



Integrated Country Strategy

Jerusalem

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1. Chief of Mission Priorities

After the May 14, 2018 move of the U.S. Embassy to Jerusalem, Consulate General (ConGen) Jerusalem continues to operate as an independent mission with an unchanged mandate responsible for U.S. relations with the Palestinians and the Palestinian Authority. We actively engage a wide range of political, economic, cultural, and educational contacts in **Jerusalem, the West Bank, and Gaza**. The mission's primary goal is to advance U.S. efforts supporting a **negotiated solution** to the Israeli-Palestinian conflict. Our diplomatic engagement is focused on establishing conditions conducive to negotiations and improving the lives of Palestinians in order for their leaders to take the steps necessary for peace.

To achieve these aims, we continue to help the Palestinian Authority (PA), within the directives of U.S. law and policy, to build credible institutions of governance that can respond to the needs of its population, be a good neighbor for Israel, and meet its commitments and responsibilities on security. Targeted U.S. diplomacy supports governance, education and civil society, promotes a viable private sector-led economy, and supports a professional PA security force under civilian command and control. Additionally, we work closely with international partners to promote improvements in the basic living standards of Palestinians. We will adaptively manage development assistance programs to align with the outcome of the pending assistance review.

Another major U.S. priority is to help move the **Palestinian economy** from its current state of excessive donor dependence and structural deficits to a model of healthy and sustainable private sector-led investment, growth and job creation. Through Public Diplomacy programming, engagement with the Palestinian private sector, and economic policy advocacy with the PA and the GOI, the United States seeks to improve the investment climate, remove obstacles to commerce and investment, and cultivate a spirit of entrepreneurship, particularly among Palestinian youth. We also encourage broad-based economic growth, promote the building of critical infrastructure to improve water, sanitation, and road networks; promote equitable access to quality education; and strengthen the delivery of health services.

In **Gaza**, which continues to recover from the summer 2014 conflict and suffer under Hamas' brutal defacto governance as well as from the political divisions between Fatah and Hamas, the United States promotes stabilization of local economic conditions through revitalization of the private sector to support recovery, reconstruction and development projects. We will continue to work with Israel and other international partners to restore water, sanitation and other infrastructure destroyed during the July-August 2014 hostilities.

Through **public diplomacy**, we will harness the power of U.S. higher education to build enduring links with Palestinians who share our values and interests. We will promote those

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same U.S. values and interests through collaborative academic and professional exchanges, English language learning, and promoting initiatives for young Palestinians to discover science, technology and innovation.

There are an estimated 134,000 **American citizens** in the Consulate General's consular district in the West Bank, Gaza and parts of Jerusalem beyond the security barrier, and the Consulate General has a responsibility to provide consular services to this population, including addressing instances of uneven treatment for American citizens. Restrictions on the freedom of movement of American citizen residents and visitors, the presence of foreign terrorist organizations, and a dynamic security and political environment present challenges to the timely provision of consular services to U.S. citizens in our district.

Finally, following the May 2018 move of the U.S. Embassy to Jerusalem, Consulate General Jerusalem will maintain and expand essential operations in support of two Missions in Jerusalem with facilities and staff spread across Jerusalem, the West Bank and Gaza. The need for additional USG space in Jerusalem and the West Bank is urgent. We will manage facilities upgrades to accommodate increased staff and provide the platform needed to execute policy priorities in both Jerusalem and the West Bank.

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2. Mission Strategic Framework

Mission Goal 1: Advance a comprehensive and lasting peace through a negotiated solution to the Israel-Palestinian conflict.

Mission Objective 1.1: Advance a negotiated solution to the Israel-Palestinian conflict that provides both sides with peace and security and improves the lives of Palestinians.

Mission Goal 2: Alleviate suffering and, economic hardship to diminish the likelihood of hardship, and prevent renewed violent conflict through the smart and targeted use of humanitarian and development assistance.

Mission Objective 2.1: Increased support to basic humanitarian needs in the West Bank and Gaza, and recovery in Gaza.

Mission Goal 3: Palestinians build and sustain institutions and security capacity to support the consolidation of democratic norms and promote political and economic reform.

Mission Objective 3.1: Through engagement with the Palestinians on political and security reforms and capacity-building efforts, improve the foundation for good governance, a vibrant civil society, and the rule of law as essential elements of a sustainable peace.

Mission Objective 3.2: Fiscal sustainability of the Palestinian Authority (PA), as well as economic growth, a healthy private sector, and an enhanced capacity to deliver essential services efficiently.

Mission Objective 3.3: Enhanced Palestinian Human Capital to Effect Sustained Socio-Economic Development.

Mission Goal 4: Promote security and equal treatment for U.S. citizens abroad and strengthen counter-terrorism objectives.

Mission Objective 4.1: Promote safety and security for U.S. citizens in Jerusalem, the West Bank and Gaza and encourage local authorities to provide equal treatment of United States citizens regardless of ethnic, national or religious identity.

Mission Objective 4.2: Protect the homeland from terrorist and criminal threats originating in ConGen Jerusalem's consular district.

Mission Goal 5: Palestinians see the United States as a partner to achieve shared goals.

Mission Objective 5.1: Through exposure to American policy, culture, and civil society, disenfranchised populations at risk for radicalization have positive alternatives that encourage them to engage civil society in a peaceful and productive way, and the Mission builds trust with skeptical audiences through an emphasis on shared values and interests.

Mission Objective 5.2: English language learning connects Palestinian students and young professionals, who promote regional and global integration.

Management Objective 1: Strengthen post management platform and interagency coordination to deliver administrative support services to Consulate General Jerusalem and the new Embassy in Jerusalem more efficiently and cost-effectively.

Management Objective 2: Develop a diplomatic platform that meets safety and security standards and promotes mission programs, operations, engagement, and outreach in Jerusalem, the West Bank, and Gaza.

Management Objective 3: Manage facilities upgrades to accommodate increased staff and provide the platform needed to execute policy priorities in both Jerusalem and the West Bank.

3. Mission Goals and Objectives

Mission Goal 1: Advance a comprehensive and lasting peace through a negotiated solution to the Israel-Palestinian conflict.

Description and Linkages: NEA-USAID ME Joint Regional Strategy Goal 2 - Advance Comprehensive and Lasting Arab-Israeli Peace; Objectives 2.1 and 2.4

Mission Objective 1.1 Advance a negotiated solution to the Israel-Palestinian conflict that provides both sides with peace and security and improves the lives of Palestinians.

Justification: Our overarching strategic goal remains the achievement of a negotiated solution to the Israel-Palestinian conflict. In support of that goal, we focus on fostering an environment conducive to resuming direct negotiations between the parties, sustaining the impressive gains made in developing PA institutions and encouraging intra-Palestinian reconciliation terms consistent with our longstanding principles of renouncing violence, the recognition of Israel, and abiding by previous agreements. We will continue to support the Palestinians' efforts to meet commitments, especially on security, continued reform of public institutions and governing practices, and building confidence in public administration. At the same time, we will continue to press for steps to improve conditions on the ground that improve the daily lives of Palestinians and strengthen the position of their leadership to make the compromises necessary for peace.

Mission Goal 2 Alleviate suffering, economic hardship, and prevent renewed violent conflict through targeted use of humanitarian and development assistance.

Description and Linkages: NEA-USAID ME Joint Regional Strategy Goal 2 - Advance Comprehensive and Lasting Arab-Israeli Peace; Objectives 2.1 and 2.5

Mission Objective 2.1 Increased support to basic humanitarian needs in the West Bank and Gaza, and recovery in Gaza.

Justification: Due to limited disposable income, reduced access to economic opportunities and high levels of food insecurity, large numbers of vulnerable Palestinian families are dependent on the support of international organizations for their survival. The 2016/2017 UN World Food Program and the Palestinian Central Bureau of Statistics survey showed that 13 percent of people in the West Bank and 40 percent of those in Gaza are severely or moderately food insecure. The Palestinian Authority lacks the resources, authorities, and capacity to resolve these structural problems.

Long-standing security restrictions on imports to and exports from Gaza, combined with Hamas' misrule, have resulted in a deterioration of the humanitarian situation, overall decline in

economic activity, and a rise in unemployment. The U.S. Government plans to provide assistance to help revitalize the private sector in Gaza and support household level agricultural projects to stabilize the local economic conditions.

The water level in the Coastal Aquifer, the primary source of water for residents of the Gaza Strip, is dropping, and sea water has permeated the aquifer. The sanitation network in Gaza is severely compromised, and the UN estimates that 90,000 cubic meters of raw or partly treated sewage flow into the Mediterranean Sea on a daily basis. The U.S. Government plans to support efforts to improve the quality and availability of water and sanitation service through projects to rebuild select water and wastewater infrastructure, and plans to support rehabilitation of additional infrastructure.

Mission Goal 3 Palestinians build and sustain institutions and security capacity to support the consolidation of democratic norms and promote political and economic reform.

Description and Linkages: NEA-USAID ME Joint Regional Strategy Goal 2 - Advance Comprehensive and Lasting Arab-Israeli Peace; Objectives 2.2 and 2.3

Mission Objective 3.1 Through engagement with the Palestinians on political and security reforms and capacity-building efforts, improve the foundation for good governance, a vibrant civil society, and the rule of law as essential elements of a sustainable peace.

Justification: The Palestinian people have made progress across the economic, security and justice, and development sectors. More economic opportunities and more effective governance functions would increase credibility of public institutions with their citizens and international partners through increased security and services capacity in the West Bank. Improvements in education, health care, and infrastructure have improved Palestinian livelihoods. However, many crucial reforms and improvements have yet to be institutionalized. The USG will continue to assist the Palestinian people to preserve these gains while emphasizing more effective civil governance across multiple sectors. In particular, the United States will promote governance reform, including of the security sector; develop capacity of security and justice sector institutions to improve security conditions, while reinforcing respect for rule of law and international human rights standards; build infrastructure to improve water, sanitation, and road networks; promote equitable access to quality education; and strengthen the delivery of health services. All activities in this sector are conditioned on the outcome of the ongoing assistance review.

Mission Objective 3.2 Fiscal sustainability of the PA, as well as economic growth, a healthy private sector, and an enhanced capacity to deliver essential services efficiently.

Justification: Assisting local Palestinian municipalities to improve their fiscal sustainability by continuing to enhance revenues from all sources and rationalize expenditures remain priorities of U.S. assistance. We will encourage private sector-led growth and trade, promote and foster

entrepreneurship, and seek ways to enhance the overall investment climate to shift the Palestinian economy to a more sustainable, less donor-dependent growth model. For the near term, pursuit of both tracks – improving fiscal performance while building the private sector – will be needed, but the two efforts will be complementary and support the ultimate goal of economic and fiscal sustainability.

Mission Objective 3.3 Enhanced Palestinian Human Capital to Effect Sustained Socio-Economic Development

Justification: There has been success in improving access to and the quality of education in the West Bank. Enrollment rates in the West Bank at the basic education level are 97% and percentage of unqualified teachers based on the requirements of the MoEHE has dropped from 72% in 2008 to 47% in 2017. Despite these gains, access remains limited in certain geographic areas, notably East Jerusalem, Area C, and parts of Hebron. Continued focus is needed on quality improvements to further break the cycle of using rote memorization as the primary form of teaching. Palestinian students consistently demonstrate low achievement rates in international and national examinations, especially in math and sciences. Low reading proficiency at lower grades presents comprehension challenges and culminates in low transition rates from basic to secondary education. Tertiary education institutions graduate thousands of students every year who lack the skills required by the job market at the local, regional, and global levels. In parallel, there are limited opportunities for Palestinian youth to participate in civic engagement and contribute to public decision making processes. The USG will continue to improve student outcomes by working to improve teaching practices and improve educational facilities as well as increase opportunities for at-risk or vulnerable youth to build socio-economic competencies and practice good citizenship.

Mission Goal 4 Promote security and equal treatment for U.S. citizens abroad and strengthen counter-terrorism objectives.

Description and Linkages: FY 2018-2022 Joint State/USAID Strategic Plan (JSP) Objective 1.5: Strengthen U.S. border security and protect U.S. citizens abroad; Presidential Proclamation 9645 on Enhancing Vetting Capabilities and Processes for Detecting Attempted Entry Into the United States by Terrorists or Other Public-Safety Threats

Mission Objective 4.1 Promote safety and security for U.S. citizens in Jerusalem, the West Bank and Gaza and encourage local authorities to provide equal treatment of United States citizens regardless of ethnic, national or religious identity.

Justification: An estimated 134,000 U.S. citizens are present in the Consulate General's consular district of parts of Jerusalem beyond the security barrier, the West Bank and Gaza at any given time. However, restrictions on the freedom of movement of individuals, the presence of foreign terrorist organizations, and a dynamic security and political environment present challenges to the timely provision of consular services to U.S. citizens in post's district. With the

opening of Embassy Jerusalem, the Consulate General established a new office dedicated to serving those Americans in its district. Post policy prohibits U.S. government employees, including consular staff, from traveling to Gaza, and places restrictions on official travel to the West Bank. U.S. citizens who are able to travel to Embassy Jerusalem obtain services there. For those U.S. citizens unable to obtain permits to come to Embassy Jerusalem, the consular office handles routine citizenship and passport services at an offsite facility. Consular staff extends emergency services to all U.S. citizens throughout its entire district, including victims of terrorism and political violence, domestic violence and crime, as well as to U.S. citizens who are arrested or incarcerated.

Mission Objective 4.2 Protect the homeland from terrorist and criminal threats originating in ConGen Jerusalem's consular district.

Justification: Protection of the Homeland from terrorist and criminal threats is a goal common to all Missions. The goal of the Viper program is to develop high-quality, usable records on possible terrorists. This can be challenging in this consular district due to the complicated political situation, with a large number of members of political parties that are considered Foreign Terrorist Organizations (FTOs). Combined with frequent demonstrations and heavy traditional and social media coverage, identifying nominees from public facing records for the Viper program can be labor intensive. Consistent review and reporting will contribute to safeguarding the visa process to exclude potential terrorists entering the United States. Without this program, the risk of a potential terrorist entering the United States increases. Similarly, gathering information on lost and stolen passports helps to prevent identity theft and enhances the exclusion of a potential terrorist or person intent on engaging in criminal activity from entering the United States.

Mission Goal 5 Palestinians see the United States as a partner to achieve shared goals.

Description and Linkages: 2018-2022 NEA-USAID ME Joint Regional Strategy Goal 2 - Advance Comprehensive and Lasting Arab-Israeli Peace; Objectives 2.1 and 2.2

Mission Objective 5.1 Through exposure to American policy, culture, and civil society, disenfranchised populations at risk for radicalization have positive alternatives that encourage them to engage civil society in a peaceful and productive way, and the Mission builds trust with skeptical audiences through an emphasis on shared values and interests.

Justification: PAS Jerusalem engages at-risk high school and university-age youth through skills-based programs which emphasize a brighter and more hopeful future. This includes educational advising, exchange programs, tech training, people-to-people engagement, and entrepreneurship initiatives. Our alumni serve as role models to demonstrate the benefits of USG engagement for disenfranchised youth. We leverage our social media platforms, American Spaces network, press contacts, and alumni to overcome movement restrictions and engage

our key audiences directly on both U.S. policy and partnership. PAS also promotes a stronger Palestinian civil society as a vehicle for peace and economic growth, and shaping Palestinian higher education institutions in particular is a pillar of our efforts. We help to demonstrate our respect for and improve Palestinian civil society by leveraging American expertise and partnership. Our exchange programs develop the skills and experience in next generation civil society leaders to promote good governance, rule of law, human rights, and an entrepreneurial economy. We provide skills and knowledge-based development opportunities to Palestinian journalists to nurture a free and vibrant press. And we emphasize the essential role of women in fully realizing Palestinian economic and social potential.

Mission Objective 5.2 English language learning connects Palestinian students and young professionals, who promote regional and global integration.

Justification: PAS promotes applied English language learning as a tool for creating Palestinian linkages with regional and global networks and leveraging English to drive job growth and economic development. At the same time, we focus on English as a window to develop other important skills, including critical thinking, teamwork, and problem solving. To achieve our goals, we divide our approach between direct student and youth engagement and institutional reform and support. For the former, we administer an extensive Access English program (the world's largest) in Gaza, the West Bank, and Jerusalem; provide applied English language to target audiences through our American Spaces and Fulbright English Teaching Assistants; and work through implementing partners to engage university-age students throughout the West Bank in English instruction. At the same time, we promote institutional reform through sponsorship of Palestinian cooperation with U.S. university partners to improve English language capacity and ECA English Language Fellows embedded in Palestinian university to drive change in teaching methods and curriculum.

4. Management Objectives

Management Objective 1: Strengthen post management platform and interagency coordination to deliver administrative support services to Consulate General Jerusalem and the new Embassy in Jerusalem, more efficiently and cost-effectively.

Justification: Consulate General Jerusalem will maintain and expand essential operations in support of two Missions based in Jerusalem with facilities and personnel spread across Jerusalem, the West Bank and Gaza. To ensure services and support are adequate Post must implement cost containment measures, where appropriate, to reduce the impact of mandatory cost increases.

Management Objective 2: Develop a diplomatic platform that meets safety and security standards and promotes mission programs, operations, engagement, and outreach in Jerusalem, the West Bank, and Gaza.

Justification: The unresolved Israeli-Palestinian conflict results in cyclic violence, which necessitates ongoing crisis management and impacts programs and operations, especially in the West Bank and Gaza.

Management Objective 3: Manage facilities upgrades to accommodate increased staff and provide the platform needed to execute policy priorities in both Jerusalem and the West Bank.

Justification: The need for space in Jerusalem and the West Bank is urgent. Even as Department advances plans for Embassy Jerusalem, the Consulate General will retain a high-priority need for office and outreach space in Jerusalem and the West Bank.