The 112th Congress opened with a fierce budget debate left unresolved at the end of the 111th Congress in 12/10. Republicans took control of the House and made significant gains in the Senate in the 2010 midterm elections, with strong support from Tea Party groups. The central issue for Republicans was reducing federal spending. The debate was so divisive that a bill to set spending for FY2011, which had begun 10/1/10, was not passed until 4/15/11, barely averting a government shutdown.

Before the 112th Congress opened, House Budget Cmte. Chmn. Paul Ryan (R-WI) said he wanted to return to 2008 spending levels by cutting $100 b. from the 2011 budget. A similar plan was presented by the Republican Study Cmte. (RSC), the conservative caucus of 165 House Republicans. Republicans generally exempted defense and security spending from their budget proposals, but foreign assistance was often a target, with the RSC calling for eliminating the U.S. Agency for International Development (USAID), which provides a large portion of aid to the West Bank and Gaza.

It was in this climate that Israel was slated to receive a substantial increase in military assistance under the terms of a 2007 U.S.-Israeli Memorandum of Understanding (MOU), and Pres. Barack Obama requested increases in U.S. support for Israeli missile-defense programs and in security assistance to the PA Security Forces (PASF).

While a cut in U.S. aid to Israel was improbable, it was a possibility. Before becoming chair of the House Foreign Affairs Cmte., Rep. Ileana Ros-Lehtinen (R-FL), a fervent supporter of Israel backed by the American Israel Public Affairs Committee (AIPAC) and pro-Israel political action committees (PACs), suggested she would support reducing aid to Israel if the Republican leadership deemed it necessary. Newly elected Sen. Rand Paul (R-KY), a Tea Party favorite, suggested that all foreign aid, including Israel’s, be cut, a suggestion immediately repudiated by Democrats and Republicans alike, as well as by AIPAC, J Street, and Christians United for Israel (CUFI).

To shield assistance to Israel from budget cuts, incoming House Majority Leader Eric Cantor (R-VA) proposed removing it from the foreign-operations budget and making it a separate line
item in the defense budget. Democrats and pro-Israel groups resisted the proposal, arguing a robust foreign-assistance budget aided Israel's security and fearing a standalone line item would be more vulnerable to future cuts.

AIPAC privately expressed to Republican leaders its concerns about Cantor's proposal. The group also mildly resisted the effort in a public statement citing the importance of U.S. assistance to Israel and of the aid being part of a strong overall foreign-assistance budget, and noting Cantor's past support of foreign aid.

The uncertainty of the budget debate prompted pro-Israel groups to push Congress to maintain aid levels. Members of the pro-Israel PAC NOR-PAC met 450 members of Congress (4/6/11) to lobby for continued aid to Israel. Additionally, at the conclusion of J Street's 2/26–3/1/11 conference, activists met over 200 members of Congress to urge continued aid to Israel and the PA. Specifically, J Street asked them to sign a letter to Pres. Barack Obama to resist efforts to reduce foreign aid and separate Israel from the foreign-affairs budget, and to support his request for increased funding for Israel and the PA. The letter gained 116 Democratic signatures and was sent 3/15/11. Separately, the U.S. Global Leadership Coalition, an umbrella organization founded by and including AIPAC, warned that proposed budget cuts would hurt U.S. commitments to "key allies in the Middle East."

A major sign that assistance to Israel was safe came when 67 freshman Republican House members, most Tea Party affiliates and all advocates of drastic budget cuts, signed a 2/11/11 letter to the House Republican leadership supporting fully funding aid for Israel. The letter asserted that U.S. security "is directly tied to the strength and security of the State of Israel." A similar letter was sent to Sen. Minority Leader Mitch McConnell (R-KY) by 11 Senate Republican freshmen on 4/1/11. Republican support for Israel's aid was subsequently borne out as new budget proposals were made.

The first Republican attempt to reduce federal spending was made with H.R. 1, to set FY2011 spending. Four amendments to reduce spending beyond the Republican leadership's targets were introduced, but each exempted military assistance to Israel along with defense and security spending (H.A. 104, 111, 167, and 172 to H.R. 1 of 2/11/11). This pattern continued when, citing the U.S. government's $1.5 t. deficit, Rep. Andy Harris (R-MD) submitted two amendments to the energy and water development appropriations bill (H.A. 600 and 675 to H.R. 2354 of 6/24/11), which removed $6 m. from the $8 m. budget for the Dept. of Energy's international renewable energy programs, but earmarked the remaining $2 m. for energy programs carried out with Israel. Further attempts to cut contributions to the UN and broader foreign-assistance programs were made in the House Foreign Affairs Cmte. amendments to the Foreign Relations Authorization Act (H.R. 2583 of 7/19/11), but the bill also authorized increased military assistance for Israel.

**Funding Cuts Targeting Palestine, the UN, and Regional Actors**

While Republicans proposed broad cuts to foreign aid out of budget concerns, Republicans and Democrats alike proposed specific aid cuts in reaction to regional events. Nineteen bills to withhold U.S. economic and/or military assistance to the PA, the UN, Lebanon, and/or Egypt were introduced, most permitting the president to waive restrictions in the interest of U.S. national security.

**Recognition of Palestine at the UN**

Congress convened as PA efforts to gain recognition of a Palestinian state were underway. Brazil, Argentina, Ecuador, Chile, and Bolivia recognized Palestinian statehood before the planned push for UN General Assembly recognition in the 9/2011 session. Before the UN session, two bills were introduced to prohibit funding to the PA if it sought UN recognition or unilaterally declared independence (H.R. 1592 of 4/15/11 and H.R. 2583 of 7/19/11). The House and Senate both overwhelmingly passed nonbinding resolutions (H. Res. 268 of 5/13/11 and S. Res. 185 of 5/16/11) calling on Pres. Obama to veto any UN Security Council resolution on Palestinian statehood and warning that continued PA pursuit of recognition jeopardized
future assistance to it. Both resolutions were AIPAC lobbying priorities. Reps. Kay Granger (R-TX) and Nita Lowey (D-NY), the chair and ranking member of the House Appropriations Cmte. State and Foreign Operations Subcmte., wrote PA pres. Mahmoud Abbas (7/7/11) warning that their “ability to support current and future aid would be severely threatened” if the PA sought UN recognition or formed a unity government with Hamas.

The UN itself was targeted for funding cuts if it recognized Palestinian statehood or upgraded the PLO mission’s status. Despite an existing law barring funding to any UN body granting the PLO mission the same status as a member state, 7 bills were introduced that threatened such a cutoff. The UN Educational, Scientific, and Cultural Organization (UNESCO) voted to admit the PLO delegation 10/31/11; the same day the State Dept. froze its $60 m. UNESCO contribution. Anticipating the vote, Rep. Lowey wrote UNESCO dir.-gen. Irina Bokova (10/5/11) warning of a funding cutoff and urging cancellation of the vote on Palestinian membership.

**Fatah/Hamas Unity Government**

The 5/4/11 Fatah-Hamas agreement to form a national-unity government became a major concern in Congress. Despite the proposed government’s narrow focus, 6 bills sought to cut assistance to the PA if it included Hamas. Two bills carried over restrictions in place since 2009 on funding for a unity government, namely that the government forswear violence, recognize Israel, and abide by past peace agreements (H.R. 1 of 2/11/11 and H.R. 1473 of 4/11/11). Two others expanded the restriction to include any power-sharing government resulting from an agreement with Hamas, regardless of whether it included Hamas members, and over which Hamas “exercises undue influence” (H.R. 2055 of 5/31/11 and H.R. 3671 of 12/14/11). Two additional bills sought to broaden the restrictions, one restricting aid until Hamas recognized Israel as a Jewish state and stopped terrorism and incitement (H.R. 2457 of 7/7/11), the other blocking aid to any government that included Hamas members, regardless of any Hamas softening of its stance toward Israel (H.R. 2583 of 7/17/11).

Three resolutions urged Obama to suspend aid to any unity government until Hamas accepted the Quartet principles (H. Res. 244 of 5/3/11, H. Res. 268 of 5/13/11, and S. Res. 185 of 5/16/11). The 7/7/11 Granger/Lowey letter to Abbas threatened an aid cutoff if a unity government were formed. Two groups of senators wrote Pres. Obama urging him to stop funding for the PA until Hamas met the Quartet conditions. The Democratic letter, written by Sens. Robert Menendez (D-NJ) and Bob Casey (D-PA) and signed by 25 other senators, was delivered 5/6/11 the Republican letter followed on 6/22/11 written by Sens. Jerry Moran (R-KS) and John Boozman (R-AR) and signed by 14 additional senators. The Zionist Organization of America (ZOA) organized both letters and lobbied for a halt to assistance to the PA.

**UN Funding and the Goldstone Report**

Besides threatening the UN over PA statehood, Congress, motivated by Judge Richard Goldstone’s 4/1/11 Washington Post op-ed recanting his opinion that Israel had intentionally targeted civilians, also threatened the UN with funding cuts unless it annulled the Goldstone Report on the 2008–9 war in Gaza. Two bills were introduced soon after to withhold all funding to the UN until it annulled the report (H.R. 1501 of 4/12/11 and S. 923 of 5/9/11). Later two other bills were introduced to withhold from the U.S. contribution to the UN an amount equal to its share of the Goldstone mission’s expenses (H.R. 2829 of 8/30/11 and S. 1848 of 11/10/11). Two other resolutions urged the UN Human Rights Council to rescind the report (S. Res. 138 of 4/8/11 and recognized Goldstone’s admission that the report’s conclusions were deeply flawed (H. Res. 232 of 4/15/11).

**UNRWA Funding**

Republican lawmakers sought to cut U.S. contributions to the UN Relief and Works Agency (UNRWA), reflecting the long-standing GOP perception that the agency perpetuates the Palestinian refugee issue and supports terrorism. Three bills were introduced to withhold U.S. funding until UNRWA met a litany of conditions (H.R. 2457 of 7/7/11) and to extensively audit it to ensure it is
not supporting terrorism (H.R. 2829 of 8/30/11 and S. 1848 of 11/10/11).

Assistance to Egypt
Following the January overthrow of Egyptian pres. Husni Mubarak, Congress became concerned with Egyptian-Israeli relations. The Senate passed (2/3/11) by unanimous consent a resolution supporting democracy and a peaceful transition of power, but as fears increased over the ruling Supreme Council of the Armed Forces' attitude toward Israel and increasing Muslim Brotherhood influence, 6 bills were introduced conditioning U.S. assistance on Egyptian compliance with the 1979 peace treaty with Israel.

Assistance to Lebanon
Events in Lebanon also prompted proposed restrictions to its economic and military assistance program. An 8/3/10 border clash that killed an Israeli soldier and two Lebanese soldiers had led Rep. Howard Berman (D-CA) to place a temporary hold on further military assistance in 2010. Congress was concerned that the Lebanese Armed Forces (LAF) was negligent in disarming Hizballah and that U.S. assistance could wind up aiding the group, concerns that deepened when PM Sa’ed Hariri’s government collapsed on 1/12/11 and Hizballah-supported Najib Mikati formed a new government. Eight bills were introduced restricting funding to Lebanon. FY2011 military assistance was prohibited unless the secy. of state certified it as in the national security interest (see H.R. 1473 of 4/11/11, which on 4/15/2011 became Public Law 112-10). The strictest measures were the Hezbollah Antiterrorism Act (H.R. 2215 of 6/16/11), a similar amendment to a defense funding bill (H.A. 14 to H.R. 2219 of 6/16/11), and the Foreign Relations Authorization Act (H.R. 2583 of 7/19/11).

Final Action by Congress
These efforts to cut off or restrict U.S. assistance to the Palestinians, the UN, Lebanon, and Egypt culminated in the Consolidated Appropriations Act, 2012 (H.R. 2055 of 5/31/11). The bill funded all these programs, but allowed the administration to spend the money only if Congress’s conditions were met. On the UN recognition bid, legislators did not cut off PA funding, but prohibited economic assistance if a second attempt were made. Assistance to the PASF was not affected, and the prohibition on economic assistance could be waived in the U.S. national interest. New restrictions were added cutting off funding to any PA government arising from an agreement with Hamas or over which Hamas “exercises undue influence,” again subject to a presidential waiver. Economic and security assistance to Egypt is prohibited unless Egypt abides by the 1979 treaty with Israel. Military assistance to Lebanon is also prohibited if the LAF is controlled by a “foreign terrorist organization.” No further restrictions on funding for the UN were added beyond those already in place.

Other Major Priorities
Israel
Nine bills sought military or economic aid for Israel, including each of the 3 bills that became law. Of the three laws, two provided grants for Israel for purchases of military equipment from the United States, resettlement of Jewish migrants to Israel, and U.S.-Israeli energy cooperation, as well as providing annual funding for Israeli missile-defense systems (H.R. 1473 of 4/11/11 and H.R. 2055 of 5/31/11). The third authorized Defense Dept. research and development programs and also sanctioned Iran’s financial sector (H.R. 1540 of 4/14/11). Six other bills would provide other benefits to Israel. One would allow Israel to retain its major settlement blocs, ease arms sales to Israel, and recognize Jerusalem as Israel’s capital (H.R. 2583 of 7/19/11); another would make Israelis eligible for a special investor visa (S. 921 of 5/9/11); and a third would allow the president to carry out combat operations to defend Israel without congressional authorization (H.R. 1609 of 4/15/11).

Iran
Iran’s ongoing nuclear program continued to be a major concern. With no progress made in multilateral negotiations with Iran, the administration focused on imposing unilateral economic sanctions on Iran’s petroleum
and banking sectors. Having sanctioned Iran’s petroleum sector in 2010, Congress focused on Iran’s financial sector, seeking to penalize foreign banks doing business with it and tightening sanctions on petroleum.

Eight bills targeted Iran’s financial sector, particularly the Central Bank of Iran. AIPAC lobbied extensively for three of these bills, H.R. 1905 of 5/13/11, S. 1867 of 11/15/11, and H.R. 1540 of 5/14/11, the National Defense Authorization Act, 2012, which passed into law. Five further bills targeted Iran’s weapons of mass destruction (WMD) programs (H.R. 1655 of 4/15/11, H.R. 2105 of 6/3/11, and S. 1619 of 9/22/11) and services to Iranian shipping and offshore oil platforms (S. 1496 of 8/2/11 and H.R. 2998 of 9/21/11). In addition, five nonbinding resolutions condemned Iran’s human-rights violations (H. Res. 94 of 2/15/11, and H. Res. 134 and S. Res. 80, both of 3/1/11), with one bill supporting Israel’s right to attack Iran (H. Res. 271 of 5/23/11) and another urging the designation of Venezuela as a state sponsor of terrorism because of its relationship with Iran (H. Res. 247 of 5/4/11).

The Arab Spring

Overview of Legislative Action
Overall, 94 measures relating to Palestine, Israel, and the Arab-Israeli conflict were introduced this session. Sixty-five of these were bills and joint resolutions that if passed would carry the force of law. Three eventually became law:

In addition, 29 simple and concurrent resolutions were introduced, 8 of which passed. Expressing the “sense of Congress,” these do not have the force of law but can carry significant political weight.

Notes on Legislative Procedure
For a bill to become law it must be agreed to in identical form by both houses and signed by the president. The president may refuse to sign and thus veto a bill, but the veto can be overturned by a two-thirds majority vote in each chamber. If Congress is not in session, the president can veto a bill simply by not taking action for 10 days after its presentation (“pocket veto”). Simple or concurrent resolutions have no legal force if passed. Simple resolutions (designated H./S. Res.) are debated in only one chamber and concurrent resolutions (designated H./S. Con. Res.) in both; resolutions require a simple majority to pass. After a bill or resolution is introduced, it is automatically referred to the appropriate committee; in the great majority of cases (22 out of 36 in this session), it goes no further.

Among the most important bills passed by Congress are authorization and appropriations bills. Authorization bills provide the legal authority for federal agencies and departments to exist and carry out their programs. Appropriations bills allow agencies to draw funds from the U.S. Treasury to pay for their activities. Of the 3 bills passed into law, 2 were appropriations bills and the other an authorization bill.
Understanding the Congressional Monitor

Presented here is a list of all relevant bills and resolutions introduced in 2011. Measures are listed in the order in which they were first introduced, with a brief title provided after the date. The second line of each entry provides the bill or resolution number, the name and affiliation of the original sponsor, and the number of cosponsors.

For many bills and resolutions, a “See also” entry has been added to refer readers to similar or related measures. Under this entry, measures listed in boldface contain similar or identical language.

The “Last major action” entry indicates where the bill or resolution stood at the end of the Congress in 12/2011. Due to the large number of bills and resolutions introduced this session and to space limitations, summaries are provided only for those bills that passed into law this session or for bills or resolutions whose context or relevance is not clear. In-depth summaries of all bills and most resolutions are available at CongressionalMonitor.org.

Key:

* Denotes a bill or resolution that passed
A. House Amendment
H. Con. Res. House Concurrent Resolution
H. J. Res. House Joint Resolution (having the force of law)
H.R. House Bill (having the force of law)
H. Res. Simple House Resolution
S. Senate Bill (having the force of law)
S.A. Senate Amendment
S. Con. Res. Senate Concurrent Resolution
S. J. Res. Senate Joint Resolution (having the force of law)
S. Res. Simple Senate Resolution
Voice vote: Vote taken verbally and therefore not recorded
Vote tally: Yea–Nay–Present

5 January 2011: Supporting the reunification of Jerusalem


Last major action: H.R. 112 referred to House subcmte.

24 January 2011: Spending Reduction Act of 2011

H.R. 408, Jim Jordan (R-OH), 32 cosponsors.

Would eliminate funding for the U.S. Agency for International Development (USAID).

Last major action: referred to House cmte.

25 January 2011 America Invents Act

S. 23, Patrick Leahy (D-VT), 14 cosponsors.

Would make several changes to U.S. patent law. One relevant amendment was submitted: S.A. 135 to S. 23, submitted by Susan Collins (R-ME) with 2 cosponsors, to include $415,115,000 for missile-defense systems for Israel. This amendment was tabled on 3/2/11 and was not considered by the Senate.

Last major action for S. 23: 3/9/11 held at House desk (3/8/11 passed in Senate 95-5).


S. 178, Jim DeMint (R-SC), no cosponsors.

Last major action: 1/25/11 referred to Senate cmte.

25 January 2011: Establishing the special envoy to promote religious freedom of religious minorities in the Near East and South Central Asia

H.R. 440, Frank Wolf (R-VA), 74 cosponsors.

See also: companion measure S. 1245 of 6/22/11.

Last major action: 3/1/11 referred to House subcmte.
*3 February 2011: Supporting democracy, universal rights, and a peaceful transition in Egypt

S. Res. 44, John Kerry (D-MA), 7 cosponsors.

Underscores Egyptian government commitments under the Egypt-Israel peace treaty.


Last major action: 2/3/11 passed in Senate by unanimous consent.


H.R. 1, Harold Rogers (R-KY), no cosponsors.

Would have provided funding for the federal government through the end of FY2011 on 9/30/11, including increased aid to Israel, the PA, the West Bank, and Gaza, as requested by Pres. Obama and passed in *H.R. 1473 of 4/11/11 and carrying over the same annual funding restrictions and presidential authorities contained in that bill.

A number of relevant amendments to H.R. 1 to further reduce federal spending were proposed to the House Rules Cmte. (which considered over 500 amendments and permitted only a handful to be debated by the full House) and during floor debate. None were included in the bill. Typical was H.A. 104 to H.R. 1, submitted on 2/12/11 by Jim Jordan (R-OH), no cosponsors, which would have deeply cut funding to all government agencies and programs except the Defense Dept., the Veterans Benefits Admin., the Veterans Health Admin., and assistance to Israel. Several other proposed amendments similarly deeply cut spending but preserved assistance to Israel.


Last major action: 3/9/11 placed on Senate legislative calendar (2/19/11 passed in House 235-189).

15 February 2011: Calling for an end to the violence, unlawful arrests, torture, and ill treatment perpetrated against Iranian citizens

H. Res. 94, Bob Filner (D-CA), 2 cosponsors.

Cites Iran’s support for Hamas and Hizballah and its thwarting the Palestine-Israel peace process.

See also: related measures H. Res. 134 and S. Res. 80 of 3/1/11.

Last major action: 3/8/11 referred to House subcmte.

*15 February 2011: Recognizing the 190th anniversary of the independence of Greece

S. Res. 51, Robert Menendez (D-NJ), 30 cosponsors.

Cites Greece’s excellent relations with both Israel and Muslim nations.

See also: related measures H.R. 1337 of 4/1/11 and H.R. 3131 for Greek/Israeli relations.

Last major action: 3/17/11 passed in Senate by unanimous consent.

16 February 2011: Iran Transparency and Accountability Act of 2011

H.R. 740, Ted Deutch (D-FL), 37 cosponsors.

Would require companies to report if they or their affiliates have violated sanctions on Iran. This bill and related measures were AIPAC and pro-Israel PAC priorities.


Last major action: 3/25/11 referred to House subcmte.

16 February 2011: Iran Transparency and Accountability Act of 2011

S. 366, Kirsten Gillibrand (D-NY), 11 cosponsors.


Last major action: 2/16/11 referred to Senate cmte.
1 March 2011: Condemning Iran for its state-sponsored persecution of its Baha’i minority
H. Res. 134, Robert Dold (R-IL), 35 cosponsors.
Cites the arrest and trial of 7 Baha’i leaders for charges of espionage for Israel.
See also: companion measure S. Res. 80 of 3/1/11 and related measure H. Res. 94 of 2/15/11.
Last major action: 3/8/11 referred to House subcmte.

1 March 2011: Condemning Iran for its state-sponsored persecution of its Baha’i minority
S. Res. 80, Mark Steven Kirk (R-IL), 17 cosponsors.
See also: companion measure H. Res. 134 of 3/1/11 and related measure H. Res. 94 of 2/15/11.
Last major action: 3/1/11 referred to Senate cmte.

2 March 2011: Holocaust Insurance Accountability Act of 2011
H.R. 890, Ileana Ros-Lehtinen (R-FL), 8 cosponsors.
Would allow Holocaust survivors and their heirs to sue insurance companies for unpaid claims.
Last major action: 3/21/11 referred to House subcmte.

S. 466, Bill Nelson (D-FL), 1 cosponsor.
Last major action: 3/2/11 referred to Senate cmte.

4 March 2011: SBIR/STTR Reauthorization Act of 2011
S. 493, Mary Landrieu (D-LA), 8 cosponsors.
One relevant amendment was submitted: S.A. 248 to S. 493, submitted by Susan Collins (R-ME) on 3/17/11, to amend the Small Business Act in the same manner as her S.A. 135 to S. 23 of 1/25/11. The amendment was tabled 3/17/11 and not considered by the Senate.

10 March 2011: Jerusalem Embassy and Recognition Act of 2011
H.R. 1006, Dan Burton (R-IN), 35 cosponsors.
Last major action: 3/29/11 referred to House subcmte.

10 March 2011: Cluster Munitions Civilian Protection Act of 2011
S. 558, Diane Feinstein (D-CA), 21 cosponsors.
Sen. Feinstein specifically mentioned Israel’s use of cluster bombs containing 4 m. submunitions in Lebanon during the 2006 war with Hizballah.
Last major action: 3/10/11 referred to Senate subcmte.

10 March 2011: Cluster Munitions Civilian Protection Act of 2011
H.R. 996, James McGovern (D-MA), 2 cosponsors.
Last major action: 3/10/11 referred to Senate subcmte.

17 March 2011: Holocaust Rail Justice Act
H.R. 1193, Carolyn Maloney (D-NY), 17 cosponsors.
Would grant U.S. courts jurisdiction in civil suits by Holocaust survivors or
their heirs against European railroad companies.

See also: companion measure S. 634 of 3/17/11 and related measures S. 466 and H.R. 890, both of 3/2/11, and H.R. 2786 of 8/1/11.

Last major action: 3/17/11 referred to House cmte.

17 March 2011: Holocaust Rail Justice Act
S. 634, Charles Schumer (D-NY), 13 cosponsors.

See also: companion measure H.R. 1193 of 3/17/11 and related measures S. 466 and H.R. 890, both of 3/2/11, and H.R. 2786 of 8/1/11.

Last major action: 3/17/11 referred to Senate cmte.

1 April 2011: Supporting efforts by the State Dept. to strengthen the bilateral relationship with Greece
H.R. 1337, Ileana Ros-Lehtinen (R-FL), 11 cosponsors.

Cites Greek relations with Israel.

See also: S. Res. 51 of 2/15/11 and H.R. 3131 of 10/6/11.

Last major action: 5/13/11 referred to House subcmte.

*4 April 2011: Permitting the use of the Capitol rotunda for a ceremony commemorating victims of the Holocaust
H. Con. Res. 33, Eric Cantor (R-VA), 2 cosponsors.


Last major action: 4/14/11 passed in Senate by unanimous consent (4/12/11 passed in House without objection).

*8 April 2011: Calling on the United Nations Human Rights Council to rescind the Goldstone Report
S. Res. 138, Kirsten Gillibrand (D-NY), 33 cosponsors.


Last major action: 4/14/11 passed in Senate by unanimous consent.

H.R. 1473, Harold Rogers (R-KY), no cosponsors.

Provides funding for the remainder of FY2011 (to 9/30/11). Despite deep spending cuts, the bill provides increased aid to Israel, the PA, the West Bank, and Gaza as requested by Pres. Barack Obama for FY2011:

Israeli Ballistic Missile-Defense Systems:
Provides $415,115 m. for research, development, and procurement of missile-defense systems for Israel. $210,115 m. is for 3 U.S.-Israeli joint developments: $84,722 m. for the David's Sling short-range ballistic missile-defense system; $66,427 for the existing Arrow-2 system, including $12 m. to procure Arrow-2 missile components from Boeing and Israeli Aerospace Industries; and $58,966 for research and development of the long-range Arrow-3 missile-defense system.

The remaining $205 m. is to finance Israeli purchase of additional Iron Dome missile defense system batteries, designed to defend against short-range rockets and mortars fired from Gaza. Iron Dome is produced by Israel’s Rafael Advanced Defense Systems; this is the first time the Defense Dept. has provided funding for a missile-defense system produced solely by Israel.

Financing for Israeli Arms Purchases:
Provides Israel $3 b. in Foreign Military Financing (FMF) grants for FY2011. $2.775 b. was provided in the Continuing Appropriations Act, 2011 (public law 111-242, see H.R. 3081 of 6/26/09), passed on 12/10 by the 111th Congress. This bill provides the remaining $225 m. of the $3 b. pledged by the George W. Bush admin. for FY2011 under the U.S.-Israel MOU of 8/07. The grants are for Israel to purchase U.S.-produced weapons, defense equipment, defense services, and military training. Israel also has the option to use $789 m. of these funds to purchase Israeli weapons and military equipment (no other recipient of FMF is permitted to spend the funds on its own equipment).

Within 30 days of passage of the bill the funds must be disbursed in full into an interest-bearing account with the U.S. Federal Reserve Bank. Early and
full disbursal allows Israel to earn maximum interest on its funds (other FMF recipients typically receive installments throughout the fiscal year), but accrued interest cannot be used to purchase Israeli equipment.

**Economic and Security Assistance for the PA, West Bank, and Gaza:**

Provides $552.9 m. for the PA and USAID programs in the West Bank and Gaza, up from $502.9 m. in 2010. This is $2.5 m. more than the Obama admin. requested for 2011. The funds are provided through the following accounts:

**PA and USAID Programs:** Fully funds Obama’s request for $400.4 m. in Economic Support Funds (ESF), allowing up to $200 m. to be transferred directly to the PA treasury. The U.S. must approve PA treasury transactions and may audit these funds for 3 years. The PA uses U.S. funds to pay creditors and suppliers of consumer commodities approved by the State Dept.

The remaining monies are for USAID projects in the West Bank and Gaza. Aid to Gaza is vetted to ensure that it is delivered only through U.S., international, or local NGOs, or municipalities not controlled by foreign terrorist organizations (that is, Hamas).

The State Dept. proposed these spending priorities:

- **$55 m.** to the Palestinian Ministry of Health to improve the Palestinian health care system.
- **$40 m.** to develop new water sources, protect aquifers, rehabilitate and expand sewage systems, and upgrade sanitation systems.
- **$9.5 m.** to reform the Palestinian Ministry of Education and Higher Education and to fund programs to renovate schools, expand public-school access, improve teaching methods, and introduce information technology in classrooms.
- **$81.4 m.** for economic assistance, including $45.4 m. for infrastructure programs, with roads the top priority. The remainder is to upgrade vocational and technical schools, increase competitiveness and access to loans in agriculture and various industries, and improve freedom of movement within the West Bank by improving efficiency at checkpoints.

*The USAID direct humanitarian assistance request was reduced by $32.6 m. from FY2010 to $15.5 m. on the assumption of decreased need. Funds are for food assistance, medical supplies, and other economic and social needs.*

**U.S. Security Coordinator and Wider Security Sector:** Provide the entire request for $150 m. in International Narcotics and Law Enforcement (INCLE) funds, an increase of $50 m. over FY2010. The funds were requested mainly for the U.S. security coordinator: $139.5 m. to provide training, nonlethal equipment, and garrisons for the PA security forces (PASF). $43.5 m. of the $50 m. increase went to this program.

The remaining $10.5 m. is to provide training and technical equipment to enable civilian control of the PASF and to ensure that the justice and corrections sectors can keep pace with the PASF’s increasing arrest rate while prosecuting and incarcerating those arrested by the PASF efficiently, fairly, and humanely.

**Holds on U.S. assistance:**

While not legally binding, members of Congress can place “holds” on funds already passed by Congress and in effect prevent agencies from carrying out their activities. In practice, administrations abide by the holds while attempting to address members’ concerns. Reacting to the Fatah-Hamas agreement and the drive for UN recognition of Palestinian statehood, House Appropriations Cmte. State and Foreign Operations Subcmte. Chmn. Kay Granger (R-TX) and House Foreign Affairs Cmte. Chmn. Ileana Ros-Lehtinen (R-FL) placed “holds” on economic and security assistance to the PA through much of 2011. The specific amounts and other details are available at CongressionalMonitor.org. The two representatives partially released the holds on 12/28/11, and Rep. Granger released her remaining hold on 3/23/12. Faced with Rep. Ros-Lehtinen’s intransigence, Secy. of State Clinton informed her in a 4/10/11 letter she would spend the remaining money over the congresswoman’s objections.
The bill adjusts several accounts within the state and foreign operations budget:

**Migration and Refugee Assistance:** Provides the president with $1.69 b., an $84.6 m. increase over his request. U.S. contributions to UNRWA—typically 20–30% of its annual budget—are made from this account, as are responses to UNRWA emergency and special appeals. The bill increases funding for the Emergency Migration Assistance Fund—also used to fund UNRWA emergency appeals—by $5 m. over the presidential request, to $50 m. Funding for UNRWA is subject to a certification by the secy. of state that the agency meets a long list of conditions concerning terrorism, incitement, and financial transparency, detailed at [Congressional-Monitor.org](http://Congressional-Monitor.org).

**Contributions to International Peacekeeping Activities:** Provides $1,887,706,000, which is $294,594,000 below the presidential request. U.S. contributions to the UN Disengagement Observer Force (UNDOF) and UN Interim Force in Lebanon (UNIFIL) are made from this account. The Peacekeeping Operations account, which provides U.S. funding for the Multinational Force and Observers Mission in the Sinai, was increased $19.05 m., to $305 m.

**Security Assistance for Lebanon:** Provides $100 m. in FMF grants to Lebanon, but withholds it until the secy. of state determines that the aid is in the U.S. national security interest and provides Congress with a detailed spending plan.

The bill carries over these annual presidential authorities and funding restrictions:

**International Atomic Energy Association (IAEA) Funding:** States that funds are available unless the secy. of state determines that Israel is “being denied its right to participate in the activities” of the agency.

**Middle East Peace:** States that funds provided by the bill “should be made available in a manner to further peace in the Middle East between Israelis and Palestinians.”

**Prohibition on Aid:** Prohibits any funds made available in the bill from being used for assistance or reparations to the government of Syria.

**Prohibition on Taxation of U.S. Assistance:** Withholds a portion of future assistance to any country that collects taxes on U.S. assistance, specifically mentioning the West Bank and Gaza.

**Presidential Waiver Authority:** Grants the president the authority to waive a provision in the Antiterrorism Act of 1987 prohibiting the PLO from establishing an office in the United States if he determines it to be in the U.S. national security interest. Presidents have has waived this provision every 6 months since 1994.

**Arab League Boycott:** States the sense of Congress that the Arab League boycott of Israel should end, relations between Arab states and Israel should be normalized, and the U.S. should vigorously oppose the boycott.

**Palestinian State:** Prohibits U.S. assistance for the establishment of a Palestinian state unless the secy. of state certifies that certain conditions are met, including that the PA is working toward peaceful coexistence with Israel and peace in the Middle East, dismantling terrorist infrastructures, and cooperating with Israeli security organizations.

**Business with the PA in Jerusalem:** Prohibits the use of any funds for any U.S. agency in Jerusalem, except the U.S. consulate, that conducts business with the PA or any successor government.

**Palestinian Broadcasting Corporation:** Prohibits any U.S. funding for the Palestinian Broadcasting Corporation.

**Vetting of Aid to the West Bank and Gaza:** Sets forth oversight and vetting clauses to ensure that ESF funds do not serve terrorism. Prohibits U.S. security assistance to the West Bank and Gaza until the secy. of state reports on PA compliance with certain benchmarks. Permits USAID to use $500,000 for audits to ensure compliance.

**Prohibition on Aid to PA and Fa-tah/Hamas Unity Government:** Prohibits funding for the PA without a waiver by the president stating that the funds are in the U.S. national security interest. The waiver must be accompanied by a report detailing the funds’ justification, the purposes for which the funds will be spent, and the steps the PA has taken against terrorism. The secy. of state must also certify that the PA has established a single treasury account, eliminated
parallel accounts, and established a single civil service roster and payroll.

Funds may not be spent for assistance to any PA personnel in Gaza, Hamas, any entity Hamas controls, or any power-sharing government including Hamas unless the president certifies that all members of that government publicly accept Israel’s right to exist and agree to abide by all past agreements and understandings between the PA, Israel, the United States, and the international community, including the Roadmap.

The administration requested this language in 2009 to allow funding for the PA to continue if Fatah-Hamas reconciliation talks succeeded. Before mid-2009, funding for a unity government was prohibited until Hamas as an organization agreed to these conditions. The secy. of state must also submit a report within 120 days of the presidential certification, and quarterly thereafter, indicating whether the members of the power-sharing government continue to comply with the above conditions, detailing the amount, purposes, and delivery mechanism of any U.S. assistance, and fully accounting for any direct support of the government.

**Cluster Munitions:** Prohibits the sale or transfer of cluster munitions to any foreign country unless the weapons have a 1% or lower dud rate and conditioning the sale or transfer on the weapons’ use against military targets only.

**Defense Financing Authority:** Extends presidential authority to provide U.S. financing for Israel to procure defense articles by leasing them from U.S. commercial suppliers.


Last major action: 4/13/11 referred to House cmte.


H.R. 1540, Howard McKeon (R-CA), 1 cosponsor.

Authorizes Defense Dept. operations. A conference cmte. reconciled the differing House and Senate versions of the bill, specifying that the Missile Defense Agency may spend $216.1 m. to fund missile-defense systems for Israel. Of this amount, $51.8 m. is allotted for improvements to the existing Arrow ballistic missile-defense system, $58.2 m. for research and development of the Arrow-3 system, and $66.1 m. for the David’s Sling short-range ballistic missile-defense system. Cmte. members added a $60 m. “program increase” not designated for a specific weapon system.

The administration had requested only $106.1 m. for missile defense, but the House Armed Services Cmte. stated that the request was insufficient for Israel’s needs. In recommending a $110 m. increase, the cmte. cited rocket attacks launched from Gaza against Israel.

The bill also authorizes $306.595 m. for research and development of a land-based version of the existing ship-launched Standard Missile-3 (SM-3) ballistic missile-defense system. The land-based SM-3 is being developed both for use by the U.S. military and as a back-up system for Israel should the Arrow-3 system fail.
Sanctions on the Iranian Financial Sector:
Designates the Central Bank of Iran (CBI) and the country’s wider financial sector as vehicles for laundering money benefitting Iran’s nuclear program, support for terrorism, and evasion of sanctions. The bill effectively bars access to the U.S. financial sector by foreign banks conducting significant business with the CBI or other Iranian banks, including foreign central banks if they facilitate sale of Iranian petroleum products. The president may waive the sanctions on national security grounds if he determines that global oil supplies cannot compensate for the loss of Iranian production or that a country has significantly reduced its imports of Iranian oil.

Originally introduced by Sen. Robert Menendez (D-NJ) as an amendment to the Senate defense authorization bill (see S.A. 1414 to S. 1867 of 11/15/11), this amendment was a top AIPAC legislative priority and passed the Senate unanimously on 12/1/11, becoming part of the Senate bill. As written there, the provision would have given the president limited flexibility in sanctioning foreign banks. During House-Senate negotiations on the final bill, the administration sought more discretion in applying the sanctions. AIPAC opposed granting the president greater leeway, and the final version denied the president the flexibility he sought.


Last major action: 12/31/11 became Public Law 112-081 (12/15/11 passed in Senate 86-13; 12/14/11 passed in House 283-136).

15 April 2011: Limiting assistance to the PA if it unilaterally declares a Palestinian state

H.R. 1592, Shelley Berkley (D-NV), 8 cosponsors.

Last major action: 5/13/11 referred to House subcmt.

15 April 2011: War Powers Reform Act of 2011
H.R. 1609, Chris Gibson (R-NY), 25 cosponsors.
Would prohibit the president from carrying out combat operations without congressional authorization, treaty obligation, or attack upon the U.S., except to provide for the defense of Israel.

See also: related measures H. Res. 270 of 5/23/11, H.R. 2583 of 7/19/11, H. Res. 441 of 10/14/11.

Last major action: 4/15/11 referred to House cmte.

15 April 2011: Stop Iran’s Nuclear Weapons Program Act of 2011
H.R. 1655, Brad Sherman (D-CA), 8 cosponsors.

Last major action: 7/11/11 referred to House subcmt.

15 April 2011: Recognizing the admission by Richard Goldstone of the deeply flawed conclusions in his report to the United Nations
H. Res. 232, Robert Dold (R-IL), 1 cosponsor.

Last major action: 4/15/11 referred to House cmte.
3 May 2011: Any Palestinian government which includes Hamas should be prohibited from receiving United States aid until it commits to the Quartet principles
H. Res. 244, Alcee Hastings (D-FL), 8 cosponsors.
Essentially repeats the language of the prohibition found in *H.R. 1473 of 4/11/11.
Last major action: 5/3/11 referred to House cmte.

4 May 2011: Calling for Venezuela to be designated a state sponsor of terrorism for its support of Iran, Hezbollah, and Hamas
H. Res. 247, Connie Mack (R-FL), 27 cosponsors.
See also: related measure H. Res. 429 of 10/11/11.
Last major action: 8/2/11 referred to House subcmte.

5 May 2011: Secure Visas Act
H.R. 1741, Lamar Smith (R-TX), 16 cosponsors.
Would grant the secy. of homeland security the power to refuse or revoke a visa, and the sole authority to issue, refuse, and revoke visas at all issuing posts in Egypt, Tel Aviv, Jerusalem, Jordan, Lebanon, Syria, and Turkey, among other countries.
Last major action: 3/8/12 placed on House calendar.

5 May 2011: Simon Wiesenthal Holocaust Education Assistance Act
H.R. 1753, Carolyn Maloney (D-NY), 11 cosponsors.
Would authorize $2 m. for grants for Holocaust educational programs.
Last major action: 5/20/11 referred to House subcmte.

5 May 2011: Simon Wiesenthal Holocaust Education Assistance Act
S. 900, Robert Menendez (D-NJ), 1 cosponsor.
Last major action: 5/5/11 referred to Senate Cmte.

9 May 2011: Rendering nationals of Israel eligible to enter the United States as nonimmigrant traders and investors
S. 921, Charles Schumer (D-NY), 2 cosponsors.
Israeli businesspeople would only be granted this status if Israel reciprocates.
Last major action: 5/9/11 referred to Senate cmte. (An identical House bill was introduced on 2/9/12; Israeli amb. Michael Oren said both bills were written in consultation with his embassy.)

9 May 2011: Withholding United States contributions to the United Nations until it formally retracts the Goldstone Report
S. 923, David Vitter (R-LA), 3 cosponsors.
Last major action: 5/9/11 referred to Senate cmte.

11 May 2011: Expressing support for peaceful demonstrations and universal freedoms in Syria
S. Res. 180, Joseph Lieberman (I-CT), 25 cosponsors.
This resolution was a top AIPAC legislative priority.
Last major action: 5/11/11 referred to Senate cmte.
13 May 2011: Iran Threat Reduction Act of 2011
H.R. 1905, Ileana Ros-Lehtinen (R-FL), 364 cosponsors.

This bill seeks to curtail Iran's nuclear program by imposing stricter sanctions on companies doing business with Iran's energy, banking, and finance sectors and restricting presidential ability to waive the sanctions. Also authorizes increased U.S. assistance to Iranian opposition groups and increased sanctions against members of the Iranian Revolutionary Guard Corps. This bill was a top AIPAC and CUFI priority.


Last major action: 7/7/11 passed in House 407-6-13.

*16 May 2011: Urging the Obama administration to suspend aid to the PA pending a review of the unity agreement with Hamas
S. Res. 185, Benjamin Cardin (D-MD), 89 cosponsors.

As of 5/12 Cardin had received $56,780 from pro-Israel PACs during the 2012 election cycle, more than any other member of Congress.

See also: companion measure H. Res. 268 of 5/13/11 and the related measures cited under that entry.

Last major action: 6/23/11 passed in Senate by unanimous consent.

23 May 2011: Iran, North Korea, and Syria Sanctions Consolidation Act of 2011
S. 1048, Robert Menendez (D-NJ), 60 cosponsors.

This bill contains many of the same provisions tightening sanctions against companies doing business in Iran and against members of the Iranian government and military as H.R. 1905 of 5/13/11. Also a top AIPAC and CUFI priority.

**Last major action:** 5/23/11 referred to Senate cmte.


H.R. 1940, Chris Smith (R-NJ), 22 cosponsors.

Cites Israel among countries failing to enforce orders by U.S. courts to return or allow access to abducted children in custody disputes.

**Last major action:** 8/2/11 referred to House subcmte.

23 May 2011: **Reaffirming United States principles regarding the security of Israel and peace in the Middle East**

H. Res. 270, Robert Dold (R-IL), 42 cosponsors.

Reaffirms two resolutions passed in 2004 (H. Con. Res. 460 of 6/22/04, passed 6/23/04 by a vote of 407-9-3, and S. Res. 395 of 6/24/04, passed 6/24/04 by a vote of 95-3; see [Congressional-Monitor.org](http://www.Congressional-Monitor.org)) endorsing Pres. George W. Bush’s 4/14/04 letter to Israeli PM Ariel Sharon stating that Israeli return to the 1949 armistice lines was unrealistic and that any final-status agreement with the Palestinians would require mutually agreed changes in which Israel retains major settlement blocs. A top AIPAC legislative priority, the resolution was introduced the same day as Israeli PM Benjamin Netanyahu’s address to Congress demanding Palestinians accept modifications to the 1967 borders and Israel’s claim to Jerusalem.


**Last major action:** 5/23/11 referred to House cmte.

23 May 2011: **Expressing support for Israel’s right to use all means necessary to eliminate the Iranian nuclear threat**

H. Res. 271, Louis Gohmert (R-TX), 45 cosponsors.

Gohmert introduced the same resolution in 2010 to coincide with the CUFI lobbying day on Capitol Hill, echoing two tenets of the “CUFI pledge,” namely the obligation to support Israel’s right to defend itself by any means and to stand with Israel whenever necessary until attacks from its enemies and terrorists cease.

**See also:** H.R. 1655 of 4/15/11 and H.R. 2105 of 6/3/11.

**Last major action:** 5/23/11 referred to House cmte.

26 May 2011: **Emergency Supplemental Disaster Relief Appropriations Resolution, 2011**

H. J. Res. 66, Joseph Crowley (D-NY), 11 cosponsors.

Would provide $6.95 b. for relief from natural disasters in the U.S. Sen. Rand Paul (R-KY) sought to amend the resolution to offset the spending by cutting foreign-affairs funding, including USAID. S.A. 601 of 9/14/11 was not considered by the Senate, and S.A. 613, introduced 9/15/11, was defeated the same day 20-78.

**See also:** H.R. 408 of 1/24/11, S. 178 of 1/25/11, and H.A. 111, 167, and 172 to H.R. 1 of 2/11/11.

**Last major action:** 9/15/11 passed in Senate by unanimous consent (with an amendment) and sent to House.

*31 May 2011: Consolidated Appropriations Act, 2012*

H.R. 2055, John Abney Culberson (R-TX), no cosponsors.

Provides most federal funding for FY2012, including for the State Dept. and foreign operations. The bill largely granted the administration’s request for programs in Palestine, military assistance to Israel, and related activities, adding new restrictions on aid to the Palestinians.

**Funding for the PA and West Bank and Gaza Programs:**

Provides $513 m. for the PA, PASF, and development programs in the West Bank and Gaza. Allows additional funding for UNRWA but does not specify an amount. No funds were earmarked in the bill for the Palestinians, as in years past. Instead, the conference cmte. granted the presidential request obliquely by directing the State Dept. and USAID to comply with the Senate Appropriations Cmte. report accompanying S. 1601 of 9/22/11 (Senate report 112-85), which specifies
the following funding levels for economic and security assistance:

**Economic Assistance:** Provides $200 m. from ESF for direct transfer to the PA treasury account, as requested by the State Dept., under the same restrictions specified in *H.R. 1473 of 4/11/11.*

Another $200.4 m. in ESF funds is for USAID-developed programs carried out primarily by U.S.-based NGOs, but also by international organizations and local and international NGOs. The State Dept. request was couched in the same terms as in that for *H.R. 1473 of 4/11/11,* and the same distinctions between the West Bank and the Gaza Strip also apply.

*The State Dept. specified the following appropriations:*

- $56.172 to support the Palestinian health sector. Includes $10 m. for maternal- and child-health programs and $5 m. for programs to prevent and treat non communicable diseases.
- $53.228 m. for economic programs to increase competitiveness in agriculture and various industries; increase access to credit and reshape financial regulations; assist the PA in developing tax and regulation policies that promote economic growth; upgrade vocational and technical schools; and improve freedom of movement within the West Bank by improving efficiency at checkpoints.
- $47.5 m. for humanitarian assistance in Gaza, including delivering food aid, rebuilding Gaza’s agricultural sector, supporting local businesses, and addressing housing, employment, educational, health, psychosocial, and other development needs there.
- $41.172 m. to develop new water sources, replace and repair water infrastructure, and improve access to water and sanitation facilities, including rehabilitating and expanding sewage systems and upgrading sanitation systems at schools, health clinics, and other public facilities.
- $20 m. to improve PA service delivery by modernizing ministries, refurbishing customer-service centers, and improving regulations, and to support Palestinian civil society organizations, media outlets, and the Central Elections Commission.
- $8.5 m. for the Palestinian National Teacher Education Strategy to improve the quality of teaching in the West Bank and Gaza.
- $4.4 m. to expand trade capacity in the West Bank.
- $3.5 m. to promote gender equality and women’s health and to prevent gender-based violence.
- $2 m. for microfinance and microenterprise.

**Assistance for PA Security and Justice Sector:** $113 m. in INCLE funds for the PASF, the criminal-justice system, and the PA Interior Ministry. Of this, $77 m. is for the U.S. security coordinator to train and equip the PASF and to support the atty. gen.’s office and the Jenin and Ramallah governors’ public prosecutors. The remaining $36 m. will be used for:

- Training prosecutors and criminal investigators to adjudicate criminal cases more efficiently. (PASF arrest rates surpass prosecutors’ capacity to try cases, causing many Palestinians to await trial in overcrowded prisons.)
- Providing “expert advice, mentoring, and training to improve conditions within prisons in the West Bank” and bring them in line with accepted international standards.
- Constructing police stations.
- Strengthening civilian control of the PASF.
- Providing training, equipment, and technical assistance to the Interior Ministry.

The bill requires the secy. of state to report within 90 days on the training and related support provided to the PASF, their posttraining performance, third-country assistance to the PASF, and PA security strategy.

**UNRWA:** Provides $1.639 b. for migration and refugee assistance and $27.2 m. for emergency refugee and migration assistance, used for worldwide refugee relief. Annual U.S. contributions to UNRWA come from these accounts, but
UNRWA’s share was not specified. The Congressional Research Service reported that the State Dept. plans to contribute approximately $232 m. to UNRWA in 2012.

The conference cmte. report accompanying the bill (Cmte. Report 112-331) noted that UNRWA schools in Gaza serve as alternative to Hamas-run schools, and urged the secy. of state to work with UNRWA to eliminate inflammatory and inaccurate information from textbooks.

The cmte. also directed the GAO to assess (1) the ability of the PA to assume responsibility for UNRWA activities in the West Bank; (2) actions required by the PA to assume such responsibility; and (3) the opinion of the State Dept. and Israeli ministries, including the Ministry of Defense, on transferring these activities from UNRWA to the PA. It also directed the secy. of state to submit the same report on UNRWA required by *H.R. 1473 of 4/11/11* under funding stipulations for migration and refugee assistance.

**New Restrictions on Aid to the PA:**

**Prohibition on Funding for the PA:** Continues the prohibition on funding for the PA without a presidential waiver that the funding is in the U.S. national security interests, accompanied by a report detailing the funds’ justification, their purposes, and the PA’s antiterrorism measures. The secy. of state must certify that the PA has established a single treasury account, eliminated parallel accounts, and established a single civil service roster and payroll.

Since 2009, U.S. assistance to PA personnel in Gaza, Hamas, any entity Hamas controls, and governments including Hamas is prohibited. After the 5/4/11 Fatah-Hamas agreement on a unity government, a further prohibition on funding a government resulting from an agreement with Hamas and over which Hamas “exercises undue influence” was added. The president can waive these restrictions if he certifies that the government’s members (1) publicly accept Israel’s right to exist and (2) agree to abide by all past agreements and understandings between the PA, Israel, the U.S., and the international community, including the Roadmap. The secy. of state must report within 120 days of the presidential certification, and quarterly thereafter, on whether the government members continue to comply with the above conditions as well as the amount, purposes, and delivery mechanism of any U.S. assistance, with a full accounting of any direct support of the government.

**Palestinian Membership at the UN:** Prohibits funding for USAID projects in the West Bank and Gaza, and cash transfers to the PA if the Palestinians gain membership in the UN or any UN body absent a negotiated agreement with Israel. The secy. of state can waive the prohibition if she certifies that it is in the U.S. national security interest to do so and submits a report detailing how the funding furthers Middle East peace.

Further, to waive the Antiterrorism Act of 1987 provision prohibiting the PLO from establishing an U.S. office, the president must certify that Palestine has not been recognized as a UN member. If the president cannot so certify, he may waive the provision if he certifies instead that the Palestinians have entered meaningful negotiations with Israel. Prior to this bill’s passage, the president could waive the restriction if he determined it to be in the U.S. national security interest. Presidents have used this authority every 6 months since 1994 to allow an official PLO presence in the U.S.

**Funding for Israel:** Provides a total of $3.33 b. to Israel for arms purchases, weapons research, and resettlement of Jewish migrants inside Israel. Another $2 m. is provided to fund joint U.S.-Israeli energy research ventures.

**Financing for Israeli Arms Purchases and Other Military Spending:** Provides Israel with $3.075 b. in FMF grants for FY2012, with the option of using $808.725 m. to purchase Israeli weapons and military equipment, under the same terms described in *H.R. 1473 of 4/11/11*.

**Israeli Ballistic Missile-Defense Systems:** Provides $235.7 m. to fund research, development, and procurement of missile-defense systems for Israel. This is an increase of $129.6 m. over the $106.1 m. administration request, which...
the conference cmte. found insufficient, and a $25.585 m. increase from FY2011 (see *H.R. 1473 of 4/11/11*). This is also a sharp increase in yearly funding, which fluctuated between $130 m. and $155 m. FY2002–FY2008 and in FY2009 increased to $177.2 m. Since then yearly increases have been appropriated for these programs.

Of the total, $110.525 m. is for the David’s Sling short-range ballistic missile defense system, including $15 m. to produce missiles in the U.S. and Israel; $58.955 is for the existing Arrow-2 system; and $66.2 m. is for research and development of the long-range Arrow-3 missile-defense system. Funding for missile production may be used to procure other weapons.

**Migration and Refugee Assistance:**

Provides $20 m. for the Humanitarian Migrants to Israel Program, to be delivered through a grant to the United Israel Appeal, which then finances the Jewish Agency for Israel settlement of Russian, Eastern European, and Ethiopian Jews in Israel.

**U.S.-Israel Energy Cooperation Program:** Provides $2 m. for this grant program of the U.S. Dept. of Energy and Israel’s Ministry of Energy and Infrastructure. The program funds U.S.-Israeli joint ventures in research, development, and commercialization projects related to improving energy efficiency, alternative renewable energy sources, and advanced battery technology.

**New Prohibitions on Aid to Egypt and Lebanon:**

**Egypt:** Prohibits $1.557 b. in military and economic assistance to Egypt, specifically including debt relief and enterprise funds, unless the secy. of state certifies that the Egyptian government is meeting its obligations under the 1979 Egyptian-Israeli peace treaty. The secy. may waive the requirement if she determines it to be in U.S. national security interest.

**Lebanon:** Provides $100 m. for Lebanese purchase of U.S. weapons, equipment, and training. The bill also allows the president to provide $25 m. in INCLE to assist Lebanese internal security forces. Funding for the LAF is prohibited if it is controlled by a foreign terrorist organization. Any funds provided to the LAF may be used only to professionalize it, strengthen Lebanon’s border security, combat terrorism, and implement UN Security Council Resolution 1701, which ended the 2006 Israel-Hizballah war. The secy. of state must detail how the funds will be used before they can be provided to the LAF. The secy. must also report to Congress on actions to ensure that U.S. assistance is used as intended.

The conference cmte. directed that assistance provided to Lebanon not affect Israel’s qualitative military edge and that the secy. of state report to Congress on how past military assistance has been used and LAF capabilities.

**The UN and Peacekeeping Missions:**

**UN:** As it does each year, the State Dept. decreased its request for funding for the UN by $820,000, the U.S. share of costs of UN activities that have the primary purpose of providing benefits to the PLO.

**UN Human Rights Council (HRC):** Conditions U.S. funding on the secy. of state’s reporting to Congress that participation in the council is in the U.S. national interest.

**UN Peacekeeping Missions:** Provides $1.828 b. for contributions to UN peacekeeping operations worldwide, including $12,999,000 for UNDOF and $172,621,000 for UNIFIL.

**Peacekeeping Operations:** Provides $28 m. for the Multinational Force and Observers mission in the Sinai.

**International and Regional Programs:**

**New Generation in the Middle East Program:** Provides $10 m. for the State Dept. and USAID to create the new program designed to build understanding, tolerance, and mutual respect among young Israelis and Palestinians with leadership potential.

**Israeli Arab Scholarship Program:** Provides the $375,000 for the Israeli Arab Scholarship Program, which awards scholarships to Israeli Arabs to attend colleges and universities in the U.S. Its funding comes from the interest earned on an endowment established in 1992.

**Middle East Partnership Initiative (MEPI):** Provides $70 m. for MEPI, a State Dept. program that works with
local and regional organizations in the
Middle East to promote change.

National Endowment for Democracy (NED): Provides $117,764,000 for NED, whose programs in Palestine focus on civic education, human rights, capacity building, conflict resolution, and participation of women and youth.

Perennial Funding Restrictions and Presidential Authorities: Includes the same restrictions as *H.R. 1473 of 4/11/11, omitting the "Presidential Waiver Authority" and the "Prohibition on Aid to PA and Fatah/Hamas Unity Government," which were modified and are included above under "new restrictions."

See also: related measures H.R. 2219 of 6/16/11, S. 1601 of 9/22/11, and H.R. 3671 of 12/14/11.

Last major action: 12/23/11 became Public Law 112-74 (12/17/11 passed in Senate 67-32; 12/16/11 passed in House 296-121).

1 June 2011: Urging the expedient relocation of the United States Embassy in Israel to Jerusalem

H. Res. 291, Doug Lamborn (R-CO), 1 cosponsor.


Last major action: 6/1/11 referred to House cmte.

3 June 2011: Declaring that it is the policy of the United States to support and facilitate Israel in maintaining defensible borders

H. Con. Res. 59, Rob Bishop (R-UT), 17 cosponsors.


Last major action: 8/2/11 referred to House subcmte.

3 June 2011: Declaring that the president shall not deploy, establish, or maintain the presence of units and members of the United States Armed Forces on the ground in Libya

H. Res. 292, John Boehner (R-OH), no cosponsors.

Directs the president to submit a report to Congress detailing, inter alia, the ruling Interim Transitional National Council's relationship with Hizballah, any weapons acquired by Hizballah in Libya, and any operations initiated by the group there.


3 June 2011: Expressing support for peaceful demonstrations and universal freedoms in Syria and condemning the human rights violations by the Assad regime
H. Res. 296, Doug Lamborn (R-CO), 33 cosponsors.
Last major action: 8/2/11 referred to House subcmte.

3 June 2011: Expressing the sense that the U.S. should withhold contributions to the United Nations General Assembly if it adopts a resolution recognizing a state of Palestine
H. Res. 297, Steve Chabot (R-OH), no cosponsors.
Last major action: 6/3/11 referred to House cmte.

10 June 2011: Declaring that it is the policy of the United States to support and facilitate Israel in maintaining defensible borders
S. Con. Res. 23, Orrin Hatch (R-UT), 33 cosponsors.
Last major action: 6/9/11 referred to Senate cmte.

H.R. 2215, Howard Berman (D-CA), 14 cosponsors.
Would declare it U.S. policy to promote Lebanon’s sovereignty, independence, and territorial integrity; oppose any group that uses Lebanon as a base to attack Lebanese citizens, the U.S., the West, and Israel; promote democracy, the rule of law, and the cessation of terrorism and incitement; and urge members of the international community to avoid contact with and refrain from supporting Hizballah until it disarms and renounces violence. Would prohibit U.S. assistance to a Hizballah-“dependent” government. Further conditions, exemptions, and waiver authority are detailed on Congression Monitor.org.
Last major action: 7/29/11 referred to House subcmte.

H.R. 2219, C. W. Bill Young (R-FL), no cosponsors.
Would provide $235.7 m. for Israeli missile-defense systems being jointly developed by the U.S. and Israel, an increase of $129.6 m. over the $106.1 m. requested by the Obama admin., as later enacted in *H.R. 2055 of 5/31/11 (Public Law 112-74 of 12/23/11).
One relevant amendment was passed and became part of the bill:
H.A. 558, introduced on 7/7/11 by Paul Gosar (R-AZ), no cosponsors.
Prohibits any funds provided by this bill to be used for assistance to Iran, Hamas, Hizballah, or the Muslim Brotherhood. This amendment was passed by voice vote on 7/7/11 and became part of the bill.
Three other amendments were introduced but did not pass (H.A. 14 of 6/16/11, H.A. 515 of 7/6/11, and H.A. 517 of 7/6/11).
See also: *H.R. 2055 of 5/31/11 and H.R. 3671 of 12/14/11.
Last major action: 9/15/11 placed on Senate legislative calendar for action by the Senate (7/8/11 passed in House 336-87).
16 June 2011: Declaring U.S. policy to be to support Israel in seeking peace with its neighbors
H. Res. 314, Steve Pearce (R-NM), 8 cosponsors.
Last major action: 8/2/11 referred to House subcmte.

21 June 2011: Withholding U.S. contributions to the United Nations if it supports the recognition of an independent Palestinian state
H. R. 2261, Thaddeus McCotter (R-MI), 3 cosponsors.
Last major action: 6/21/11 referred to House cmte.

21 June 2011: Demanding that Hamas immediately release Gilad Shalit
H. Res. 317, Gary Ackerman (D-NY), 26 cosponsors.
See also: H. Res. 244 of 5/3/11, H. Res. 268 of 5/13/11, S. 185 of 5/16/11, and H.R. 2583 of 7/19/11.
Last major action: 8/2/11 referred to House subcmte.

22 June 2011: Establishing the special envoy to promote religious freedom of religious minorities in the Near East and South Central Asia
S. 1245, Roy Blunt (R-MO), 5 cosponsors.
See also: companion measure H.R. 440 of 1/25/11.
Last major action: 6/22/11 referred to Senate cmte.

S. 1253, Carl Levin (D-MI), no cosponsors.
The Senate Cmte. on Armed Services recommended a $50 m. increase over the Obama admin.’s request for $106.1 m. to fund Israeli missile-defense systems being jointly developed by the U.S. and Israel.
See also: *H.R. 1540 of 4/14/11 and S. 1867 of 11/15/11.
Last major action: 7/13/11 Senate cmte. hearing held.

H.R. 2354, Rodney Frelinghuysen (R-NJ), no cosponsors.
The House Cmte. on Appropriations included an earmark to provide $2 m. for the U.S.-Israel Energy Cooperation Program, as enacted in *H.R. 2055 of 5/31/11 (Public Law 112-74 of 12/23/11). Several relevant amendments to the bill were introduced, most relating to the U.S.-Israel energy program. See CongressionalMonitor.org for details.
Last major action: 1/31/12 placed on Senate calendar.

7 July 2011: Palestinian Accountability Act
H.R. 2457, Joe Walsh (R-IL), 42 cosponsors.
Would prohibit U.S. assistance to the PA unless the secy. of state certifies to Congress that the PA has met a host of conditions. Unlike similar bills that allow a presidential waiver of restrictions for national security reasons, this bill specifically states that the restrictions cannot be waived for any reason.
Last major action: 10/25/11 referred to House subcmte.

*13 July 2011: Honoring the men and women of the Space Shuttle program
S. Res. 233, Bill Nelson (D-FL), 9 cosponsors.
Cites Israel among the 16 countries that participated in shuttle missions. Last major action: 7/13/11 passed in Senate by unanimous consent.

H.R. 2583, Ileana Ros-Lehtinen (R-FL), no cosponsors.
Would authorize State Dept., USAID, and other foreign operations at $6.4 b. less than the $51 b. administration request for FY2012. No State and foreign operations authorization bill has been passed since 2003. Secy. of State Hillary Clinton, citing the bill’s “crippling restrictions” on U.S. aid programs to the PA and Lebanon, told the House Foreign Affairs Cmte. that the bill would debilitate U.S. foreign policy and threatened to urge Pres. Obama to veto it. Three of the central goals of this bill are to reaffirm U.S. support for Israel and its military dominance in the region; to place conditions on U.S. assistance to the PA, Egypt, and Lebanon; and to prevent funding from going to governments that include Hamas or Hizballah. For details, please see CongressionalMonitor.org.
See also: similar measure S. 1426 of 7/27/11 for FY2012 state and foreign operations authorization.
Last major action: 9/23/11 referred to House subcmte.

19 July 2011: Antiboycott Act
H.R. 2589, Howard Berman (D-CA), no cosponsors.
Opposing the Arab League boycott of Israel.
Last major action: 10/25/11 referred to House subcmte.

S. 1426, Jon Kerry (D-MA), no cosponsors.
Senate version of the bill to authorize State Dept., USAID, and other foreign-relations operations for FY2012. Would authorize $1.613 b. for refugee assistance worldwide, including U.S. contributions to UNRWA and $25 m. to resettle Jewish migrants in Israel. Would repeal a portion of the 1989 PLO Commitments Compliance Act requiring an annual presidential report to Congress on PLO progress in ceasing terrorism and improving relations with Israel. Would repeal a 1999 law requiring the secy. of state to report on actions to encourage Israel’s equal participation in the UN.
See also: H.R. 2583 of 7/19/11 on FY2012 state and foreign operations authorization.
Last major action: 7/27/11 referred to Senate cmte.

1 August 2011: Holocaust Survivors Assistance Act
H.R. 2786, Debbie Wasserman-Schultz (D-FL), 14 cosponsors.
Would require state agencies receiving federal grants for elder services to give Holocaust survivors preferential treatment.
Last major action: 9/8/11 referred to House subcmte.

2 August 2011: Syria Sanctions Act 2011
S. 1472, Kirsten Gillibrand (D-NY), 12 cosponsors.
Last major action: 8/2/11 referred to Senate cmte.

2 August 2011: Ethical Shipping Inspections Act of 2011
S. 1496, Susan Collins (R-ME), 2 cosponsors.
Would prohibit the secy. of homeland security and U.S. Coast Guard from obtaining vessel inspection, certification, and related services from a foreign-based classification society that also provides these services on behalf of the
Iranian, North Korean, North Sudanese, or Syrian governments.


Last major action: 8/2/11 referred to Senate cmte.

30 August 2011: United Nations Transparency, Accountability, and Reform Act

H.R. 2829, Ileana Ros-Lehtinen (R-FL), 141 cosponsors.

Would cut U.S. contributions to the UN by as much as 50%, specifically targeting UNRWA, other UN bodies focused on Palestinians, and bodies voting for Palestinian UN membership or criticizing Israel. Ros-Lehtinen has introduced this bill in whole or in part several times since 2009, both as a standalone bill and as amendments to other bills. Many of the sections, including “Equality at the United Nations” and reducing U.S. funding for UNRWA, have been central parts of UN reform bills introduced by other Republicans several times since at least 2005. This bill was supported by the ZOA and the Republican Jewish Coalition but not AIPAC. Secy. of State Hillary Clinton wrote Ros-Lehtinen warning that she would urge Pres. Obama to veto the bill. The restrictions and prohibitions are extensive and are given in detail at CongressionalMonitor.org.

Last major action: 12/8/11 placed on union calendar for action by the full House.

8 September 2011: Supporting Israel’s right to annex Judea and Samaria

H. Res. 394, Joe Walsh (R-IL), 44 cosponsors.


Last major action: 10/25/11 referred to House subcmte.

12 September 2011: Prohibiting military assistance to any country voting in favor of recognition of a Palestinian state in the UN General Assembly

H.R. 2895, Steve Israel (D-NY), 4 cosponsors.


Last major action: 9/12/11 referred to House cmte.

21 September 2011: Ethical Shipping Inspections Act of 2011

H.R. 2998, Michael McCaul (R-TX), 11 cosponsors.


Last major action: 9/22/11 referred to House subcmte.

21 September 2011: Awarding a congressional gold medal to Raoul Wallenberg, in recognition of his heroic actions during the Holocaust

H.R. 3001, Gregory Meeks (D-NY), 301 cosponsors.


Last major action: 4/17/11 received in Senate (4/16/11 passed in House 377-0).

21 September 2011: Awarding a congressional gold medal to Raoul Wallenberg

S. 1591, Kirsten Gillibrand (D-NY), 70 cosponsors.

21 September 2011: Solidarity with Israel Act
S. 1595, Orrin Hatch (R-UT), 18 cosponsors.
Would prohibit U.S. funding to the UN if the Security Council or General Assembly grants a change in status to Palestine, the PLO, or the state of Palestine from that of a permanent observer. Funding could continue if, before the change in status is granted, the secy. of state certifies that a comprehensive peace agreement with Israel has been reached.
Last major action: 9/21/11 referred to Senate cmte.

S. 1601, Patrick Leahy (D-VT), no cosponsors.
Largely the same as state and foreign operations funding provisions in *H.R. 2055 of 5/31/11, the bill contains two differences with respect to the PA and PLO:

• Would prohibit funding to "a government over which Hamas exercises undue influence," whereas "H.R. 2055 prohibits funding to any power-sharing government that "results from an agreement with Hamas and over which Hamas exercises undue influence."
• Would not prohibit an official PLO presence in the U.S. if Palestine obtains membership in any UN body, but would require the president to provide Congress with recommendations on appropriate actions to be taken regarding the PLO presence if Palestine seeks UN membership.

See also: related measures *H.R. 2055 of 5/31/11 and H.R. 3671 of 12/14/11 on FY2012.

22 September 2011: Currency Exchange Rate Oversight Reform Act of 2011
S. 1619, Sherrod Brown (D-OH), 22 cosponsors.
One relevant amendment was submitted to this bill:
S.A. 724 to S. 1619, Sen. Jon Kyl (R-AZ), introduced on 10/5/11, no cosponsors.
Would require the secy. of commerce to deny the export of civilian items potentially of use to produce weapons of mass destruction to China, unless she certifies that China will not export the items to Iran, Syria, or North Korea. This amendment was not considered by the Senate.
Last major action: 10/12/11 held at House desk (10/11/11 passed in Senate 63-35).

23 September 2011: Jerusalem Embassy and Recognition Act of 2011
S. 1622, Dean Heller (R-NV), 5 cosponsors.
Heller also introduced this bill as an amendment to S. 1867, the 2012 Defense Authorization Act, where it had a much greater chance of passing than as a standalone bill. Heller was also facing a re-election campaign against the ardently pro-Israel Rep. Shelley Berkley (D-NV) in 2012.
Last major action: 9/23/11 referred to Senate cmte.

6 October 2011: Directing the secy. of state to report on whether any
organization that participated in the second Gaza flotilla attempt should be designated as a foreign terrorist organization
H.R. 3131, Gus Bilirakis (R-FL), 14 cosponsors.
See also: S. Res. 51 of 2/15/11 and H.R. 1337 of 4/1/11.
Last major action: 10/25/11 referred to House subcmte.

11 October 2011: Expressing the sense that the Obama administration should include the Western hemisphere as an area of focus in its counterterrorism strategy
H. Res. 429, Jeff Duncan (R-SC), 41 cosponsors.
Focuses entirely on Iranian and Hezbollah activity in Latin America.
See also: related measure H. Res. 247 of 5/4/11.
Last major action: 10/25/11 referred to House subcmte.

14 October 2011: Expressing the sense of the House that further reductions to core national security funding will harm U.S. interests
H. Res. 441, Randy Forbes (R-VA), 36 cosponsors.
Cites concern that further cuts to national security could make it difficult for the U.S. to honor security commitments with Taiwan and Israel, who could be left undefended against the rise of competitors such as China or Iran.
See also: H. Res. 1609 of 4/15/11, H. Res. 270 of 5/23/11, and H.R. 2853 of 7/19/11.
Last major action: 10/14/11 referred to House cmte.

3 November 2011: Disapproving the sale of defense articles and services to Turkey
Would prohibit a proposed $111 m. arms sale to Turkey. Berkley and five other members wrote House members urging them to support this resolution because of Turkey’s aggressive posture toward Israel and strengthening ties with Hamas, among other things. There was no indication that Israel opposed the sale.
Last major action: 11/3/11 referred to House cmte.

S. 1848, Marco Rubio (R-FL), 3 cosponsors.
Largely the same as its House companion measure H.R. 2829 of 8/30/11, this bill does not contain the provision requiring the State Dept. to conduct an audit of, and make recommendations for the elimination of funding for, Palestinian-focused UN bodies.
Last major action: 11/10/11 referred to Senate cmte.

14 November 2011: Clarifying prohibitions for any UN body that admits Palestine as a member state
S. 1860, Daniel Coats (R-IN), no cosponsors.
Last major action: 11/14/11 referred to Senate cmte.

S. 1867, Carl Levin (D-MI), no cosponsors.
Would authorize $156 m. to fund research, development, and procurement for various missile-defense systems for Israel. Would authorize the same amount for the land-based SM-3 missile system as H.R. 1540 of 4/14/11.
Two relevant amendments were offered to the bill:
S.A. 1137, submitted by Dean Heller (R-NV) on 11/18/11, 2 cosponsors.
This amendment is identical to the Jerusalem Embassy and Recognition Act of 2011 (S. 1622, also introduced by Heller on 9/23/11), which would require the president to relocate the U.S. embassy to Jerusalem. This amendment was not considered by the Senate.
S.A. 1414, submitted by Robert Menendez (D-NJ) on 11/29/11, 54 cosponsors.

Directs the president to prohibit foreign banks from conducting business with banks in the U.S. if they have conducted significant transactions with the Central Bank of Iran or other Iranian financial institutions. This would apply to the central banks of other nations only if the transactions involved Iran’s petroleum industry.

This amendment was coauthored by Sens. Menendez and Mark Kirk (R-IL), who had proposed competing measures. Menendez and Kirk each invoked Iran’s threat to Israel during their speeches introducing this amendment. AIPAC featured the amendment as a top legislative priority on its web site. The measure passed in the Senate 100-0 on 12/1/11. Its provisions were included in *H.R. 1540 of 4/14/11 (see this bill for more details on the amendment and the efforts to shape it).


Last major action: 12/1/11 passed in Senate 93-7.

16 November 2011: Requiring the president to impose sanctions on foreign financial institutions that conduct transactions with the Central Bank of Iran

H.R. 3439, Jeff Flake (R-AZ), 1 cosponsor.


Last major action: 12/1/11 referred to House cmte.

18 November 2011: Expressing the sense of the House of Reps. that the United States should initiate negotiations to enter into a free trade agreement with Egypt

H. Res. 472, David Dreier (R-CA), 1 cosponsor.

Cites the Qualifying Industrial Zones, which allow Egypt to export products to the U.S. duty-free if they contain inputs from Israel, as representing the single largest cooperative economic project between Israel and Arab world.

Last major action: 11/18/11 referred to House cmte.

22 November 2011: Requiring the president to impose sanctions on foreign financial institutions that conduct transactions with the Central Bank of Iran

H.R. 3508, Jeff Flake (R-AZ), 2 cosponsors.


Last major action: 1/12/12 referred to House subcmte.

14 December 2011: Consolidated Appropriations Act, 2012

H.R. 3671, Hal Rogers (R-KY), no cosponsors.

Would provide the same levels of military and economic assistance to Israel and lays out the same restrictions on assistance to the Palestinians, Lebanon, and Egypt as in *H.R. 2055 of 5/31/11.


Last major action: 12/14/11 referred to House cmte.