



Integrated Country Strategy

Jordan

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1. Chief of Mission Priorities

Jordan's economic, political and social stability stands as Embassy Amman's overarching strategic objective. In the past, the primary threat to that stability has been the external pressures the Government of Jordan faces from regional conflict, including in Syria and Iraq, and violent extremists. As the fight against the Islamic State of Iraq and the Levant (ISIL) wanes and domestic circumstances shift, the operating environment has changed. The focus is rapidly turning towards matters related to economic stability.

To achieve broad-based stability, Embassy Amman has adjusted the Mission goals into the following: 1) Increase self-reliance through broad-based, inclusive economic growth; 2) Enhance regional domestic security, particularly regarding citizen-state relations; and 3) Expand democracy, good governance and engaged civil society.

Opportunities abound to advance the Mission's goals. The longstanding and sound security cooperation relationship between the United States and Jordan, and a tradition of loyalty and service within the Jordanian Armed Forces, support a reliable partner in regional contingency and combat operations and a stable internal structure. Increasing pressure within the population for economic mobility and a large, young, educated workforce results in an eagerness to find avenues of cooperation in developing civil society and expanding the economy.

The external and internal risks are numerous. Most critical among them: the economic instability caused by domestic and regional dynamics, including projected rapid population growth and high unemployment; an unrelenting water shortage; and instability on Jordan's borders due to political turmoil, violent extremism, and refugee populations placing burdens on Jordanian society.

Embassy Amman's own operating environment remains challenging. In May 2016 Post became a High Threat/High Risk Post in recognition of the domestic and regional situation. The Country Team constantly evaluates the threat environment and appropriate security measures to safeguard the official and private American community. The USAID program has become the world's largest, and Embassy Amman administers the fourth largest foreign military assistance program globally. Despite these changes and growth, service provider staffing has not kept pace with U.S. Direct Hire growth as agencies have expanded, and staffing shortages were exacerbated by a 15-month hiring freeze imposed in early 2017. Space is at a premium and offices are already over-crowded, straining building systems which already operate at maximum capacity. These factors challenge the ability to carry out and expand our mission.

Post convenes regular Country Team offsite meetings to review progress on implementation of USG strategy, and to discuss whether underlying assumptions and perceived challenges remain valid. The Mission also integrates discussion of the goals and objectives in each section and

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agency's thinking and planning. Each aspect of the Embassy's work reflects this focus. Of note is implementation of the February 2018 Memorandum of Understanding between Jordan and United States which will provide no less than \$1.275 billion per year in U.S. bilateral foreign assistance, including \$750 million of Economic Support Funds and \$350 million of Foreign Military Financing.

We also implement our strategy through outreach and messaging. Embassy outreach spans all levels of society and stakeholders, to include the Government of Jordan, its citizens, refugees, U.S. citizens, and the NGO and humanitarian communities, to name a few. Outreach covers the most popular mediums of communication- including social and traditional print and broadcast media, one-on-one interaction, email and other means of communication. Further, we continue to work with the IMF, World Bank, and other international organizations to assist the Jordanian Government in continuing on the right reform path.

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2. Mission Strategic Framework

Mission Goal 1: Increase self-reliance through broad based, inclusive economic growth. (USAID Country Development Cooperation Strategy (CDCS) Development Objective (DO) 1, Broad-based, Inclusive Economic Development Accelerated)

Mission Objective 1.1: Private sector growth and employment accelerated.

Mission Objective 1.2: Market-oriented policy reforms actualized.

Mission Objective 1.3: Natural resource management strengthened to support sustainable economic growth and regional cooperation.

Mission Goal 2: Enhanced regional and domestic security, particularly regarding citizen-state relations.

Mission Objective 2.1: Jordan improves domestic stability by increasing the capacity of security services to conduct community policing and combat extremism while safeguarding the rights of expression, assembly, and association.

Mission Objective 2.2: Jordan's regional relationships developed to support Middle East Peace.

Mission Objective 2.3: With U.S. help, Jordan manages the effects of the regional crises and enhances the resiliency of host communities and refugee populations.

Mission Objective 2.4: Jordan expands contributions to bilateral and coalition efforts to address the threat of Violent Extremist Organizations (VEOs) and other regional threats, while maintaining its contributions to other shared security initiatives, broader counterterrorism efforts, and security operations around the world.

Mission Objective 2.5: U.S. citizens in Jordan safeguarded and legitimate travel facilitated.

Mission Goal 3: Expansion of democracy, good governance, and engaged civil society to ensure Jordan's long-term stability.

Mission Objective 3.1: Jordan's ability to deliver essential services in the health, education, and water sectors improved (CDCS DO3, Social Sector Quality Improved).

Mission Objective 3.2: Democratic accountability and effective governance strengthened (CDCS DO2, Democratic Accountability Strengthened).

Mission Objective 3.3: Policy objectives advanced by increasing the Jordanian public's knowledge of U.S. policy and values.

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Management Objective 1: Provide the Mission with appropriate staffing, resources, and facilities to support continued agency growth and foreign policy objectives by creating a robust infrastructure for the next 10-15 years.

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Approved: September 19, 2018

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3. Mission Goals and Objectives

Mission Goal 1: Increase self-reliance through broad-based, inclusive economic growth (CDCS DO1).

Description and Linkages: Jordan's stability, a paramount U.S. national security interest, is directly linked to its economic progress. However, Jordan is reeling from a decade of low economic growth that has left the country with a debt-to-GDP ratio of more than 95 percent and unemployment rates for youth and recent college graduates at near 50 percent and 23 percent respectively. These factors threaten the Kingdom's stability. Accelerating economic growth and employment is vital to combating radicalization and extremism and encouraging stability. Under this goal, the Mission collaborates with the Government and the private sector to implement vital economic reform measures and to facilitate private sector growth as well as its transition to becoming the Kingdom's primary employer. Additionally, the Mission works with Jordan to promote renewable energy sources, diversify its energy portfolio, and manage Jordan's scarce natural resources to support sustainable economic growth and regional cooperation. Inclusive economic growth through these measures will support Jordan's self-reliance in successfully countering evolving internal and external challenges.

Mission Objective 1.1 Private sector growth and employment accelerated.

Justification: Private sector growth and resulting job creation are key to Jordan's stability. To promote greater and more productive job opportunities, the Mission established the Employment Working Group to identify employment growth opportunities through Embassy and private and public sector resources. USAID's five-year, \$45 million Jordan Competitiveness Program (JCP) and the five-year, \$69 million Local Enterprise Support (LENS) activity continue to tackle unemployment. The Mission assists in the implementation of the \$250 million Jordan Loan Guarantee Facility (JLGF) with the Overseas Private Investment Corporation to encourage lending to small and medium enterprises. To improve the business climate and attract investment, the Mission helps Jordan streamline regulations, support small business creation and registration, and address corruption. To ensure unified messaging and prioritization of Jordan's economic growth, job creation, and open markets, the Mission conducts outreach to donors and partners. The Mission, through a USAID grant agreement with the American Chamber of Commerce, established an FTA unit to help businesses fully utilize the U.S.-Jordan FTA for the success, prosperity, and security of the American and Jordanian people. Failure to grow the private sector will result in an increased reliance on the government's limited resources and increase Jordan's dependence on foreign aid from the United States and the international donor community. Additionally, stagnant unemployment directly affects Jordan's stability vis-à-vis increased population vulnerable to extremist ideologies.

Mission Objective 1.2 Market-oriented policy reforms actualized.

Justification: The Mission promotes ongoing fiscal reforms that will reduce deficits and improve revenue collection while also stimulating economic growth. Ultimately, the Mission's goal is for Jordan to achieve self-reliance and prosperity, an objective the King and senior government officials have espoused. The Mission encourages policy transparency through effective communication strategies and reforms within the public sector, which could spur private sector growth and could create sustainable employment. This includes engaging Jordanian officials on standards, trade policies, and investment regulations that hinder bilateral trade, as well as engaging U.S. embassies in the region to promote and facilitate regional trade through policy and regulatory reform. Without the Mission's support and private sector-focused reforms, the government will continue to depend on shrinking tax funds from a hard-pressed citizenry, further eroding their trust and therefore, support, of the government in a time of necessary fiscal reform.

Mission Objective 1.3 Natural resource management strengthened to support sustainable economic growth and regional cooperation.

Justification: : Jordan's limited natural resources must be managed carefully and sustainably in order to support economic growth and stability. As one of the five most water scarce countries in the world, Jordan has endured drought conditions since 2012 and must contend with dwindling water resources. Increased supply from neighbors and embracing desalination are vital for Jordan's long-term stability and economic growth. As Jordan presses eco- and adventure tourism to grow the economy and increase employment, it must simultaneously protect its land resources. Minerals, such as potash, bromine, and silica represent some of Jordan's biggest exports and the producing companies are some of the largest taxpayers and employers in the country. Jordan must responsibly manage these commercial and industrial resources to ensure long-term availability and sustainability while preserving the environment for future generations. Without proper management of natural resources like water, and the continued support of the United States Government, Jordan will be unable to provide adequate water supplies, which could trigger internal instability. The implications for U.S. national interest in Jordan and region would be serious.

Mission Goal 2: Enhanced regional and domestic security, particularly regarding citizen-state relations.

Description and Linkages: : Long-term, the most powerful means of ensuring Jordan's stability is strong economic growth. However, the immediate economic outlook continues to appear challenging, and improvement is on the longer term horizon. Thus, other measures are necessary to help Jordan endure the interim. In the near term, the United States can help Jordan increase citizen-state trust by bolstering Jordan's capacity to confront security threats while simultaneously providing citizens with a means for constructive involvement in public policy, including through peaceful assembly, association, and expression. Continuing to strengthen Jordan's border security and quick reaction forces will help prevent confidence-

eroding security incidents. Community policing initiatives will encourage citizens to contribute to collective security and increase their sense of involvement in public policy. Partnering with Jordan to make progress on Middle East Peace strengthens Jordan's domestic stability by improving relations between Jordanians of Palestinian and East Bank descent. Improving citizen-refugee relations by helping the Jordanian government provide essential services and employment opportunities to both groups reduces the risk of internal conflict and increases all residents' capacities to contribute to the economy. Through all these actions, the United States can immediately bolster citizen-state relations and Jordanian stability while economic growth and regional stability remain longer term goals.

Mission Objective 2.1: Jordan improves domestic stability by increasing the capacity of security services to conduct community policing and combat extremism while safeguarding the rights of expression, assembly, and association.

Justification: Tensions have been increasing for a decade between civilians and the state as a result of economic pressures, regional instability, and the spread of violent extremist ideologies. Criminality and drug use are increasing. Law enforcement services have struggled to achieve an effective balance between maintaining control while safeguarding peaceful means for citizens to express grievances, including their rights of expression, assembly, and association. The Mission will help Jordan improve relations between citizens and state by providing training and consultation to Jordan's security services on community policing, combatting hate speech, and using civil liberties to improve the security environment.

Mission Objective 2.2: Jordan's regional relationships developed to support Middle East Peace.

Justification: Jordan is an indispensable partner in the Middle East Peace Process (MEPP). However, the absence of a comprehensive peace can lead to regional instability. More than half the population of Jordan is of Palestinian descent, and the Hashemite monarchy values its role as custodian over holy sites in Jerusalem. The Mission will therefore encourage and support Jordan to continue its role in the Middle East Peace Process.

Mission Objective 2.3: With U.S. help, Jordan manages the effects of the regional crises and enhances the resiliency of host communities and refugee populations.

Justification The United Nations High Commissioner for Refugees (UNHCR) reports more than 660,000 Syrian refugees are registered in Jordan, while the GOJ estimates the number is closer to 1.3 million when including unregistered refugees. Jordan also hosts 2 million Palestinian, 66,000 Iraqi, 10,000 Yemeni, and thousands of Sudanese, Somali, and other refugees. Given refugees are likely to place a significant burden on Jordan's limited services for years to come, the Mission will focus on helping Jordan enhance the resiliency of host communities and refugee populations. Since the start of the Syria crisis, the United States has provided nearly

\$1.2 billion in humanitarian assistance for refugees from Syria and Jordanian host communities and will continue to provide humanitarian aid and non-lethal assistance to communities in southern Syria. Likewise, USAID will continue to help the GOJ respond to the needs of communities hosting refugees across all sectors, including governance, health, education, and water.

Mission Objective 2.4: Jordan expands contributions to bilateral and coalition efforts to address the threat of Violent Extremist Organizations (VEOs) and other regional threats, while maintaining its contributions to other shared security initiatives, broader counterterrorism efforts, and security operations around the world.

Justification: Jordan is and will continue to play a vital role in the Global Coalition to Defeat ISIS in Syria and Iraq through its military operations, prevention of money laundering and terrorist financing, efforts to delegitimize ISIS ideology, and stem the flow of foreign fighters. In light of the ISIS threat to the region, the Mission will focus on enhancing Jordan Armed Forces' (JAF) capabilities, military readiness, and training for Jordanian security forces. The Mission will also help the JAF and Jordanian law enforcement agencies strengthen border security and prevent the illegal transfer of non-conventional weapons and illicit smuggling.

Mission Objective 2.5: U.S. citizens in Jordan safeguarded and legitimate travel facilitated.

Justification: An estimated 19,000 U.S. citizens live in Jordan, and tens of thousands more visit each year. Ensuring the safety and well-being of the official and private American community remains a top priority. The Mission will work with Jordanian authorities and key U.S. citizen groups to keep U.S. citizens prepared, aware, and connected during any turbulent time. The Mission will also continue to provide services to Americans remaining in Syria both directly and via the Czech Republic's Protecting Power (CPP) in Damascus. The Mission will enhance its coordination with U.S. security and law enforcement agencies to monitor and prevent the travel of foreign fighters, including U.S. citizen terrorists. The Mission will continue to facilitate its legitimate travel to the U.S. and promote critical programs like the Summer Work and Travel Program (SWT), and student travel. The Mission will continue to support PPD-30 – Personnel Recovery – for isolated U.S. citizens.

Mission Goal 3: Expansion of democracy, good governance, and engaged civil society to ensure Jordan's long-term political and economic stability.

Description and Linkages: Ensuring Jordan's stability remains an overriding U.S. national security interest. The Government's ability to strengthen the delivery and quality of basic public services coupled with increased democratic accountability and effective governance are critical to achieving this aim. Under this goal, the Mission will improve Jordan's ability to deliver essential services in the health, education, and water sectors. Additionally, the Mission remains firmly committed to the King's vision for a more democratic Jordan and political reforms that empower citizens and make government at all levels more efficient, effective, and responsive to

citizens' priorities. However, these political reforms are taking place alongside economic reforms that are creating significant economic pressure on Jordanian households and causing popular discontent. As Jordan continues its political and economic reforms and the Kingdom continues to bear considerable financial and social burdens caused by evolving external challenges, the social contract between citizen and state will be strained. Therefore, strengthening the relationship between citizens and government, and building resilience within communities are essential to advancing political reforms and the long-term economic prosperity and stability of the country.

Mission Objective 3.1: Jordan's ability to deliver essential services in the health, education, and water sectors improved (CDCS DO3).

Justification: Addressing essential services is critical to the stability of Jordan, the advancement of democracy, and the full realization of economic growth. The influx of over 620,000 Syrian refugees has placed an additional burden on the GOJ to provide essential services. Unabated population growth and water scarcity pose an existential threat to the country's future. The Mission will reinforce Jordanian efforts to improve essential services in health by strengthening the health system, improving quality healthcare services, and detecting, preventing, and responding to health emergencies. The Mission will partner with the GOJ and private sector to address Jordan's water management challenges by (1) developing Jordan's water and wastewater infrastructure, (2) strengthening water management, and (3) increasing water conservation, especially in the agriculture sector, which consumes 52 percent of Jordan's precious water. In education, the Mission will focus on addressing gaps in the education system and empowering youth, communities and families to participate in education. Health activities outlined below will also contribute to meeting objectives of the Global Health Security Agenda (GHS). Not achieving this mission objective could have a destabilizing effect on the country. More and more citizens may become frustrated with the lack and/or poor quality of services, possibly resulting in protests and a deterioration of trust between the people and the government, as well as increased tension between citizens and refugees.

Mission Objective 3.2: Democratic accountability and effective governance strengthened (CDCS DO2).

Justification: Strengthened democratic accountability is critical to Jordan's long-term stability and future prosperity. If Jordan is to remain on a steady track to transformational development, it must achieve fundamental changes in governance by supporting fully independent branches of the government and providing multiple pathways for citizen engagement on priority issues. This will be addressed by supporting efforts to enhance the government's accountability to citizens and strengthening the rule of law. The Mission will also help increase citizen participation in decision-making and feedback on governance by protecting, strengthening, and increasing the effectiveness of civil society organizations to advocate for their interests, provide services to their members, participate in political processes, and protect human rights.

Opportunities to reduce corruption within the political and governance system will be considered and pursued in all program areas. Given the influx of Syrian refugees, and increasing political pressure from ongoing economic reforms, there will be an emphasis on conflict mitigation capacity within local governance structures and among communities. Recognizing the marginal position of women and youth in the political system, programs under this objective will directly support initiatives to expand these groups participation and empowerment as critical constituencies.

Recent political developments open opportunities to support a deepening of democratic reforms. In light of ongoing decentralization reforms that are creating new opportunities for dialogue between government and citizens, the Mission will strengthen sub-national and local governance structures and platforms for communication with the public and will support policies and laws that enhance government functions at all levels. A core element to achieving this objective is strengthening civil society organizations to improve their advocacy and organizational management skills as well as their ability to deliver services and promote constructive dialogue between citizens and government. Recent GOJ regulations on new and existing CSOs, including financial reporting requirements and oversight audits, are new operational challenges that CSOs face. Not achieving this mission objective would be a missed opportunity to support the King's vision to gradually create a more democratic Jordan. Additionally, it could further disenfranchise the youth, which make up over 70 percent of the population, leading to a potentially powerful destabilizing force in society

Mission Objective 3.3: Policy objectives advanced by increasing the Jordanian public's knowledge of U.S. policy and values.

Justification: Accurate public perceptions and public support for the shared objectives of the bilateral relationship facilitate the achievement of the Mission's goals and objectives. Engaging directly with Jordanians to explain the U.S. government's commitment to Jordan, its Government, and the American people, will help strengthen bilateral ties and form meaningful partnerships. Embassy outreach spans all levels of society and adapts to cover the most popular mediums of communication. Despite excellent government-to-government relations, the Jordanian public continues to distrust the USG. In 2017 U.S. favorability in Jordan was among the lowest in the region at 16 percent, which was a slight improvement from its low point of 9 percent in 2011. The primary focus of the Mission's public diplomacy efforts is to bridge this gap.

4. Management Objectives

Management Objective 1: Provide the Mission with appropriate staffing, resources and facilities to support continued agency growth and foreign policy objectives by creating a robust infrastructure for the next 10-15 years.

Justification: Since 2011, Embassy Amman has increased in size as a de facto regional support platform for a multitude of regional objectives, including the D-ISIS campaign, support for Syria and Middle East peace initiatives. Service provider staffing has not kept pace with USDH growth as agencies have expanded, and staffing shortages were exacerbated by a hiring freeze imposed in early 2017 for fifteen months. CAA space is at a premium and offices are already over-crowded, straining building systems which already operate at maximum capacity.