



Integrated Mission Strategy

U.S. Mission to International Organizations in Vienna

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1. Chief of Mission Priorities

The U.S. Mission to International Organizations in Vienna (UNVIE) is focused on advancing U.S. policy in the areas of nuclear non-proliferation; nuclear safety, security, and safeguards; arms control; transnational organized crime and narcotics; anti-corruption; as well as development, such as health, agriculture, water, space, and climate change in pursuit of overarching global security and development goals in the U.S. National Security Strategy, the Department of State-USAID Joint Strategic Plan, the Nuclear Posture Review, and UN Sustainable Development Goals. In particular, UNVIE is working to keep Iran from developing nuclear weapons; strengthening international cooperation on nuclear safety and security; expanding access to peaceful uses of nuclear science and technology; preparing for the entry into force of the Comprehensive Nuclear-Test-Ban Treaty (CTBT); establishing and maintaining effective multilateral controls over the export of sensitive technologies; building coalitions to combat the global proliferation of illicit synthetic drugs; strengthening international cooperation against transnational organized crime, including drug trafficking, cybercrime, terrorism, human trafficking, and wildlife crime; and advancing gender equity and equality in Vienna-based international organizations (VBIOs). UNVIE is also working to mitigate risks to international security occasioned by Russia's unlawful and unprovoked invasion of Ukraine, establish the highest non-proliferation standards for non-nuclear-weapon states' pursuit of naval nuclear propulsion under the trilateral Australia-UK-U.S. (AUKUS) security partnership, to counter China's campaign of disinformation and growing activism in multilateral bodies, and strengthen international cooperation to combat the production and trafficking of illicit fentanyl/synthetic drug products.

UNVIE advances these policy priorities in multilateral fora, primarily in six of the 18+ international organizations based in Vienna: the International Atomic Energy Agency (IAEA), the Preparatory Commission for the Comprehensive Nuclear-Test-Ban Treaty Organization (CTBTO PrepCom), the UN Office on Drugs and Crime (UNODC), the International Narcotics Control Board, the Commission on Narcotic Drugs, and the Committee on the Peaceful Uses of Outer Space (COPUOS) (supported by the UN Office for Outer Space Affairs). UNVIE pursues

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other U.S. non-proliferation goals through participation in the Vienna-based Wassenaar Arrangement (WA) and the Nuclear Suppliers Group (NSG), as well as the Hague Code of Conduct against Ballistic Missile Proliferation (HCoC). UNVIE also addresses a range of technical, commercial, and legal issues through the UN Commission on International Trade Law (UNCITRAL).

UNVIE engages with nearly 120 diplomatic missions, including emerging partners, in Vienna to maintain influence and advance U.S. positions in these VBIOs. To achieve its objectives, UNVIE also relies on partnership with and significant support from Department of State bureaus, particularly AVC, INL, IO, ISN, OES, and GPA, and several U.S. agencies, such as the Departments of Energy and Justice, the Nuclear Regulatory Commission, and the Executive Office of the President. It collaborates closely with several National Laboratories and other U.S. Missions, including the U.S. Mission to the OSCE, USUN NY, U.S. Mission Geneva, and U.S. Mission to the UN Agencies in Rome.

UNVIE's efforts in the 2023-2026 timeframe will fall broadly under three goals:

- Combat nuclear threats, including threats to nuclear infrastructure;
- Address global challenges through sustainable development; and
- Advance U.S. interests through diplomacy by building durable and broad coalitions, institution building, and public engagement.

Combatting Nuclear Threats

The United States is dedicated to strengthening the Nuclear Non-proliferation Treaty (NPT) and the international export controls that make the world safer and more prosperous.

The IAEA and its nuclear safeguards system are the linchpin of the global nuclear non-proliferation effort. Through independent verification, the IAEA plays an indispensable role in preventing the spread of nuclear weapons. However, some States, notably Iran, are enriching uranium at dangerously high levels while flouting their obligations. UNVIE will continue to support and work closely with the IAEA and partners to strengthen the Agency's ability to detect and deter potential proliferators and advocate for all Member States to comply with their safeguards obligations. Further, UNVIE will work closely with the IAEA, the UK, and Australia to establish the highest non-proliferation standards for the transfer of naval nuclear propulsion technologies pursuant to the AUKUS agreement. The IAEA also plays an essential role in nuclear safety and security. Russia's unlawful and unprovoked invasion of Ukraine in February 2022, claimed annexation of Ukrainian territory, and unauthorized control of Zaporizhzhya Nuclear Power Plant (ZNPP) underscore the Agency's crucial role in the safety and security of nuclear facilities and the safeguarding of nuclear materials. To mitigate risks of a nuclear catastrophe, the Mission will lead multilateral efforts to secure safe and routine IAEA access to nuclear sites in Ukraine, including those under Russian control; promote the Director General's Seven Pillars of Nuclear Safety and Security; and establish a protection zone around ZNPP.

Supporting the safe, secure, and reliable expansion of nuclear power is another key element of the nuclear non-proliferation regime. As the number of states seeking civilian nuclear energy programs continues to grow, UNVIE is working to strengthen and expand adherence to international nuclear safety, security, and non-proliferation norms and international legal frameworks. As the IAEA takes on a greater role in nuclear security with the entry-into-force of the Amendment to the Convention on the Physical Protection of Nuclear Material (A/CPPNM) and pursues its universalization alongside the International Convention for the Suppression of Acts of Nuclear Terrorism (ICSANT), UNVIE will strengthen international cooperation to keep nuclear and radioactive material out of the hands of terrorists and criminals. Further, UNVIE will lead within, and where necessary reform, multilateral export control regimes to prevent dual-use goods, technologies, and know-how from falling into the wrong hands. The Mission's work with the CTBTO PrepCom also strengthens the global non-proliferation regime. The

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International Monitoring System has dramatically improved the CTBTO's ability to detect nuclear detonations around the world, as demonstrated repeatedly by its detection of the DPRK's nuclear tests. As the effectiveness of the CTBTO PrepCom's verification regime increases, so does its deterrent effect on would-be proliferators.

Addressing Global Challenges through Sustainable Development

UNVIE's work with VBIOs positions us to address global challenges through broad and durable coalitions and a range of international legal and political arrangements. In addition to the aforementioned work on non-proliferation, UNVIE will promote sustainable development, including through peaceful uses of nuclear technology and outer space, to address global challenges such as:

- climate change and energy security;
- pandemics;
- food security;
- corruption;
- drugs; and
- transnational organized crime.

Inclusive development advances U.S. prosperity and security. UNVIE supports global development efforts, in line with the State-USAID Joint Strategic Plan, the National Security Strategy, and the UN Sustainable Development Goals. In light of the IAEA's "Atoms for Peace and Development" mandate, most developing countries place a premium on IAEA technical support for food security, water resources, health, and energy. We will continue to enhance nuclear safety, security, and safeguards as a foundation for the responsible expansion of nuclear energy and applications and promote the peaceful uses of nuclear technology through the IAEA's Peaceful Uses Initiative, Technical Cooperation Fund, and Nuclear Applications programs as well as the export of U.S.-manufactured advanced and small modular reactors for carbon-free, reliable power generation.

UNODC programs support several development goals, including health and rule of law. Program objectives include reducing the supply of illicit narcotics, as well as the chemical precursors used to produce fentanyl and its analogues; preventing and treating substance abuse disorders and HIV/AIDS; strengthening legal frameworks and justice systems, including the negotiation of an international cybercrime treaty; and countering corruption and transnational crime. Organized crime and corruption undermine the rule of law and disproportionately affect marginalized, underserved, and underrepresented communities. UNVIE will seek funds to support the UN Office for Outer Space Affairs' efforts to promote universal implementation of the Guidelines for the Long-Term Sustainability of Outer Space Activities.

UNVIE will work with the VBIOs to diversify and supplement funding to advance development and address these shared challenges. We will deepen coordination with U.S. development organizations, international finance organizations such as the World Bank, and encourage public-private partnerships. We will also promote greater engagement by U.S. and international commercial and other non-governmental actors, particularly in the nuclear and space sectors.

Diplomacy, Institution Building, and Public Engagement

UNVIE accomplishes its goals through vigorous diplomatic engagement, global public outreach, and insistence on high standards of organizational management and transparency in VBIOs.

Our ability to partner with and advance U.S. policy through VBIOs is based on their credibility as technical organizations. Vienna's technical international organizations are at risk, however, of increasing politicization, particularly due to growing divergences on the issue of nuclear disarmament, the importation of overtly political issues (e.g., Middle East) from other fora, and Russia's pernicious behavior, along with its and China's persistent efforts to reshape the international order. We will counter those who seek to use technical fora for political grandstanding and score-settling, and work to maintain the Vienna spirit of consensus, which was built over decades to facilitate international collaboration and which has contributed significantly to enhancing international security. Doing so will require us to exert U.S. leadership and influence, reinforcing our existing partnerships, establishing new partnerships under the Emerging Partner Engagement Strategy, and cultivating issues-based partnerships where possible.

Public engagement on the Mission's core issues not only informs audiences about U.S. priorities but can also help persuade them to support U.S. objectives within VBIOs. Conducting outreach multilaterally is a Mission-wide effort. UNVIE will continue to seek innovative ways to employ the full spectrum of public diplomacy tools and identify new opportunities and audiences to share how U.S. engagement with and support for VBIOs have a positive and tangible impact on global peace and development.

Since VBIOs are the recipients of over \$300 million annually in U.S. contributions, the Mission places great significance on these funds being spent in accordance with the highest standards of management and transparency. In addition to encouraging results-based management practices and efficient human resources and information technology systems, UNVIE will continue to use every opportunity to promote the hiring of qualified U.S. citizens in VBIOs. UNVIE will advance the principles of diversity, equity, inclusion, and accessibility (DEIA), including encouraging VBIOs to address gender inequalities on their staffs and factor DEIA into their programming. UNVIE will identify VBIO needs and advise on the most effective use of U.S. resources.

2. Mission Strategic Framework

Mission Goal 1: Combat nuclear threats that endanger the global non-proliferation regime.

- **Mission Objective 1.1:** Increase effectiveness of verification of adherence to international non-proliferation commitments and strengthen Member State compliance with safeguards obligations.
- **Mission Objective 1.2:** Safety and Security: Nuclear materials and infrastructure are safely and securely managed.

Mission Goal 2: Address global challenges through sustainable development.

- **Mission Objective 2.1:** International regimes are strengthened and effectively implemented.
- **Mission Objective 2.2:** VBIOs bolster capacity of national and regional authorities to implement commitments and promote international cooperation.
- **Mission Objective 2.3:** Leverage Vienna-based international organizations' technical capabilities and programming to promote sustainable development. Nuclear and other technology and outer space-based research are effectively, safely, and securely leveraged to promote development in support of the UN Sustainable Development Goals.
- **Mission Objective 2.4:** VBIOs increase their capacity to attract diversified sources of funding.

Mission Goal 3: Advance U.S. interests through diplomacy, institution building, and public engagement.

- **Mission Objective 3.1:** Strengthen VBIOs as efficient, effective, and accountable bodies capable of evolving to meet 21st century challenges.
- **Mission Objective 3.2:** Promote U.S. leadership in VBIOs, enhance public understanding of and support for U.S. policies and multilateral leadership and combat disinformation that promulgates counter-narratives.
- **Mission Objective 3.3:** Form diverse coalitions to address challenges in a dynamic environment.

Management Objective 1: Bolster human capital to support expanding Mission goals and objectives and a more diverse, equitable, inclusive, and accessible workplace.

3. Mission Goals and Objectives

Mission Goal 1 | Combat nuclear threats that endanger the global non-proliferation regime.

Description | UNVIE will continue to support and enhance VBIO efforts to verify adherence to international non-proliferation commitments and safely and securely manage nuclear materials and infrastructure. This goal supports FY 2022-2026 State-USAID Joint Strategic Plan Strategic Objective 1.4, “Lead allies and partners to address shared challenges and competitors; prevent, deter, and resolve conflicts; and promote international security.”

Mission Objective 1.1 | Increase effectiveness of verification of adherence to international non-proliferation commitments and strengthen Member State compliance with safeguards obligations.

- **Objective 1.1 Justification** | International cooperation on non-proliferation at VBIOs protects the United States and advances our global security interests. International non-proliferation commitments include legally binding nuclear commitments made under bilateral IAEA safeguards agreements or under UN Security Council resolutions, treaty obligations pursuant to the NPT or the CTBTO Preparatory Commission (CTBTO PrepCom) (contingent on the treaty entering into force), and other commitments such as those relevant to Iran’s nuclear program. Verification mechanisms implemented through the IAEA and the CTBTO PrepCom provide international confidence that these commitments are being fulfilled; their effectiveness must be maintained to deter and detect any deviations.

- **Objective 1.1 Linkages** | This objective is linked to FY 2022-2026 State-USAID Joint Strategic Plan Goal 1 (“Renew U.S. leadership and mobilize coalitions to address the global challenges that have the greatest impact on Americans’ security and well-being”), Objective 1.4 (“Lead allies and partners to address shared challenges and competitors; prevent, deter, and resolve conflicts; and promote international security”). It is also linked to the 2022 National Security Strategy objective to strengthen arms control and nonproliferation mechanisms, especially during times of conflict, by working with allies and partners, civil society, and international organizations and renewing U.S. leadership in arms control and non-proliferation. Finally, this objective is linked to the National Security Memorandum on Countering Weapons of Mass Destruction Terrorism and Advancing Nuclear and Radioactive Materials Security, which identifies the need to work with international partners and Vienna-based international organizations to advance nuclear and radioactive nuclear security priorities.
- **Objective 1.1 Risks** | These mechanisms must continue to evolve to address the fluid political and technical environment, especially in light of concerns raised about the current non-proliferation framework.

Objective 1.2 | Safety and Security: Nuclear materials and infrastructure are safely and securely managed.

- **Justification** | The IAEA plays an essential role in nuclear safety and security. Russia’s unlawful and unprovoked invasion of Ukraine in February 2022, its claimed annexation of Ukrainian territory, and unauthorized control of Zaporizhzhya Nuclear Power Plant (ZNPP) underscore the Agency’s crucial role in the safety and security of nuclear facilities and materials. The U.S. Mission will lead multilateral efforts to secure safe and routine IAEA access to nuclear sites in Ukraine under Russian control; facilitate the IAEA’s continuous presence on site at ZNPP; promote the Director General’s Seven Pillars of Nuclear Safety and Security; and support his efforts to establish a protection zone around ZNPP.

- **Linkages** | This objective is linked to FY 2022-2026 State-USAID Joint Strategic Plan Goal 1 (“Renew U.S. leadership and mobilize coalitions to address the global challenges that have the greatest impact on Americans’ security and well-being”), Objective 1.4 (“Lead allies and partners to address shared challenges and competitors; prevent, deter, and resolve conflicts; and promote international security”).
- **Risks** | Russia’s invasion of Ukraine and ongoing aggression complicate our ability to work with Russia on a range of national security issues in the VBIOs. In addition, Russia’s claim that nuclear security is not part of the IAEA’s mandate threatens to undermine support for the IAEA’s work in this area. The shortage of IAEA nuclear security experts could impact not only the IAEA’s ability to respond to Ukraine’s requests for IAEA missions but also its ability to meet the needs of other Member States in the long term.

Mission Goal 2 | Address global challenges through sustainable development.

Description | The 18+ international organizations headquartered in Vienna cover a wide range of issues and can facilitate international cooperation focused on addressing transnational challenges. The United States encourages broad participation in and implementation of international regimes, such as the NPT and CTBT, and provides resources and expertise to support capacity-building efforts. This Mission Goal links to the National Security Strategy, the Nuclear Posture Review, and the FY 2022-2026 State-USAID Joint Strategic Plan Objective 2.2 “Support inclusive and sustainable economic growth and opportunity for communities around the globe,” and Objective 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.”

Objective 2.1 | International regimes are strengthened and effectively implemented.

- **Justification |** Multilateral organizations in Vienna benefit U.S. national security objectives by developing and administering international agreements, standards, guidelines, and norms on law enforcement cooperation, safeguarding nuclear materials, deterring and detecting nuclear tests, and controlling sensitive exports, inter alia.
- **Linkages |** This objective is linked to the 2022 National Security Strategy (preserving the rules-based, international order and cooperating to address shared challenges), the 2022 Nuclear Posture Review (the preservation of the nuclear non-proliferation regime), and JSP Goal 1 (renew US leadership and mobilize coalitions to address global challenges).
- **Risks |** The PRC and Russia consider a free and open rules-based international order as a threat. Russia flouts basic laws of international order whereas the PRC has the instruments of power to strategically reshape the international order.

Objective 2.2 | VBIOs bolster capacity of national and regional authorities to implement commitments and promote international cooperation.

- **Justification |** By setting the rules of international behavior across a range of issues, VBIOs advance the U.S. national interest in a stable, predictable global system. The Mission closely monitors VBIOs' capacity-building programming for effective use of human and financial resources to strengthen member states' implementation of their commitments.
- **Linkages |** This objective is linked to the 2022 National Security Strategy (strengthen international institutions), the 2022 Nuclear Posture Review (enable all NPT States Parties to enjoy the benefits of peaceful nuclear technologies), and JSP Goal 1 (renew US leadership and mobilize coalitions to address global challenges).
- **Risks |** Limited resources and continuous efforts by Russia and the PRC to undermine U.S. leadership restrict the ability to build capacity.

Objective 2.3 | Leverage Vienna-based international organizations’ technical capabilities and programming to promote sustainable development. Nuclear and other technology and outer space-based research are effectively, safely, and securely leveraged to promote development in support of the UN Sustainable Development Goals.

- **Justification |** Vienna-based international organizations are home to a wealth of technical expertise that can be harnessed to support sustainable development at the member state, regional, and interregional level. The Mission works to deploy this expertise effectively and efficiently.

VBIOS, and the IAEA in particular, have a unique capacity to deploy peaceful uses of nuclear technology to support member states’ socio-economic development. Successful international cooperation on peaceful nuclear technologies is a crucial component of the modern nuclear non-proliferation regime. The IAEA supports implementation of international nuclear safety, security, and safeguards, standards, and guidelines, which provide a necessary foundation for the Agency’s provision of technical assistance to member states. Working with the relevant organizations and other member states, UNVIE can help strengthen the VBIOS’ capacity to provide development assistance while reinforcing our ability to counter nuclear proliferation around the globe.

- **Linkages |** This objective is linked to Joint Strategic Plan Objective 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.”
- **Risks |** Divergent equities and Russian and Chinese accusations of US technological hegemony could undermine this effort.

Objective 2.4 | VBIOs increase their capacity to attract diversified sources of funding.

- **Justification |** The U.S. government contributes millions of dollars annually to VBIOs to keep these organizations viable and to provide programs aligned with U.S. interests sufficient resources to continue. The Mission will encourage VBIOs, in addition to engaging with traditional contributors and actors, to seek funding from development organizations that do not traditionally fund VBIOs. It will also encourage steps to expand use of public-private partnerships and outreach to other non-traditional donors.

Diversifying resources will increase the capacity of VBIOs, as appropriate within their mandates, to support member states' efforts in areas related to their national development priorities. In striving for this diversification of resources, the Mission will work with VBIOs to implement best practices in their management of resources.

- **Linkages |** This objective is linked to the National Security Strategy (strengthen international institutions and combat transnational challenges).
- **Risks |** Resources are limited and national development agencies and IFIs may be reluctant to contribute resources if they do not have the ability to management the programs.

Mission Goal 3 | Advance U.S. interests through diplomacy, institution building, and public engagement.

Description | The Mission's vigorous diplomatic efforts, robust public outreach, and insistence on high standards of organizational management and transparency support UNVIE's achievement of its other goals.

Objective 3.1 | Strengthen VBIOs as efficient, effective, and accountable bodies capable of evolving to meet 21st Century challenges.

- **Justification** | The United States has a keen interest in the appropriate and accountable use of American tax dollars contributed to international organizations, and the efficiency and effectiveness of multilateral activities. The comprehensive U.S. plan for UN reform reflects our interest in prioritizing four reform pillars: economy, accountability, integrity, and excellence. In addition, the United States expects the UN and other international organizations to implement measures widely used by member states to right-size staffing levels, address gender inequities, reduce program redundancies by streamlining or shedding non-core functions, and shrink outdated entities.
- **Linkages** | This objective is linked to Joint Strategic Plan objectives 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), 3.2 (advance equity, accessibility, and rights for all), and 4.1 (build and equip a diverse, inclusive, resilient, and dynamic workforce).
- **Risks** | U.S. efforts to reform IOs are often met with resistance among the international staff.

Objective 3.2 | Promote U.S. leadership in VBIOs, enhance public understanding of and support for U.S. policies and multilateral leadership and combat disinformation that promulgates counter-narratives.

- **Justification** | UNVIE seeks to highlight the U.S. commitment to working multilaterally to advance global priorities, including preventing the proliferation of nuclear weapons, supporting the peaceful uses of nuclear technology, and fighting transnational organized crime, trafficking, and corruption.
- **Linkages** | This objective is linked to Joint Strategic Objective 1.5: Enhance foreign publics' understanding of and support for the values and policies of the United States.

- **Risks** | Perception of outsized U.S. influence can at times be a liability. Increasingly sophisticated disinformation campaigns and coordination of messaging between adversarial state actors can undermine UNVIE's public engagement and outreach efforts.

Objective 3.3 | Form diverse coalitions to address challenges in a dynamic environment.

- **Justification** | VBIOs support the vision of a world at peace and free from nuclear weapons and other global threats. Situated at the center of this multilateral arena, UNVIE offers a unique platform for the United States to build and strengthen new and diverse coalitions to advance highest-priority U.S. strategic objectives.
- **Linkages** | National Security Strategy (a community of nations that shares our vision of international order is broad and includes countries on every continent) and the IO Bureau's Emerging Partners Engagement Strategy.
- **Risks** | Russia and China will aggressively seek to thwart US influence among G77 members, many of which fear US hegemony.

4. Management Objective

Management Objective 1 | Bolster human capital to support expanding Mission goals and objectives and a more diverse, equitable, inclusive, and accessible workplace.

- **Justification** | While the number of USDH positions has remained relatively static, the workload across UNVIE has significantly grown over the past year. The inadequate staffing for the ever-increasing work volume and increased tempo of fast-breaking developments are hampering the Mission's efforts to maximize operational efficiency and advance U.S. policy without impacting staff morale, work-life balance, and long-term resilience.
- **Linkages** | This objective links to the National Security Strategy (investing in our people and use diplomacy to build strong coalitions) and the Joint Strategic Plan Goal 4.
- **Risks** | National security objectives to lead in multilateral affairs and threats to national security have intensified the workload.