



Integrated Country Strategy

U.S. Mission to the Organization for Security and Cooperation in Europe

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1. Chief of Mission Priorities

The U.S. Mission to the Organization for Security and Cooperation in Europe (USOSCE) advances American interests in the OSCE, the world's largest regional security organization and an indispensable pillar of our common security architecture that bolsters peace, security, and stability in Europe and Eurasia. In confronting security threats and responding to crises, USOSCE is guided by the pursuit of a strong and free Europe, which is of vital importance to the United States. USOSCE aims to leverage the OSCE's geographic scope – covering 57 participating States – to promote U.S. foreign policy objectives contained in the December 2017 National Security Strategy (NSS) and which cannot be achieved through other multilateral organizations or solely through bilateral relations.

Consistent with the NSS, USOSCE advances security and stability by promoting our shared principles and interests with Allies and partners, and more broadly by influencing other OSCE participating States to meet their OSCE commitments. We employ a range of tools, including the use of financial resources and seconded American personnel, collaboration with other contributors, forward-leaning and transparent communication of U.S. positions, and the consistent engagement of U.S. diplomats in all OSCE multilateral discussions in Vienna and throughout the OSCE region. U.S. influence in the OSCE remains disproportionately larger than the relative percentage of our financial contributions, making U.S. participation in the OSCE an excellent value for the money. By playing a leadership role in both political and resources discussions, USOSCE can guide, shape, or when necessary, block decisions in order to serve U.S. foreign policy interests.

Promoting American leadership through balanced international engagement is among the United States' foremost NSS objectives. Within them lie USOSCE's targeted goals, a common denominator being the effort to counter Russian bellicosity and Moscow's attempts to build an expanded sphere of influence in its "near abroad." Together with our partners, we hold Russia accountable for its aggression, strengthen the institutions and arrangements that protect our security interests, and open new avenues for consolidating regional cooperation in response to 21st Century threats and challenges.

USOSCE will shape the OSCE's responses to emerging crises and ongoing security challenges through four primary Mission Goals:

1. Restoring Ukraine's sovereignty and territorial integrity
2. Resolving the protracted conflicts in Georgia and Moldova, and the Nagorno-Karabakh conflict
3. Promoting the U.S. "hard security" agenda in Europe
4. Upholding and Advancing OSCE Principles and Commitments

Restoring Ukraine's sovereignty and territorial integrity, both in occupied Crimea and the Donbas region, constitutes USOSCE's preeminent objective. Nowhere is Russia's

aggression more egregious than in Ukraine. Of all the challenges confronting the OSCE region today, none is more important or vexing than the conflict there. USOSCE aims to ensure a robust, highly effective, and well-financed Special Monitoring Mission in Ukraine (SMM) in order to reduce tension on the ground and help to foster peace, stability, and security. The Mission also strives to increase support among nations to further isolate Russia over its failure to implement its commitments under the Minsk agreements and its ongoing occupation of Crimea.

Reflecting the U.S. commitment to Ukraine's sovereignty, independence, and territorial integrity within its internationally recognized borders, USOSCE – in all private and public engagements – advocates for full implementation of commitments under the Minsk agreements. USOSCE regularly pursues opportunities within the OSCE context to support Ukraine and counter Russia's malign influence. This is accomplished by sustaining pressure on Russia for its aggression in eastern Ukraine and purported annexation of Crimea; demonstrating to both Russia and NATO Allies the U.S. commitment to Ukraine; refuting Russia's attempts to undermine transatlantic unity; and encouraging NATO Allies and non-aligned, like-minded participating States to do the same.

Resolving the protracted conflicts in Georgia, Moldova, and Nagorno-Karabakh constitute a second USOSCE objective. USOSCE opposes Russia's efforts to utilize these conflicts to create dependencies, arrest the region's gravitation toward Europe and the West, and slow the development of a broader rules-based order. Through strong political and financial support of OSCE field missions, financial assistance for extra-budgetary projects, and nudging of other participating states, the United States consistently supports OSCE efforts at bringing peace, including the Geneva International Discussions on Georgia, the 5+2 Talks on the Transnistrian Settlement Process, and the Minsk Group on the Nagorno-Karabakh conflict.

Promoting the U.S. "hard security" agenda in Europe by pushing back on Russia's disregard for international norms, OSCE commitments, and treaty obligations is a third USOSCE strategic objective. USOSCE counters Russia via strong and vocal support for existing OSCE foundations – the Vienna Document that seeks transparency in military exercises, the Open Skies Treaty on military overflights, and the Conventional Forces in Europe Treaty. The Mission mobilizes treaty allies and partners to resist Russia and maintain the viability of these treaties, and pursue confidence and security building measures (CSBMs) that advance U.S. security goals.

Ensuring adherence to and advancing OSCE principles and commitments across the OSCE's political-military, economic and environmental, and human rights dimensions is a fourth strategic objective. Mission activities shape and support OSCE initiatives that dovetail with NSS objectives, from countering terrorism and violent extremism to combating poor governance, corruption, and persistent human rights abuses.

As a central component of U.S. multilateral efforts to address some of the most difficult global and regional challenges as described in the 2017 U.S. National Security Strategy, the U.S. Mission to the OSCE (USOSCE) is a leader at the OSCE on advancing a range of U.S. security goals. These include:

- Countering efforts by Russia to weaken democratic institutions and transatlantic unity
- Promoting human rights, fundamental freedoms, rule of law, and good governance
- Protecting the space for civil society within OSCE participating States
- Countering terrorism and violent extremism, and addressing the return of foreign terrorist fighters
- Combatting corruption and human trafficking
- Promoting free and fair elections
- Protecting the environment
- Addressing migration and refugees
- Protecting the autonomy and mandates of the OSCE independent institutions

To accomplish these goals, USOSCE coordinates closely with the Department, U.S. embassies in the OSCE region, and other U.S. Agencies in pursuit of the following management objectives:

- Improving safety and security of mission personnel at USOSCE Facility
- Securing appropriate staffing to support U.S. objectives
- Strengthening staff efficiency and productivity

2. Mission Strategic Framework

Mission Goal 1: Restore Ukraine's Sovereignty and Territorial Integrity

Mission Objective 1.1: Build Support within the OSCE to further isolate Russia over its failure to end its aggression in Ukraine and its occupation of Crimea

Mission Objective 1.2: Ensure the presence of a Highly Effective OSCE Special Monitoring Mission (SMM) in Ukraine for as Long as it is Needed

Mission Objective 1.3: Counter Disinformation Within the OSCE Region

Mission Goal 2: Peacefully Resolve the Protracted Conflicts in Nagorno-Karabakh, Moldova, and Georgia

Mission Objective 2.1: Keep Resolution of the Protracted Conflicts as a Priority on the OSCE's Agenda

Mission Objective 2.2: Seek Additional Avenues for High Level Diplomatic Engagement

Mission Objective 2.3: Support and Promote Regional Confidence Building Measures

Mission Goal 3: Hold Participating States Accountable for the Principles and Commitments They Have Made

Mission Objective 3.1: Systematically Follow Up on OSCE Decisions

Mission Objective 3.2: Identify Crises That Challenge OSCE Principles and Commitments

Mission Objective 3.3: Support Adequate Funding for Key OSCE Programs

Mission Goal 4: Promote the U.S. Hard Security Agenda in Europe

Mission Objective 4.1: Modernize the Vienna Document

Mission Objective 4.2: Press for all Participating States to Implement Confidence and Security Building Measures (CSMBs)

Management Objective 1: Improve Safety and Security at USOSCE Facility

Management Objective 2: Secure Appropriate USOSCE Staffing to Support Mission Goals and Objectives

Management Objective 3: Identify and Implement Ways to Improve Staff Efficiency and Productivity

3. Mission Goals and Objectives

Mission Goal 1: Restore Ukraine's Sovereignty and Territorial Integrity

Description and Linkages: Russia's ongoing aggression against Ukraine must remain the OSCE's primary focus and the centerpiece of USOSCE activities in the foreseeable future. For the past four years, the OSCE has borne witness to Moscow's multi-front campaign against a fellow participating State. Russia has reneged on even the most basic of the agreements reached in Minsk in 2015 and has failed to respect the line of contact, leading incursions that have claimed hundreds of square kilometers for its proxies in eastern Ukraine. It has disrespected the ceasefire, making and breaking countless truces. It has failed to withdraw heavy weapons, consistently deploying – and firing – them in proscribed areas. And Russia has failed to uphold the mandate of the OSCE Special Monitoring Mission (SMM), permitting if not instructing its forces to deny, detain, threaten, and even shoot at monitors, their vehicles, and their cameras and drones. Russia's aggression has cost over 10,000 lives, wounded an estimated 25,000 more, and displaced up to two million people. It is no overstatement to call the Russia-Ukraine conflict an existential matter for the OSCE, an organization whose comprehensive outlook on security depends on its members respecting mutually agreed principles and commitments. This Mission Goal nests within National Security Strategy Pillar IV, Advance American Influence, "Encourage Aspiring Partners" and "Achieve Better Outcomes in Multilateral Forums."

Mission Objective 1.1: Build support within the OSCE to further isolate Russia over its failure to end its aggression in Ukraine and its occupation of Crimea.

Justification: Four years after Russia launched a covert campaign to take over the Crimean peninsula and started a hybrid war in the Donbas, there is a real risk of weakening international resolve, including cracks in EU unity on the need to maintain sanctions against Russia for its flagrant violations of international law. The OSCE is the only forum that draws in both parties to the conflict, as well as all other key international stakeholders – including the EU, Turkey, Switzerland and Russia's neighbors. At the OSCE, the United States joins its allies and partners on a weekly basis in disassembling Russian rhetoric concerning the conflict, analyzing the latest developments on the ground, and applying maximum pressure on Russia to resolve the conflict in the Donbas and end its occupation of Crimea.

Mission Objective 1.2: Ensure the presence of a highly effective OSCE Special Monitoring Mission (SMM) in Ukraine for as long as it is needed

Justification: The SMM provides OSCE participating States with invaluable eyes and ears on the ongoing crisis in Ukraine. Their monitoring and reporting on the ground throughout the country, but concentrated in the conflict area in the East, as well as their contact building and regular interaction with parties to the conflict, can reduce violence and ultimately help establish peace in the area. The participating States and OSCE structures use the SMM's daily and weekly reports to analyze current developments and formulate appropriate policies and positions. Until the crisis is resolved, the SMM's work will continue to be necessary.

Mission Objective 1.3: Counter Disinformation Within the OSCE Region

Justification: Russia continuously seeks to weaken OSCE institutions and their mandates while sowing divisions among participating States; robust disinformation campaigns are a preferred vehicle. Russian statements in the OSCE Permanent Council are delivered with feigned conviction and often have only tangential links to the truth; their so-called defense against clear indications of Russian involvement in the Salisbury poisoning case and the 2014 downing of flight MH-17 are perfect examples. Despite their sometimes surreal nature, the Russian campaigns can sow doubts, especially in countries in the former Soviet sphere. In countering Moscow's machinations, USOSCE utilizes a comprehensive approach that includes traditional diplomatic outreach, foreign assistance, and public diplomacy tools, including the extensive use of social/digital media with an emphasis on Russian language programming. The OSCE, as a consensus-based organization, is limited in its ability to call out Russian bad behavior. Nonetheless, disinformation falls under the general rubric of the OSCE Representative on Freedom of the Media.

Mission Goal 2: Use the OSCE as a Mechanism for Peaceful Resolution of the Protracted Conflicts in Nagorno-Karabakh, Moldova, and Georgia

Description and Linkages: The United States is guided by the pursuit of a politically stable, economically prosperous, secure European region. Unresolved conflicts on Europe's periphery prevent us from attaining this goal. These conflicts create a gap in Europe's broader security architecture, supply conditions for Russia to exploit diverging interests, and generate illicit flows of money and goods.

USOSCE opposes Russia's efforts to utilize these conflicts to create dependencies, arrest the region's gravitation toward Europe and the West, and slow the development of a broader rules-based order. Through strong support of OSCE field missions, financial assistance for extra-budgetary projects, and multilateral pressure from Allies and like-minded participating States, the United States aims to spur progress toward peace, including at the Geneva International Discussions on Georgia, in the 5+2 Talks on the Moldova/Transnistria Settlement Process, and through the Minsk Group on the Nagorno-Karabakh conflict (which the United States co-chairs). This Mission Goal nests within National Security Strategy Pillar IV, Advance American Influence, "Encourage Aspiring Partners" and "Achieve Better Outcomes in Multilateral Forums."

Mission Objective 2.1: Keep Resolution of the Protracted Conflicts as a Priority on the OSCE's Agenda

Justification: The slow pace of progress on these long-standing, intractable conflicts and a desire by many participating States to focus on more easily resolved (but less vital) issues make maintaining the organization's focus difficult. USOSCE collaborates with partners to counter "conflict fatigue" among participating States. It also strives to hold Russia accountable for its interference in the internal affairs of its neighbors and violations of international law and commitments, as well as to counter Russia's alternative and false narratives. USOSCE seconds personnel to high-level positions that can influence negotiations and activities on the ground, engage with the OSCE Chairmanship and its special representatives, and ensure that these issues are a focus of review and negotiating bodies at the OSCE like the Annual Security Review Conference and Permanent Council.

Mission Objective 2.2: Seek Additional Avenues for High Level Diplomatic Engagement

Justification: In order to advance resolution of these conflicts and to counter false Russian narratives and pressure, USOSCE collaborates with its Allies and partners to develop guiding principles through Ministerial Council, Permanent Council, and other statements, as well as through direct engagement with high-level OSCE and Chairmanship officials. As a participant or observer in the three negotiating bodies on the conflicts, the United States has a special responsibility for the advancement of peace. USOSCE has an important role in keeping Washington informed of developments at the OSCE and projecting USG positions to the OSCE.

Mission Objective 2.3: Support and Promote Regional Confidence Building Measures

Justification: With its comprehensive approach to security, broad spectrum of expertise, and diverse membership, the OSCE is well placed to conduct confidence building measures (CBMs) to improve the situation on the ground and build trust. The organization also has a network of field operations and thematic institutions and units that can contribute to CBMs, most prominently among them the OSCE Mission to Moldova and the Office of the Chairmanship's Personal Representative on the Process Dealt With by the Minsk Conference. Regrettably, the OSCE's presence in the South Caucasus has been desiccated over the past years. USOSCE will engage with its partners to bolster the OSCE's presence in the region, and implement CBMs, while countering Russian intransigence and objections.

Mission Goal 3: Hold Participating States Accountable for the Principles and Commitments They Have Made

Description and Linkages: Over the past 40 years, OSCE participating States have made consensual commitments to work together with the objective of "promoting better relations among themselves and ensuring conditions in which their people can live in true and lasting peace, free from any threat to or attempt against their security." These commitments encompass the OSCE's comprehensive approach to security, which rests on the underlying premise that security is indivisible. Political/military matters, economic and environmental issues, and human rights and fundamental freedoms are interconnected and interdependent components of security. Upholding these commitments, engaging with civil society, and ensuring the ability of the OSCE to monitor participating States' implementation are integral elements of the U.S. goal of maintaining a rules-based international order through strong and sustained U.S. leadership.

On the security front, the United States rightfully remains focused on the serious threat posed by returning Foreign Terrorist Fighters (FTFs) and their accompanying family members. States face a formidable challenge in detecting and interdicting FTFs at the border, and then in attempting to rehabilitate them so that they no longer constitute a danger to the societies in which they live after they are released from prison. The United States also leverages the OSCE to address other pressing transnational threats including violent extremism, organized crime, cybercrime as well as trafficking in drugs, arms, and human beings.

Corruption, organized crime, energy insecurity, hazardous waste, natural disasters, large movements of migration and refugees, the challenges of transitioning to the digital economy, and conflicts over water are just some of the challenges to security and prosperity in the OSCE region. The United States works within the OSCE to promote good governance, the rule of law, and connectivity to overcome economic and environmental threats.

Some states within the OSCE region are witnessing a period of democratic backsliding, including Russia, which continues to violate OSCE principles and commitments through its internal repression of democratic institutions and fundamental freedoms and external aggression against Ukraine. Holding OSCE participating States accountable for the commitments, resisting efforts by some States to water down commitments, and encouraging States to adopt new commitments continues to be a U.S. foreign policy goal. This Mission Goal nests within National Security Strategy Pillar IV, Advance American Influence, “Encourage Aspiring Partners,” “Achieve Better Outcomes in Multilateral Forums,” and “Champion American Values.”

Mission Objective 3.1: Systematically Follow Up on OSCE Decisions

Justification: Russia and other states continue to contort the meaning of past OSCE commitments to meet their current propaganda and disinformation priorities, and expand their political and economic influence at the expense of stability and the rule of law. The United States must combat this malign influence and lead by example in upholding OSCE commitments. Moreover, USOSCE will follow-up on commitments to address transnational threats of concern to all participating States, including the threat posed by returning Foreign Terrorist Fighters, and will combat trafficking in persons.

Mission Objective 3.2: Identify Crises That Challenge OSCE Principles and Commitments

Justification: Crises across the OSCE region can be natural or manufactured. The OSCE enjoys a unique vantage point to gauge, in particular, warning signs across borders before they become transnational disasters. By engaging early and frequently with a wide range of stakeholders, especially with civil society organizations and individual activists, potential crises can be recognized before they escalate.

Mission Objective 3.3: Support Adequate Funding for Key OSCE Programs

Justification: The United States uses the OSCE to highlight a variety of issues that are among its foreign policy priorities, often making them priorities for the organization and its participating States. Maintaining funding and personnel secondments in key policy

areas will enhance U.S. use of the OSCE as a platform to advance U.S. foreign policy goals and objectives.

Mission Goal 4: Promote the U.S. Hard Security Agenda in Europe

Description and Linkages: Russia's ongoing aggression and military action against Ukraine and its deliberate provocations of its closest neighbors has significantly increased tensions within the European security environment. Protecting and improving existing conventional arms control Treaties and agreements, as well as improving military transparency, is critical to improving European security over the long term and must remain part of the security conversation in Europe. Although now is certainly not the time to consider relaunching discussions with Russia on conventional arms control as some participating States wish -- given Russian violations of existing instruments -- dialogue on security issues should focus the OSCE on current and future challenges to security, including active and protracted conflicts, modernization of current CSBMs, ways to decrease tensions and improve confidence, and improvement of military transparency. This Mission Goal nests within National Security Strategy Pillar I, Preserve Peace Through Strength, and Pillar IV, Advance American Influence, "Achieve Better Outcomes in Multilateral Forums."

Mission Objective 4.1: Full Implementation and Modernization of Arms Control Agreements and CSBMs

Justification: In order to ensure adherence to the rule of law in the OSCE region, all participants must be willing to move ahead in good faith and collectively address all the areas in which Russian behavior has eroded established principles/norms, treaties, and agreements. These include the following: the Helsinki Final Act; the Conventional Forces in Europe Treaty (CFE), which established limits on key categories of conventional military equipment in Europe, mandated the destruction of excess weaponry after the Cold War, and allows for intrusive inspections; the Open Skies Treaty (OST), which allows for observation flights over the territory of States Parties; and, the Vienna Document, a political agreement that builds confidence and security building measure (CSBM) by improving military transparency and openness through the notification and observation of military exercises, as well as evaluation and inspection visits.

4. Management Objectives

Management Objective 1: Improve Safety and Security at USOSCE Facility

Justification: The OSCE Mission is located in IZD Tower, a 39-floor publicly accessible high-rise building in northeast Vienna. We do not control access to IZD, which presents significant challenges to Mission safety and security. Site-specific challenges include conducting emergency evacuations and personnel accountability. Countering these vulnerabilities could be enhanced by augmenting the security presence and upgrading communications equipment, personnel protective gear, and fire alarm systems.

Management Objective 2: Secure Appropriate USOSCE Staffing to Support Mission Goals and Objectives

Justification: USOSCE is understaffed in its office that provides oversight and direction for U.S. financial resources in the OSCE, and, in its Arms Control section.

The USOSCE's Office of Resource Management (ORM) supports U.S. influence over OSCE operations through its oversight of the OSCE's budget processes, secondment of qualified staff, and funding of projects that directly advance U.S. foreign policy goals. Since 2014, ORM's workload has nearly doubled with the inception of the OSCE's Special Monitoring Mission in Ukraine (SMM). The addition of the SMM has meant an additional budget cycle every year to negotiate a separate budget for the OSCE's largest mission. However, while ORM's workload and financial resources have doubled, its human resources have remained fixed, decreasing the amount of possible oversight and attention. Despite the critical nature of ORM's work, the office is staffed by just one Foreign Service Officer and is chronically over-burdened. The office would greatly benefit from the addition of a second FSO, who would lead annual mandatory reporting and oversight of extra-budgetary projects. The additional FSO would allow ORM to dedicate additional time and efforts towards OSCE budgetary negotiations, increasing U.S. influence and shaping OSCE priorities for assessed contributions, where the United States pays only a small percentage.

USOSCE's Arms Control section leads U.S. participation in international discussions of security-related issues such as arms control, prevention of military incidents, political-military confidence and security building measures, and political-military exchanges in the OSCE. These security issues have significant military-related elements, and many national delegations to the OSCE have military advisors. However, USOSCE has no dedicated DoD personnel. This puts USOSCE and the U.S. Government at a significant disadvantage when dealing with other national delegations to the OSCE and the OSCE

Secretariat. Closer collaboration with DOD on military-related OSCE security issues, as well as the addition of dedicated DOD personnel to USOSCE would greatly strengthen USOSCE's capabilities in the area of arms control and political-military affairs.

Management Objective 3: Identify and Implement Ways to Improve Staff Efficiency and Productivity

Justification: In 2016, USOSCE moved into new office space that provided modern facilities in a more secure environment. However, the new office space is at a considerable distance from the location of OSCE meetings as well as from the Vienna Tri-Mission management platform. This reality continues to require time, attention, and creative adjustments in communication strategies to ensure that USOSCE personnel can effectively participate in both external OSCE-related and internal mission-critical meetings, while also addressing reporting requirements. Enabling measures may include satellite work spaces in other USG facilities, additional access to motor pool vehicles and drivers, and/or advanced mobile communications technologies on which to process sensitive information.