



Integrated Country Strategy

CHAD

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Table of Contents

1. Chief of Mission Priorities	1
2. Mission Strategic Framework	6
3. Mission Goals and Objectives	8
4. Management Objectives	17

1. Chief of Mission Priorities

INTRODUCTION

Since the death of longtime President Idriss Deby Itno in April 2021, U.S. engagement in Chad has focused on ensuring a political transition comprised of an inclusive national dialogue; a new constitution; and credible, transparent, timely elections that lead to civilian rule. We continue to hold the Transitional Military Council (CMT) to commitments that CMT members will not run in the upcoming election and that the CMT will adhere to an 18-month transition, which results in democratic elections.

Against this backdrop, the United States is focused on promoting stability, security, and respect for the dignity of all persons. As we pursue these objectives, Mission Chad actively engages national and international partners to increase capacity, create opportunity, and buttress the rule of law. While the outcome of these efforts is largely in Chadian hands, the United States is uniquely positioned to influence outcomes due to our historically strong security sector cooperation, substantial humanitarian assistance, and the positive view of the United States among Chadians. Leveraging these and other assets provides a firm foundation for advancing American interests.

Chad has established itself as a regional counterterrorism leader and is an important U.S. partner in the fight against terrorism in the Sahel region. Chad contributes to regional counterterrorism efforts and to the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA). At the same time, Chad hosts more refugees per capita than any other African country, welcoming over 555,000 refugees from Sudan, the Central African Republic (CAR), Cameroon, Nigeria, and the Democratic Republic of the Congo (DRC); and supporting over 407,000 internally displaced persons in the Lake Chad region. Chad is a security exporter and a guarantor for stability in a region fraught with conflict across each of its borders, all while facing its own economic, health, and food security challenges.

OPPORTUNITIES FOR ENGAGEMENT

Chad's demographics pose a range of challenges and opportunities for U.S. engagement: 65 percent of the population is under 25 years of age; the median age is 16.8 years; less than 3 percent of the population is over 65 years old, and more than 60 percent live in extreme poverty. Chad's diverse population — composed of over 200 ethnic groups speaking more than 120 languages (Arabic and French serving as the country's official languages), and where 58 percent are Muslim while 35 percent are Christian — has shown significant social cohesion and tolerance, though that has been fraying as groups maneuver for power in the wake of the former president's death. It is in the interest of the United States to reinforce Chad's positive efforts to guard against exploitation by terrorist and extremist organizations, such as al-Qaeda in the Islamic Maghreb (AQIM), ISIS -West Africa Province (ISIS-WA), and Boko Haram, destabilizing elements from Libya, Sudan, and Central African Republic and conflict in neighboring countries.

As a regional security leader, Chad contributes troops to MINUSMA and to stabilization efforts in the Lake Chad Basin region to counter Boko Haram in Cameroon, Niger, Nigeria, and Chad. Chad is a key troop contributor to the Multi-National Joint Task Force (MNJTF), which is based in N'Djamena. The MNJTF strives to achieve greater regional stability and counter the threat posed by ISIS-WA, AQIM, and Boko Haram in the Lake Chad region. Chad also contributes troops to the G5-Sahel Joint Force (FC G5-S), a regional organization formed in 2017 to secure borders across the Sahel. To support Chad's significant human and financial sacrifices in African-led operations for both peacekeeping and Countering Violent Extremism, we have maintained military-to-military engagements and training exercises through Department of State and Department of Defense program funding. Our bilateral security partnership increases the professionalization of Chad's military, builds defense and security institutions, and advances human rights, accountability and adherence to the law of armed conflict. Additionally, improved capacity and capability of the Chadian Armed Forces increases their ability to address force protection and security concerns for the diplomatic community in N'Djamena, and provides greater flexibility by enabling early warning of potential armed group and Violent Extremist Organization (VEO) attacks.

Approved: May 16, 2022

U.S. counterterrorism assistance helps Chad address the persistent and urgent threat of terrorism in the Lake Chad region. Specifically, the U.S. Department of State's Bureau of Counterterrorism Antiterrorism Assistance (ATA) Program implemented by the Bureau of Diplomatic Security provides targeted training and mentorship to the Chadian Counterterrorist Investigations Unit (CTIU) comprised of National Police from multiple units with diverse disciplines. ATA program activities build the capacity of justice and security sector actors to effectively detect, respond to, investigate, prosecute, and adjudicate terrorist and related criminal activity within their borders, while protecting and upholding human rights and the rule of law.

The United States contributes to strengthening Chad's democracy, anti-corruption efforts, and respect for human rights, in line with core American values. Chadians generally have very positive views of the United States and are open to engaging on these and other topics, including women's empowerment and freedom of the press. There is also an enormous interest in learning English, which provides an avenue for direct engagement with youth. The United States and the European Union have led the international community in responding to Chad's food security challenges through humanitarian assistance.

With the early 2022 departure of ExxonMobil after 20 years in Chad, other sectors such as solar energy provide new opportunities for U.S. investment while strengthening Chad's weak electricity grid, a leading barrier to more foreign direct investment. Promoting inclusive and sustainable development through investments in Chad's health, agricultural, and educational sectors would supplement the bilateral relationship's traditionally robust focus areas of security and humanitarian assistance. In a country where a small outlay can have an outsized effect, U.S. development assistance that contributes to better governance, strengthened institutions, and increased economic opportunity would contribute to greater stability, reduce the pull of extremism, promote two-way trade, and improve Chadians' lives.

The Embassy Compound, opened in 2017, provides a modern and secure platform for our growing diplomatic engagement. In addition to modern facilities featuring digital presentation and connectivity for virtual engagement, the American Center is also located on the compound.

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CHALLENGES AND PRIORITIES

Chad is surrounded by challenges from malign actors in the Central African Republic, Libya, and Sudan. The United States also faces significant competition inside Chad as China has become the country's most important trading partner, investing in transportation, telecommunications, energy projects, and citizen exchanges. China leveraged the oil production infrastructure created by American companies to become Chad's top producer, a joint venture partner for its oil refinery, and a leader in petroleum services. Other countries, some with malign influence, are also making significant investments to take advantage of Chad's vast natural resources. Chad faces daunting challenges ranging from growing socio-economic instability and violent extremism to food insecurity and an ever-growing refugee crisis stemming from conflict along all its borders. As currently established with approved programs in place, our two priorities in Chad are to support life-saving humanitarian efforts (the United States provides over \$100 million in humanitarian assistance annually in the form of food aid, foreign disaster assistance and refugee assistance) and strengthen Chad's security and defenses with command-and-control structures, professionalization, human rights training, training in the law of armed conflict, and tactical training and equipment. In an insecure region, U.S. security assistance bolsters Chad's ability to maintain a security climate necessary to enable a transition to democratic elections and civilian rule while concretely promoting respect for human rights, consistent with our values. Development is a third priority for which we are seeking approved programs to execute in Chad, and we request a USAID Mission in Chad to make this priority achievable.

We will sustain our emphasis on rule of law, human rights, and accountability, and focus Mission efforts on strengthening civilian institutions that enable Chad's transitional government to become more responsive to its citizens, address endemic corruption, and attract foreign investment. Chadian women are disadvantaged by unequal access to education, low levels of political participation, poor maternal health care, gender-based violence, female genital mutilation, and forced early marriage. Promoting empowerment of women and girls is a Mission priority.

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Violent extremism remains high among Chad's security concerns. The United States has supported a community radio network to amplify local voices of peace and tolerance in regions of Chad where youth are considered vulnerable to violent extremism. These efforts focused primarily on the Lake Chad Basin where trans-border radio programs were broadcast on community radio stations in Chad, Cameroon, and Niger. Current U.S. efforts strengthen messaging of moderate community leaders, including the drafting and printing of civics education textbooks used in Chad's public school system and augmented with continued engagement via in-person and virtual events, in addition to video and social media messages aimed at specific audiences. As terrorist activity in the region increases, Chadian youth have become more vulnerable to terrorist recruitment as lack of economic opportunities lead to the frustration and marginalization that engender radicalization.

Approximately 1,150 U.S. citizens are either resident in Chad or visit annually. Their protection is a Mission and Department priority, and we will continue to ensure that accurate security information is provided to them in a timely manner. A significant share of U.S. citizen residents are minors who are dual U.S. Chadian citizens. Vigilant adjudication of U.S. passports and non-immigrant visas will strengthen the integrity and security of U.S. borders.

Maintaining an adequate Embassy platform, critical to responding to both opportunities and threats, is a continual challenge due to widespread, chronic staffing shortages. These shortages are the result of Chad's reputation for quality-of-life issues such as poor health care, lack of English language schools, inadequate housing and crumbling infrastructure despite incentives such as a high post differential and R&R travel. However, serving in Chad is both professionally challenging and rewarding and offers opportunities for every officer, no matter their grade, to engage with the Government of Chad at the highest levels.

2. Mission Strategic Framework

Mission Goal 1: Chad develops and strengthens democratic institutions and processes and promotes accountable governance and respect for human rights.

- **Mission Objective 1.1:** Post supports Chad's democratic transition to civilian rule as national and local institutions become more transparent and accountable to its citizens.
- **Mission Objective 1.2:** Facilitate technical assistance and training to enact and enforce legislation protecting human rights for all residents.

Mission Goal 2: Chad is a stable, secure, and increasingly capable partner that provides security to its citizens and contributes to regional stability.

- **Mission Objective 2.1:** Cooperate with like-minded partners to build the institutional capacity of Chadian defense and security forces and law enforcement partners to counter extremism and terrorism, deter malign influence, and enhance regional security.
- **Mission Objective 2.2:** Prevent violent extremism through media and educational programming.

Mission Goal 3: Chad increases prosperity and invests in all its people, better addressing basic needs.

- **Mission Objective 3.1:** Promote economic integration and GOC cooperation with regional and international partners to address needs of the local population and refugees.
- **Mission Objective 3.2:** Foster economic development via two-way trade that encourages an improved business climate, respect for rule of law, increased GOC investment in basic services, and renewed infrastructure development.

Management Objective 1: Robust internal emergency planning and preparedness allows Post to respond to crises on short notice with maximum flexibility.

Management Objective 2: Improve Mission facilities, service delivery, and management controls to enhance the Mission's efficiency and morale.

3. Mission Goals and Objectives

Mission Goal 1 | Chad develops and strengthens democratic institutions and processes and promotes accountable governance and respect for human rights.

Description | Accountable governance and respect for human rights, underpinned by robust democratic institutions and processes, promotes resiliency among Chad's population in the face of economic, security, and social challenges. This goal furthers American values and reduces the appeal of criminal and terrorist elements to vulnerable populations.

Objective 1.1 | Post supports Chad's democratic transition to civilian rule as national and local institutions become more transparent and accountable to its citizens.

- **Justification** | Chad is a fragile country with weak institutions and, until the death of President Deby in April 2021, had not seen a transfer of power since 1990. Power is concentrated in the Presidency and civil society is muted. Mission efforts will focus on leveraging the transition period from late President Deby's rule to the election of a civilian-led government in 2022 by encouraging inclusive governance, promoting free and credible elections, and supporting civic education and media coverage to advance such efforts within the confines of available funding. Opportunities to enhance civil society activities and full participation in important issues will be critical. Efforts will focus on improving the government's capacity to better manage public resources, develop, publish, and adhere to a national budget, and provide basic human needs. Continued capacity building among key stakeholders, including civil society, will be essential for the implementation of laws that allow for greater oversight, transparency, and accountability within extractive industries and the budgetary process.
- **Linkages** |
 - Interim National Security Strategy Guidance: Defend the democratic values at the heart of the American way of life.
 - State-USAID Joint Strategic Objectives 1.5: Enhance foreign publics' understanding of and support for the values and policies of the United States, 2.4: Strengthen U.S. and

- global resilience to economic, technological, environmental, and other systemic shocks, 3.1: Promote good governance and defend strong, accountable, and resilient democracies that deliver for their citizens, and 3.2: Advance equity, accessibility, and rights for all, and 3.3: Prevent, expose and reduce corruption.
- AF/AFR Joint Regional Strategy Objectives 1.1: Strengthen the capability of regional organizations, government institutions, and civil society to prevent worsening state fragility and the emergence of armed conflict, 1.3: Address the root causes of conflict through long-term investments in sustainable development and institution-building, 3.1: Promote accountable, transparent, and democratic governance by empowering key reformers and actors at all levels to promote access to justice, strengthen checks on executive power, reduce corruption, deliver public services, and incorporate citizen-responsive governance practices to reduce corruption and its corrosive effects on democratic institutions and the people they serve, 3.3: Protect and promote democratic values and leadership, competitive political processes, freedom of speech and assembly to support democratic processes that are participatory, representative, and inclusive and increase political and civic participation of women, youth, LGBTQI+ persons, and other marginalized groups. We seek to promote open dialogue among civil society actors, government at all levels, and the communities they serve, and 3.4: Bolster transparency, accountability, and access to justice and improve state legitimacy in the eyes of African publics and improve resiliency against democratic backsliding and global competitors in partnership with our allies and partners to nourish security, prosperity, and the values we share.
 - **Risks** | A failure to transition to civilian rule through democratic elections seen as free and fair risks damaging the government's credibility among the Chadian population and international partners and investors, potentially leading to increased popular discontent, less stability, reduced foreign investment, and limited opportunities for two-way trade.

Objective 1.2 | Facilitate technical assistance and training to enact and enforce legislation protecting human rights for all residents.

- **Justification** | The Government of Chad’s human rights practices require improvement. Chad must enforce laws that protect dignity and human rights, particularly for children, women, and the disabled. We will foster dialogue, understanding, and cooperation among civil society stakeholders to advance human rights and good governance. Efforts will also focus on building an independent professional judiciary that fully upholds the rule of law, but more importantly acts decisively to prosecute cases. Additional Department of Justice (DOJ) and Anti-Terrorism Assistance (ATA) programs would be needed to train Chadian police, prosecutors, and judges to combat terrorism.
- **Linkages** |
 - Interim National Security Strategy Guidance: Defend and protect human rights.
 - State-USAID Joint Strategic Objective 3.2: Advance equity, accessibility, and rights for all.
 - AF/AFR Joint Regional Strategy Objective 1.5: Enhance shared American and African values grounded in dignity and human rights to prevent, respond to, and investigate alleged incidents by security sector actors, and 3.2: Promote and protect fundamental human rights for all peoples, improving equality and inclusion by advancing human rights, bolstering civil society capacity, and supporting independent and professional media to protect fundamental human rights, particularly of marginalized populations.
- **Risks** | If the government fails to improve human rights practices, it risks a backlash not only from Chadians whose rights have been violated, but also from partners who demand respect for the rule of law and human rights, including as a condition for non-humanitarian assistance such as security assistance.

Mission Goal 2 | Chad is a stable, secure, and increasingly capable partner that provides security to its citizens and contributes to regional security.

Description | Chad plays a vital role in efforts to counter regional transnational threats. Chad's ability to carry out this role is dependent upon its own security, the capacity of its security institutions, and the resilience of its population. Enhancing Chad's ability to provide for its own security and to contribute to regional security initiatives helps reduce instability that threatens U.S. interests in the region.

Objective 2.1 | Cooperate with like-minded partners to build the institutional capacity of Chadian defense and security forces and law enforcement partners to counter extremism and terrorism, deter malign influence, and enhance regional security.

- **Justification** | Cooperate with like-minded partners to build the institutional capacity of Chadian defense and security forces and law enforcement partners to forces to counter extremism and terrorism, deter malign influence, and enhance security.
- **Linkages** |
 - Interim National Security Strategy Guidance: Protect the security of the American people from great powers, regional adversaries, and violent extremists.
 - State-USAID Joint Strategic Objective 1.4: Lead allies and partners to address shared challenges [and competitors]; prevent, deter, and resolve conflicts; and promote international security.
 - AF/AFR Joint Regional Strategy Objective 1.2: Improve the capacity and will of security forces, including defense and civilian security sector actors, to identify and respond to ongoing transnational threats posed by violent extremism, organized crime, maritime insecurity, and border insecurity.
 - AFRICOM Campaign Plan Campaign Objective 1: Access and Influence: Gain and maintain strategic access and influence; Campaign Objective 2: Counter VEO: Disrupt violent extremist organization threats to U.S. interests; Campaign

Objective 3: Crisis Response: Respond to crises to protect U.S. interests;

Campaign Objective 4: Allies and Partners: coordinate action with allies and partners to achieve shared security objectives.

- **Risks |** Failure to achieve this objective could lead to increased instability in Chad and the Sahel, endangering U.S. citizens and interests and requiring more extensive intervention to restore stability and security.

Objective 2.2 | Prevent violent extremism through media and educational programming.

- **Justification |** Chad has become more vulnerable to terrorist recruitment as a result of limited economic opportunities, especially for youth, leading to the frustration and marginalization that engender radicalization. Regional programs such as the Trans-Saharan Counter Terrorism Partnership (TSCTP) offer an opportunity to empower youth, improve local governance, counter extremists' messaging, and reinforce Chad's tradition of tolerance and religious harmony. Anti-Terrorism Assistance (ATA) programs effectively train Chadian police, prosecutors, and judges to combat terrorism. Public Diplomacy programming and exchange opportunities are closely aligned to Mission goals and expose participants to American values, including equality and tolerance.
- **Linkages |**
 - Interim National Security Strategy Guidance: Protect the security of the American people from violent extremists and Defend the democratic values at the heart of the American way of life.
 - State-USAID Joint Strategic Objective 1.4: Lead allies and partners to address shared challenges [and competitors]; prevent, deter, and resolve conflicts; and promote international security, 1.5: Enhance foreign publics' understanding of and support for the values and policies of the United States and 3.2: Advance equity, accessibility, and rights for all.
 - AF/AFR Joint Regional Strategy Objective 1.1: Strengthen the capability of regional organizations, government institutions, and civil society to prevent worsening state fragility and the emergence of armed conflict and 3.2: Promote

and protect fundamental human rights for all peoples, improving equality and inclusion by advancing human rights, bolstering civil society capacity, and supporting independent and professional media to protect fundamental human rights, particularly of marginalized populations.

- **Risks |** Failure to achieve this objective could lead to increased instability in Chad and the and in the Sahel, endangering vulnerable populations in Chad and U.S. citizens and interests in the region, requiring more extensive intervention to restore stability and security.

Mission Goal 3 | Chad increases prosperity and invests in all its people, better addressing basic needs.

Description | Chad ranks consistently in the very lowest positions of the UN Human Development Index. The needs are profound in every domain, notably education, nutrition, health care, and sanitation. Sustainable economic development provides the only avenue for Chad to provide opportunity and an improved standard of living for its population, especially the 65 percent of the population that is under age 25. By prioritizing economic development and private sector engagement, including through two-way trade, Post seeks to promote opportunity and reduce the need for humanitarian assistance.

Objective 3.1 | Promote economic integration and GOC cooperation with regional and international partners to address needs of the local population and refugees.

- **Justification** | Chad frequently faces humanitarian emergencies requiring mobilization of resources from the government budget and the international community. Factors that contribute to widespread human suffering include massive refugee and returnee flows, food production shortfalls, climate change, water scarcity, recurring epidemics, and persistent underinvestment in human capital. The United States is the lead donor for humanitarian crises in Chad through bilateral and multilateral assistance, and actively partners with other bilateral development stakeholders and UN agencies. However, some of these crises can be mitigated by activities that build resilience. The USAID strategy for disaster assistance provides relief commodities to meet basic needs of conflict-affected populations, and supports health, nutrition and water/sanitation interventions to address malnutrition and combat the spread of diseases.
- **Linkages** |
 - Interim National Security Strategy Guidance: Expand economic prosperity and opportunity.
 - State-USAID Joint Strategic Objective 1.1: Strengthen global health security, combat infectious disease threats, and address priority global health challenges

through bilateral engagement and within multilateral fora and 1.3: Reinvigorate U.S. humanitarian leadership and provide lifesaving protection and assistance in response to international disasters and humanitarian crises overseas.

- AF/AFR Joint Regional Strategy Objective 4.1: Strengthen African health systems and mobilize global actors to prevent, detect, and respond to current and future health security threats, and to accelerate reductions in preventable deaths, 4.3: Reduce hunger, malnutrition, and poverty in Sub-Saharan Africa by strengthening equitable and accessible resilience capacities, climate adaptation and natural resource management, and the enabling environment for inclusive and sustainable agriculture-led economic growth, and 4.4: Build the skills of Africa's current and next generation to adapt to longer-term economic, social, and environmental change.
- **Risks** | Without improved integration and cooperation, the government may not have the capacity to mitigate the impact of crises, exacerbating their impact and leading to increased suffering and instability.

Objective 3.2 | Foster economic development via two-way trade that encourages an improved business climate, respect for rule of law, increased GOC investment in basic services, and renewed infrastructure development.

- **Justification** | Chad's economy is strained by a reliance on volatile oil export revenues and substantial expenditures for security and counterterrorism. Among the government's top priorities are economic diversification, attracting foreign investment, and youth employment. These priorities, which include increased investment in primary sectors such as agriculture and livestock, are reflected in the 2016-2020 National Development Plan and the GOC Vision 2030 development action plan. However, Chad's poor business climate limits foreign investment, including from U.S. companies. Limited infrastructure spending and human capital investment hamper future economic growth. The Mission will continue to advocate for business climate improvements, support the private sector, and encourage transparent, trusted, and sustainable infrastructure

projects and partners. The Mission will also continue to promote U.S. goods and assist U.S. companies to export to and invest in Chad.

- **Linkages |**

- Interim National Security Strategy Guidance: Expand economic prosperity and opportunity.
- State-USAID Joint Strategic Objective 2.1: Promote a global economy that creates opportunities for all Americans, 2.2: Support inclusive and sustainable economic growth and opportunity for communities around the globe, and 2.3: Support U.S. technological leadership, strengthen competitiveness, and enhance and protect the U.S. innovation base while leveraging technology to improve lives around the world.
- AF/AFR Joint Regional Strategy Objective 2.1: Encourage improvements to business enabling environments and enhanced trade and investment between the United States and Africa through whole-of-government engagement and 2.2: Expand African capacity and technological innovation to foster effective participation in global markets.
- **Risks |** Lack of meaningful economic growth and opportunity, combined with continued increase in the youth population could be a driver of increased terrorist recruitment, criminality, and increased instability. There is also the potential for intra-communitarian violence and conflict among socio-political groups competing for power and control of government resources.

4. Management Objectives

Management Objective 1 | Robust internal emergency planning and preparedness allows Post to respond to crises on short notice with maximum flexibility.

- **Justification** | In Chad, a high-threat post, there is significant risk of events requiring an authorized or ordered evacuation. Developing and maintaining a comprehensive and well-rehearsed plan for multiple contingencies is critical to ensuring Post can respond to any eventualities. In a Mission with relatively new officers serving as section heads and team leaders, it is vital to have whole-of-mission engagement in developing decision points, exercises, and a dynamic and accessible Emergency Action Plan. Embassy N'Djamena is rated high for terrorism and critical for crime. Should circumstances require Post to draw down, evacuate or shelter in place in the future, a strong management platform that can respond swiftly to provide a safe environment for Mission personnel is needed.
- **Linkages** |
 - Interim National Security Strategy Guidance: Make adjustments consistent with the safety of our personnel.
 - State-USAID Joint Strategic Objective 4.3: Protect our personnel, information, and physical infrastructure from 21st century threats.
- **Risks** | Lack of preparedness could lead to delays in responding to crises and reduced capacity to protect U.S. citizens and interests.

Management Objective 2 | Improve Mission facilities, service delivery, and management controls to enhance the Mission's efficiency and morale.

- **Justification |** After the safety and security of our personnel, the second priority revolves around real estate in Chad. The Old Embassy Compound remains the best option for residential development for embassy housing, including a new Chief of Mission Residence. Existing housing for Embassy personnel is substantially sub-par. Working with OBO to take the appropriate steps to develop a plan for a Mission housing compound, and executing the plan via development of the old Chancery, land purchase or build-to-lease is our second priority. We moved to the New Embassy Compound in June 2017. A temporary Chief of Mission Residence (CMR) was established outside the city, but after careful consideration, Post recommissioned the previous residence on the old compound in February 2022. The Department will continue to incur expenses to maintain and secure the old compound until it is recommissioned or repurposed for residential housing. To support Mission objectives, Post must strengthen its management support platform, right size operations, seek appropriate staffing, and foster strong customer service.
- **Linkages:**
 - Interim National Security Strategy Guidance: invest in our national security workforce, institutions, and partnerships, inspire a new generation to public service, ensure our workforce represents the diversity of our country, and modernize our decision-making processes. Expand economic prosperity and opportunity.
 - State-USAID Joint Strategic Objective 4.1: Build and equip a diverse, inclusive, resilient, and dynamic workforce.
 - AF/AFR Joint Regional Strategy Management Objective: Revitalize the diplomatic and development workforce and infrastructure in a diverse, inclusive, equitable, and accessible manner.
- **Risks |** Without such improvements, efficiency and morale may suffer at what is already a hardship post.

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