



# Integrated Country Strategy

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**Norway**

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## 1. Chief of Mission Priorities

Norway is a committed Ally, partner, and friend to the United States with deep historical ties and shared values. Mission Norway's Integrated Country Strategy recognizes these ties and values and aims to capitalize on and augment Norway's strengths and expertise to promote U.S. and global security, prosperity, and development. Our partnership is carried out both bilaterally and through regional alliances and multilateral institutions. Norway is a vital partner as we address some of the world's most difficult challenges, including global security, peace and reconciliation, climate change, energy transition, and pandemics.

First and foremost, the Mission will work with Norway to strengthen Euro-Atlantic security in the context of Russia's brutal attack on peace and security in Europe. Russia's further invasion of Ukraine and atrocities committed during the war have re-ordered European and global security in ways not seen since World War II. We will help strengthen Norway's ability to address both existing and evolving threats by deepening our bilateral and allied defense cooperation, bolstering interoperability, and supporting defense procurement so that Norway continues to be a premier NATO ally with regards to its capabilities and as NATO's eyes and ears in the Arctic.

Norway and the United States are linked not only by shared values and history, but also by geography. We are Arctic nations and recognize our special responsibility to promote an Arctic region that is free of conflict, where nations act responsibly, and where economic development and investment take place in a sustainable, secure, and transparent manner that respects the environment and the interests and cultures of indigenous people. We will continue to align our policy and defense cooperation in support of these aims, readily sharing information, and partnering with Norway in the Arctic Council. Recognizing the threats, opportunities, and challenges that climate change poses to the Arctic, we will increase our own eyes and ears in the Arctic with a dedicated Arctic watcher at Mission Norway and by preparing to establish a presence in northern Norway. This will enhance our understanding of, engagement with, and analysis of the High North region.

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As Europe's second largest oil and gas producer and exporter after Russia, Norway plays an important role in Europe's energy security. We will work with Norway to promote continued reliable energy supply to the region as Russia's ruthless war on Ukraine makes it more likely to use energy as a weapon against Ukraine's supporters. At the same time, we will expand partnerships with Norway to combat climate change and advance the clean energy transition, a shared ambition. Through enhanced research and development and commercial cooperation, we can propel innovation to address both energy security and environmental sustainability goals. As Norway's robust development assistance programs pivot to prioritize climate adaptation and mitigation, we can strengthen our collaboration with Norway to support developing countries' climate efforts.

As authoritarian regimes seek to expand their economic leverage across Europe, we will work with Norway to strengthen its resilience to malign economic activities and to protect its critical infrastructure, including through an increased emphasis on procurement and investment screening. We will also promote increased bilateral trade and investment. A particular focus will be supporting our collective ambitions to advance renewable energy deployment and technology to advance emission reduction.

To achieve these goals and objectives, Mission Norway will need to speak often and openly with the Norwegian public as well as the government and parliament. We will actively engage with opinion leaders and youth to nurture and build strategic relationships with the next generation of Norwegian leaders. We will highlight shared values under threat by authoritarian regimes and the actions needed to strengthen liberal global norms. We will facilitate trade and cultural exchange through transatlantic travel and study programs.

Nothing is more important than the safety and security of U.S. citizens in Norway, and we will continue to provide excellent consular and other services to Americans in Norway.

At the heart of our efforts to achieve these mission goals, we will maintain our firm commitment to advancing Diversity, Equity, Inclusion, and Accessibility (DEIA) in both our internal operations and public outreach and engagement. We recognize that respect,

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collaboration, and American democratic ideals are the main sources of our strength and creativity.

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## 2. Mission Strategic Framework

**Mission Goal 1: Strengthen European and Arctic Security.** Engage Norway as a key partner in strengthening the NATO Alliance to respond to Russian aggression and promoting security and stability in the Arctic and European region.

- **Mission Objective 1.1:** Deepen defense cooperation, bolster interoperability, and strengthen Norway's ability to address evolving threats.
- **Mission Objective 1.2:** Strengthen policy and defense coordination to promote a peaceful, stable, prosperous, and cooperative Arctic region.
- **Mission Objective 1.3** Support the safety and security of U.S. citizens in Norway.

**Mission Goal 2: Uphold Global Norms and Security.** Partner with Norway to strengthen democratic norms and institutions, mediate conflict, and address global threats and challenges.

- **Mission Objective 2.1:** Collaborate with Norway in multilateral institutions to promote shared values and rule of law and address global threats and challenges.
- **Mission Objective 2.2:** Augment Norway's conflict mediation expertise to promote U.S. objectives.

**Mission Goal 3: Increase Trade, Investment, and Cooperation.** Strengthen bilateral trade, investment, research, energy, and development cooperation with a focus on the green transition and tackling climate change globally.

- **Mission Objective 3.1:** Promote increased bilateral trade and investment.
- **Mission Objective 3.2:** Work jointly to modernize global economic security and energy diversification.
- **Mission Objective 3.3:** Strengthen collaboration in environment, science, technology, and health.

**Mission Goal 4: Increase Public Support for U.S. Foreign Policy**

**Objectives.** Actively engage the Norwegian public, particularly opinion leaders and youth, through outreach activities designed to increase the public's understanding of and support for U.S. values and policies.

- **Mission Objective 4.1:** Build and nurture strategic relationships with the next generation of Norwegian leaders.
- **Mission Objective 4.2:** Highlight shared values under threat by authoritarian regimes and the action needed to strengthen liberal global norms.

**Management Objective 1:** Identify co-location options for a new presence in the Norwegian Arctic.

**Management Objective 2:** Advance Diversity, Equity, Inclusion and Accessibility (DEIA) in Mission Norway.

### 3. Mission Goals and Objectives

**Mission Goal 1 | Strengthen European and Arctic Security.** Engage Norway as a key partner in strengthening the NATO Alliance to respond to Russian aggression and promoting security and stability in the Arctic and European region.

**Description |** The bedrock of the EUR/E&E Joint Regional Strategy (JRS) and the Interim National Security Strategic guidance (INSSG) is to revitalize and rejuvenate our relationship with our North Atlantic Treaty Organization (NATO) Allies, a source of our strength. A founding member of NATO and NATO's eyes and ears in the north, Norway is a key multilateral and bilateral defense ally and partner. Our objectives deepen and enhance that partnership, such that Norway remains a premier NATO ally in terms of interoperability and capabilities which promotes European security and, by extension, the safety and security of the American people.

**Objective 1.1 |** Deepen defense coordination, bolster interoperability, and strengthen Norway's ability to address evolving threats.

- **Justification |** Enhancing our defense coordination and interoperability with Norway bolsters our ability to meet our shared challenges and address our common threats. Norway is a willing and capable defense partner, consistently among our top NATO allies in terms of purchasing and operating major equipment, including 5th generation capabilities (F-35 and P-8). Norway's world-class military has demonstrated its commitment to NATO and European missions abroad from Iraq to Afghanistan over the past 20 years. Our objective furthers and deepens this cooperation across Norway's three military branches to include training, exercise and deterrence operations, and information-sharing. It encourages Norway to continue to increase its defense spending and to choose the United States as its primary defense partner.
- **Linkages |** Objective 1.1 supports EUR/E&E JRS Strategic Objectives 1.1, 4.3, and 4.5 and the JSP Objectives 1.4 and 1.5.



- **Risks** | Failure to continue to deepen our defense ties and interoperability and to bolster Norway's ability to counter threats would hamper our deterrence capabilities to the detriment of European security. The greatest risk to our ability to meet this objective is the rise in popularity of far-left political parties skeptical of both our bilateral alliance and NATO. Opinion leaders and politicians on the left argue that deterrence makes Norway less safe by pulling it into a great power struggle between the United States and Russia. We will mitigate this risk by increasing our engagement with a broad range of parliamentarians and youth, capitalizing on every opportunity to highlight the importance of our defense alliance in Norwegian media and on our social media platforms.

**Objective 1.2** | Strengthen policy and defense coordination to promote a peaceful, stable, prosperous, and cooperative Arctic region.

- **Justification** | The United States and Norway are both Arctic nations aligned in our objectives to ensure the Arctic remains a stable and peaceful region that supports sustainable economic development with respect for indigenous peoples. We are also in agreement on the recognition of the threats, challenges, and opportunities posed by an increasingly accessible Arctic, and share a common alarm over the threat that climate change poses to the Arctic region in particular.
- **Linkages** | Objective 1.2 supports EUR/E&E JRS subobjective 1.4. and 4.4; and the draft National Security Strategy for the Arctic.
- **Risks** | Failure to coordinate robustly with Norway on Arctic policy could hinder U.S. policy aims of supporting a peaceful and stable Arctic region. We will continue to facilitate broad and robust bilateral exchange, including convening a Norway Arctic consultation in Washington in 2022, to ensure our Arctic approach remains as aligned and coordinated as possible.

**Objective 1.3** | Support the safety and security of U.S. citizens in Norway.

- **Justification** | The protection of and support to U.S. citizen interests remains the top priority for the Embassy. This includes the timely and efficient delivery of information to U.S. citizens about consular services. An estimated 30,000 U.S. citizens live in Norway, with large concentrations in Norway's major urban centers and smaller populations throughout the country, including as far north as Svalbard. Before the global pandemic, the number of Americans traveling to Norway annually for tourism or business had increased to an estimated high of more than 65,000. This included cruise ship passengers traveling along Norway's coastline and into the Arctic. Adventure tourism had also increased prior to the global pandemic, ranging from more traditional skiing, hiking, and camping trips to base-jumping, mountain climbing, and Arctic exploration. The popularity of these remote locations and extreme activities makes planning for and providing emergency services more challenging, given the great distances and isolated locations involved. Incidents such as the distress of a large cruise ship off the shores of Norway in 2019 requiring its evacuation in a violent storm indicate the need for continued crisis preparation and coordination with local authorities. As the pandemic recedes, we expect increased demand for both routine and emergency services. U.S. citizens are used to immediate access to services and information, from a desktop or a mobile device. This raises expectations that the U.S. government will respond to a citizen's needs wherever they be, may travel, or reside. U.S. citizens living outside of Oslo are now able to renew their passports by mail and to pay online, but minors and first-time applicants must apply in person in Oslo. As resources permit, we aim to expand and publicize improvements in access to passport and citizens services in keeping with 21st century standards of digital service. With the upgrade to a new Mission website coming online in late March 2022, the Consular section will leverage online platforms and social media to keep U.S. citizens informed.
- **Linkages** | Objective 1.3 supports the Bureau of Consular Affairs FBS Goal 1: Protect the lives and serve the interests of U.S. citizens overseas through the provision of efficient and effective services.

- **Risks** | The Consular Section needs consistent staffing and funding to maintain service standards for support to U.S. citizens. At the Bureau level, CA is working to ensure that sufficient resources are available to consular sections worldwide.

**Mission Goal 2 | Uphold Global Norms and Security.** Partner with Norway to strengthen democratic norms and institutions, mediate conflict, and address global threats and challenges.

**Description** | Norway has a long and proud tradition as a leader in human rights, democracy promotion, and conflict mediation, from the 1992 Oslo Accords to its 2022 hosting of the Taliban in Oslo for talks with Afghan civil society and likeminded partners. Norway seeks to leverage itself as a trusted broker for peace globally. Norway favors multilateral efforts in addressing global challenges. As such, our approach focuses on working in concert with Norway in multilateral institutions, including the OSCE, OECD, WTO, UN, and NATO, as well as less formalized mechanisms, such as the Sudan troika, to further these objectives. Norway also is a trusted partner in addressing global threats and challenges, and we work closely on D-ISIS initiatives, counterterrorism, and transnational crime. We will deepen and capitalize on this cooperation.

**Objective 2.1** | Collaborate with Norway in multilateral institutions to promote shared values, and rule of law, and to address global threats and challenges.

- **Justification** | Norway is a consistent and engaged partner in multilateral institutions and favors a multilateral approach to advance its policy objectives. The INSS Guidance states that the United States will “lead and sustain a stable and open international system, underwritten by strong democratic alliances, partnerships, multilateral institutions, and rules.” In concert with Washington and New York, we will work with Norway to further U.S. policy objectives in these institutions. As a leader in democracy promotion, we will continue to seek Norway’s expertise as we implement the pledges from the Democracy Summit, among other initiatives. On global security and rule of law, Norway is also a committed partner on D-ISIS, counterterrorism, and transnational

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crime. We will deepen that collaboration, tapping Norway's expertise particularly on Racially and Ethnically Motivated Violent Extremism.

- **Linkages** | Objective 2.1 supports EUR/E&E JRS Objective 1.3; Goal 2: 2.1, 2.2, 2.3, 2.4; the Interim National Security Strategy, and the JSP.
- **Risks** | Failure to properly capitalize on Norway's interest and broad expertise as a consistent upholder of global norms, conflict mediator, democracy promoter, and consistent partner in addressing global threats is a missed opportunity and could hinder U.S. effectiveness in reaching our policy aims in these areas.

**Objective 2.2** | Capitalize on Norway's skills and experience as a conflict mediator to promote U.S. objectives.

- **Justification** | Norway has shown its desire and capacity to facilitate dialogue and serve as a conflict mediator, most recently in its decision to be the first western country to host talks between likeminded partners and Afghan civil society with the Taliban in 2022. It has also historically played a strong role in Middle East Peace and serves as chair of the Ad Hoc Liaison Committee (AHLC) for coordinating development assistance to the Palestinian people.
- **Linkages** | Supports EUR/E&E JRS Objective 4.3.
- **Risks** | Failing to capitalize on Norway's expertise in this area risks potentially setting back mediation talks and missing opportunities.

**Mission Goal 3** | Increase bilateral trade, investment, research, energy, and development cooperation with a focus on the green transition and tackling climate change globally.

**Description** | Norway's economy, with a GDP only slightly larger than the U.S. state of Maryland, wields global influence in several key sectors. A major energy producing nation, Norway is critical to Europe's energy security by supplying over 20 percent of Europe's total gas demand. Ambitious climate goals are driving Norway to accelerate development of renewable

energy sources such as hydrogen and offshore wind, as well as other technology to support the green transition. We will strengthen collaboration with Norway to support both energy security and energy diversification.

Norway is an export-oriented economy that welcomes foreign investment. At the same time, the country's wealth means it is not dependent on foreign financing for infrastructure or technology development projects. Norway has a newly established investment screening mechanism to review national security risks of foreign investments. We will share best practices with Norway as it implements and refines this screening tool, and we will continue to advocate for public procurements of trusted technology.

As a member of the European Economic Area (EEA), Norway's main trading partners are in Europe, but there are opportunities to grow bilateral trade in important sectors such as energy and climate technologies, defense and aerospace, digital technology, and health tech, among others. Our commercial dialogue channels, including the Informal Commercial Exchange (ICE) talks, provide a useful mechanism to advocate for regulatory alignment to improve trade prospects.

**Objective 3.1** | Work jointly to modernize global economic security and energy diversification.

- **Justification** | Foreign adversaries increasingly pursue hybrid approaches worldwide to gather information and exert influence, including through economic investments, scientific partnerships, and the sale of goods and services to public agencies. Norway's National Security Act provides an authority to protect the country's national security from economic threats. We will work with Norway to strengthen its investment screening, export controls, and procurement risk assessments to further strengthen resilience to counter foreign economic threats.

Norway is Europe's second largest supplier of gas, after Russia. As Russia increasingly uses energy as a political weapon, we will work to ensure Norway remains a predictable supplier of energy to Europe. At the same time, we will expand our collaboration to

develop diversified energy sources and technologies to enable a just energy transition in support of shared climate goals.

- **Linkages** | EUR/E&E JRS Objective 3.2, 3.4, 4.3.
- **Risks** | Failure to bolster economic security resiliency could permit potential malign foreign influence over critical infrastructure, posing national security risks and impediments to continued bilateral information sharing.

**Objective 3.2** | Strengthen collaboration in environment, science, technology, and health.

- **Justification** | Norway has ambitious national emissions-reduction targets and is developing policy and financing incentives to advance renewable energy technologies and projects, including offshore wind, hydrogen, carbon capture and storage, and battery production. Norway is also active in promoting international climate cooperation and capacity building, through leadership roles in multilateral institutions such as UNEA and through substantial development assistance. We will partner with Norway to advance climate policy objectives, coordinate development projects in target third countries, and strengthen bilateral research and science and technology cooperation to advance U.S. climate objectives.

Norway also plays a leading role in promoting and financing global health security. Norway hosts the Coalition for Epidemic Preparedness Innovation (CEPI), which accelerates the development of vaccines against future pandemics. Norway has prioritized equitable access to COVID vaccines and serves as co-chair of the Access to COVID-19 Tools (ACT) Accelerator Facilitation Council. We will strengthen coordination with Norway on shared global health security initiatives.

- **Linkages** | EUR/E&E JRS Objectives 3.4, 4.1, and 4.2.
- **Risks** | Failing to capitalize on Norway's expertise in this area risks potentially setting back USG science and global health initiatives and missing opportunities.

**Objective 3.3 | Promote increased bilateral trade and investment.**

- **Justification |** With a strong economy largely based on development of natural resources, a position as a leading energy and maritime nation, and a tradition of international engagement, rule of law and transparency, Norway is a well-established trading partner, despite the limited domestic Norwegian market. The United States and Norway maintain a \$17 billion two-way goods and services trade relationship. Norway represents an attractive market with a nominal GDP of \$446 billion - exceeding \$82,000 per capita. Norway is also an important investor in the United States, creating jobs and providing technology and know-how that can support U.S. energy, IT, and defense infrastructure development goals. In 2020, Norway was among the top 15 European foreign direct investors in the United States, with an FDI stock of \$30.3 billion. In addition, Norway invests a large portion of its sovereign wealth fund – the largest in the world – in the United States. In 2021, around 41 percent of Norway’s \$1.3 trillion sovereign wealth fund was invested in the United States and in U.S. companies. We will continue to facilitate Norwegian investments in the U.S. and target: 1) energy and climate technologies; 2) defense and aerospace technologies; 3) energy-intensive manufacturing, including specialty metals; 4) digital technologies; 5) industrial machinery; 6) health technologies; 7) business services; and 8) transportation. In 2020 the United States had an FDI stock of \$21.5 billion in Norway. We will continue to promote and protect U.S. business interests represented by these investments in Norway.
- **Linkages |** EUR/E&E JRS Objectives 3.1 and 3.3.
- **Risks |** The reintroduction of pandemic-related border restrictions could limit business travel, hindering the development of new two-way trade and investment opportunities. The Consular Section requires consistent staffing and funding to maintain service standards for delivery of visa services. At the Bureau level, CA is working to ensure that sufficient resources are available to consular sections worldwide.

**Mission Goal 4 | Increase Public Support for U.S. Foreign Policy Objectives:**

Actively engage the Norwegian public, particularly opinion leaders and youth, through outreach activities designed to increase the public's understanding of U.S. values and policies.

**Description |** Norway and the United States are tied by deep historical ties and shared values. The public's ability to understand and support U.S. policy goals is a key part of keeping bilateral ties strong. By building strategic relationships with key audiences, especially youth, to promote American values and priorities, the Mission will create a greater understanding of U.S. policies, including diversity and inclusion initiatives.

**Objective 4.1 |** Build strategic relationships with the next generation of Norwegian leaders to increase understanding and support for U.S. policies.

- **Justification |** Norway's youth is not as attuned to the narrative of our shared historical ties and can sometimes instead focus on negative news coming from the United States and policy differences between the U.S. and Norwegian governments rather than on our shared values.
- **Linkages |** EUR/E&E JRS Objective 2.1.
- **Risks |** U.S. policy changes surrounding shifts in administrations have sometimes resulted in increased skepticism regarding the reliability of the U.S. as a partner in multilateral fora. This is particularly pronounced among Norway's young people. Over time, this may lead future generations to become less aligned with the United States and more Euro or Nordic focused. By not prioritizing increasing public support among Norway's youth, we run the risk that Norway will become less inclined to look to the United States for global leadership on critical issues.

**Objective 4.2 |** Highlight U.S. values for priority audiences.

- **Justification |** Although Norway and the United States share a common history and culture, political trends over the past decade have caused young Norwegians to



question if the United States is committed to their priority issues, especially climate change and social justice/equality. This led to lower overall public support for the United States among Norwegians, especially during the Trump administration. Support for the United States has recovered, and polls show Norwegian public opinion of the United States has sharply improved since the start of the Biden administration, but it nevertheless remains important to continue our focus on youth as a priority audience in PD programming that highlights U.S. values.

- **Linkages** | EUR/E&E JRS Objective 2.1.
- **Risks** | If we fail to engage Norwegian youth, we will likely see in the decades ahead decreasing support of the United States among the Norwegian public, which will jeopardize our mission goal of building a more secure and prosperous society that supports the United States.

## 4. Management Objectives

**Management Objective 1** | Identify co-location options for a new presence in the Norwegian Arctic.

- **Justification** | Northern Norway is critically important to the security of NATO's northern flank. Establishing a presence in northern Norway will provide the United States with a platform from which Mission Norway could better focus its political, economic, and public engagement in the Arctic, including monitoring the growing Russian and PRC influence in the region and advancing the Department's goal of enhancing its presence in and engagement with the Arctic. Identifying co-location options for a new presence in the Norwegian Arctic will enable us to reach out to a more diverse group of contacts, enhance our reporting, and further our ongoing alignment with Norway on Arctic issues pursuant to Mission Goal 1. Tromsø is the largest Arctic city outside of Russia, is the headquarters of the Arctic Council, near several key Norwegian military installations, and home to some of the most important Arctic universities.
- **Linkages** | Draft Arctic National Security Strategy; EUR/E&E JRS Objective 4.4.
- **Risks** | Failure to establish a permanent presence in the Norwegian Arctic, increase information-sharing, and engagement could leave northern communities vulnerable to Russian and PRC influence. Funding shortfalls and an inability to identify readily available, safe, and functional commercial and residential space could delay the APP opening to 2024 or beyond. We will mitigate this risk through increased Mission personnel travel to, frequent engagements within, and reporting from the northern region. We will also explore the feasibility of co-location of the APP in a host nation facility as an alternative to the standard OBO "lease fit out work" of commercial real estate space.

**Management Objective 2 | Advance Diversity, Equity, Inclusion and Accessibility (DEIA) in Mission Norway.**

- **Justification |** In order to advance our goals and objectives, we recognize that our mission must be representative of America and its values. We recognize diverse teams are more successful and creative, better able to adapt and respond to new challenges, identify opportunities, and see threats. Our goal will increase and diversify our mission presence. We will also increase our diversity as a mission, ensuring that we recruit, train, support, and promote a diverse workforce of Locally Employed Staff, U.S. Direct Hires, and interns.
- **Linkages |** DEIA Strategic Plan; Executive Order 13989 Advancing Racial Equality; June 25, 2021, Executive Order on Diversity, Equity, Inclusion, and Accessibility; EUR/E&E JRS Objectives 5.1, 5.2, 5.3.
- **Risks |** While Norway, and Oslo in particular, are increasingly diverse it is still largely homogeneous. This fact hampers our ability to recruit a diversity of bidders as well as to be the top choice for top bidders. Devoting sufficient resources and time to DEIA initiatives remains challenging, particularly as the Oslo DEIA Council seeks to take on greater responsibility.