



Joint Regional Strategy

State Bureau of European and Eurasian Affairs (EUR) and USAID Bureau for Europe and Eurasia (E&E)

FOR PUBLIC RELEASE

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1. Mission and Executive Statement

Mission Statement

The principal goal of U.S. engagement with Europe is to preserve and strengthen the West as a community of nations united by shared sacrifice and a commitment to common defense, democratic values, fair trade, and mutual strategic interests.

Executive Statement

America and Europe are the West and the heart of the Free World. In his 2017 speech in Warsaw, President Trump stated the purpose of U.S. foreign policy in Europe – to preserve the West. He affirmed, *“There is nothing like this community of nations. The world has never known anything like it. We must have the desire and the courage to preserve it in the face of those who would subvert and destroy it.”*

While our task begins at home by making America more prosperous and secure, preserving the West cannot happen without Europe. With more than \$5.5 trillion in annual commerce, Europe is the central pillar of our international alliances and by far our largest economic relationship. There is no major foreign policy challenge in which America and Europe can hope to succeed without each other. A strong and free Europe is of vital importance to the United States.

Building upon the National Security Strategy and the National Defense Strategy, this strategy acknowledges that a protracted strategic competition is emerging for which the United States and Europe are collectively unprepared. Winning in this competition requires a conscious and dedicated effort by the United States to work with Europe to:

Strengthen the Western Alliance by making Allies more able and willing to confront threats.

In a contested geopolitical environment, Great Power Competition has become an enduring feature of the strategic landscape and the United States must better leverage all the tools at our disposal to prevail. The stronger we are today, the less likely assertive rivals are to choose the path of war tomorrow. We urge our Allies to take the threats to our collective security seriously. Deterrence is based on the belief, by Allies and rivals, that America is ready, able, and willing to defend itself. America has set the example and has reasserted our commitment to NATO and Article 5 by contributing significant resources towards the defense of Europe. We need our Allies to fulfill their defense spending commitments, made at Wales and reiterated at the Brussels Summit. It is only by meeting these commitments that Allies will have the capacity to counter the conventional, nuclear, hybrid, and cyber threats we face. We also need our Allies to take responsibility for problems that, if not addressed, will put us all at a major disadvantage in the future, particularly ensuring the lasting defeat of ISIS and other transnational terrorist organizations and urging Allies to apply decisive pressure to convince the DPRK and Iran to abandon their current threatening and destabilizing path. We support NATO as the guarantor of European security and we work with the EU on areas of common interest.

Strengthen and balance the transatlantic trade and investment relationship. Ensuring that the West is stronger in facing geopolitical competition cannot happen unless we strengthen our economies and energy policies. President Trump has emphasized his desire to achieve a truly free market, where there are no tariffs, subsidies, or trade barriers among the nations of the West and between the world's most developed economies. We are ready to work together with our European partners to eliminate the inequities and imbalances that have developed in our trade relations over the years. This includes removing tariff and regulatory barriers to trade and counteracting unfair third country trade practices as well as fostering a level playing field and increasing market access for our companies, which will create American jobs and spur economic growth on both sides of the Atlantic. Moreover, we will take steps to support projects that enhance Europe's energy security and oppose those, like Nord Stream 2, that undermine it and threaten to increase instability. We will also support regional energy projects that promote the diversification of fuel types, routes, and sources as well as measures to reduce energy demand and create a transparent regulatory environment to promote positive investment. When nations have secure access to reliable and diversified energy, they are less susceptible to pressure from outside powers.

Secure Europe's eastern frontier. Developments in Europe's east can dramatically affect European stability and Western cohesion. From the Caucasus and Ukraine through the Balkans and up through the Danube Basin to the Baltics, Europe's eastern frontier is a region of renewed geopolitical focus for Russia and a new playground for China. In recent years, Moscow has attempted to forcefully redraw borders in Eastern Europe, bullied and attacked neighbors, launched disinformation and cyber campaigns against the West, and engaged in military buildups on its western frontiers. China's 16+1 platform and Belt and Road Initiative are geopolitical projects aimed at weakening Western solidarity and cultivating influence.

We must work with our Allies and partners to check Moscow's aggression and Beijing's debt book diplomacy. For frontier states, we must build up the means of self-defense for nations most directly affected by Russia's military and other aggression. Through our diplomatic engagement and programs we must help frontline states build a bulwark by: fortifying their political systems, countering disinformation, diversifying their energy systems, improving the resilience and readiness of their militaries and cyber defenses, and encouraging their efforts at regional coordination. Through our diplomatic and public engagement, we must also strengthen our ties with European publics, ensure the West remains a viable alternative to Russian and Chinese influence, and win back the hearts and minds of generations for whom the memory of 1989 and NATO enlargement is increasingly distant or nonexistent. In countries that have chosen a Western future, we will continue to support their efforts to accelerate democratic reforms, bringing them closer to the Western community of nations.

Secure Europe's southern frontier. To Europe's south, the magnitude of recent migration flows has sent ripples through the heart of Europe, while Russian competition in the Eastern

Mediterranean is increasing. We must work with our Allies and partners to catalyze homegrown efforts and local solutions to address the pressures facing Europe from the south. This includes working with Mediterranean nations to build a strategic initiative on migration that encompasses all of the dimensions of this challenge: from onshore North Africa/Middle East stability and better coordination of NATO, EU, and bilateral aid to maritime and border security. We must also prepare the ground for a stronger long-term U.S. strategic presence in the Eastern Mediterranean. Our priorities are to stabilize the U.S.-Turkey relationship and keep it anchored to the West; cultivate Greece as an anchor of stability in the Eastern Mediterranean; and continue support for a process towards establishing a bizonal, bicomunal federation in Cyprus.

Promote American values to compete for positive influence against authoritarian rivals.

Preserving the West is not just a material undertaking. The United States stands for the cause of freedom and liberty, which is intimately linked to our security and prosperity. As spelled out in the NATO charter, we seek to "safeguard the freedom, common heritage and civilization of [our] peoples, founded on the principles of democracy, individual liberty, and the rule of law." That cause is under threat in a way we could not have foreseen in 1989. To counter this threat, we must be clear that fundamental individual liberties, such as freedom of speech, religion, and the press, are to be defended from the abuse of state power. While we cannot impose our values on others, we must continue to offer partnership to all those across the democratic political spectrum who share these values, including the next generation of youth leaders, improving conditions for peace and stability throughout the region and better guaranteeing our security. In doing so, we must avoid inadvertently enabling Russian and Chinese influence and ensure that our support is non-partisan. We must also work with our Allies and partners to step up the fight against corruption, which is an entry point to malign external influence and a threat to our national and collective security. We will also continue to push for Holocaust-era restitution to obtain justice for Holocaust victims and ensure that future generations remember the Holocaust accurately and appropriately.

Align resources with strategic priorities. Our strength in this endeavor depends heavily on our ability to maintain the confidence of the American people, who have entrusted the Department of State and USAID to act as responsible stewards of their taxpayer dollars in support of our national security. We will ensure that our programs are better aligned to support the objectives outlined in the National Security Strategy and other relevant strategies as well as support the long-term strategic alignment of the United States and Europe based on shared values and interests. We will also continue to seek management and information technology innovations to regionalize and centralize services and improve work process efficiencies to reduce costs. In applying foreign assistance, we will seek to strengthen country self-reliance through our programs, acknowledging that the ultimate goal of foreign aid is to end the need for its use. E&E will integrate USAID's 'Journey to Self-Reliance' reform agenda into its work so that USAID Missions focus on where local partners need help building capacity and commitment to move further along the path of self-reliance.

We are ready to work with Europe to strengthen and defend the West as a whole. The work in front of us is neither easy nor painless, but it is worth every ounce of creativity and vigor we put forward. In common cause, we all have our roles; we must accept ours and Europe must accept its own. There is nothing more precious to us as free societies, more valuable to our long-term economic prosperity, or more necessary for our mutual defense, than the preservation of the transatlantic bonds of history, culture, commerce, and security between the United States and the nations of Europe.

2. Bureau Strategic Framework

Goal 1 – Strengthen the Western Alliance by making Allies more able and willing to confront threats.

Objective 1.1 - Increase NATO Allies' capabilities through heightened defense spending and burden-sharing.

Objective 1.2 - Ensure the lasting defeat of ISIS and other terrorist groups, and protect the American homeland through stronger information-sharing and border security.

Objective 1.3 - Mobilize Allies to confront the entirety of the Iranian threat and counter the spread of Iranian malign influence in the Middle East and Europe.

Objective 1.4 - Ensure greater collaboration and co-funding among Allies and partners to counter global security threats, malign influence, pandemic threats, and humanitarian disasters.

Goal 2 - Strengthen and balance the transatlantic trade and investment relationship.

Objective 2.1 - Promote fair and reciprocal trade and advocate for U.S. companies.

Objective 2.2 - Ensure a strong U.S.-UK free trade agreement and preserve the gains of the Good Friday Agreement, and further enhance the "special relationship" post-Brexit.

Objective 2.3 - Promote pro-growth economic reforms that reduce regulation and create a level playing field for U.S. companies.

Objective 2.4 - Increase energy security and use America's natural resource bounty to support friends and deny capital and influence to rivals.

Objective 2.5 - Boost Western cooperation to counter China's unfair economic practices and screen investment in strategic sectors.

Goal 3 - Secure Europe's eastern and southern frontiers.

Objective 3.1 - Strengthen the ability of frontline states to resist Russian aggression and bolster NATO's deterrence posture on the eastern flank.

Objective 3.2 - Strengthen the ability of Allies and partners to resist malign influence, disinformation, and destabilizing activities.

Objective 3.3 - Encourage the peaceful resolution of territorial conflicts and support efforts to reduce inter-ethnic tension.

Objective 3.4 - Counter the growing presence of big-power rivals in the Eastern Mediterranean.

Objective 3.5 - Support Europe's efforts to strengthen borders and manage migration challenges.

Goal 4 - Promote American values to compete for positive influence against authoritarian rivals.

Objective 4.1 - Uphold democratic principles and strengthen respect for separation of powers, rule of law, civil society, youth leadership, and free media.

Objective 4.2 - Increase U.S. diplomatic, commercial, and military engagement with states where rivals are gaining influence.

Objective 4.3 - Promote pro-American voices and increase exposure to American people, innovations and ideas.

Objective 4.4 - Counter Russian and Chinese models of authoritarianism and statism.

Objective 4.5 - Fight corruption, which is an entry point for rival influence, a barrier to U.S. investment, and a corrosive societal force.

Cross-Cutting Management Goal - Align resources with strategic priorities.

Objective 5.1 - Use human and financial resources to support U.S. policy priorities.

Objective 5.2 - Use foreign assistance to advance strategic objectives, support friends, and achieve greater partner self-reliance

Objective 5.3 - Use performance management and training to support productive, effective, and respectful work environments.

Objective 5.4 - Promote regional initiatives to optimize overseas footprint.

Objective 5.5 - Strengthen core capabilities to make best use of taxpayer resources, achieve better development outcomes, and empower our workforce.

3. Goals and Objectives

Bureau Goal 1: Strengthen the Western Alliance by making Allies more able and willing to confront threats.

Description and Linkages

A strong and free Europe is the foundation of a robust Western Alliance and the most effective deterrent against our adversaries and other shared threats. There is no major foreign policy challenge that the United States and Europe can face successfully without each other.

Today, Europe and Eurasia are again a theater of serious strategic competition. The Administration understands this reality and seeks to preserve, strengthen, and defend the Western Alliance. This is a material and political undertaking, requiring both an increase in burden-sharing as well as greater willingness to take responsibility for the problems that, if left unaddressed, will threaten our common security.

The United States has set the example by making clear our ironclad commitment to NATO's Article 5 and reaffirming NATO's role as the bedrock of collective defense. Unless Europeans demonstrate a willingness to defend their own continent and carry their fair share of the burden, our efforts will be incomplete and even counterproductive.

EUR and E&E will advocate for increased investment in the common defense of the Western Alliance, strengthen joint efforts to counter terrorism and confront Iran, and respond effectively to conventional, hybrid, and cyber threats. Building on our strengths, complementing our capabilities, and pooling resources is essential. EUR will also continue to advocate for strong and common positions with our Allies in addressing challenges that put our security at risk. A Western Alliance that is united around the principles of the North Atlantic Treaty, and whose members share equitably in shouldering defense and security burdens, will be able to safeguard the West as a community of independent, secure, and democratic nations.

Goal 1 is linked to the 2018-2022 State-USAID Joint Strategic Plan Goals to Protect America's Security at Home and Abroad and Promote American Leadership through Balanced Engagement.

Bureau Objective 1.1: Increase NATO Allies' capabilities through heightened defense spending and burden-sharing.

Justification

In the new environment of strategic competition, our Allies and partners in Europe and Eurasia face an array of increasingly complex threats and challenges that undermine our collective security and require effective deterrence and response. These includes threats from state and non-state actors who employ conventional and nuclear weapons, as well as tactics that fall short of armed conflict.

Common defense against these threats requires a shared burden of responsibility. NATO Allies have committed to defense spending of two percent of gross domestic product by 2024, with 20 percent of this spending devoted to major equipment purchases. Despite significant increases in Allied defense spending since 2017, many NATO Allies have not presented plans to meet these commitments. EUR will advocate for Allies and partners to increase investment in their national security by fulfilling their defense spending commitments, while modernizing and enhancing military capabilities to improve interoperability, readiness, and responsiveness. EUR will also support adaptation of NATO's military and civilian structures so that they are able to meet the full range of security challenges we face. This includes greater Allied capacity and resilience against the full range of hybrid threats, including cyber and energy threats. EUR will support greater NATO-EU cooperation consistent with the work plan agreed at the Brussels Summit.

Bureau Objective 1.2: Ensure the lasting defeat of ISIS and other terrorist groups and protect the American homeland through stronger information sharing and border security.

Justification

Europe faces a significant terrorist threat from terrorist organizations operating out of Iraq and Syria, foreign terrorist fighters (FTFs) who have returned or will return to Europe, and individuals who self-radicalize or are inspired by ISIS. The continent has seen an increase in the pace and intensity of attacks - mostly by European citizens or permanent residents - directed, enabled, or inspired by ISIS. ISIS takes advantage of refugee and migrant flows and exploits vulnerabilities in European borders to move operatives out of the Middle East to Western Europe. Turkey's position as a transit route for FTFs entering and departing the conflict zone means that it faces increased internal security threats, including from the Kurdistan Workers' Party, and challenges from ISIS and other transnational terrorist organizations. Other groups, including a resurgent al-Qa'ida and its affiliates and Iran's terrorist proxies, also pose threats. While the United States will continue to lead and provide support to partners in the fight against terrorism, the United States cannot sustain the primary responsibility for counterterrorism activities around the world. Our European Allies and partners must strengthen their capabilities and expand information sharing to interdict threats and reduce

security risks by impeding terrorists' ability to plan and carry out attacks in Europe and North America.

To advance these aims, EUR will pursue diplomatic engagement, capacity-building, and related activities so that our partners can act independently and invest more of their own capital in bolstering counterterrorism efforts. We will encourage partners to augment their capabilities as well as meet their responsibilities in holding their citizens accountable for terrorist acts committed abroad. EUR will build on NATO's 2017 Counterterrorism Action Plan, through which NATO joined the Defeat-ISIS Coalition and increased information sharing, as well as work to enhance NATO's relationships and engagement with its southern partners to build their capacity and increase resources to address shared security challenges, especially terrorism. EUR will promote closer ties with EUROPOL, the European Counterterrorism Center, and the EU Coast Guard and Border Force to help shape their missions and practices as the EU strengthens them. EUR will also work with local stakeholders and civil society to mitigate grievances that terrorists exploit.

Bureau Objective 1.3: Mobilize Allies to confront the entirety of the Iranian threat and counter the spread of Iranian malign influence in the Middle East and Europe.

Justification

With the Administration's withdrawal from the Joint Comprehensive Plan of Action (JCPOA), the United States embarked on a multi-pronged campaign to pressure Iran back to the negotiating table to address the full range of its malign activity, including its nuclear program, support for destabilizing proxy militias, support for terrorism, ballistic missile development and proliferation, human rights abuses, and the detention of U.S. and foreign hostages.

Bureau Objective 1.4: Ensure greater collaboration and co-funding among Allies and partners to counter global security threats, malign influence, pandemic threats, and humanitarian disasters.

Justification

Our Allies and partners are force multipliers in our efforts to respond to an increasingly complex security environment. To be most effective in the face of these and other shared threats and challenges, our initiatives must involve Allies and partners that have the political will and resources to collaborate on solutions and forestall global crises. EUR and E&E will work with partners to agree on priorities, mobilize resources, and provide the readiness and coordination to address them. We will bring to bear the full range of options, including technical, diplomatic, and economic responses. We will also continue sharing best practices in countering Russian destabilizing activities and work to strengthen collective resilience across Europe.

Bureau Goal 2: Strengthen and balance the transatlantic trade and investment relationship.

Description and Linkages

The United States and Europe are each other's primary source and destination for foreign direct investment and largest trading partners. The United States does not take these transatlantic economic ties for granted, nor do we accept the trade imbalances that result from pervasive obstacles to U.S. products and services. The systematic use of unfair trade practices, violations of intellectual property rights, acquisition of strategic technology and infrastructure, and lack of market reciprocity - primarily by China and Russia - also put long-term transatlantic economic growth at risk.

The United States seeks to work closely with our European partners to ensure fair and open markets and a level playing field in world trade for U.S. products and services. We also continue to support the transition to free market economies of countries in Europe's east, which can lead to expanded markets for American firms and build resilience to economic pressure or coercion by Russia or China. Failure to preserve a free and fair economic climate would not only limit economic growth but also create permissive environments for corruption and transnational crime, which are direct threats to the national security of the United States, our Allies, and partners. Therefore, promoting and preserving transparency in economic governance, laws and regulations will be key to maintaining a vigorous exchange of transatlantic trade and investment. We are urging the EU and the UK to ensure a Brexit outcome that allows for a strong U.S.-UK free trade agreement, preserves the gains of the Good Friday Agreement, and further enhances transatlantic economic and security links post-Brexit.

Goal 2 is linked to the 2018-2022 State-USAID Joint Strategic Plan Goal to Renew America's Competitive Advantage for Sustained Economic Growth and Job Creation.

Bureau Objective 2.1: Promote fair and reciprocal trade and advocate for U.S. companies.

Justification

American national security depends in part on sustained prosperity. EUR will work to ensure free, fair, and reciprocal trade relationships in the pursuit of economic growth, jobs, and opportunities for investment within the transatlantic economy. Through diplomacy and advocacy, EUR will build demand for U.S. goods, services, and investment and reduce trade deficits. We will use American diplomacy to support opportunities for U.S. businesses in Europe.

We will also work in coordination with the EU and its institutions, private sector stakeholders, such as businesses, labor, and consumer associations, and civil society advocacy groups to shape an agenda that promotes free, fair, and reciprocal trade and to set transparent standards

that enable trade, investment, and innovation. U.S. economic opportunities will be enhanced by supporting free-market systems that produce broad-based growth, reduce opportunities for corruption, and counter the alternative economic models proposed by Russia and China.

Bureau Objective 2.2: Ensure a strong U.S.-UK free trade agreement, preserve the gains of the Good Friday Agreement, and further enhance the “special relationship” post-Brexit.

Justification

The UK is America’s closest ally, and the UK and the United States remain closely aligned across a spectrum of economic, political, security, development, and humanitarian issues. A strong UK has been key to protecting and advancing U.S. interests in Europe and within the EU. The constructive voice of the UK has also made it a leader in shaping policies that fortify the values and priorities of the Western Alliance. Post-Brexit, our relationships with both the UK and the EU will remain critical to U.S. interests and we will seek increased engagement with the UK through NATO. The post-Brexit arrangements for the border between Northern Ireland and Ireland will be among the defining elements for EU-UK relations, with significant implications for the peace ushered in by the U.S.-brokered Good Friday Agreement. The United States also plans to negotiate quickly an ambitious trade agreement with the UK post-Brexit.

Bureau Objective 2.3: Promote pro-growth economic reforms that reduce regulation and create a level playing field for U.S. companies.

Justification

Economic growth, particularly in developing and transitional economies, serves to strengthen and expand the economic base of U.S. partners, reinforce stability, and build future markets for U.S. exports. Economic vulnerabilities contribute to political instability in Europe and to increased ethnic tensions in the Balkans. EUR and E&E will build resilience to economic and social stresses in conflict-prone societies. EUR and E&E will foster cooperation with European partners on science and technology, which supports innovation, global scientific cooperation and understanding, best practices in intellectual property protection, and regulatory development based on science and evidence.

EUR and E&E will encourage partner country leaders and foreign publics to enact major financial sector reforms and reforms that support small/medium companies and innovators. We will counter protectionist responses to financial crises or recession that would make it more difficult to reform and open foreign markets, and encourage financial sector management best practices. In countries where state-owned enterprises are regaining sway, EUR will seek to motivate countries to reduce market distortions arising from state-directed investment.

Bureau Objective 2.4: Increase energy security and use America’s natural resource bounty to support friends and deny capital and influence to rivals.

Justification

Energy security is vital for the United States and our Allies and partners. In Europe and Eurasia, energy supply diversity (both source and route) and transparent, competitive energy markets are a priority for EUR. Russia leverages its dominance of energy supplies for political influence. Protracted conflicts in former Soviet states threaten energy supply to Europe while also hindering these countries' access to affordable, reliable energy. Increased diversification of supplies, including via U.S. investment and energy exports such as liquefied natural gas (LNG), can significantly contribute to energy security, but only when coupled with improved energy market integration and governance.

Embedded resistance to energy sector reform and continued market protectionism, often to protect special interests and exacerbated by corruption and misinformation campaigns, continue to limit integration of border states into internal European Union markets. EUR and E&E will pursue energy diversification and increased access to affordable and reliable energy in Europe, including promoting U.S. energy sector investment through technical assistance and public-private partnerships. E&E will provide technical assistance to states aspiring to EU membership, to facilitate adoption of Western market standards.

Bureau Objective 2.5: Boost Western cooperation to counter China's unfair economic practices and screen investment in strategic sectors.

Justification

Surging Chinese economic activity in Europe and Eurasia includes strategic acquisition of industries; securing ownership and investment in critical infrastructure such as ports, railways, and airports; calculated purchases of sensitive technology firms; intellectual property rights violations; opaque asset ownership; abuse of banking secrecy; and industrial espionage. Chinese state-owned enterprises and state-directed private enterprises, in the more developed European economies, target high-performing companies in strategic sectors. In countries and regions with weaker rule of law, China's economic practices reinforce corrupt business climates, stifle entrepreneurship, reduce competitiveness, and foster dependency.

European governments increasingly recognize the need to protect and preserve control over assets and infrastructure that affect their national security and are seeking to create investment-screening mechanisms. EUR and E&E will use diplomatic and foreign assistance tools to encourage and support European initiatives to improve information-sharing; expand the use of investment-screening mechanisms; and increase awareness of the consequences of China's problematic activities throughout Europe and their implications for the transatlantic economy and national security.

Bureau Goal 3: Secure Europe's eastern and southern frontiers.

Description and Linkages

Europe's eastern frontier - from the Caucasus and Ukraine through the Balkans and up through the Danube Basin to the Baltics - is a region where strategic competition from Russia and China is intensifying dramatically. EUR's first priority is to check Russian aggression, including by building up the means of self-defense for countries threatened militarily, namely Ukraine and Georgia. EUR and E&E will also support these frontline states as well as the Western Balkans to strengthen the resilience of their political systems to guard against internal and external threats, fortify their democratic institutions, and increase regional coordination. Throughout the region, EUR and E&E will also deploy all of the tools at our disposal to counter Russian threats, destabilizing behavior, and disinformation.

Developments in Europe's south can also dramatically affect the strategic stability of Europe. In the Eastern Mediterranean, we will stabilize the relationship with Turkey and put the pieces in place for a stronger long-term U.S. strategic engagement with Greece and Cyprus. EUR and E&E will support European efforts to address challenges on its southern frontier, mainly counterterrorism and migration, including through enhancing NATO's southern partnerships with Middle Eastern and North African countries.

Goal 3 is linked to the 2018-2022 State-USAID Joint Strategic Plan Goals to Protect America's Security at Home and Abroad and Promote American Leadership through Balanced Engagement.

Bureau Objective 3.1: Strengthen the ability of frontline states to resist Russian aggression and bolster NATO's deterrence posture on the eastern flank.

Justification

In partnership with our Allies and partners, the United States will take action to impose costs on those who undertake destabilizing behavior and continue to adapt the Alliance to address these growing threats. We are systematically strengthening our tools to counter Russian cyber threats, active measures, and disinformation. We are building up the means of self-defense for states most directly threatened by Russia. After lifting the previous administration's restrictions, we are helping Ukraine and Georgia acquire much needed defensive weapons. We are also working with Poland, the Baltic states, Romania, and Bulgaria to build a stronger military deterrent.

Bureau Objective 3.2: Strengthen the ability of Allies and partners to resist malign influence, disinformation, and destabilizing activities.

Justification

U.S. rivals use unconventional tactics to undermine democratic processes and sow discord within Europe and between Europe and the United States. Russia has undertaken multi-faceted campaigns that seek to weaken European cohesion and derail transitioning states from their chosen Western path. These campaigns utilize a variety of covert and overt tools to include energy supply manipulation, disinformation and propaganda, direct financing of political groups, exploitation of cultural and political affinities, leveraging of economic vulnerabilities, and the use of pathways of corruption. Frontline states like Ukraine and Georgia are especially vulnerable to such malign influence, as are the countries of Western Balkans. Building the resilience of our Allies and partners and improving cooperation to counter these hybrid threats will build collective security and ensure stability.

EUR and E&E efforts include engaging with partner governments on a bilateral basis and through multilateral fora and regional groupings to bolster our collective resilience and response. This includes working with civil society, building local capacity to identify and counter disinformation, strengthening the rule of law, advancing independent media and investigative journalism, and reducing vulnerabilities to corruption. EUR and E&E will also continue to support our partners' Western aspirations, including through technical and other forms of assistance to advance necessary reforms and help publics realize the benefits of Western integration. E&E will also continue to increase resilience of partner countries to resist malign Kremlin influence.

Bureau Objective 3.3: Encourage the peaceful resolution of territorial conflicts and support efforts to reduce inter-ethnic tension.

Justification

Ongoing Russian aggression in Ukraine and Georgia, unresolved territorial conflicts in Cyprus and Moldova, as well as the Nagorno-Karabakh conflict involving Armenia and Azerbaijan, weaken regional stability, complicate work in international fora, and in many cases inhibit regional democratic and economic development. We will work with Ukraine, France, and Germany to encourage Russia to cease its aggression in eastern Ukraine. We will support the work of the OSCE's Special Monitoring Mission in Ukraine and challenge Russia's efforts to undermine it. The United States reaffirms as policy its refusal to recognize the Kremlin's claims of sovereignty over territory seized by force in contravention of international law. The United States rejects Russia's attempted annexation of Crimea and will actively engage Allies to maintain unity on sanctions until Russia implements the Minsk agreements and returns Crimea to Ukrainian control.

In Georgia, we will continue to support Georgian sovereignty and territorial integrity within its internationally recognized borders and press Russia to fulfill its obligations under the August 2008 ceasefire agreement. In Cyprus, we will continue to encourage and support the resumption of UN-facilitated settlement talks. Regarding the Nagorno-Karabakh conflict, through active engagement as a Co-Chair of the OSCE Minsk Group process we will work to prevent the escalation of the conflict and to advance a peacefully negotiated settlement based on international law, including the Helsinki Final Act principles of the non-use or threat of force, territorial integrity, and equal rights and self-determination of peoples. In Moldova, our goal is to ensure Moldova's sovereignty and territorial integrity within its internationally recognized border, with a special status for Transnistria, and to ensure Russia honors its commitment to withdraw all of its military forces from the region.

Bureau Objective 3.4: Counter the growing presence of big-power rivals in the Eastern Mediterranean.

Justification

In the Eastern Mediterranean region, Russia, China, and Iran are seeking larger footholds that would undermine the arrangements that have traditionally secured the United States and our Allies. Russia and China are increasing their engagement - diplomatic, economic, commercial, and, in Russia's case, military - throughout this region, while Iran pursues destabilizing activities and weapons proliferation in the Mediterranean and the Levant. At the same time, the Assad regime in Syria has created safe havens for terrorists, triggered the largest refugee crisis since World War Two, and eroded state cohesion and control. To counter the growing presence of Russia and China, EUR will pursue diplomatic engagement, capacity-building, and related activities. We will continue to work to stabilize the relationship with Turkey and keep it on a Western strategic track. On a long-term basis, Turkey is the only country in the region with the capacity to counterbalance Iran; we will work together to address our shared security concerns. Greece and Cyprus both have important roles to play in protecting Europe's southeastern frontier. They serve as a bulwark against instability emanating from Syria and the rest of the Middle East, and against malign actors, such as Russia, that seek to undermine our democratic values and institutions.

Bureau Objective 3.5: Support Europe's efforts to strengthen its borders and manage migration challenges.

Justification

Uncontrolled mass migration to Europe since 2014 has undercut the ability of European countries to manage sovereign borders and enforce rule of law. It has also placed significant administrative and economic burdens on migrant transition and destination countries, affecting these countries' ability to identify the most vulnerable foreign nationals in need of protection and integrate new immigrants. This has not only weakened European cohesion, but it has sparked domestic political backlash in some states. The United States will support European

efforts to better manage mass migration, including by helping to strengthen European law enforcement and border security agencies capacity to enforce national border laws, combat migrant smuggling and human trafficking, and address the underlying humanitarian, economic, security and governance conditions in source and transit countries.

Bureau Goal 4: Promote American values to compete for positive influence against authoritarian rivals.

Description and Linkages

In Europe and Eurasia, the long-term prospects for the expansion and strengthening of democracy remain strong, because support for the values of individual liberty, human rights, and democratic aspirations are widespread. However, the region faces intensifying attempts to undermine and discredit democracy in favor of more authoritarian approaches. Growing popular discontent with establishment political parties on both the right and left has increased polarization. Corruption continues to erode institutions and facilitate malign foreign influence. Weakening respect for individual liberties has raised new concerns about democratic consolidation in some countries, as well as about the effectiveness of previous U.S. approaches.

In response, EUR and E&E will use diplomatic, public diplomacy, and foreign assistance tools to compete for positive influence and demonstrate the benefits of the “American model,” which promotes and protects individual liberties and a free market economy and is more successful than the authoritarian, statist models of Russia and China. While we cannot impose our values on others, we will continue to offer partnership to those who want to work with us to ensure that all individuals are free to enjoy their human rights and fundamental freedoms - including freedom of expression, peaceful assembly, and association - without fear of reprisal. EUR and E&E will take a principled, non-partisan approach to supporting local efforts to strengthen the integrity of electoral processes, parliamentary systems, and justice sector institutions. We will support greater transparency and accountability in governance and greater civil society and media oversight to reduce corruption and opportunities for malign influence. We will build on our past investments in democratic institutions to consolidate the ties between citizens, civil society organizations, and local and national governments from across the democratic political spectrum to ensure more participatory, responsive, and accountable governance, and foster greater inclusion. We will press governments to increase their efforts to combat trafficking in persons. We will also continue to push for Holocaust-era restitution to obtain justice for Holocaust victims and ensure that future generations remember the Holocaust accurately and appropriately.

The West is united by our shared values. We must never back down from upholding enduring American values that continue to serve as a source of inspiration around the world. We must communicate our values in ways that are attuned to and resonate with our intended audiences.

Goal 4 is linked to the 2018-2022 State-USAID Joint Strategic Plan Goals to Protect America's Security at Home and Abroad and Promote American Leadership through Balanced Engagement.

Bureau Objective 4.1: Uphold democratic principles and strengthen respect for the separation of powers, rule of law, civil society, youth leadership, and free media.

Justification

Countries with strong democratic institutions and processes, which adhere to the rule of law and protect individual freedoms, are the critical foundation for advancing U.S. national security and foreign policy goals in the region. EUR and E&E will continue to support the democratic transitions of countries in Europe and Eurasia by promoting long-term state stability, a sense of responsibility to citizens, and cooperative ties with Western partners, thus expanding the circle of reliable partners in the region. We will promote democratic processes - not partisan causes or candidates - to strengthen accountability, transparency, and resilience of governments over the long term. We will encourage countries to embrace democracy, good governance, the rule of law, and human rights, so that they are less vulnerable to malign influence and more likely to become partners that can take on regional and global development challenges.

Bureau Objective 4.2: Increase U.S. diplomatic, commercial and military engagement with states where rivals are gaining influence.

Justification

The United States must be serious about competing for strategic influence or expect to lose ground to determined rivals. Competing for positive influence requires providing partners with viable alternatives to Russian and Chinese options. This is especially the case in the space between the Baltic and Black Sea, including Central and Eastern Europe, and the Western Balkans and Caucasus, which has become a theater for intensified geopolitical competition. We will increase U.S. strategic influence and presence in this space using all tools of diplomatic, commercial, and military engagement.

Bureau Objective 4.3: Promote pro-American voices and increase exposure to American people, innovations, and ideas.

Justification

Our biggest advantage in the contest for influence is that the "American model" is the most appealing and successful in history. Its success is rooted in the enduring values as expressed in the North Atlantic Treaty - democracy, individual liberty, and rule of law. EUR and E&E will use a range of tools to engage audiences, including messaging in traditional and new media, English language teaching programs, bilateral initiatives, cultural programs, exchange programs, and

regional networks. We will support broad-based civic education and media literacy activities and engage media and communities in vulnerable environments.

Bureau Objective 4.4: Counter Russian and Chinese models of authoritarianism and statism.

Justification

The resurgence of a new, more sophisticated, resilient, and confident form of authoritarianism and statism, led by Russia and China, is a threat to U.S. interests and to the peace and prosperity underpinned by strong, democratic societies. By exporting corruption, disinformation, and a new wave of legal restrictions on civil society, these revisionist powers aim to undermine the legitimacy of democratic institutions, create or sustain non-competitive and inhospitable environments for U.S. investment, and shape a world antithetical to U.S. values and interests. EUR and E&E will increase efforts to demonstrate the “American model,” which promotes and protects individual liberties and a free-market economy that ensures greater liberty and prosperity for our Allies and partners.

Bureau Objective 4.5: Fight corruption, which is an entry point for rival influence, a barrier to U.S. investment, and a corrosive societal force.

Justification

Strengthening governance and combating corruption have taken on new urgency in Europe and Eurasia, as Russia and China exploit opportunities to use corrupt practices to assert and increase their influence. EUR and E&E will strengthen rule of law, open governance, and law enforcement institutions to position them to better combat corruption, through grants, training, public diplomacy, and advocacy. We will disrupt money laundering by supporting financial sector reforms and building capacity for governments to conduct financial audits and use forensics and other investigative techniques to identify and prosecute illegal activities. We will strengthen the ability of regional civil society organizations and investigative journalism networks to expose corruption and to investigate and report on crime. We will support the institution-building necessary to increase and accelerate prosecutions of corrupt government officials through the establishment of specialized investigative units, the training of investigators and prosecutors in financial and performance auditing, and the provision of software and equipment for the use of forensic and technical tools. We will also press governments to improve their efforts to combat trafficking in persons.

4. Cross-Cutting Management Goal: Align programs with strategic priorities

Description and Linkages

To achieve our priorities in a resource constrained environment, we must continually strive to optimize our utilization of human and financial resources. This endeavor will enable us to maintain the confidence of the American people, who have entrusted us to act as a responsible stewards of taxpayer dollars in support of our national security. This effort will also ensure the programs we manage are aligned to the Department's priorities of strengthening the effectiveness of our diplomatic investments while also improving workforce performance, engagement, and accountability. In pursuit of this goal, we will seek management and information technology innovations. We will also implement efficiencies in our services and work processes to reduce costs. We will also improve how we manage our foreign assistance resources, based on shared values and interests, while promoting partner capacity building and self-reliance.

Goal 5 is linked to the 2018-2022 State-USAID Joint Strategic Plan Goals to Ensure Effectiveness of Accountability to the American Taxpayer.

Management Objective 5.1: Use human and financial resources to support U.S. policy priorities.

Justification

As significant additional resources are unlikely to be available in the short term, EUR must ensure that we allocate our resources to the Bureau's highest priority areas.

Management Objective 5.2: Use foreign assistance to advance strategic objectives, support friends, and achieve greater partner self-reliance.

Justification

EUR and E&E foreign assistance aims to help countries create and maintain stable political, economic, and social institutions that will allow them to be reliable, productive U.S. Allies and partners. We will collaborate closely with other donors to leverage resources and keep recipient countries on their reform track. We will back up U.S. assistance with diplomatic engagement to encourage partners to make difficult reforms and will ensure that our strategies enable realistic planning and monitoring of each country's progress towards self-sufficiency.

As part of USAID's "Journey to Self-Reliance" reform initiative, E&E will integrate into its plans, designs, and monitoring a focus on partnerships that create the conditions whereby partner countries increasingly lead, design, finance, and implement their own development agendas. We will aim our country strategies, projects, and analytics toward areas where local partners need help building capacity and commitment to progress along the self-reliance spectrum.

With an emphasis on bolstering local development networks and ecosystems, E&E will assist countries that are strengthening and rationalizing their own laws, fiscal management, and governance mechanisms to stimulate inclusive economic growth, strengthen democratic institutions, foster co-investments, and mobilize domestic resources for self-sufficiency.

Management Objective 5.3: Use performance management and training to support productive, effective, and respectful work environments.

Justification

EUR shares the Department’s commitment to the professional development and to ensuring professional conduct of personnel serving at our embassies and consulates abroad and domestically. We believe that the best way to ensure this is by having strong, well-prepared leaders and managers who work proactively to lead by example, train and recognize team members, and prevent problems before they happen.

Management Objective 5.4: Promote regional initiatives to optimize overseas footprint.

Justification

Regional support activities must be an integral part of EUR management practices. They have proven to produce best practices and innovation, resulting in cost savings in information technology, human resources, financial management, general services, and other areas.

Management Objective 5.5: Strengthen core capabilities to make best use of taxpayer resources, achieve better development outcomes, and empower our workforce.

Justification

During the strategy period, E&E will further align operations in the region to USAID’s corporate vision, becoming more field-focused and results-driven, placing a greater emphasis on building country ownership and capacity, and improving its ability to respond to complex and changing development contexts, both in Washington and in the field.