



# Integrated Country Strategy

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## Mission Pakistan

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**Table of Contents**

1.	Chief of Mission Priorities .....	2
2.	Mission Strategic Framework .....	4
3.	Mission Goals and Objectives .....	5
4.	Management Objectives.....	9

## 1. Chief of Mission Priorities

Pakistan's stability is central to key U.S. national security interests, including counterterrorism, peace and stability in Afghanistan, and nuclear non-proliferation. Working with the Pakistani government, U.S. Mission Pakistan's highest priorities are to combat terrorism and violent extremism; advance regional stability, integration, and security; and support that stability by promoting economic growth, development, and inclusivity. In doing so, we press Pakistan to prevent terrorists from using its territory to attack targets in Afghanistan and India, encourage Pakistan to improve its business climate for greater private sector engagement and increased opportunities for U.S. businesses, and help build Pakistan's capacity to manage its own development journey and solve its own development challenges.

The U.S. Mission – including the Embassy in Islamabad and the Consulates General in Karachi, Lahore, and Peshawar – will work with the Pakistani government and Pakistani people to mitigate the threat from terrorism and to reduce violent extremism within Pakistan directed at the United States and across the region. The regions bordering Afghanistan will be a special area of focus in these efforts. Pakistanis have long been the victims of terrorism, and they have made tremendous sacrifices in the shared global fight against terror. However, the United States and the region continue to face threats from transnational terrorists and militants operating from Pakistan. As outlined in the U.S. National Security Strategy and the President's South Asia strategy, we will continue to insist that Pakistan's security forces take decisive and sustained action against militant and terrorist groups operating from its territory.

We will seek a durable political settlement in Afghanistan, and support the efforts of the Special Representative for Afghanistan Reconciliation to press the Pakistani security establishment to facilitate the peace process in Afghanistan. While we will continue to seek enhanced counterterrorism cooperation with Pakistan, our assistance to the Pakistani military will be conditioned upon its willingness to take such action. Increasing the capacity of the civilian government and civil society to address the drivers of and counter violent extremism, and strengthening the Pakistani government's counterinsurgency and counterterrorism capabilities, are critical to our efforts against militancy and radical messaging. Freedom and independence for media and civil society is critical to their ability to shine a light on official tolerance for certain terrorists and extremists as well as corruption, two key drivers of extremism and terrorism in Pakistan. We will also continue to provide robust consular services that increase the safety and security of the U.S. homeland and assist U.S. citizens in Pakistan.

Nuclear security in South Asia remains a key priority for the United States. The prospect of a military conflict that could lead to a nuclear exchange between Pakistan and India requires our sustained diplomatic focus. The U.S. Mission will work with Pakistan to promote strategic stability and will work to deter destabilizing capabilities and policies. We will continue to encourage Pakistan to prevent attacks on India emanating from Pakistan, engage diplomatically with India, and recognize that durable peace achieved through diplomacy and regional integration is ultimately in Pakistan's own long-term interest. We will also continue to encourage strategic stability initiatives in South Asia through support of Pakistan's commitments to international agreements and participation in regional security fora. Preventing nuclear weapons and materials from falling into the hands of terrorists is a U.S. national security imperative, and the United States will encourage Pakistan to continue demonstrating that it is a responsible steward of its nuclear assets.

Increased constructive engagement between Pakistan and Afghanistan could support an Afghan-led reconciliation process for the Taliban to negotiate with the Afghan government – a key pillar of the U.S. South Asia strategy. Ending the insurgency in Afghanistan could help Pakistan combat domestic

militants. Thus, our support for improving Pakistan's ties to Afghanistan is important for the success of counterterrorism efforts. Strengthening the rule of law and supporting the Pakistani government's efforts to expand its authority along the Pakistan-Afghanistan border region reduces the likelihood that the area will return to being a safe haven for terrorists.

To reduce the threat of transnational crime and terrorism, we will support Pakistan's efforts to develop an effective, professional, and transparent criminal justice system and increase law enforcement capacity. Strengthening security and protecting human rights will contribute to the rule of law and Pakistani public confidence in civilian institutions, and ultimately, foster internal and regional stability.

A resilient Pakistani economy with a robust, growing private sector will enhance stability and further facilitate Pakistan's connectivity with the wider region and the world. Greater U.S.-Pakistani business-to-business ties will strengthen the economy and business climate. To build trade and investment ties and increase opportunities for U.S. businesses, the Mission will work with the Pakistani government and other stakeholders to strengthen regulatory and policy reforms that increase efficiency and encourage private investment. These efforts will promote sustainable growth and increase Pakistan's ability to finance its own development needs. Our economic engagement, technical assistance, and exchange programs will seek to counter competing nations' influence – including China's potentially predatory lending and trade practices.

Reduced foreign assistance budgets require that these efforts to promote a stable Pakistan and region utilize a full range of diplomatic tools and engagement options, while targeting our limited assistance with maximum effectiveness. Our work will continue to help create a healthier, better educated, inclusive, and more skilled workforce in Pakistan. Moreover, we will help Pakistan strengthen its governance capacity; improve the rule of law; expand service delivery (including in education, health, and sanitation); increase private sector investment; and increase inclusive economic opportunity.

## 2. Mission Strategic Framework

**Mission Goal 1:** Counter Terrorism and Reduce Violent Extremism

**Mission Objective 1.1:** Pakistan strengthens its capacity and will to prevent violent extremism in key areas, end cross-border proxy terrorist attacks, and completely dismantle proxy terrorist groups.

**Mission Objective 1.2:** Pakistan expands the writ of government along the Afghanistan-Pakistan border region.

**Mission Objective 1.3:** Pakistan strengthens its rule of law and increases its law enforcement capacity.

**Mission Goal 2:** Advance Regional Stability, Integration, and Security

**Mission Objective 2.1:** Pakistan's strategic capabilities do not pose a threat to the United States or our allies and partners.

**Mission Objective 2.2:** Pakistan's regional relationships promote prosperity and stability.

**Mission Goal 3:** Enable Economic Growth, Development, and Inclusivity

**Mission Objective 3.1:** Pakistan increases private sector-led inclusive economic growth and imports of U.S. products and services.

**Mission Objective 3.2:** Pakistani society is better educated, more skilled, inclusive, and healthy.

**Management Objective 1:** The Mission operates effectively in safe and secure facilities.

**Management Objective 2:** The Mission retains a highly trained and gender-balanced local employee workforce.

**Management Objective 3:** The Mission implements programs and operates without host government harassment and barriers.

### 3. Mission Goals and Objectives

#### **Mission Goal 1:** Counter Terrorism and Reduce Violent Extremism

**Description and Linkages:** By working with the Pakistani government and people, the U.S. Mission will mitigate the threat from violent extremism and counter terrorist activities to bolster stability in Pakistan. This violence is directed not only towards Pakistanis but at U.S. personnel and interests and our partners across the region; therefore, this goal supports the U.S. National Security Strategy's prioritization of protecting the American people at home and abroad. The Mission will support Pakistan's efforts against terrorists and encourage the Pakistani government to eliminate terrorist safe havens. In addition, the Mission will support programs that deny violent ideologies the space to take root in Pakistan.

**Mission Objective 1.1:** Pakistan strengthens its capacity and will to prevent violent extremism in key areas, end cross-border proxy terrorist attacks, and completely dismantle proxy terrorist groups.

**Justification:** The United States seeks a Pakistan that is not engaged in destabilizing behavior in the region, and that is willing and able to address the threats posed by terrorism and violent extremism. As underscored in the U.S. National Security Strategy, the United States continues to face threats from transnational terrorists and militants operating from within Pakistan. Grassroots support for terrorist organizations continues to perpetuate this threat. Pakistan's civilian government, military, and civil society are fighting against anti-state extremist groups. The systemic challenges that terrorism and violent extremism pose to Pakistan and U.S. interests remain critical. Security forces abuses and inadequate government protection for religious and ethnic minorities remain key drivers of violent extremism. Pakistan will be more resilient to extremism if it strengthens key societal structures that are relevant to the unique conditions that give rise to violent extremism in key areas of Khyber Pakhtunkhwa, southern Punjab, northern Sindh, northern Balochistan, and Karachi. To achieve this objective, we will use assistance to increase access to basic services, increase religious freedom and social tolerance, improve citizen trust in government, diminish radical messaging, and improve community law enforcement. (Note that health and education activities appear here under Mission Goal 1 as well as under Mission Goal 3, as they are critical for achieving both.) This assistance remains critical to enabling security along the Pakistan-Afghanistan border, and achieving mutual security objectives, including efforts to disrupt, dismantle, and destroy terrorist groups such as the Islamic State (ISIS) and al-Qaeda. Risks associated with not achieving this Mission Objective include the persistence of terrorist threats that affect the security of the U.S. homeland and our allies, and cross-border terrorism that raises the prospect of instability in the region.

**Mission Objective 1.2:** Pakistan expands the writ of government along the Afghanistan-Pakistan border region.

**Justification:** Historically, the Afghanistan-Pakistan border region has been plagued with disenfranchisement, underdevelopment, corruption, and injustice, making it an epicenter of operations for some of the world's most active violent extremist organizations. Pervasive governance deficits have created broad political space for militant groups to exploit the frustrations of the local population. This state of affairs, combined with extreme gender inequality, imbalances in community power dynamics, and limited economic opportunities, facilitate lawlessness, insecurity, and extremism. By supporting Pakistani-led reforms, strengthening law enforcement presence in remote and under-governed areas, enhancing trust in government, and increasing economic opportunities, the Mission will support efforts to extend the writ of government in the border region. If the government implements reforms that

facilitate the provision of basic services and access to justice, protect the rights of its constituents (particularly women and minority groups), and enable economic opportunities, stability in the region will increase. The successful merger of the tribal areas into Pakistan's provincial, national, and civic institutions will strengthen the country's ability to meet the needs of its own citizens, manage its own security, and move forward on its journey to self-reliance. The risks of the perpetuation of the current system are increased population grievances and opportunities for the continued exploitation of the border region by violent extremist groups.

**Mission Objective 1.3:** Pakistan strengthens its rule of law and increases its law enforcement capacity.

**Justification:** Pakistan's criminal justice and law enforcement systems face systemic and external challenges that can enable religious extremism and transnational terrorism. Mission activities will concurrently counter threats to the United States and secure U.S. borders. This environment requires police reform strategies that will increase citizen confidence in rule of law institutions, legislative empowerment of police and prosecutors, and the creation of adequate criminal penalties. To help Pakistan achieve a criminal justice system that protects human rights including freedom of religion; combats corruption, illicit narcotics, terrorism, and terrorist financing; promotes security and stability; secures borders; and reduces the threat of transnational crime, U.S. assistance will focus on developing professional and transparent law enforcement and judicial institutions. This assistance will include specialized training and curriculum development; targeted infrastructure and commodity support that increases officer survivability and mobility and builds capability in specialized areas; and strengthened organizational structures and management practices to promote national law enforcement standards and police reforms. Furthermore, the Mission will seek to enable Pakistani women to contribute to the preservation of law and order, promote gender equality, and serve as role models in the justice system. Failure to address these challenges would lead to loss of citizen confidence in Pakistani criminal justice and law enforcement institutions, which risks increasing instability and providing greater space for extremist and criminal elements to operate.

**Mission Goal 2:** Advance Regional Stability, Integration, and Security

**Descriptions and Linkages:** Through sustained U.S. and international efforts, Pakistan's constructive engagement on regional security and strategic stability will increase, and destabilizing capabilities and policies will decrease. This Mission goal directly supports the U.S. National Security Strategy's prioritization of protecting Americans at home and abroad by enhancing counterproliferation measures and strengthening nuclear security. It also supports the State-USAID Joint Strategic Plan goal of countering the proliferation of weapons of mass destruction (WMD) and their delivery systems using diplomatic solutions to these challenges, especially by improving regional cooperation on these issues.

**Mission Objective 2.1:** Pakistan's strategic capabilities do not pose a threat to the United States or our allies and partners.

**Justification:** As highlighted in the U.S. National Security Strategy, the United States will encourage Pakistan to continue demonstrating that it is a responsible steward of its nuclear assets. The U.S. Mission will work with Pakistan to increase its constructive engagement on nonproliferation, security, and strategic stability. In particular, we will continue to encourage increased transparency and restraint

in Pakistan's nuclear and missile programs. The U.S. Mission will support Pakistan's efforts to embrace international best practices for chemical, biological, radiological, and nuclear safety and security to build regional and global confidence in Pakistan. The risk of a nuclear exchange between India and Pakistan, the need to prevent terrorist access to nuclear materials, and the potential for Pakistan to serve as a transit point for proliferation-sensitive goods require sustained diplomatic attention. Risks associated with not achieving this Mission Objective include lack of economic integration, connectivity, and regional trade, with Pakistan continuing to underperform its potential, as well as continuing bilateral tensions between Pakistan and the region, including India and Afghanistan.

**Mission Objective 2.2:** Pakistan's regional relationships promote prosperity and stability.

**Justification:** At the intersection of South and Central Asia, Pakistan plays a vital role in promoting regional security and connectivity. Promoting the economic integration of Pakistan within South and Central Asia, among the least interconnected regions in the world, and developing economic linkages that will bolster connectivity and trade is in the U.S. national interest. Disrupting the funding of transnational terrorist organizations that operate from within Pakistan is key to our efforts to ensure that Pakistan's relationships in the region remain peaceful and promote stability and prosperity. Further rapprochement between Pakistan and Afghanistan would improve conditions for peace and create an environment for the sustainable return of Afghan refugees. We will also continue to encourage Pakistan to engage diplomatically with India. Strengthening Pakistan's political, military, and economic ties with Afghanistan and India would make Pakistan's citizens, particularly along its borders, more secure. Risks associated with not achieving this Mission Objective include weak economic integration, connectivity, and regional trade; greater vulnerability to Chinese influence; and continuing bilateral tensions between Pakistan and the region, including India and Afghanistan.

**Mission Goal 3:** Enable Economic Growth, Development, and Inclusivity

**Descriptions and Linkages:** The Mission will support economic growth and development in Pakistan in order to increase stability and to seek expanded opportunities for U.S. businesses. We will do this by collaborating with Pakistan to strengthen its regional economic integration; improve the policy enabling environment for private sector investment; increase access to finance and to reliable and affordable electricity; increase employment opportunities; increase the profitability and productivity of the agriculture sector; and increase imports and investment from the United States. Targeted foreign assistance and exchanges will also promote a stable and more prosperous Pakistan. This goal directly supports the State-USAID Joint Strategic Plan priority of promoting productive populations in partner countries to drive inclusive and sustainable development, open new markets and support U.S. prosperity and security objectives.

**Mission Objective 3.1:** Pakistan increases private sector-led inclusive economic growth, and imports of U.S. products and services.

**Justification:** A prosperous Pakistan that creates economic and social opportunities for its population and that is well integrated into regional and international markets will enhance stability in South Asia, grow the market for U.S. products and services, and support Pakistan's journey to self-reliance. To meet the economic needs of a young, rapidly growing population while ensuring equitable distribution of the benefits of economic development, the United States will help Pakistan improve the enabling environment for private sector growth, investment, and trade. The United States' support will focus on



private sector investment and consist of technical assistance for policy development, trade agreement implementation and market access, advisory support for the energy sector, technical assistance for small and medium enterprises including youth-owned businesses, and training on climate-smart agricultural production and profitability. Our support will also promote market connectivity, increase women's and vulnerable communities' labor force participation, and facilitate entrepreneurship, job generation, networking, skills development, and innovation – with a special focus of these efforts in the former FATA region. This will result in increased investment opportunities in Pakistan, job growth, and trade, which can increase domestic resources, bolster Pakistan's ability to meet its own development needs, and further the economic integration and stability of Pakistan and the region. Should this Mission Objective not be achieved, there is a risk of increased political and social unrest due to stagnation of employment and incomes, and weakened economic and commercial ties between the United States and Pakistan.

**Mission Objective 3.2:** Pakistani society is better educated, more skilled, inclusive, and healthy.

**Justification:** Pakistan's rapidly expanding population is overwhelming the country's already overloaded education and health care infrastructure, leaving many Pakistanis unhealthy, unskilled, and therefore uncompetitive in the job market. Services for maternal and child health, family planning, and reproductive health are especially deficient. The existing education system is not universally accessible, and does not adequately prepare a skilled workforce that can compete in the global economy. Pakistan's economic future is integrally linked to improving its basic and higher education systems. U.S. assistance to the health and education sectors will help Pakistan achieve a more sustainable growth rate; decrease maternal and child fatalities; ensure a healthier, more informed, capable, and productive workforce; and reduce susceptibility to extremism. Creating educational opportunities will lead to a better skilled workforce, increased social inclusion, and greater economic growth. Mission Pakistan will collaborate with the private sector, development partners, and civil society, to support educational exchanges, academic and professional trainings, and Pakistan's capacity to deliver high quality, cost-effective basic health care, especially for Pakistan's most marginalized communities. Failure to develop a healthier and more educated workforce will stagnate the economy and further destabilize the country. Note that health and education activities appear under Mission Goal 1 as well as here under Mission Goal 3, as they are critical for achieving both.

## 4. Management Objectives

### **Management Objective 1:** Operate safe and secure facilities

**Justification:** As a critical-threat post, continuity of Mission Pakistan operations requires that the Department provide a secure platform for operations at the Embassy and the Consulates. In coordination with the Bureaus of Overseas Buildings (OBO) and Diplomatic Security, Post places the highest management priority on the completion of construction for Phase II and Phase III of our New Embassy Compound (NEC) in Islamabad and Phase II of our New Consulate Compound (NCC) in Karachi. Consulate Lahore continues to negotiate with the local provincial government for feasible sites for an NCC, which is currently number seven on the Department's "Top 80" list for future construction. In Peshawar, Post management continues to work with OBO for upgrades to the current facility to increase security and meet operational requirements, until negotiations for a future NCC may be possible. Without safe, secure facilities, Mission Pakistan would need to reassess its overall workforce numbers in relation to local threats.

**Management Objective 2:** The Mission retains a highly trained and gender-balanced local employee workforce.

**Justification:** Mission Pakistan benefits from long-serving, competent locally employed (LE) staff who provide the continuity, expertise, and contacts with local authorities and partners. Because 75% of the U.S. Direct Hire workforce serve only 12 months, the Mission relies heavily on LE senior staff to help maintain operations. LE attrition averages 7% per year, with the majority of our most experienced LE staff departing with Special Immigrant Visas after 15 or more years of service. Human Resources recruitment initiatives include increased targeting of female applicants to improve gender balance by 2% by 2020. Management also dedicates resources towards regular surveys of our LE staff and subsequent related programming through the Work Life Wellness Committee (WLWC). In order to reduce absenteeism due to illness and improve the quality of all employees' lives, the Health Unit has initiated monthly presentations on preventative health topics for all employees under the WLWC platform. Human Resources also works closely with the LE staff association for greater collaboration on local health benefits and life insurance packages, ensuring they are competitive on the local labor market. Without new recruitment and retention initiatives, LE staff turnover could increase, leaving Mission Pakistan without an experienced or highly trained workforce.

**Management Objective 3:** The Mission implements programs and operates without host government harassment and barriers.

**Justification:** Interference with U.S. government official events and harassment of our LE staff is pervasive in all four Mission Pakistan posts. Host government disruptions, added to an already unpredictable security environment with lock-downs and restricted movements, constrain our ability to achieve our bilateral political goals and to deliver assistance programs. In addition, there is no bilateral equivalency between our visa regimes. U.S. diplomats assigned to Pakistan and official visitors experience delays in receiving visas. Additionally, U.S. diplomats assigned to Mission Pakistan only receive 12-month visas and official visitors regularly only receive single-entry, 90-day visas with a 30-day duration of stay, which is far less than the U.S. reciprocity standard of a multiple-entry, 24-month visa for all Pakistani diplomats. Mission Pakistan will track Government of Pakistan (GOP) harassment and interference, taking reciprocal measures in areas related to visa issuances and travel controls.