



# Integrated Country Strategy

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**PAKISTAN**

**FOR PUBLIC RELEASE**

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## 1. Chief of Mission Priorities

Pakistan's stability and prosperity are central to key U.S. national security interests, including counterterrorism, peace and stability in the region, 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; foster inclusive economic growth and sustainable development; and strengthen civilian democratic institutions and protect human rights.

The U.S. Mission in Pakistan – including Embassy Islamabad and the Consulates General Karachi, Lahore, and Peshawar – will work with the Pakistani government and the people of Pakistan to mitigate the threat from terrorism and to reduce violent extremism within Pakistan directed at the United States, the region, and Pakistan itself. Pakistanis have long been the victims of terrorism, and they have made tremendous sacrifices in the shared global fight against terrorism. The United States continues to face threats from transnational terrorists and militants operating from Pakistan and neighboring Afghanistan. Mission Pakistan will continue to insist that Pakistan take decisive and irreversible action against militant and terrorist groups operating from its territory. We seek to enhance counterterrorism cooperation with Pakistan, which stands to benefit greatly from an increased partnership with the United States. Increasing the capacity of the civilian government, the military, and civil society to counter violent extremism and strengthening the Pakistani government's counterinsurgency and counterterrorism capabilities are critical to our efforts against militancy, radical messaging, and terrorist acts. We will continue to provide robust consular services that assist U.S. citizens in Pakistan and increase the safety and security of the U.S. homeland while also strengthening people-to-people ties by facilitating legitimate travel.

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 engage diplomatically with India and recognize that durable peace

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achieved through diplomacy and regional integration is ultimately in Pakistan's own 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 responsible stewardship of its nuclear assets.

The departure of NATO and partner forces from Afghanistan and the collapse of that country's elected government in 2021 amplified Pakistan's role in regional security and counterterrorism efforts. Afghanistan's security, political, economic, and humanitarian conditions will significantly affect Pakistan's efforts to secure its western border and combat domestic militants. Thus, our support for regional efforts to stabilize Afghanistan and strengthen the rule of law in under-governed parts of Pakistan are essential elements to addressing ongoing security challenges in Pakistan.

To reduce the threat of transnational crime and terrorism, the U.S. Mission will also 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 build Pakistani public confidence in civilian institutions, and ultimately foster internal and regional stability. The U.S. Mission will also work with Pakistan to support an inclusive, engaged, and empowered electorate and civil society. Improved governance will decrease the drivers of instability and violent extremism.

A resilient Pakistani economy with a robust, growing private sector will enhance stability and expand connectivity with the wider region and the world. Working with Pakistan, we can help expand the role of Pakistan's private sector; grow our bilateral trade and investment ties; and help empower women and marginalized groups. The key to these efforts is improving Pakistan's business environment; therefore, the U.S. Mission will encourage Pakistani authorities and other stakeholders to adopt legal and regulatory reforms that facilitate private investment and protect intellectual property. Through targeted assistance and engagement, the Mission will help Pakistan create a healthier, better educated, inclusive, and more skilled

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workforce. Moreover, the Mission will help Pakistani authorities strengthen their governance capacity and expand service delivery, including in education, health, and sanitation.

## 2. Mission Strategic Framework

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

- **Mission Objective 1.1:** Pakistan strengthens its capacity and will to combat terrorist groups, prevent violent extremism, and end cross-border proxy terrorist attacks. (Links to CDCS DO2: More Peaceful Communities in Key Areas.)
- **Mission Objective 1.2:** Pakistan strengthens its rule of law and increases its law enforcement capacity and gender inclusivity within the justice sector and law enforcement agencies. (Links to CDCS DO1: Expanded Writ of Government along the AF/PAK Border Region.)

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

- **Mission Objective 2.1:** Pakistan's military capabilities do not pose a threat to the United States or our allies and partners.
- **Mission Objective 2.2:** Pakistan's regional relationships promote democracy, prosperity, and stability.

### Mission Goal 3: Foster Inclusive Economic Growth and Sustainable Development

- **Mission Objective 3.1:** Pakistan accelerates inclusive, private sector-led economic growth and imports more U.S. goods and services. (Links to CDCS DO3: Increased Private Sector-led Inclusive Economic Growth.)
- **Mission Objective 3.2:** Pakistani society is better educated, more skilled, more inclusive, and healthier. (Links to CDCS DO3: Increased Private Sector-led Inclusive Economic Growth and SO4: Strengthened Global Health Security Capacities in Pakistan.)
- **Mission Objective 3.3:** Pakistan implements its commitments to reduce emissions, advances sustainable solutions to environmental challenges, and supports an equitable, clean, and resilient energy future. (Links to CDCS DO3: Increased Private Sector-led Inclusive Economic Growth.)

**Mission Goal 4: Strengthen Civilian Democratic Institutions and Protect Human Rights**

- **Mission Objective 4.1:** Pakistan strengthens democratic institutions and supports the political participation and civil rights of women, religious minorities, ethnic minorities, residents of under-governed areas, and other disadvantaged groups. (Links to CDCS DO2: More Peaceful Communities in Key Areas.)
- **Mission Objective 4.2:** Pakistan improves its support for civil society, human rights, and a free press that operates without fear of harassment or censorship. (Links to CDCS DO2: More Peaceful Communities in Key Areas.)

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

**Management Objective 2:** The Mission recruits and retains a diverse and inclusive 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 |** By working with the Pakistani government and Pakistani people, the U.S. Mission will help mitigate the threat from violent extremism and counter terrorist activities to bolster stability in Pakistan. This goal supports the U.S. priority of protecting the American people at home and abroad. The Mission will support Pakistan's efforts against terrorism and encourage the Pakistani government to eliminate terrorist safe havens. The Mission will also support programs that deny violent ideologies the space to propagate in Pakistan.

**Objective 1.1 |** Pakistan strengthens its capacity and will to combat terrorist groups, prevent violent extremism, and end cross-border proxy terrorist attacks.

- **Justification |** The United States seeks a Pakistan that does not engage in destabilizing behavior in the region and is willing and able to address domestic threats posed by terrorism and violent extremism. The United States continues to face threats from transnational terrorists and militants operating from within Pakistan. Grassroots support for terrorist organizations perpetuates this threat. Pakistan's civilian government, military, and civil society are fighting against anti-state extremist groups and faces critical systemic challenges. If Pakistan addresses the drivers of extremism in restive provinces, then government institutions and communities will be more resilient to extremism. To achieve this objective, the Mission will strengthen the government's capacity to provide basic services, diminish radical messaging, and improve law enforcement capabilities. Our military-to-military engagements and security cooperation programs will continue to build counterinsurgency and counterterrorism capabilities of Pakistan's security forces, especially along the critical Pakistan-Afghanistan border and focus on efforts to disrupt, dismantle, and destroy terrorist groups such as ISIS, al-Qa'ida, and the Tehreek-e-Taliban Pakistan (TTP). Through capacity building programs, training, and media campaigns, the Mission will strengthen



the government and community leaders' capacity to introduce alternate narratives and counter violent extremism.

- **Linkages** | JSP Goal 1; JRS Goal 4.
- **Risks** | Risks associated with not achieving this Mission Objective include the persistence of terrorist threats to the security of the U.S. homeland and our allies, and domestic and cross-border terrorism that risks instability in the region.

**Objective 1.2** | Pakistan strengthens its rule of law and increases its law enforcement capacity and gender inclusivity within the justice sector.

- **Justification** | Pakistan's criminal justice sector faces systemic and external challenges that undermine the rule of law and enable transnational terrorism. The situation requires reform strategies that will increase citizen confidence in rule of law institutions, legislative action that will empower police and prosecutors, and the establishment of adequate criminal penalties. The Afghanistan-Pakistan border region in particular has been plagued by 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. Combined with extreme gender inequality and limited economic opportunities, this harsh reality facilitates lawlessness, insecurity, and extremism. To counter these challenges, U.S. assistance will support the development of more professional and transparent justice sector institutions. These institutions in turn will help Pakistan to protect human rights; combat corruption, illicit narcotics, terrorism, and terrorist financing; promote security and stability; secure its borders; and reduce the threat of transnational crime. This assistance will include specialized training and curriculum development; targeted infrastructure and commodity support; and development of organizational structures and management practices to promote national law enforcement standards and police reforms. Furthermore, the Mission will promote gender equality and seek to enable Pakistani women to participate more deeply in, and serve as role models within, the

justice system. By supporting Pakistani-led reforms that strengthen law enforcement presence in remote and under-governed areas, enhance trust in government, and increase economic opportunities, the Mission will support efforts to extend the writ of government in the border region and increase regional stability, also a USAID development objective.

- **Linkages** | JSP Goals 1, 3; JRS Objectives 2.1, 4.1, 4.3.
- **Risks** | Failure to address these challenges would lead to further 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, particularly in the border region. Weak governance and a lack of rights-based rule of law erode the social contract between citizens and their governments, and can lead to instability, rise in extremism, and contribute to economic decline.

Risks include, but are not limited, to: local perception of U.S. initiatives; disinformation and outside influence potentially undermining cooperation on areas of mutual interest; and challenges with effective messaging before, during, and after initiatives.

Partner governments may not have political will or the resources to address foundational aspects of criminal justice reform, and even with sufficient political will, reform may require long-term investments in cultural change and technical capacity. Gaps in political will ultimately constrain INL's ability to deliver impactful and sustainable programming, particularly where there is partner interest to work in some, but not all sectors within the criminal justice system. Efforts that increase the capacity of some elements of the criminal justice system while others lag may hinder operation of the overall system and frustrate INL's broader objectives, while poor public administration may create conditions in which it is difficult for the justice sector to operate effectively.

## **Mission Goal 2 | Advance Regional Stability, Integration, and Security**

**Description |** Through sustained U.S. and international efforts, Pakistan's engagements to strengthen regional stability will increase, while destabilizing capabilities and policies will decrease. This Mission goal directly supports the U.S. Interim National Security Strategic Guidance's priority of protecting Americans at home and abroad by enhancing counterproliferation and nonproliferation measures. It also supports the USAID-State Department Joint Strategy goal of countering the proliferation of weapons of mass destruction (WMD) and their delivery systems.

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

- **Justification |** The U.S. Mission will encourage Pakistan to continue demonstrating that it is a responsible steward of its nuclear assets and will work with Pakistan to increase its constructive engagement on nonproliferation and security. In particular, the U.S. Mission will continue to encourage increased transparency and restraint in Pakistan's nuclear and missile programs, to include supporting Pakistan's efforts to adopt international standards and guidelines for chemical, biological, radiological, and nuclear safety and security.
- **Linkages |** JSP Goal 1; JRS Objective 4.1.
- **Risks |** Risks associated with not achieving this Mission Objective include a possible nuclear exchange between India and Pakistan, continuing or increasing tensions between Pakistan and other countries in the region such as Afghanistan, terrorist access to nuclear materials, and the potential for Pakistan to serve as a transit point for proliferation-sensitive goods. Additional risks include limited regional economic integration, and trade, which will result in Pakistan continuing to underperform economically.

**Objective 2.2 |** Pakistan's regional relationships promote democracy, 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 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. Encouraging Pakistan's continued hospitality towards Afghan refugees until conditions in Afghanistan support sustainable, voluntary refugee returns is important for maintaining regional stability and upholding humanitarian principles. The Mission will 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.
- **Linkages** | JSP Goals 1, 3, and 4; JRS Objective 4.1.
- **Risks** | Risks associated with not achieving this Mission Objective include Pakistan continuing to underperform economically, low levels of regional economic integration, connectivity, and trade, and enduring bilateral tensions between Pakistan and the region, especially with India.

### **Mission Goal 3 | Foster Inclusive Economic Growth and Sustainable Development**

**Description** | The Mission will support Pakistan's economic growth and development by collaborating with Pakistani authorities and the private sector to strengthen Pakistan's regional economic integration; improve its business environment to better attract private sector investment; increase access to finance; expand access to clean, reliable, and affordable energy; invest in human capital for enhanced labor productivity; increase the profitability and productivity of the agriculture sector; and increase imports and investment from the United States. Targeted foreign assistance and business-to-business and people-to-people exchanges will also promote a stable and more prosperous Pakistani society that is healthier, better educated, and more inclusive. This goal supports the State-USAID Joint Strategic priority of promoting healthy, educated, and productive populations in partner countries to drive inclusive

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and sustainable development, open new markets, and support U.S. prosperity and security objectives.

**Objective 3.1** | Pakistan accelerates inclusive, private sector-led economic growth and imports more U.S. goods and services.

- **Justification** | A prosperous Pakistan that creates economic opportunities for its young, rapidly growing population, distributes the benefits of economic development more equitably, and is well integrated into regional and international markets, will enhance regional stability and increase the potential for sales of U.S. products and services. U.S. support to achieve these goals can consist of technical assistance to help make effective policies, increase trade, improve market access, and improve power sector governance and performance. U.S. support can also include providing: loan guarantees and grants for small and medium enterprises – especially for those that are youth-owned and women-led businesses; training on nutritional best practices and agricultural production; and overall youth skills development. This assistance will help to increase investment opportunities in Pakistan, enhance job growth, and boost trade, which will also help to further Pakistan’s economic integration with the global economy and promote regional prosperity.
- **Linkages** | JSP Goal 2; JRS Goal 3.
- **Risks** | The risk of not achieving this objective is that Pakistan will continue its traditional boom-bust cycle with lackluster GDP growth and weak economic prospects for its growing population. Success in achieving this Mission Objective will also decrease the risk of political and social unrest due to stagnation of employment, incomes, and overall economic development. Increased economic linkages between the United States and Pakistan could also provide a basis for increased cooperation in other non-economic areas.

**Objective 3.2** | Pakistani society is better educated, more skilled, more inclusive, and healthier.

- **Justification** | Pakistan's rapidly expanding population is overwhelming the country's already overloaded education and healthcare infrastructure, leaving many Pakistanis unskilled, unhealthy, and 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 develop a skilled workforce competitive in the global economy. Pakistan's future success is integrally linked to improving its basic and higher education systems; moreover, an educated population is less susceptible to extremist views. U.S. assistance to the health and education sectors will help Pakistan achieve a more sustainable growth rate, decrease maternal and child fatalities, and ensure a healthier, more informed, capable, and productive society. Creating educational opportunities for all citizens so they can think critically, contribute to economic development, and demand better governance will lead to greater economic growth, social inclusion, and workforce development. Mission Pakistan will collaborate with the Pakistani government, private sector, development partners, and civil society to support educational exchanges, academic and professional trainings to increase Pakistan's capacity for public health and to deliver high-quality, cost-effective basic health care, especially for Pakistan's most marginalized communities.
- **Linkages** | JSP Goals 1, 3; JRS Objectives 1.1, 3.2, 3.3.
- **Risks** | Failure to develop a healthier and more educated workforce will stagnate Pakistan's economy, reinforce poverty, and undermine democracy.

**Objective 3.3** | Pakistan sets and implements ambitious national climate targets in line with accepted pathways to limit global warming to 1.5 degrees Celsius, advances sustainable solutions to environmental challenges, and supports creating an equitable, clean, and resilient energy future for Pakistan.

- **Justification** | Pakistan has prioritized addressing climate change and is one of the region's few signatories to the Global Methane Pledge. According to the World Bank, Pakistan is currently the world's 20th largest greenhouse gas (GHG) emitter, with

methane emissions accounting for 35 percent of GHG emissions in 2018. Pakistan submitted its second set of nationally determined contributions in October 2021 for COP26, with the ambitious goal of reducing projected GHG emissions by 50 percent by 2030 versus a business-as-usual scenario. U.S. assistance will help Pakistan to ramp up its energy transition and adaptation measures. To minimize the impact of climate change and to build resilience while increasing productivity to feed a growing population, improve nutrition, reduce poverty, and support economic growth, Mission Pakistan intends to facilitate the introduction of technologies and practices to help farmers adapt to climate change and manage risks associated with extreme climatic events. Further, Mission Pakistan will partner with Pakistan to assess the country's total GHG emissions and help prioritize which sectors should be targeted for GHG reductions. To assist Pakistan in achieving its ambitious renewable energy targets, Mission Pakistan will collaborate with relevant stakeholders, including through the U.S.-Pakistan Climate and Environment Working Group and the U.S.-Pakistan Energy Dialogue, which will shape and promote effective climate change mitigation and adaptation strategies. U.S. efforts will help Pakistan secure an equitable, clean, and resilient energy future.

- **Linkages** | EO on Tackling the Climate Crisis at Home and Abroad; JSP Goals 1, 2; JRS Goal 3.
- **Risks** | The risks of not achieving this objective are serious: if it fails to mitigate the effects of climate change Pakistan will face even more water scarcity, suffer greater damage from natural disasters, and fall further short of meeting the needs of its growing population, which will in turn increase the risk of social and political instability.

#### **Mission Goal 4 | Strengthen Civilian Democratic Institutions and Protect Human Rights**

**Description** | Pakistan's weak democratic institutions and lack of political inclusion contribute to public mistrust of government, perceptions of corruption, human rights violations, and shrinking civic space. An inclusive, engaged, and empowered electorate promotes more legitimate governance by electing officials who better represent citizens' interests and provide

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government services more efficiently and equitably. Improved governance also decreases the drivers of instability and violent extremism.

**Objective 4.1** | Pakistan strengthens democratic institutions and supports the political participation and civil rights of women, religious and ethnic minorities, residents of under-governed areas, and other disadvantaged groups.

- **Justification** | The ongoing political and social exclusion of major demographic sections of the Pakistani population threatens to cause a backsliding in democratic governance gains and undermine decades of U.S. investments. U.S. Government support for peaceful electoral processes, stronger democratic practices and institutions, and inclusive local government systems will increase citizens' trust in government and provide a platform for citizens and the state to address citizens' grievances.
- **Linkages** | JSP Goals 1, 3; JRS Goal 2
- **Risks** | The risks associated with this objective include weakening democratic institutions and increased instability and violent extremism.

**Objective 4.2** | Pakistan improves its support for civil society, human rights, and a free press that operates without fear of harassment or censorship.

- **Justification** | Addressing the threat to transparency and participation will be essential to empowering an engaged civil society. The Mission will tailor engagements to address the challenges that hinder various demographic groups' full participation in the democratic process.
- **Linkages** | JSP Goals 1, 3; JRS Goal 2.
- **Risks** | Strengthening civil society and engaging marginalized communities decreases the threat of civil unrest and the weakening of democratic institutions.



## 4. Management Objectives

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

- **Justification** | As a high 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, Mission Pakistan places the highest management priority on upgrading the infrastructure that underpins all operations, especially in the areas of information technology and non-residential and residential real estate. For information technology, providing the workforce with modern, secure, and reliable communication platforms and systems will boost productivity and effectiveness, and allow the Mission to achieve U.S. policy objectives efficiently, including public outreach, in a hostile environment. For non-residential and residential real estate, the Mission strives to meet U.S. standards where feasible for fire and life safety, physical security, setback, seismic standards and the Architectural Barriers Act.
- **Linkages** | JSP Goal 4; JRS Management Objective 7.
- **Risks** | Outdated and insufficient information technology and physical infrastructure, especially at the consulates, decreases the Mission's cyber and physical security. Mitigation efforts have been ongoing for years and even decades so post will continue to patch problems where possible and divert resources from other projects if necessary and not prohibited by regulation.

**Management Objective 2** | The Mission recruits and retains a diverse and inclusive employee workforce.

- **Justification** | Advancing diversity, equity, inclusion, and accessibility (DEIA) is a priority for the U.S. government, contributing to a stronger and more creative workforce. Mission Pakistan recognizes the benefits of prioritizing and promoting DEIA principles in

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the workforce, while also understanding that persistence and commitment are required to foster cultural change. The majority of Mission hiring officials are LE Staff, so they will be the focus of education and outreach. However, U.S. direct hire (USDH) promotion of DEIA principles is equally critical in demonstrating Mission commitment to greater transparency and fairness in how the Department and the Mission operates.

- **Linkages:** JSP Goals 1, 3; JRS Goal 2; JRS Objective 3.2, E.O. 14035: DEIA in the Federal Workforce
- **Risks |** All employees should have the expectation of working in a safe and harassment free environment that promotes EEO principals. Failure to do so lowers morale, decreases retention rates, and increases complaints. A more diverse and creative workforce better enables the Mission to achieve its goals. Federal hiring laws and antiquated Department policies combined with a local gender imbalance in the workplace complicate these efforts. HR will ensure that U.S. and local law is followed and proactively takes steps to address bias in recruitment.

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

- **Justification |** Interference with U.S. government official activities and harassment of LE Staff by the Pakistani government is pervasive at all post locations. Mission Pakistan tracks government harassment and interference and takes reciprocal measures in areas related to visa issuances and travel controls with a goal towards bilateral equivalency. U.S. diplomats assigned to Pakistan and official visitors experience random delays receiving visas and diplomatic ID cards. U.S. diplomats assigned to Pakistan generally are issued three to six-month visas, necessitating a visa extension to complete a 12-month tour of duty, which is far less than the U.S. reciprocity standard of a multiple-entry, 24-month visa for Pakistani diplomats. Official visitors regularly receive a single-entry 90-day visa with a 30-day duration of stay. Visa requests for same sex spouses are summarily denied.

- **Linkages** | JSP Goals 1, 3; JRS Goal 2; JRS Objective 3.2.
- **Risks** | Host government disruptions to established administrative processes, add to an unpredictable security environment and constrain our ability to achieve our bilateral goals and deliver assistance programs. Post depends on TDYs to provide operational support and continued interference and delay of visas risks deterioration of critical capabilities. HR will continue to engage MFA to make progress to bilateral equivalency and inform post management, the mission community, and domestic stakeholders of process and procedural changes and compile statistics on delays to assist with advocacy.