



Integrated Country Strategy

Turkey

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1. Chief of Mission Priorities

The U.S. relationship with Turkey is vital to many of our core goals in Europe, the Middle East, and Asia. Our cooperation on a broad range of security and diplomatic challenges in recent years underscores the importance of rebuilding and maintaining robust and dynamic ties with Ankara.

As a NATO Ally, a member of the Global Coalition to Defeat ISIS, a candidate for membership in the European Union, and a long-standing partner in meeting regional and global challenges, Turkey—despite its complex relationship with United States and other Western nations—remains an indispensable component of our strategy for confronting many of today's most intractable problems. We will continue to press the Government of Turkey to leverage its broad diplomatic, economic, and military reach to the benefit of our shared security goals, from facilitating a political transition in Syria based on the Geneva Communique to assisting Iraqi reconstruction to curtailing malign Iranian and Russian influence across the Middle East. Turkey's significant contributions to NATO's collective security have, for decades, been a key element of our relationship. Encouraging further steps to meet commitments on defense expenditures, interoperability, and technological adaptation will ensure Turkey remains on the forefront of efforts to counter emerging and existing threats. In support of these goals, we will seek to expand our multifaceted cooperation to resolve regional and global conflicts, combat terrorism—including the U.S.-designated terrorist organization the Kurdistan Workers' Party (PKK)—and transnational crime, and stop the proliferation of weapons of mass destruction. We will continue to engage with Turkey to ensure its defense investments adhere to its commitment to support NATO compatibility and do not endanger sensitive Alliance technology.

The U.S.-Turkey economic relationship is mutually beneficial and helps anchor our strong bilateral ties. Stalled reforms and increasingly populist economic policies, however, are creating economic imbalances and eroding key economic indicators. With an increasingly fragile economy, the government needs to pursue deeper reform to confront increasing inflation, a rapidly deteriorating currency, and high unemployment. Failure by the Government of Turkey to effectively confront these challenges could threaten Turkey's position among leading economies and diminish its global influence. We will encourage Turkey to establish conditions for increased U.S. exports to Turkey, building on our existing trade surplus and providing Turkey with the kind of trade and investment that has helped deliver past growth. We share Turkey's goal of improving energy security across the region, and will press Ankara to establish the regulatory environment and infrastructure to allow it to serve as a regional energy hub, increase domestic energy production, and reduce dependency on Russian and Iranian hydrocarbons. Capitalizing on Turkey's human and technology capital, we look forward to strengthening collaboration in innovation sectors, science, and technology.

Turkey's economic growth in recent decades, its work to integrate into Euro-Atlantic institutions, and the government's stated goal of eventually meeting the criteria for accession to the European Union have been powerful drivers of social change, with a commensurate increase in Turks' expectations for their government to respect international human rights norms, the rule of law, and the exercise of fundamental freedoms. Turkey's commitment to these values has been tested since the 2016 failed coup attempt, and the ongoing detention of U.S. citizens and Mission Turkey local employees as well as tens of thousands of ordinary Turkish citizens based on scant or secret evidence under the state of emergency (and its subsequent codification) highlights Turkey's declining adherence to due process and

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judicial independence. The United States will continue to strongly encourage Turkey to respect the democratic standards of its own constitution and its international obligations. As vital and irreplaceable elements of any stable democracy, we will encourage Turkey to strengthen the role of civil society and a free media, both of which remain key to ensuring transparency and open debate as Turkey pursues its domestic and foreign policy priorities.

The American and Turkish people enjoy broad and deep ties, stemming from tens of thousands of academic exchanges; commercial, cultural, and scientific collaboration; and civil society cooperation. We will seek to maintain and expand these people-to-people ties, facilitate legitimate travel in both directions, and work to counter disinformation, building a relationship that continues to visibly benefit Turks and Americans alike.

The construction or renovation of diplomatic facilities over the next several years in Adana, Ankara, Gaziantep, Istanbul, and Izmir will be a powerful, visible reminder of the United States' strong and enduring relationship with Turkey. Mission Turkey will continue working to implement best practices to meet security, management, and personnel objectives to capitalize on our robust presence here and continue building an efficient and sustainable platform to support U.S. foreign policy goals.

Turkey is a rapidly changing country in a turbulent region. Many of the constraints on U.S. Turkey cooperation do not lend themselves to quick or easy resolution and will continue to require proactive, high-level engagement with a clear focus on our shared interests—and a candid, mutual understanding of the challenges we face. As Turkey transitions to an executive presidency following the 2018 elections, we must help Turkey strengthen its democratic institutions, separation of powers, and respect for human rights and the rule of law. As we pursue initiatives to end the conflict in Syria, combat transnational terrorism, and counter malign Iranian and Russian influence across the region, it is vital we ensure Turkey plays an active role in finding solutions. Turkey's generous response to the Syrian refugee crisis has made it a leading voice on humanitarian response; cementing those gains and continuing to manage the presence of over four million refugees will require a deft political touch and Turkey's close adherence to its international legal obligations.

Mission leadership is committed to confronting the challenges ahead and opening new avenues of cooperation between Washington and Ankara, and will seek in the coming years to leverage Turkey's significant assets to the benefit of our shared goals. We will continually review this strategy through the lens of U.S. interests across the full spectrum of security, , economic, and diplomatic goals that define our relationship.

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2. Mission Strategic Framework

Mission Goal 1: A robust U.S. – Turkey partnership advances shared regional and global security and stability priorities.

Mission Objective 1.1: Turkey is a critical partner in achieving stability and security in the Middle East, including through membership in the Global Coalition to Defeat ISIS, support for a political transition in Syria, constructive cooperation in Iraq and Libya, and efforts to counter Iran’s malign influence.

Mission Objective 1.2: Turkey increases its military capabilities, contributions, cooperation, and interoperability as a NATO and bilateral partner, and supports multilateral/NATO missions to resolve threats to regional stability, including Russian aggression.

Mission Objective 1.3: With the goal of creating regional stability, Turkey uses diplomatic and economic influence as well as military, law enforcement, financial, and intelligence assets to resolve regional and global conflicts, combat terrorism and transnational crime, and combat WMD proliferation.

Mission Goal 2: The United States pursues a robust economic relationship characterized by increasing bilateral trade and investment, open markets, and strengthened collaboration in innovation sectors, energy, and science and technology.

Mission Objective 2.1: U.S. exports to Turkey and overall bilateral trade, investment, and collaboration increase.

Mission Objective 2.2: Turkey implements economic reforms and policies that support Turkey’s own economic development in line with free market principles, WTO commitments, and transparency.

Mission Objective 2.3: Turkey continues to update its energy market regulations and infrastructure to increase energy security for itself and the region, to provide for the safe transit and storage of hydrocarbons, and to increase domestic energy production in order to reduce dependency on Russia and Iran.

Mission Goal 3: Sustained U.S. engagement strengthens Turkish democracy and respect for international human rights norms, the rule of law, and the freedom of expression, and Turkey supports these rights worldwide.

Mission Objective 3.1: Turkey takes concrete steps to promote greater respect for human rights and transparent governance, including ending arbitrary detention; demonstrates respect for freedom of expression, and the rule of law; and urges other countries to do the same, both in multilateral fora and bilateral engagements.

Mission Objective 3.2: Turkish civil society and media demonstrate increased ability to independently report on and critique government activities, advocate on issues of significant public concern, and engage in open dialogue.

Mission Goal 4: U.S. engagement builds ties between the Turkish and American peoples, and leads to more balanced and honest treatment of the United States, American citizens, and all Mission personnel by the Turkish government .

Mission Objective 4.1: Turkish people have a more positive perception of the United States through strategic people-to-people engagement and positive media messaging on the benefits of the relationship, countering disinformation and misinformation about the United States spread by various actors in Turkey and the region.

Mission Objective 4.2: Turkish and U.S. citizens build personal, educational and commercial ties.

Management Objective 1: Bolster the security of Mission personnel and facilities through continued implementation and review of the Bureau of Diplomatic Security's mandated guidelines and operational standards.

Management Objective 2: Ensure the Mission operates at peak efficiency using appropriate staffing as determined by key analytics and metrics. Improve recruitment and retention of U.S. and local staff by addressing key community morale needs.

Management Objective 3: Implement global best practices across Mission Turkey's management platform with a focus on efficiency and sustainability in support of foreign policy goals.

3. Mission Goals and Objectives

Mission Goal 1: A robust U.S. – Turkey partnership advances shared regional and global security and stability priorities.

Description and Linkages: In alignment with the National Defense Security Strategy, the State/USAID Joint Strategic Plan, and the European Command Turkey Country Cooperation Plan Road Map, the US and Turkey can work together to defeat terrorism, counter proliferation, increase NATO interoperability, counter Russian and Iranian malign influence, and improve regional stability. Turkey is a critical partner in achieving stability in the Middle East, expanding NATO's influence, and countering Russian and Iranian efforts to disrupt world order.

Mission Objective 1.1: Turkey is a critical partner in achieving stability and security in the Middle East, including through membership in the Global Coalition to Defeat ISIS, support for a political transition in Syria, constructive cooperation in Iraq and Libya, and efforts to counter Iran's malign influence.

Justification: Turkish-American engagement is focused and should continue to focus both on urgent national security issues such as Syria, Iraq, Iran, and counter-terrorism. Following historic changes throughout the Middle East, with Syria in conflict, Iraq recovering after a lengthy fight to end the physical ISIS caliphate, and Iran's ascendant influence, Turkey is increasingly concerned about developments along its southern border and more broadly in the region, which have undermined its security. On Syria, Turkey plays a vital role in hosting displaced Syrians and other refugees – now numbering nearly four million – and working with international partners towards transition to a democratic and stable state. Turkey is a critical partner in promoting stability and a political resolution in Libya.

Mission Objective 1.2: Turkey increases its military capabilities, contributions, cooperation, and interoperability as a NATO and bilateral partner, and supports multilateral/NATO missions to resolve threats to regional stability, including Russian aggression.

Justification: With the second-largest military in NATO and its geographic location at the southeastern flank of the alliance, Turkey plays a critical role in regional security, particularly in Afghanistan. Turkey can play a positive role in partnerships with NATO and non-NATO members in critical areas such as deterring Russian malign influence, interoperable defenses, maintaining the balance of power in the Black Sea, and in other multilateral peacekeeping and international humanitarian operations in areas of vital interest to the United States.

Mission Objective 1.3: With the goal of creating regional stability, Turkey uses diplomatic and economic influence and military, law enforcement, financial, and intelligence assets to resolve regional and global conflicts, combat terrorism and transnational crime, and combat WMD proliferation.

Justification: Turkey is a key partner to combat both terrorism and transnational crime, and benefits from international cooperation including with timely exchanges of intelligence, evidence, and other information with the U.S. and other partners, and can exhibit more leadership in international fora and

initiatives relating to transnational threats. Cultural, political, and legal barriers currently impede efficient intelligence, evidence, and other information exchange, both among domestic agencies and with Turkey's partners.

Mission Goal 2: The United States pursues a robust economic relationship characterized by increasing bilateral trade and investment, open markets, and strengthened collaboration in innovation sectors, energy, and science and technology.

Description & Linkages: The United States and Turkey enjoy a healthy trade relationship, which approached \$20 billion in 2017. There is room for growth between these two G-20 economies. Investment by Turkish companies into the United States continues to increase. Turkey can harness its full economic potential by reducing barriers to trade and completing its program of economic reforms.

Promoting increased trade and investment as well as energy diversification and supporting market-oriented economic reforms ties directly into the goals and objectives of the EUR Joint Regional Strategy Framework and the State-USAID Joint Strategic Plan. Pillar II of the National Security Strategy addressing promoting American prosperity seeks to create fair and reciprocal trade relationships, including through increasing U.S. exports and foreign investment in the United States, protection of intellectual property, and promotion of market-oriented reforms in other countries. In addition, the National Security Strategy notes the United States will work with allies to support diversification of energy sources, supplies, and routes, and increase the export of U.S. energy and technology.

Mission Objective 2.1: U.S. exports to Turkey and overall bilateral trade, investment, and collaboration increase.

Justification: With a young population and a desire to increase bilateral trade and investment, Turkey remains an important economic partner for the United States. Turkey has been one of the fastest growing economies in the world with 7.4% growth in 2017. The government targets being a top ten economy by 2023. Turkey's continued economic growth, if spurred by regulatory reform and a move into more innovative sectors, would provide additional opportunities for trade growth and increased investment. Achieving success in this mission objective will support our own strategic goal of increasing American prosperity. Leveraging a larger and more dynamic economic relationship will not only benefit American companies and workers, but could also serve as an anchor for the broader bilateral relationship.

Mission Objective 2.2: Turkey implements economic reforms and policies that support Turkey's own economic development in line with free market principles, WTO commitments, and transparency.

Justification: Supporting Turkey's goal of becoming a top 10 economy by 2023 will increase U.S. export and investment opportunities, but Turkey's export-driven manufacturing model of the past will not be enough to continue sustained high growth. Instead, Turkish industry must move up the economic value-chain, deriving greater value from exports by creating and commercializing their own innovations and the government must remove barriers to the import of inputs vital to the Turkish production sector. After making progress during the first decade of EU accession talks the GOT has stopped implementing economic and trade reforms. U.S. and Turkish business do not play an active and effective role in policy

development. Sustained USG engagement with GOT and private sector actors offers an opportunity to focus attention on needed reforms and develop allies in the private sector to promote reforms that will benefit both countries.

Mission Objective 2.3: Turkey continues to update its energy market regulations and infrastructure to increase energy security for itself and the region, to provide for the safe transit and storage of hydrocarbons, and to increase domestic energy production in order to reduce dependency on Russia and Iran.

Justification: Turkey is heavily import dependent for its primary energy supplies, importing 99% of its natural gas and up to 91% its oil. High economic growth rates have fueled even higher energy demand growth requiring Turkey to pursue new foreign suppliers of oil and natural gas, while at the same time attempting to serve as a bridge for suppliers to European markets, with a goal of eventually becoming an energy hub. Supporting Turkey's implementation of market-based legislation for its energy sector will enable a wider variety of energy suppliers to help break Russia's and Iran's dominant positions in the Turkish energy market. Updated regulations and infrastructure will also increase the resilience of the Turkish economy to energy supplyside shocks, encourage the establishment of a Turkish gas hub, and further tie Turkey's economy to the West. Increased development of domestic energy sources such as solar, wind, and hydro will also decrease Turkish imports from Russia and Iran, provide clean energy, and reduce Turkey's Current Account Deficit, thereby boosting economic stability.

Mission Goal 3: Sustained U.S. engagement strengthens Turkish democracy and respect for international human rights norms, the rule of law, and the freedom of expression, and Turkey supports these rights worldwide.

Description and Linkages: The U.S.-Turkey alliance is based on shared interests, as well as shared values, including respect for democratic governance. Sustaining shared values provides the foundation for a strong bilateral relationship that advances objectives set forth in the National Security Strategy (Pillar IV), National Defense Security Strategy, and the State/USAID Joint Strategic Plan.

Turkey's credibility as a democratic and reliable ally hinges on its respect for democratic institutions, the rule of law, human rights, and fundamental freedoms. Since the July 2016 coup attempt and under a prolonged state of emergency (SoE) that expired in July 2018, Turkey has experienced an erosion of checks and balances among branches of government with significant implications for judicial impartiality and rule of law. Parliament codified many of the provisions of the SoE in legislation passed in July 2018. The government has also imposed restrictions or penalties that curtail human rights and fundamental freedoms, including free speech. The government has used broadly defined anti-terror and anti-defamation legislation to target and detain opposition figures, civil society actors, human rights defenders, journalists, lawyers, and academics, stifling the public debate fundamental to any vibrant democracy. The new executive presidential system, implemented following the 2018 national elections, has led to further consolidation of power against a backdrop of continued democratic backsliding and rule of law concerns. The government has failed to fully protect the rights of a range of minorities, including Kurds, women, religious minorities, LGBTI individuals, and others. Media freedom has come under attack over the past two years in Turkey. Under the State of Emergency, Turkey jailed more journalists than in any other country in the world. Widespread self-censorship and considerations of

economic patronage negatively affect the availability of a more diverse discourse on important public issues. Turkey has set an example in hosting Syrian refugees, extending them assistance (and in some cases rights) prescribed by international norms and laws. Promoting more effective, accountable, and democratic governance and respect for human rights in Turkey will improve political and economic stability and can aid Turkey's return to its role as a prosperous, stable, and democratic partner anchored to its western alliances, including with the United States and NATO.

Mission Objective 3.1: Turkey takes concrete steps to promote greater respect for human rights and transparent governance, including ending arbitrary detention; demonstrates respect for freedom of expression and the rule of law; and urges other countries to do the same in both multilateral fora and bilateral engagements.

Justification: The strength and integrity of Turkey's democratic institutions, as well the government's respect for the rule of law, human rights, and fundamental freedoms, shape Turkey's stability and reliability as a key strategic partner in the broader greatpower struggle with anti-democratic actors like Russia and China. Under the new presidential system, weakening the separation of powers and checks and balances could tax Turkey's political stability. Overhauling the overly broad definition of terrorism and penalties for insulting public officials to more narrowly address genuine threats to public safety will improve respect for the freedom of expression, association, and assembly. Greater protections for minority rights, including Kurds, women, LGBTI, and religious minorities will enhance Turkey's domestic stability and could help reinvigorate the stalled EU harmonization process. Turkey's continued assistance to displaced Syrians will help address a major shared humanitarian challenge, provide ballast to the bilateral relationship, and demonstrate its commitment to international obligations.

Mission Objective 3.2: Turkish civil society and media demonstrate an increased ability to independently report on and critique government activities, advocate on issues of significant public concern, and engage in open dialogue.

Justification: The dominant control of a majority of mainstream print/television media outlets by a handful of pro-government actors and the government's targeting and, in some cases, closure of opposition outlets has further undermined a free and impartial media environment. Independent civil society actors, including those that play an important role as checks against government excess (e.g., monitoring human rights abuses, election security), face similar obstacles and are increasingly unable to carry out their functions without fear of reprisals. Easing pressure and restrictions on independent media and civil society institutions will help reinvigorate Turkey's democracy and enhance the accountability of leaders to their citizens. Mission Goal 4: U.S. engagement builds ties between the Turkish and American peoples, and leads to more balanced and honest treatment of the United States, American citizens, and all Mission personnel by the Turkish government.

Description and Linkages: Although the United States and Turkey have been allies since 1953, historically less than one-third of Turkish citizens has a favorable opinion of Americans and the United States. This goal builds on the deep cooperation and connections between the U.S. and Turkey over the past 65 years, and the core belief that Turkey and the U.S. benefit immeasurably from continued cooperation. Turkey and the United States are our own best partners, and our cooperation makes both countries safer and more prosperous. Sustaining ties cements the foundation for a strong bilateral

relationship that advances objectives set forth in the National Security Strategy State/USAID Joint Strategic Plan (Goal III), National Defense Security Strategy, and the National Security Strategy (Pillar III).

Mission Objective 4.1: The Turkish people have a more positive perception of the United States through strategic people-to-people engagement and positive media messaging on the benefits of the relationship, countering disinformation and misinformation about the United States spread by various actors in Turkey and the region.

Justification: Turkey's geo-political importance to the United States is clearly visible within the country. U.S. personnel are currently stationed around Turkey including U.S. forces deployed as part of the NATO Land Forces Command in Izmir, U.S. Air Force personnel and aircraft at Incirlik Air Base, and the Kurecik missile defense radar facility. However, despite over sixty years of NATO partnership and billions of dollars in USG assistance, many Turks remain deeply suspicious of the United States. Younger generations of Turks, moreover, have little memory or knowledge of the importance and mutual benefit of strong bilateral ties. Media freedom has significantly curtailed since the 2016 attempted coup. Within this complicated media landscape, the Mission-wide PAS media team makes a concerted effort to highlight the breadth, depth and mutual benefits of the modern relationship between the United States and Turkey. Efforts focus on opportunities for the Chief of Mission, visiting senior U.S. officials, other target-of-opportunity visitors, and Mission personnel to engage the Turkish public and global audiences through media interviews and appearances, round table engagements, press statements, etc., in order to advocate American policy interests and to explain American society. Media freedom has come under attack over the past two years in Turkey. Widespread self-censorship and considerations of economic patronage negatively affect the availability of a more diverse discourse on important public issues. Within this complicated media landscape, the Missionwide PAS Media team makes a concerted effort to highlight the breadth, depth and mutual benefits of the modern relationship between the United States and Turkey. Efforts focus on opportunities for the Chief of Mission, visiting senior U.S. officials, other target-of-opportunity visitors, and Mission personnel to engage the Turkish public and global audiences through media interviews and appearances, round table engagements, press statements, etc., in order to advocate American policy interests and to explain American society.

Mission Objective 4.2: Turkish and U.S. citizens build social, educational and commercial ties.

Justification: There is considerable distrust of the U.S. government and dislike of American foreign policy in Turkey. Negative stereotypes and narratives about the United States feature prominently in the traditional media and are amplified by Turkish politicians across the political spectrum. Mission Turkey believes these are often best countered by direct interactions between citizens of Turkey and the United States.

There are several ways to facilitate these interactions through public affairs programming and consular services. These include, but are not limited to academic scholarships to the United States; conU.S. speakers; entrepreneurship education; professional, academic, and youth exchanges; English language programs; and grant which support Turkish civil society groups. These programs are geared towards supporting the full range of U.S. Mission goals, as well as to showcase a more diverse and accurate view of American society that corrects negative narratives and misunderstandings. These programs and our

media efforts seek to emphasize the mutual benefits that accrue from a strong bilateral partnership between Turkey and the United States.

4. Management Objectives

Management Objective 1: Bolster the security of Mission personnel and facilities through the continued implementation and review of the Bureau of Diplomatic Security's mandated guidelines and operational standards.

Justification: Mission Turkey is rated high for terrorism and is a High-Threat/High-Risk Mission, requiring enhanced security and reporting standards as mandated by the Bureau of Diplomatic Security's Functional Bureau Strategy and its High Threat Programs Directorate. Under this mandate, the Regional Security Office will seek to incorporate the programs, technologies, and measures necessary to ensure the carrying out of the U.S.'s mission and priorities. However, Mission staffing continues to grow necessitating commensurate office growth to facilitate increased employment, residential, investigative and emergency preparedness support requirements. Furthermore, continual increases in engagement and information exchange with local law enforcement remains critical. RSO is also committed to ensuring its personnel take advantage of Department-led trainings to improve employment and interpersonal skills sets leading to an ever-advancing workforce. The Mission will continue to support efforts to open new facilities that will provide a modern, secure diplomatic presence, capable of supporting a growing mission.

Management Objective 2: Ensure the Mission operates at peak efficiency using appropriate staffing as determined by key analytics and metrics. Improve recruitment and retention of U.S. and local staff by addressing key community morale needs.

Justification: Mission Turkey continues to grow as the Department of State and other agencies send personnel to engage in an increasingly complicated relationship in a region of the world that remains key to many foreign policy goals. The Mission will use all manner of data available to examine, determine, and justify the proper staffing levels to support the increasing Mission size. From the 2017 Rightsizing Review that predicts a 3.1%-4.2% growth of staff by 2022 to the Mission's own analysis that shows ICASS growth has not kept pace with the growth of non-ICASS personnel, the Mission will aim to operate at peak efficiency with the appropriate number of staff. Throughout this period of expected growth, community morale will remain an important goal for the Mission. Morale has been a challenge for the Mission as three LE Staff await trial on spurious charges for work they did in the course of their duties with the Mission; LE Staff wonder if official harassment will continue. Additionally, security threats and the shortage of local employment opportunities for EFMs, have made Turkey a more difficult assignment for American personnel and their family members. Faced with challenges like these, the Mission will prioritize community morale and support individual community members, including through efforts to better integrate American and local staff.

Management Objective 3: Implement global best practices across Mission Turkey's management platform with a focus on efficiency and sustainability in support of foreign policy goals.

Justification: Implementing globally accepted best practices allows the Mission to optimize resources while reducing overall costs. A focus on efficiency will emphasize the modernization of the management platform, using technology and data to provide the necessary management support while containing long-term costs. Utilizing cloud-based information technology will increase access to information, augment productivity, and bolster cyber-security. By sustaining these management best practices the Mission will position itself as a good steward to the American taxpayer while sustaining our diplomatic investments.