



# Functional Bureau Strategy

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## Bureau of Oceans and International Environmental and Scientific Affairs

**FOR PUBLIC RELEASE**

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## 1. Executive Statement

**OES Mission Statement:**  
**Advance America's security and prosperity through  
international leadership on oceans, environment, science, space, and health.**

The Bureau of Oceans and International Environmental and Scientific Affairs advances policies critical to the liberty, security and prosperity of the United States, from safeguarding American interests in the frontier domains of outer space, the polar regions and the world's oceans, to driving international environmental policies that prioritize economic growth, energy security and natural resource protection. Protecting the American public's health at home and abroad, reducing conflict and instability related to territorial degradation, combating wildlife crimes and expanding dominance of the United States in science, technology and innovation are at the center of the OES portfolio.

Through OES leadership, the Department of State plays a preeminent role in advancing U.S. interests in the areas of oceans, environment, science and technology, health, and space that are important to in Americans' lives and livelihoods. We have made it a priority to work closely with interested representatives of U.S. business, academia, and non-governmental organizations to guide our efforts to ensure that our work to achieve U.S. foreign policy goals brings maximum benefit to the American people.

OES has a long and successful history of advancing U.S. interests in environment, science, technology, health, oceans, fisheries, and outer space to make sure that American citizens and companies benefit from international opportunities in these sectors. The vast range of the OES issue set touches American individuals and communities, and effects businesses small and large, across numerous sectors. These issues hold a significant place in the American consciousness – protecting endangered species such as sea turtles and elephants – or feature prominently in Americans' daily lives – the smooth functioning of the Global Positioning System on smart phones. By focusing international attention and applying the strength of U.S. engagement to find solutions to these challenges, OES works to advance objectives on behalf of the American people, and contribute to a future in which humanity continues to flourish.

This OES Bureau Strategy aligns with the National Security Strategy and the JSP, distilling OES's contributions to achieving the overarching strategic objectives of protecting America's security and promoting economic growth and job creation, while highlighting OES's work in the areas of outer space, global health security, and the Arctic. The elements of this strategy are drawn directly from these higher-level strategies and from relevant policy directives, building on the specific references to OES issues contained therein. The OES contribution to protecting America's national security centers on countering the drivers of instability as they intersect with OES issues: combatting conservation crimes and strengthening natural resource governance;

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reducing conflict and instability related to environmental degradation and territorial issues, with a specific focus on water security and maritime areas; and promoting resilience at home and abroad. OES deploys several approaches to support economic growth and job creation: expanding America's dominance in science, technology and innovation; creating opportunities and level playing-fields for U.S. commercial and public interests in OES areas of responsibility; advancing a climate policy that balances energy security, economic growth, and environmental protection; advancing the conservation, resilience, and sustainable management of ecosystems; and protecting the environment. The remaining goals feature broad crosscutting attention to high priorities goals: advancing American space leadership; protecting the American public's health at home and abroad; and safeguarding U.S. security, environmental, and economic interests in the Arctic.

Achieving U.S. priorities on the full range of OES issues will require consistent and coordinated policy positions across government. The proliferation of engagements on OES issues and the increasing tendency for negotiators to carry contentious policy issues from one forum into others requires creative negotiating strategies and enhanced coordination. Success will require cooperation among national governments and significant investments by industry and support from a wide range of related capabilities. By bringing our expertise to bear on these challenges, OES creates the space for balanced engagement that leads to broader ties and stronger relationships, and ultimately, brings us closer to achieving U.S. objectives. OES will continue to manage its resources efficiently and effectively to achieve these objectives.

## 2. Bureau Strategic Framework

### Strategy Outline

Goal 1: Counter the drivers of instability at the intersection of the OES mission

Objective 1.1: Combat conservation crimes and strengthen natural resource governance

Objective 1.2: Reduce conflict and instability related to environmental degradation and territorial issues

Objective 1.3: Promote resilience at home and abroad

Goal 2: Increase U.S. Economic Growth and Job Creation through Oceans, Environment, Science, Technology, Space, and Health-Related Engagement

Objective 2.1: Create opportunities and level playing-fields for U.S. commercial and public interests as they relate to the environment, fisheries, health, science, natural resources, and climate change

Objective 2.2: Advance a climate policy that balances energy security, economic growth, and environmental protection

Objective 2.3: Expand America's international dominance in science, technology, and innovation to increase American prosperity

Objective 2.4: Advance the conservation, resilience, and sustainable management of ecosystems and protect the environment to benefit the American people by promoting effective governance and strengthened institutional capacity

Goal 3: Advance American Space Leadership

Objective 3.1: Pursue and maintain a rules-based international framework for the long-term sustainability, commercialization and utilization of space

Objective 3.2: Strengthen American leadership in coalitions and bilateral engagements that extend human presence deeper into outer space for long-term exploration and utilization

Goal 4: Protect the American Public's Health at Home and Abroad

Objective 4.1: Protect health of the American public by strengthening international practices that prevent, prepare for, and respond to, emerging health challenges

Objective 4.2: Clean air and clean water for the American people

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Goal 5: Safeguard U.S. Security, Environmental and Economic Interests in the Arctic

Objective 5.1: Advance a rules-based international framework that governs activities within the region, advancing U.S. interests and ensuring access to Arctic resources

Objective 5.2: Promote economic growth, sustainable development, and environmental stewardship in the Arctic

Management Goal: Empower and enhance workforce performance through accountability, leadership, and engagement to execute the bureau's mission

Management Objective: Strengthen training, communication, support and accountability to bolster staff capacity, fostering a culture of professionalism in all areas and at all levels of the bureau

### **3. Goals and Objectives**

#### **OES Goal 1: Counter the drivers of instability at the intersection of the OES mission**

##### **a. Description and Linkages**

Protecting the security of Americans is the Administration's highest priority. The National Security Strategy and the Department of State/USAID Joint Strategic Plan clearly identify the essential role of diplomacy in addressing these threats. OES focuses on countering the drivers of instability that fall within the OES mandate, among them combatting transnational corruption in the areas of conservation crimes and natural resource governance, reducing conflict and instability related to environmental degradation, resolving maritime boundaries and promoting maritime security, mitigating transboundary pollution, and promoting resilience. Americans are more secure when there is less corruption and instability in the world. Americans are also more secure when they can be assured of clean air and clean water, and when they can be resilient in the face significant challenges and crises. OES uses its diplomatic skills and engagement with partners to encourage resolution of conflicts and share expertise that strengthens capacity to counter instability and increase resilience on all sides.

#### **Objective 1.1: Combat conservation crimes and strengthen natural resource governance**

##### **a. Justification**

OES works to combat transnational illegal activities associated with natural resources, such as wildlife trafficking, illegal logging, and associated trade (ILAT), illegal, unreported, and unregulated (IUU) fishing, and illegal extraction and trade of gold and other minerals. OES also works to strengthen natural resource governance to prevent illegal and unregulated activities and pose threats to security, economic prosperity, the rule of law, long-standing conservation and management efforts, the environment, and human health. Trafficking in natural resources can be associated with other illegal activities such as document forgery, labor and human rights abuses (such as violence against environmental defenders), tax evasion, funding armed groups, and weapons and drug trafficking. OES also cooperates with other countries to implement agreements and programs to counter illegal, unreported, and unregulated (IUU) fishing activities that also strengthen maritime security and surveillance to combat other illegal activities at sea. OES works to stop the illegal extraction and trade in these resources and to leverage our efforts across the different sectors for effectiveness,

economies of scale, and efficiency. Insufficient targeted resources and weak bilateral and multilateral engagement with appropriate partners could all undermine our ability to achieve this objective.

**Objective 1.2: Reduce conflict and instability related to environmental degradation and territorial issues**

**a. Justification**

Threats such as water insecurity, conflicts over the delineation of maritime boundaries or entitlements, disagreements over allocation of natural resources, and transboundary pollution can fuel tensions over much-needed resources and territory, which can in turn destabilize situations and result in conflict, thereby undermining security. With its diplomatic and technical expertise, and its strong relationships with partners, OES works to establish recognized boundaries and limits for maritime space, and to promote rule of law to resolve conflicts and reduce tensions over natural resources, in accordance with international law and instruments. Achieving this objective could be undermined by insufficient targeted internal and external resources, and by lack of political will, institutional support and robust data.

**Objective 1.3: Promote resilience at home and abroad**

**a. Justification**

Reducing risk and strengthening resilience is essential to protecting people, property and communities from the loss and disruption that can result from stresses such as economic impacts of natural resource availability, extreme events or natural disasters. OES uses its diplomatic skills in multilateral fora, international organizations, and regional and bilateral relationships to secure access to the tools, technology, and expertise that U.S. government agencies and the American public need to share information, improve risk management and planning, and build a culture of preparedness. Building resilient partnerships in environment, science, space, technology and innovation, and global health plays a critical role in achieving foreign policy goals. Through its programmatic engagement, OES works to strengthen capacity of communities, in order to help them increase their stability and reduce the potential for conflict.



## **OES Goal 2: Increase U.S. Economic Growth and Job Creation through Oceans, Environment, Science, Technology, Space, and Health-Related Engagement**

### **a. Description and Linkages**

OES works to advance economic growth and job creation for the American people across the full range of OES efforts – environmental protection, sustainable management of wildlife, fisheries, forests, genetic resources, environmental and natural resource aspects of trade agreements, public health promotion, pollution reduction, science and technology, innovation, maritime jurisdiction, civil space cooperation and outer space diplomacy. OES actively promotes and advances U.S. interests by ensuring a level-playing field for American citizens and businesses including by ensuring that international standard-setting bodies do not disadvantage American companies and citizens, effectively representing the interests of the United States, including the interests of U.S. industries, institutions, and technical agencies; facilitating bilateral engagement; and fostering opportunities for innovation and entrepreneurship. OES also works to build international tools to manage living marine resources sustainably and ensure that U.S. fishers have a level playing field and continued access to fisheries resources that support billions of dollars in sales and income each year. OES facilitates collaboration that advances U.S. interests and promotes economic growth. Other countries value S&T cooperation with the United States, and OES leads the Department’s science diplomacy efforts to deepen and expand the utilization of science and technology in support of U.S. foreign policy priorities as well as ensuring American scientists have access to foreign experts, knowledge, materials, and resources. OES programs seek to empower participants, with an emphasis on youth and women, and build institutional capacity that extend American values and support good governance. OES conducts technical analyses that inform U.S. policy positions and advance U.S. interests in multilateral, bilateral, and transboundary relations. OES oversees implementation of environmental cooperation to help ensure that Free Trade Act partner countries are able to meet their environmental obligations, businesses are playing by rules similar to those in the United States, and trade and environment policies are mutually supportive, including strengthening partners’ environmental laws and enforcement capabilities.

### **Objective 2.1: Create opportunities and level playing-fields for U.S. commercial and public interests as they relate to the environment, fisheries, health, science, natural resources, and climate change**

#### **a. Justification**

OES works with a wide range of stakeholders to both ensure U.S. interests are well

represented and level the playing field. OES works to advance environmental regulatory schemes that not only promote stronger markets through healthier, more productive foreign populations, but also bring familiar and reliable legal and scientific standards to those markets that opens up markets for U.S. technologies and services. OES cooperates with other member countries to fight illegal, unreported, and unregulated (IUU) fishing, working primarily through Regional Fishery Management Organizations, to level the playing field and reduce the billions of dollars in annual global losses due to IUU fishing. OES conducts technical analyses that are required to determine U.S. positions and to advance U.S. interests in multilateral, bilateral, and transboundary relations. OES oversees implementation of environment cooperation to help ensure that Free Trade Act partner countries are able to meet their environmental obligations, businesses are playing by rules similar to those in the United States, and trade and environment policies are mutually supportive, including strengthening partners' environmental laws and enforcement capabilities. Illegal logging and associated trade costs the U.S. forest industry \$1 billion a year in lost revenues, undercutting a sector that imports and exports over \$50 billion, manufactures \$200 billion in forest products, and employs almost 900,000 Americans. OES advances international cooperation, commitments, and capacity to improve forest governance and law enforcement and eliminate illegal logging and associated trade, including through promoting enabling environments for investment in legal forestry and capacity for monitoring and reporting on forests. Science and technology agreements provide a framework for intellectual property protection and ensure equitable access to research resources and facilities.

**Objective 2.2: Advance a climate change policy that balances energy security, economic growth and environmental protection**

**a. Justification**

The United States supports a balanced approach to economic growth, energy security, and environmental protection that takes into consideration the realities of the global energy mix. The United States announced it will immediately cease the implementation of its current nationally-determined contribution and affirms its strong commitment to an approach that lowers emissions while supporting economic growth and improving energy security needs. The United States will endeavor to work closely with other countries to help them access and use fossil fuels more cleanly and efficiently and help deploy renewable and other clean energy sources, given the importance of energy access and security in their nationally determined contributions. The ability of OES to achieve this objective depends upon diplomatic and technical engagement with a wide range of partners.

**Objective 2.3: Expand America's international dominance in science, technology, and innovation to increase American prosperity****a. Justification**

Science, technology, and innovation (STI) are important for maintaining America's competitive edge and STI diplomacy essential to preserving American leadership. The U.S. Chamber of Commerce estimates that innovation drives approximately 50 percent of U.S. annual GDP growth. International scientific cooperation enables U.S. governmental, academic, and industrial scientists' access to a broad range of foreign data, expertise, capabilities, and facilities. Science diplomacy promotes American leadership in science and technology while extending American values and providing vital access for international scientific resources. Science diplomacy can also achieve meaningful policy goals outside of strictly scientific realms: increased preparedness for global pandemics, better technologies for American manufacturing, and cleaner water in geopolitical hotspots. Through programmatic engagement in innovation and entrepreneurship, OES strengthens relationships with allies, thwarts the interests of adversaries and strategic competitors, and creates new opportunities for U.S. businesses. OES routinely nominates experts to scientific advisory bodies to study and provide scientific advice to policymakers and promotes the use of the best available science in making resource management decisions in international bodies, including in regional fisheries management organizations (RFMOs). Insufficient targeted programmatic resources, insufficient resources of our U.S. technical agencies, and weak bilateral or multilateral engagement can undermine our ability to achieve this objective.

**Objective 2.4: Advance the conservation, resilience, and sustainable management of ecosystems and protect the environment to benefit the American people by promoting effective governance, and strengthened institutional capacity****a. Justification**

OES works to promote the conservation and sustainable use of the world's economically and ecologically important ecosystems and the species that inhabit them. Natural ecosystems underpin economies by producing the natural resources that make up economic and national interest industry value chains. Ecosystems provide essential resources, such as food, water, raw materials, fuel, recreation, medicines, and basic services, such as clean air, coastal defense, and crop pollination. These make human life and our national economy possible. The conservation, use, and long-term management of these resources to ensure continued productivity and services provide the foundation for healthy, resilient communities and economies and promote stability, prosperity, and security throughout the world. Insufficient

targeted resources and weak bilateral and multilateral engagement with appropriate partners could undermine our ability to achieve this objective.

### **OES Goal 3: Advance American Space Leadership**

#### **a. Description and Linkages**

The Administration is staking a leadership role in space exploration, Earth observation, and commercial use of the space domain. U.S. leadership in the space domain is a priority for the Administration, as articulated in the National Security Strategy which calls for action to “advance space as a priority domain; promote space commerce; and maintain lead in exploration,” and the National Space Policy. The Department of State, with OES leadership, fulfills the essential diplomatic and international cooperation function to realize this objective, thereby supporting U.S. economic growth, national security, and strengthening our ability to monitor the environment, natural resources, and natural disasters. OES works closely with the Department of Commerce Office of Space Commerce to advance commercial opportunities for U.S. interests. With an increasing number of countries accessing space and with China seeking to take a leadership role, U.S. efforts to build and lead coalitions of countries are more important than ever. OES will work jointly with interagency partners to foster the burgeoning U.S. space industry, and expand the private-sector space ecosystem. These relationships will enable OES to support and advance U.S. commercial interests in leading a new revolution in the use of space.

#### **Objective 3.1: Pursue and maintain a rules-based international framework for the long-term sustainability, commercialization, and utilization of space**

##### **a. Justification**

The United States depends on space for a wide range of economic, scientific, environmental, and national security interests. However, access to and utilization of space may be threatened due to increased orbital debris and the expanded use of space by an ever-growing number of countries. At the same time the U.S. private sector is revolutionizing the use of space with new technologies and business models for space tourism, asteroid mining, space launch vehicles, new satellite applications, and other commercial endeavors. OES is leading U.S. government efforts to develop voluntary international standards and guidelines that will both ensure the long-term sustainability of space operations and enable U.S. companies to responsibly launch innovative space ventures. Risks to achieving this objective: Some

countries may seek restrictive guidelines that could preclude U.S. civil and commercial access to space.

### **Objective 3.2: Strengthen American leadership in coalitions and bilateral engagements that extend human presence deeper into space for long-term exploration and utilization**

#### **a. Justification**

The Vice President announced at the October 2017 inaugural National Space Council meeting that the United States would return humans to the moon for long-term habitation as part of the eventual goal of manned missions to Mars. OES leads the efforts to reach agreement with key spacefaring nations to establish a common plan to achieve these ambitious space exploration objectives. This venture will be very expensive and will require broad economic and technical investment by space faring nations. OES will lead negotiations to move from the current focus on low-earth orbit and the International Space Station (ISS) to a new plan focusing on cis-lunar projects. Securing agreement on the U.S. approach will not be easy. Other space faring nations, including ISS partners, may have alternate views regarding the future of the ISS and international space exploration.

### **OES Goal 4: Protect the American Public's Health at Home and Abroad**

#### **a. Description and Linkages**

Combatting infectious disease threats is a national security priority, as noted in the National Security Strategy. There are currently gaps in national, regional, and global preparedness to combat these threats, whether naturally occurring, accidental, or deliberately spread (bioterrorism). Human population growth, changes in social, economic, and environmental patterns leading to exposure to new pathogens, antimicrobial resistance, and a persistent lack of health infrastructure in less developed countries all complicate the challenge of combatting infectious diseases. The United States maintains the capacity to respond to dangerous disease outbreak wherever it occurs. The Global Health Security Agenda (GHSA) advances capacity around the world to protect the security, public health, and economy of the United States and the globe against infectious disease threats.

## **Objective 4.1: Protect the health of the American public by strengthening international practices that prevent, prepare for, and respond to health challenges**

### **a. Justification**

OES brings State Department leadership to bear on emerging international health engagement. OES outreach serves to galvanize preparedness and response efforts by donor and host governments, multilateral and regional health organizations, civil society actors, U.S. government agencies, and State Department personnel in Washington and abroad. OES works on a suite of issues with varying timeframes: from emergencies that require rapid response (such as Ebola and polio outbreaks) to long-term needs such as immunization coverage, air and water quality, and combatting anti-microbial resistance. GHSA combats the threat of naturally-occurring and potential bioterror threats by building capacity in other countries to prevent, detect, and respond to such diseases before they reach the United States. OES leads the U.S. government's coordination and international GHSA engagement, and this extension until 2024 offers an opportunity to enhance country-level implementation and increase foreign donor engagement. OES seeks to build awareness of and support for national, regional, and multilateral programs that address priority health challenges, improve government effectiveness, and promote good governance. Risks to achieving this objective include the dynamic and variable nature of disease outbreaks, which can emerge or change rapidly and unexpectedly; donor fatigue; weak market incentives for global investment in research and development; poor cross-sectoral or "One Health" coordination; and a lack of access to timely data and biological materials. Finally, health emergencies can have serious financial, security, and humanitarian ramifications, further complicating the challenge and necessitating a strong role for foreign affairs agencies.

## **Objective 4.2: Clean air and clean water for the American people**

### **a. Justification**

The burden of disease caused by a lack of clean air and water is severe and the problem is technically complex to fix. Air and water pollution are often the result of transboundary emissions and thus require multilateral approaches. The Administration has prioritized clean water and clean air for the American people as a policy priority, and significant cooperative efforts are underway to address diplomatic and foreign policy aspects of these problems, including implementation of the Global Water Strategy and deployment of Air Quality Fellows to U.S. missions in the field. Solutions require rigorous coordination to link diplomatic, developmental, technical, and public awareness efforts that support a workable multi-sectoral, holistic approach. Air pollution costs the U.S. economy over \$450 billion and the world economy over \$5 trillion in 2013.

## **OES Goal 5: Safeguard U.S. Security, Environmental and Economic Interests in the Arctic**

### **a. Description and Linkages**

OES leads the Department and the Executive Branch in international Arctic policy development. U.S. Arctic policy addresses the entire range of United States' interests in the region: national security and homeland security; Arctic environment and natural resources; economic development through environmentally sustainable natural resource management; multilateral institutions with Arctic equities; Arctic indigenous peoples; and scientific research. OES pursues soft security, economic, and environmental interests primarily through leadership in the Arctic Council and related regional bodies, and also through international organizations such as the International Maritime Organization (IMO).

### **Objective 5.1: Advance a rules-based international framework that governs activities within the region, advancing U.S. interests and ensuring access to Arctic resources**

#### **a. Justification**

As Arctic Ocean sea ice recedes, human activity is increasing including oil, gas and mineral exploration, ship tourism, commercial bulk shipping, and commercial fishing in the future. OES must continue to stay ahead of regional developments to protect national interests, particularly as China's Arctic ambitions increase and other countries seek to exert influence in the region.

### **Objective 5.2: Promote economic growth, sustainable development, and environmental stewardship in the Arctic**

#### **a. Justification**

The Arctic, as a region, benefits from significant economic potential, ripe for investment in infrastructure, natural resource development and other job-creating activity. In order for Arctic communities to benefit from this potential, while maintaining livelihoods, increasing resilience, and supporting a way of life that is intertwined with abundant natural resources and the relatively pristine natural environment, it is essential that economic growth and environmental protection be considered in tandem. Continued OES engagement in regional deliberations will advance and safeguard U.S. interests.

## **4. Cross-cutting Management Goal and Objective**

**OES Management Goal: Empower and enhance workforce performance through accountability, leadership, and engagement to execute the bureau's mission**

### **a. Description and Linkages**

OES is committed to fulfilling the Secretary's call to strengthen American diplomacy, develop a flexible and highly skilled workforce, improve the Department's effectiveness and accountability, and ensure the safety and security of our people, with a particular focus on Strategic Objective 4.3 of Joint Strategic Plan to "Enhance workforce performance, leadership, engagement, and accountability to execute our mission efficiently and effectively". The OES team is our most important resource. It is comprised of OES staff in the Department plus the twelve Regional ESTH Hub Officers in the field, with the support of ESTH staff in Bureaus and Embassies worldwide, supplemented by the efforts of interagency counterparts. OES supports these efforts by exercising leadership and creativity to bring resources to bear, and by delivering effectiveness and accountability to the American taxpayer.

**Management Objective: Strengthen training, communication, support and accountability to bolster staff capacity, fostering a culture of professionalism in all areas and at all levels of the bureau**

### **a. Justification**

OES is dedicated to supporting its team to achieve the goals and objectives articulated in the National Security Strategy and the Joint Strategic Plan. OES is taking tangible steps to execute its mission effectively and efficiently, and to ensure that OES staff and its team have the tools and capabilities required to do their jobs well and to achieve their individual professional development goals.