



Integrated Country Strategy

Djibouti

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1. Chief of Mission Priorities

Our goals are interlinked. Progress on any two goals supports achievement of the third goal. Each goal advances specific United States interests directly through both greater security and prosperity for the United States and indirectly by promoting greater security, prosperity and good governance for our partner and military basing host, Djibouti. Our dynamic interagency team takes a comprehensive, whole-of-government approach to support and advance U.S. strategic priorities in both Djibouti and the Greater Horn of Africa region, with the U.S. Chief of Mission accredited both bilaterally to Djibouti and regionally to the Executive Secretariat of the Intergovernmental Authority on Development (IGAD).

Security: Our security goal requires a robust American military presence, strong and capable Djiboutian security services, and the continued effectiveness of our consular operations to uphold U.S. immigration policy and serve American residents and travelers. An increasingly competitive environment for security partnerships in Djibouti demands strategic investments to best position the United States as the partner of choice. Our security assistance should take into account capability gaps in Djibouti's security services and maximize positive political impact. The United States has created a strong Djiboutian constituency that favors our military presence, owing to increased local hiring and contracting with Djiboutian companies at Camp Lemonnier. Our embassy plays a vital role in supporting the base commander's efforts in that regard.

Prosperity: Our prosperity goal focuses on jobs and U.S. trade. Djibouti's high youth unemployment rate has the potential for destabilizing social and economic ramifications. The USAID-implemented workforce development program seeks to address this by collaborating with the Djiboutian government to offer training that prepares young people for employment in sectors experiencing skill shortages. Our advocacy aims to increase U.S. trade and investment and economic reforms; including business climate, affordable power, and anti-money laundering.

Governance: Our bilateral collaboration to strengthen governance focuses on refugees and anti-trafficking-in-persons. The Government of Djibouti's challenges in attaining economic security for its citizens, many of whom live in poverty, depend on developing a strong civil society to assist with services that the government cannot meet alone. We anticipate that USAID's nascent civil-society strengthening project, conducted in collaboration with sector-specific ministries, will assist in this area.

Implementation: The leadership of this mission coordinates closely with military commanders at Camp Lemonnier. Upon agreement by the commanders, this mission often advocates with the Djiboutian government on issues concerning our military presence, while respecting the separate authorities and supervisory chains that govern our diplomatic and military activities. For example, this document was coordinated with the Camp Lemonnier base commander and the Combined Joint Forces – Horn of Africa (CJTF-HOA) commander. Mission

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Djibouti communicates ICS goals to all USG employees, American and Djiboutian, in a concise format. Goals are incorporated into work responsibilities statements. Country Team meetings focus on goal advancement. Mission Djibouti runs on a goal-centric, "One Team, One Mission" basis. All USG employees know what we seek to achieve here for the American people.

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Approved: August 6, 2018

2. Mission Strategic Framework

Mission Goal 1: Strengthen security for the United States, Djibouti, and the region.

Mission Objective 1.1: U.S. military presence operates with maximum freedom through efficient coordination with Djiboutian government and support from the U.S. Mission.

Mission Objective 1.2: Djiboutian security forces improve ability to respond to threats by increasing professionalism, regional coordination, and operational capacity.

Mission Objective 1.3: Consular Affairs demonstrates capacity to respond to regional demand through efficient emergency communication with US citizens, timely and accurate visa adjudications, and regional security cooperation.

Mission Objective 1.4: IGAD acts as an effective stabilizing influence in the Greater Horn of Africa by improving trade and investment opportunities, promoting regional integration, strengthening security, and mitigating conflicts.

Mission Goal 2: Increase mutually beneficial economic growth, trade, and investment.

Mission Objective 2.1: Expand U.S. trade and investment by advocating economic reforms, facilitating market development, and promoting contacts among U.S. and Djiboutian firms.

Mission Objective 2.2: Close labor market skills gaps, assisting in the reduction of youth unemployment.

Mission Goal 3: Improve Djiboutian government delivery of key services.

Mission Objective 3.1: Improve delivery of education, electricity, justice, and health services by furthering collaboration among citizens, civil society, and government, and advocating reforms, in coordination with relevant ministries and other development partners.

Mission Objective 3.2: Apply African Union recommendations for improving election administration services in the 2021 presidential election.

Management Objective 1: Achieve adequate provision of services and sufficient internal controls by properly aligning support positions (management section) to supported positions to account for significant increases in the latter.

Management Objective 2: The mission community is prepared to respond to a disaster (earthquake, civil unrest, terror attack) through exercises, trainings, and briefings.

3. Mission Goals and Objectives

Mission Goal 1: Strengthen security for the United States, Djibouti, and the region.

Description and Linkages: Our top goal encompasses supporting the American military presence in Djibouti, enhancing the effectiveness of Djiboutian security services, providing consular assistance to Americans, upholding U.S. immigration law, and raising the capacity of IGAD to strengthen regional security and development. All these efforts serve to strengthen security for the United States, Djibouti, and the region.

Since 2003, Djibouti has provided the United States a strategic platform to conduct military operations throughout Greater East Africa and beyond. The stated mission of CJTF-HOA, the main component of our military presence in Djibouti, is as follows: “CJTF-HOA, with partners, maintains influence and protects US interests, sets the Combined Joint Operations Area, conducts military engagements, supports security cooperation, and is prepared to conduct crisis response and contingency operations in order to maintain operational access and promote regional stability.”

CLDJ, located alongside Djibouti’s sole and single-runway international airport, is the only enduring U.S. military installation in Africa. We work closely with CLDJ to fulfill their mission “to enable joint warfighters operating forward and to reinforce the U.S.-Djibouti relationship.” Dozens of U.S. aircraft operate from CLDJ and nearby Chabelley Airfield. CLDJ houses approximately 5,000 U.S. military personnel and contractors. In 2018, the Government of Djibouti (GoDJ) approved an increase in authority for the USG to base 20 attack/fighter aircraft in Djibouti, up from eight in 2017. The U.S. military accounts for just over half of all flights from Djibouti’s airport. The U.S. Navy regularly refuels our warships at Djibouti’s oil terminal. U.S. Mission Djibouti’s top priority is to ensure long-term viability, reliable logistics (especially at the ports), and maximum operational freedom for our American military presence. We engage on this priority in close coordination and collaboration with the commands operating at CLDJ, AFRICOM, and the Defense Department.

Given competition for limited resources and access to key infrastructure and services, we continually advocate for the American military with Djibouti’s leadership. We hold Djibouti to the relevant agreements governing our presence here: the 2003 Access Agreement and the 2014 Implementing Arrangement between the Governments of the United States and Djibouti, and the 2013 trilateral agreement concerning access to Chabelley airfield between the Governments of the United States, Djibouti, and France. The 2014 Implementing Arrangement stipulates that the U.S. lease on Camp Lemonnier extends to 2034, with an option for an additional ten-year extension. After its signing, the Department of Defense embarked on an ambitious military construction effort at the Camp, with projects totaling nearly \$1 billion. This sent a clear message to the Government of Djibouti: the United States military presence was evolving from an expeditionary mode to a more enduring one.

We work with Djiboutian military and law enforcement to heighten effectiveness against terrorism, human trafficking, and the illegal trade in arms and natural resources. As per the 2018 National Defense Strategy, we work by, with, and through our Djiboutian counterparts and regional partners to degrade terrorists, build the capability required to counter violent extremism, and limit the influence of competing powers.

The great majority of our consular caseload is related to Yemen and northern Somalia, not Djibouti. Following OIG recommendations, we will increase staffing to match demand over the next few years, which will allow for sustained, high quality American citizen assistance and upholding U.S. immigration law, meeting the standards of the Consular Affairs bureau.

We also work with the leadership of the Intergovernmental Authority on Development (IGAD), a regional organization for the Greater Horn of Africa, and its center for countering violent extremism, which is largely U.S.-funded. The U.S. Ambassador to Djibouti is also accredited to the IGAD Secretariat, located in Djibouti.

Mission Objective 1.1: U.S. military presence operates with maximum freedom through efficient coordination with Djiboutian government and support from the U.S. Mission.

Justification: Since 2003, U.S. military forces at CLDJ have served as the primary defenders of U.S. interests from threats in the Horn of Africa and beyond. They support training and professionalization of partner militaries across East Africa, and directly support partner missions in the United Nations and African Union missions. U.S. forces provide additional security to fragile governments on the continent and allies threatened by destabilizing forces. These efforts protect the lives of American citizens and our partners in Africa and beyond. Our top priority is to promote full freedom of U.S. military operations by maximizing support from the Djiboutian government. We advocate directly with senior Djiboutian authorities. We also encourage Djiboutians who materially benefit from our military presence to remind their leaders of that fact. The 2003 Access Agreement and 2014 Implementing Agreement form the operational basis of the U.S.-Djibouti military relationship. We work with the base commander, the CJTF-HOA commander, and their teams, to ensure that our access, rights, and privileges under those agreements are fully respected. Left unresolved, disagreements with the Djiboutian government can lead to operational interruptions that places lives and resources at risk.

Mission Objective 1.2: Djiboutian security forces improve ability to respond to threats by increasing professionalism, regional coordination, and operational capacity.

Justification: The presence of U.S. military forces within the country, along with the presence of European, Japanese, and Chinese militaries, United Nations missions, IGAD headquarters, and Djibouti's participation in AMISOM make Djibouti a logical venue for regional security cooperation. This also makes Djibouti a potential target for attack by terrorists active in the region (al-Shabaab, ISIS, AQAP). Other security threats include traffickers using traditional trade routes across land and sea borders, pirates off the adjoining Somali coast, and an

unresolved border dispute between Djibouti and Eritrea. These risks jeopardize the maintenance of a secure environment, essential to Djibouti's economic ambition to evolve into a major regional logistics and business hub. These risks also threaten the safety of resident U.S. citizens (estimated at about 1,200), American travelers, U.S. embassy staff and their families, and U.S. military personnel and contractors (approximately 5,000). It is a key U.S. interest that the Djiboutian security forces enhance their capacity to secure their borders, defend themselves from attack, and protect those who live and work in their country. Our assistance efforts increase operational capacity while also instilling values of tolerance, good governance, and respect for human rights into the culture and doctrine of the Djiboutian security forces. Working closely with the Djiboutian security forces also helps strengthen our relationship, reinforcing objective 1.1.

Mission Objective 1.3: Consular Affairs demonstrates capacity to respond to regional demand through efficient emergency communication with US citizens, timely and accurate visa adjudications, and regional security cooperation.

Justification: Protecting and serving the interests of U.S. citizens is at the core of our mission's work in Djibouti. This function involves all sections, Consular, Public Diplomacy, and the Regional Security Office in particular. Although the internal security of Djibouti is primarily in the hands of the Djiboutian authorities, we help protect U.S. citizens by providing routine and emergency consular services, including travel information and documents, in a precise and timely manner. In an emergency necessitating mass evacuation of American citizens, the consular section team provides relevant services. Our consular team works closely with U.S. military forces in regional contingency planning and in the event of an emergency response.

The 2015-17 wave of U.S. citizens and their Yemeni immigrant family members has abated. However, with no permanent U.S. consular presence in Yemen and Somalia, there remain significant resource demands in Djibouti for immigration and U.S. citizen services. These demands, as noted in the 2018 Inspector General report, require the resources and processes typical of a mid-size mission.

Mission Objective 1.4: IGAD acts as an effective stabilizing influence in the Greater Horn of Africa by improving trade and investment opportunities, promoting regional integration, strengthening security, and mitigating conflicts.

Justification: The United States and IGAD share many political, economic, and security goals for the Horn of Africa. IGAD's seven member states (Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda) work to address environmental protection, peace and security, and economic cooperation and integration. IGAD has played an integral role in mediating conflicts in Somalia and South Sudan, and today IGAD member states are among the top troop contributing countries to AMISOM. The United States, through USAID and the Department of State, has provided IGAD with bilateral and programming support for conflict mitigation, climate change, health activities, and countering violent extremism initiatives. The August 2018

accreditation of the U.S. Chief of Mission to IGAD's Executive Secretariat presents a unique opportunity for greater U.S. involvement and influence in the organization.

Mission Goal 2: Increase mutually beneficial economic growth, trade, and investment.

Description and Linkages: Djibouti's strategic location is driving economic growth. As Ethiopia's primary gateway to the sea, host to multiple foreign military bases, and a central food commodity hub for humanitarian relief in the Horn of Africa, Djibouti's real GDP grew 6.8 percent in 2017, despite the country's lack of significant natural resources, agriculture, or industry. For Djibouti's growth to be sustained, and for the country to achieve its full potential as a strategic partner, the benefits of growth must be shared more widely across the Djiboutian population. The 2017 NSS calls for expanding trade and commercial ties to create jobs and build wealth for Americans and Africans. We will offer American goods and services, both because it is profitable for us and because it serves as an attractive alternative to China's often problematic economic practices on the continent.

Mission Objective 2.1: **Expand U.S. trade and investment by advocating economic reforms, facilitating market development, and promoting contacts among U.S. and Djiboutian firms.**

Justification: Strong economic and commercial ties with the Government and people of Djibouti build a constituency for the U.S. presence in Djibouti. It improves Djiboutian and American livelihoods by providing jobs and developing Djibouti's infrastructure and markets. It positions the U.S. as a partner of choice and amplifies U.S. influence in Djibouti and the region. Djibouti is reforming economic policies to improve the business and investment climate. Our partnership in this arena furthers progress through capacity building and other economic governance programs.

Mission Objective 2.2 Close labor market skills gaps, assisting in the reduction of youth unemployment.

Justification: Djibouti's youth and the workforce overall are insufficiently prepared for the demands of the 21st century global economy. Djibouti must tackle systematic issues to overcome the poor preparation of its workforce, both in basic education and technical training. Many job opportunities require English language skills, which despite years of instruction, the majority of Djiboutians lack. Existing concerns include a lack of linkages between the technical and vocational education sector (supply) and employers (demand), as well as a lack of career counseling and "soft skills" development. In addition, the current public sector technical and vocational education and training system is under-resourced; has inadequate training equipment and materials; and relies on outdated infrastructure and curricula that does not respond to the labor market's rapidly evolving needs. In response, USAID is expanding the quality of workforce readiness programs; developing sustainable linkages between technical and vocational education and training institutions and employers, and strengthening job

placement, retention, and advancement services. PD is reinforcing professional English skills through English Discussion Groups and workshops in our American Spaces.

Mission Goal 3: Improve Djiboutian government delivery of key services.

Description and Linkages: Djibouti's education and health indicators are some of the worst in the world and are slow to improve. Mission Goal 3 aligns with goals 1.3 and 4.1 of the State-USAID Joint Strategic Plan (JSP) to ensure Djibouti's long-term stability by strengthening citizen-responsive governance. It also supports goals 1.1 and 3.1 of the Africa Joint Regional Strategy (JRS) and Pillar IV of the National Security Strategy. With a focus on improving legal system capacity, Embassy Djibouti's anti-Trafficking-in-Persons (TIP) programming seeks to suppress transnational crime and to increase protections for vulnerable groups. Embassy Djibouti, in coordination with relevant government ministries, will strengthen civil society to contribute toward better service delivery for Djiboutian, migrant, and refugee communities. Our activities focus on election administration services as well as the justice, education, health, and electrical power sectors. Poor service delivery in these sectors are among the greatest sources of frustration for Djiboutians with their government.

Mission Objective 3.1: **Improve delivery of education, electricity, justice, and health services by furthering collaboration among citizens, civil society, and government, and advocating reforms, in coordination with relevant ministries and other development partners.**

Justification: Djibouti suffers from serious deficits in all five dimensions used by USAID to measure democratic performance: consensus, competition, inclusion, rule of law, and governance. Most of these deficits stem from ineffectual accountability mechanisms. We will collaborate with selected Djiboutian ministries and civil society organizations to promote approaches to service delivery that favor citizen participation, accountability, transparency, and responsiveness. Continued deficiencies in the provision of basic services could lead to instability. By offering constructive channels for addressing citizens' problems and by helping strengthen civil society organizations, we will contribute to a more stable Djibouti.

Given instability in the region, we anticipate that Djibouti will continue to serve as a host for refugees as well as a transit country for migrants. Djibouti has an exemplary record of accepting and integrating refugees. In 2017, Djibouti's national assembly passed a law providing refugees access to national education, health care and employment. In collaboration with implementing partners, we will convene and participate in regular progress assessments to ensure the efficient delivery of basic rights and services to refugees and migrants. Our Anti-TIP objectives will build upon significant progress achieved by Djibouti in recent years. Our planned initiatives focus on modernizing the judicial system's information-sharing capabilities and ensuring the protection of victims and vulnerable groups. We aim to enhance the judiciary's capacity to review and prosecute trafficking crimes, particularly those committed against women, children, and refugees.

Mission Objective 3.2: Apply African Union recommendations for improving election administration services in the 2021 presidential election.

Justification: The AF/AFR Joint Regional Strategy (JRS) objective 3.1 calls for promoting accountable, transparent, and responsive governance. A fair and transparent electoral process is a crucial indicator for citizen-responsive governance. Our four year ICS will cover presidential elections in 2021 and the regional elections in 2022. Recommendations from African Union's 2018 election observation mission highlight the need to institutionalize a fair and transparent electoral process. Our engagement focuses on amplifying the voices of civil society to hold government of Djibouti accountable to these recommendations. A knowledgeable electorate and institutionalized processes ensure the long-term stability of governance in Djibouti.

4. Management Objectives

Management Objective 1: Achieve adequate provision of services and sufficient internal controls by properly aligning support positions (management section) to supported positions to account for significant increases in the latter.

Justification: The number of U.S. Direct-Hire staff from various USG agencies and departments continues to rise along with the increased importance of Djibouti to U.S. interests. The ratio of support positions to supported positions is declining to the point that adequate service provision and sufficient internal controls is rapidly becoming unsustainable. Redressing this imbalance requires staffing increases in the management section's own U.S. direct-hire positions and in the number and level of responsibility of our Djiboutian staff. Currently planned and anticipated mission growth requires appropriate technical resources, efficient and creative use of space within the embassy compound, and matching growth in our housing pool, while factoring in security and safety considerations (Djibouti lies in an active seismic zone).

Management Objective 2: The mission community is prepared to respond to a disaster (earthquake, civil unrest, terror attack, and cyclone) through exercises, trainings, and briefings.

Justification: 2018 Tropical Storm Sagar reminded all members of the Embassy community that we need to constantly check our human resources and physical systems for weak spots. We are addressing the factors that led to flooding of the warehouse and electrical systems on the compound, but we also need to ensure our LE Staff and Americans feel confident in our advance planning for unforeseen events.(SBU) Management