



# Integrated Country Strategy

## Germany

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## 1. Chief of Mission Priorities

Two generations after reunification and following Brexit, Germany is becoming the reluctant but inevitable major power in Europe. It is playing a greater role coordinating policy and fostering actions within the EU and to a lesser extent NATO, and slowly trying to exercise its voice on global issues. While Germany and the United States continue to share many values and interests, Germany has not yet fully accepted the responsibilities that come with its size and economic strength, specifically its Wales Pledge commitment to spend 2% of its GDP by 2024. The core challenge ahead of the U.S. Mission to Germany is capitalizing on our partnership to encourage Germany to take a larger leadership role on - and share more of the financial burden of - the core security and economic challenges that face Europe and the United States, including NATO, global trade, counterterrorism, and law enforcement cooperation. This will be doubly difficult in the face of Chancellor Merkel's slow exit from the political scene and a likely significant change of government following national elections expected in 2021. This will require a paradigm shift in the German public's view of their nation as a medium-sized power focused on maintaining peace and trade as well as significant, new investment in resources.

The road to fairer trade and a revival of U.S. industry and energy goes through Berlin: as Europe's largest economy and leading trader, German industry and government must help rebalance global commerce by leveling the playing field with Europe and partnering with us to counter other nations' unfair economic practices, including predatory technology acquisition and investment practices. Mission Germany will tackle market access barriers across the board, including in the agricultural and automotive sectors. Making the most of the U.S. energy renaissance, we will facilitate sales of U.S. natural gas and participation by U.S. technology firms in Germany's transition to renewable energy and e-mobility. Expanding German investment in the United States (already directly accountable for almost 700,000 U.S. jobs) and ensuring that U.S. tech firms can continue to thrive in Germany are essential tasks as well.

The German government has been increasingly willing to take on greater global responsibilities in recent years in regions and on issues in which Berlin recognizes an immediate threat to Europe, particularly as part of the Defeat ISIS Coalition, and to counter migration by addressing the underlying economic and security problems pushing migrants from conflict and poverty-stricken regions. However, Germany still isn't taking the leading role it should have commensurate to its size and economic strength. Mission Germany will redouble efforts to press Germany on three factors that will enable us to work more closely together to address shared challenges: first, developing a shared threat assessment, from Russia to China to Iran to cyber and hybrid attacks; second, increasing German investment in its military to meet its NATO 2% commitment; and third, developing the political will to support increased deployment of German forces to be part of joint or collective security operations.

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Germany and the United States share a fundamental commitment to domestic and international safety and security. Mission Germany will expand and deepen our already close bilateral law enforcement cooperation which includes counterterrorism; countering violent extremism; effective enforcement of sanctions; combatting malign Russian activities and efforts to foster disunity in Europe; and fighting international crime including trafficking in persons, smuggling illegal contraband, illegal migration, and – increasingly – cybercrime committed by both private and State actors. It is essential that Germany address its own legal hurdles to sharing information and improve the timely exchange of law-enforcement information internally, bilaterally, and with multinational partners. Our diplomatic and law enforcement agencies will aim to help the German Government reduce its own internal obstacles to effective and rapid action against internal and joint security threats. To this end, we will share our experience in expanding U.S. law enforcement information-sharing since 9/11. We will also broaden training and sharing of best practices with German law enforcement partners at all levels, continue and expand co-location programs and exchanges for law enforcement personnel, and renew our emphasis on strengthening host country procedures governing issuance of genuine travel documents. We will work with our German counterparts to help achieve agreement on and effective implementation of strong sanctions against Iran, Russia and other nations that merit use of this instrument. In recent years, Germany has seen a marked increase in violent and non-violent anti-Semitic attacks and other hate crimes directed at religious minorities and migrant communities. Our Mission will continue to press German authorities to do more to prevent anti-Semitism and other hate crimes, and to strengthen the legal framework to deter such crimes in future.

Mission Germany will prioritize assisting U.S. citizens in Germany who are in need. Mission Germany's three consular sections (in Berlin, Frankfurt and Munich) will continue to provide first-class consular services to the roughly 6.25million U.S. citizens who visit Germany for work, study, or tourism each year and the almost 155,000 who reside here, including over 30,000 U.S. armed forces personnel and their families stationed in Germany. The consular sections also team with law enforcement to strengthen U.S. homeland and border security while facilitating the legitimate travel of Germans and third-country nationals to the United States.

All of the United States' priority issues with Germany will benefit from greater public understanding and support. Mission Germany will focus on engaging German public opinion influencers including prominent journalists to stimulate a German public debate on the need for increased defense spending, fairer trade practices, rejecting Nord Stream 2, deterring Iran's destabilizing activities, and ramping up financial pressure on the Iranian regime. We are also focused on German audiences outside of the traditional foreign policy and business elite communities, who may not have the same affinity with the United States as the older generation of Germans raised in what used to be West Germany, who experienced U.S. efforts to defend Germany and support its reunification.

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Our strategic agenda is demanding. In order to effectively advance and achieve these priorities, Mission Germany must maintain the ability to work across the country. Unlike other major European nations, including France, authority is not centralized in the capital. We intend to engage with local authorities and diverse opinion leaders across Germany to ensure support for our interests, including for the unfettered movement of U.S. troops and equipment.

Thirty years ago, the German people made an historic choice to oppose communism and authoritarianism in favor of democracy and freedom. The Berlin Wall has now been down as long as it stood as a symbol of a divided nation and continent. On October 2, 1990 – the day that Germany was reunified – President George H.W. Bush articulated the vision that the United States and Germany would become “partners in leadership.” We maintain this vision. This Integrated Country Strategy seeks to capitalize on Germany’s emerging role on the world stage to achieve greater burden-sharing and even closer partnership with the United States. Through our efforts to pursue the priority goals and objectives identified in this strategy, Mission Germany stands ready, willing, and able to advance the priority interests of the United States of America together with our German partners.

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## 2. Mission Strategic Framework

**Mission Goal 1:** Free, fairer, and reciprocal trade relationship secures American jobs, promotes natural gas exports and grows the U.S. economy.

**Mission Objective 1.1:** The United States' trade deficit with Germany is significantly reduced through increased U.S. exports.

**Mission Objective 1.2:** Retention and expansion of German investment in the United States, growing U.S. jobs.

**Mission Goal 2:** Germany meets its NATO spending commitment and is a ready, capable, and increasingly willing partner in countering shared threats and security challenges while facilitating U.S. military mobility and freedom of movement.

**Mission Objective 2.1:** Germany meets its NATO capability and investment targets to be a ready and capable allied security partner.

**Mission Objective 2.2:** Germany leads the EU in supporting and complementing U.S. efforts to counter actions by Russia and other actors that undermine peace, security, prosperity, and the rule of law.

**Mission Objective 2.3:** Germany asserts leadership and increases its support and contributions to the security priorities of the United States, including areas of mutual concern in the Middle East, Africa, biodefense, and other global challenges.

**Mission Goal 3:** U.S.-German counterterrorism, intelligence sharing and law enforcement, consular, and non-proliferation cooperation protect the U.S. homeland, ensure the enforcement of U.S. sanctions against Iran, and ensure the safety of U.S. citizens while facilitating legitimate travel and commerce.

**Mission Objective 3.1:** U.S.-German law enforcement cooperation continues to prevent terror attacks and mitigates terrorist threats, including through programs to counter violent extremism; criminal networks continue to be disrupted and border security demonstrably enhanced; U.S.-German law enforcement and public diplomacy cooperation to combat anti-Semitism in Germany.

**Mission Objective 3.2:** Germany counters proliferation concerns emanating from Iran, North Korea, and elsewhere, and bolsters U.S. sanctions designations by leading efforts in the EU and at the UN in implementing matching sanctions designations.

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**Mission Objective 3.3:** Protect U.S. citizens, enhance the security of our borders, and facilitate legitimate travel to the United States through law enforcement and consular cooperation with Germany.

**Mission Goal 4:** Increased public understanding and support in Germany and Europe for U.S. foreign policy and national security priorities.

**Mission Objective 4.1:** The Mission's sharpened policy message delivery and intensified use of all available media tools promote a more accurate understanding and greater support of U.S. policy.

**Mission Objective 4.2:** Germans at all levels participate actively in people-to-people exchange, informational and cultural programs with the United States, and exchange alumni and target audiences show understanding and support for U.S. priorities.

**Management Objective 1:** Adequate financial and human resources are in place to support Mission offices and administrative platforms.

**Management Objective 2:** Provide the best possible facilities for all components of Mission Germany, ensuring safety and operational effectiveness for the chancery, annexes, Consulates General and mission residences.

**Management Objective 3:** Provide timely and effective regional support in the areas of consular, management, logistics, facilities, information management, operations, security, development and training to posts in the Bureau of European and Eurasian affairs and beyond.

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### 3. Mission Goals and Objectives

#### **Mission Goal 1: Free, fairer, and reciprocal trade relationship secures American jobs, promotes natural gas exports and grows the U.S. economy.**

**Description and Linkages:** The National Security Strategy affirms the need to “address persistent trade imbalances, break down trade barriers, and provide Americans new opportunities to increase their exports.” Our economic ties with Germany are broad and deep, but goods trade remains substantially imbalanced, with a bilateral deficit of \$67.2 billion in 2019. Ensuring better and more reciprocal market access can thus help grow the U.S. economy and secure U.S. jobs. The automotive sector is particularly relevant as is energy, since exports of abundant U.S. natural gas can also bolster Europe’s energy security. Agriculture exports are also a growth area (reflecting U.S. competitive advantages) but with considerable market barriers, including non-science-based food safety regulations at the EU level. German industry and officials are strong supporters of the global trading order and would welcome further trade liberalization, but German civil society is skeptical of trade deals and few acknowledge that the status quo has disproportionately benefited Germany and other surplus countries – making good public outreach essential. Insofar as the European Union negotiates trade deals on behalf of its members, our work on this issue requires close coordination with USEU. This goal links to State-USAID JSP Goal 2 (Renew America’s Competitive Advantage for Sustained Economic Growth and Job Creation) and EUR Joint Regional Strategy Goal 2 (Strengthen and Balance the Transatlantic Trade and Investment Relationship).

#### **Mission Objective 1.1: The United States’ trade deficit with Germany is significantly reduced through increased U.S. exports.**

**Justification:** The persistently large U.S. goods trade deficit with Germany is part of a broader imbalance with the EU (\$177.9 billion in 2019), illustrating that many market access problems hinge on EU law and regulations, e.g. food safety restrictions not based on science. The automotive sector – the second largest element of the bilateral goods trade deficit at \$10.8 billion in 2019 (after pharmaceuticals at \$12.6 billion) – merits special focus; likewise, energy is a focus sector for Mission Germany given the growth potential for U.S. exports of natural gas if infrastructure issues and cost differentials can be overcome. Germany is Europe’s third-largest aerospace/defense market (valued at \$41 billion annually), making strong engagement essential as German authorities expand defense resourcing.

#### **Mission Objective 1.2: Retention and expansion of German investment in the United States, growing U.S. jobs.**

**Justification:** Thousands of German companies are invested in the United States, with cumulative investments of \$474 billion (as of 2018, UBO basis) and employing over 773,000 U.S.

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workers (as of 2017). U.S. tax reform has further strengthened the U.S. business climate. Given the global competition among business locations, retaining and expanding German investment can make a significant contribution to U.S. prosperity – but requires active engagement through programs like SelectUSA, work with U.S. state and local governments, and continuous outreach to German business to understand their needs and issues when doing business in the United States. Germany’s world-class system of workforce development (typically via apprenticeships) provides unique opportunities to grow U.S. jobs through German FDI, with more German companies’ implementing apprenticeships at operations in the United States.

### **Mission Goal 2: Germany meets its NATO spending commitment and is a ready, capable, and increasingly willing partner in countering shared threats and security challenges while facilitating U.S. military mobility and freedom of movement.**

**Description and Linkages:** This goal supports the key pillars in the President’s National Security Strategy released in December 2017, including protecting the American people/homeland and preserving peace through strength, while working with European allies so that they assume greater responsibility and pay their fair share to protect our mutual interests, sovereignty, and values. Likewise, this goal supports the State-USAID Joint Strategic Goal Framework 1.4: “Increase capacity and strengthen resilience of our partners and allies to deter aggression, coercion, and malign influence by state and non-state actors,” and, as it relates to biodefense and pandemic response, Strategic Goal Framework 3.4: “Project American values and leadership by preventing the spread of disease and providing humanitarian relief.” It also directly supports the European Bureau’s Joint Regional Strategy Goal 1 “Strengthen the Western Alliance.” Aligning with this framework, the mission goal will help to both “Strengthen deterrence to conventional, nuclear, hybrid, and cyber threats,” and “increase Western allies’ capabilities through heightened defense spending and burden sharing.” Finally, this goal directly supports the U.S. European Command (EUCOM) Country Plan Road Map objectives that Germany conducts “full spectrum, collective defense” and “contributes to and supports complex out-of-area operations,” while also assuring “United States strategic access that supports U.S. and NATO expeditionary operations within and outside of the USEUCOM area of responsibility (AOR).”

### **Mission Objective 2.1: Germany meets its NATO capability and investment targets to be a ready and capable allied security partner.**

Justification: Despite a robust economy, Germany is only spending 1.4 percent of its GDP on defense (as of early 2020), well below the NATO goal of spending 2 percent by 2024, per Germany’s commitment at the 2014 NATO Summit in Wales. The government is aiming to reach 1.5 by 2024, and 2 percent only in 2031. The Ministry of Defense and the Bundestag’s Commissioner for the Armed Forces have identified serious readiness problems and capability gaps in the Bundeswehr. These shortfalls limit Germany’s ability to contribute to collective

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defense and out of area operations, undermine the credibility of NATO, and place a disproportionate burden on the United States and other Allies. Higher levels of defense investment would help Berlin fulfill not only its commitment at the 2014 Wales Summit but also Article III of the Washington Treaty, that the Parties “will maintain and develop their individual and collective capacity to resist armed attack.”

**Mission Objective 2.2: Germany leads the EU in supporting and complementing U.S. efforts to counter actions by Russia and other actors that undermine peace, security, prosperity, and the rule of law.**

**Justification:** Russia’s actions in Europe, the Middle East, and elsewhere, including its willingness to use hybrid methods to undermine its neighbors and other democratically elected governments, threaten fundamental U.S. and German interests. Germany has been critical in establishing and maintaining EU sanctions against Russia in the wake of Moscow’s illegal invasion of Ukraine and Russian cyber hacking activities. Taking advantage of the election of a new Ukrainian president in 2019, Germany is pushing to revive the Normandy Format (Germany, France, Russia, and Ukraine) process to seek a resolution of the Russia/Ukraine crisis.

**Mission Objective 2.3: Germany asserts leadership and increases its support and contributions to the security priorities of the United States, including areas of mutual concern in the Middle East, Africa, biodefense, and other global challenges.**

**Justification:** Germany has the potential resources and is developing the capabilities to play a much greater role in supporting shared security objectives in Europe and in other regions where instability threatens Europe. The Bundeswehr is involved (as of early 2020) in 12 operations through NATO, the EU, UN, and the Defeat-ISIS coalition. Germany’s approach also includes a heavy emphasis on non-military tools, such as development, diplomacy, pandemic response, and humanitarian spending, which we will continue to support strongly. Germany’s ability to exert leadership in addressing security priorities in Europe and beyond will depend on increased quantitative and qualitative contributions to collective military operations, the continued facilitation of U.S. global military operations, and strong support through non-military tools such as development and stability assistance to address security challenges. The U.S. and German governments will also need to work together to ensure public understanding and support for these security priorities and the respective roles played by our countries.

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**Mission Goal 3: U.S.-German counterterrorism, intelligence sharing and law enforcement, consular, and non-proliferation cooperation protect the U.S. homeland, ensure the enforcement of U.S. sanctions against Iran, deter extremist and anti-Semitic attacks, and ensure the safety of U.S. citizens while facilitating legitimate travel and commerce.**

**Description and Linkages:** This goal supports key pillars in the President's National Security Strategy released in December 2017, including protecting the American people and homeland by securing borders and territory, pursuing threats to their source, and keeping America safe in the Cyber Era. Likewise, this goal furthers the 2018-22 EUR Joint Regional Strategy Framework goal of Strengthening the Western Alliance by increasing Western allies' capabilities, to ensure the lasting defeat of ISIS, other transnational terrorist organizations, such as al-Qaeda, and Iranian state-sponsored terrorism, and increase cooperation to protect the American homeland through stronger information sharing, border security partnerships, and strong cooperation on non-proliferation. Finally, this goal promotes Goal 3 of the JRS Framework to secure and stabilize the Eastern and Southern Frontiers, by strengthening Germany's ability to resist malign influence, counter violent extremism, and to support Europe's efforts to strengthen its borders and address irregular migration challenges.

**Mission Objective 3.1: U.S.-German law enforcement cooperation continues to prevent terror attacks and mitigates terrorist threats, including through programs to counter violent extremism in all forms; criminal networks continue to be disrupted and border security has been demonstrably enhanced.**

**Justification:** Germany and the United States have strong law enforcement cooperation; however, Western Europe has been the focus of multiple attempted and completed terrorist attacks in recent years. Rising right-wing violent extremism, anti-Semitism and the ongoing threat posed by Islamist extremists continue to challenge Germany, as does the need to screen and integrate returning foreign fighters, their families, and the significant number of refugees who have arrived since 2016. Senior German Government officials have openly acknowledged their security services are overwhelmed tracking known and suspected individuals living in Germany with ties to terror groups. Cyber issues are of increasing importance in CT and law enforcement effectiveness.

**Mission Objective 3.2: Germany counters proliferation concerns emanating from Iran, North Korea, and elsewhere, and bolsters U.S. sanctions designations by leading efforts in the EU and at the UN in implementing matching sanctions designations.**

**Justification:** Germany participates in all four of the major non-proliferation treaties, and is a strong partner in non-proliferation efforts to Iran, Syria, Pakistan, and the DPRK. Germany is a key target of countries of proliferation concern due to its industry's scientific and engineering expertise and the wide variety of dual use technology available in the market; however,

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Germany has a robust and competent export control regime that fully cooperates with the United States to ensure sensitive technology is not transferred to countries of concern.

**Mission Objective 3.3: Protect U.S. citizens, enhance the security of our borders, and facilitate legitimate travel to the United States through law enforcement and consular cooperation with Germany.**

**Justification:** In accordance with the State Department’s Vision Statement that all our efforts are “on behalf of the American people,” Mission Germany prioritizes the safety and welfare of the approximately 155,000 U. S. citizens residing in Germany and the over six million who visit or transit Germany annually. With its busy train and air transit hubs, Germany sits at the crossroads of Europe and the world, and is a major gateway for those wishing to enter the United States. This requires us to remain ready and responsive to unforeseen events such as terrorist activities, civil aviation incidents and security disruptions. Almost three million Germans enter the United States every year for tourism, business, study, exchange, and other travel, roughly half using the Visa Waiver Program (VWP). We support this crucial part of our strong bilateral relationship by facilitating legitimate travel, while collaborating with law enforcement to ensure the integrity of U.S. borders.

**Mission Goal 4: Increased public understanding and support in Germany and Europe for U.S. foreign policy and national security priorities.**

**Description and Linkages:** This goal supports key pillars in the President’s National Security Strategy released in December 2017, including Advancing American Influence by championing American values. The Mission will seek to engage Germans at all levels through the active use of a variety of public diplomacy tools to promote American leadership and the U.S. Administration’s foreign policy priorities, including highlighting the United States and Germany’s shared values and interests as well as our political, economic, security, and people-to-people relationships. In addition, we will introduce the Mission’s Ambassador to the German public to build rapport and further the Administration’s foreign policy goals. The Mission will also work to reinforce the long-standing transatlantic institutions. The Mission is particularly focused on efforts to engage younger Germans who do not have the same affinity with us as their elders who lived through the Cold War and experienced first-hand U.S. efforts to defend Germany and support its reunification.

**Mission Objective 4.1: The Mission’s sharpened policy message delivery and intensified use of all available media tools promote a more accurate understanding and greater support of U.S. policy.**

**Justification:** Germany has a vibrant, strong, independent media sector with a wide range of views represented, including a reservoir of support for transatlantic relations, but there are also

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a number of media representatives who, because of differences with U.S. policy, can negatively color and shape German reporting and German popular opinion. Mission Germany has to engage the German media actively in order to strengthen support and counter opposition through interviews, social media engagement, and other tools to help establish a base of support for U.S. objectives. Germany is the leading country in Europe and a leader globally with the United States on nearly all of the issues we face from the challenge of Russia, the threat of terrorism, the creation of a free and fair global trading regime, and the rise of China (as evidenced by that country's onslaught of sophisticated soft power tools such as performances, exhibitions, and university linkages in Germany). Failure to persuade German audiences will eventually result in a gap so great between popular opinion and a generally pro-transatlantic government that German policy would be compelled to shift decisively against U.S. national interests.

**Mission Objective 4.2: Germans at all levels participate actively in people-to-people exchange, informational and cultural programs with the United States, and exchange alumni and target audiences show**

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#### 4. Management Objectives

**Management Objective 1: Adequate financial and human resources are in place to support Mission offices and administrative platforms.**

**Justification:** Adequate resources ensure that all USG sections across the mission have the platform and personnel to advance Mission goals and support the work of the Administration. Inadequate resources impede the Mission's ability to fulfill Mission Goals and broader foreign policy priorities.

**Management Objective 2: Provide the best possible facilities for all components of Mission Germany, ensuring safety and operational effectiveness for the chancery, annexes, Consulates General and Mission residences.**

**Justification:** Mission Germany is spread across six regions with a large mix of leased and government – owned official and residential buildings. Most of the buildings predate 1950 and are in need of upgrades or replacement to increase safety, security and use needs and standards. Improving or replacing the facilities will increase employee morale and productivity, and will thereby improve opportunities for the numerous employees working from them to advance American policy goals.

**Management Objective 3: Provide timely and effective regional support in the areas of consular, management, logistics, facilities, information management, operations, security, development and training to posts in the Bureau of European and Eurasian affairs and beyond.**

**Justification:** Consulate Frankfurt is a regional support hub for many agencies and State Department bureaus. The USG owns a 400-unit housing compound as well as the large Consulate office building, and the city's airport is one of the busiest in the world. Although traditionally viewed as an affordable platform from which to support operations in more high-cost or dangerous countries, Frankfurt's significant staffing growth means its office building is at capacity and its housing compound oversubscribed by 125 percent in what is now one of Europe's most expensive real estate markets. Accordingly, post is undertaking a comprehensive data analysis of the scope and size of each entity represented at the Consulate, with security, mission, and affordability as key points of measure. This exercise is being complemented by OBO, which is developing a Frankfurt Master Plan to ensure post's functional and residential infrastructure is consistent with its mission and staffing.