, or section 6(j) of the Export
- 6 Administration Act of 1979, to have repeatedly pro-
- 7 vided support for acts of international terrorism;
- 8 and
- 9 (2) the President certifies to the appropriate
- 10 congressional committees that the condition required
- in paragraph (1) has been met.
- 12 (b) ANNUAL DETERMINATION.—If, in any annual re-
- 13 port to Congress submitted pursuant to section 13, the
- 14 President cannot certify that the Russian Federation con
- 15 tinues to meet the condition required in subsection (a)(1),
- 16 then, subject to the provisions of subsection (c), the au-
- 17 thorities granted under sections 5, 6, 7, and 8 may not
- 18 be exercised, and funds may not be expended, unless and
- 19 until such certification is made to the appropriate congres-
- 20 sional committees.
- 21 (c) President Maiver.—The President may
- 22 waive the requirements of subsection (b) for a fiscal year
- 23 if the President determines that imposition of those re-
- 24 quirements in that fiscal year would be counter to the na-

1	tional interest of the United States and so reports to the
2	appropriate congressional committees.
3	SEC. 11. DISCUSSION OF RUSSIAN FEDERATION DEBT RE-
4	DUCTION FOR NONPROLIFERATION WITH
5	OTHER CREDITOR STATES.
6	The President and such other appropriate officials as
7	the President may designate shall institute discussions in
8	the Paris Club of creditor states with the objectives of—
9	(1) reaching agreement that each member of
10	the Paris Club is authorized to negotiate debt ex-
11	changes with the Russian Federation covering a por-
12	tion of its bilateral debt, to finance the accomplish-
13	ment of nonproliferation and arms reduction activi-
14	ties;
15	(2) convincing other member states of the Paris
16	Club, especially the largest holders of Soviet-era
17	Russian debt, to dedicate significant proportions of
18	their bilateral debt with the Russian Federation to
19	these purposes; and
20	(3) reaching agreement, as appropriate, to es-
21	tablish a unified debt exchange fund to manage and
22	provide financial transparency for the resources pro-
23	vided through the debt exchanges.

1 SEC. 12. CONSULTATIONS WITH CONGRESS.

2	The President shall consult with the appropriate con-
3	gressional committees on a periodic basis to review the op-
4	erations of the Facility and the Russian Federation's eligi-
5	bility for benefits from the Facility.
6	SEC. 13. ANNUAL REPORT TO CONGRESS.
7	Not later than December 31, 2002, and not later
8	than December 31 of each year thereafter, the President
9	shall prepare and transmit to Congress a report con-
10	cerning the operation of the Facility during the fiscal year
11	preceding the fiscal year in which the report is trans-
12	mitted. The report on a fiscal year shall include—
13	(1) a description of the activities undertaken by
14	the Facility during the fiscal year;
15	(2) a description of any agreement entered into
16	under this Act;
17	(3) a description of any grants that have been

n

provided pursuant to the agreement; and

(4) a summary of the results of audits performed in the fiscal year pursuant to the agreement.

 \bigcirc

18

19