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United States Department of State  
and the Broadcasting Board of Governors  
Office of Inspector General

# Report of Inspection

## Embassy Bandar Seri Begawan, Brunei

Report Number ISP-I-05-20A, June 2005

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- The mission's classified communications systems should be substantially reduced and replaced with regional support.
- If regionalization of support functions is effective, this embassy could serve as a model for rightsizing a small mission.

The inspection took place in Washington, DC, between January 6 and 28, 2005, and in Bandar Seri Begawan between March 18 and 24, 2005. Ambassador Eileen A. Malloy (team leader), James Dandridge (deputy team leader), Anthony Carbone, Bohdan Dmytrewycz, Ruth McIlwain, and Maria Philip conducted the inspection.

## CONTEXT

Brunei Darussalam (an "abode of peace") is located on the island of Borneo, bounded on the north by the South China Sea and elsewhere by the East Malaysian



state of Sarawak. Self-described as a Malay Islamic Sultanate, Brunei has been ruled by Sultan Hassanal Bolkiah since 1967. Brunei gained full independence from the United Kingdom in 1984. The country's oil and gas wealth enables its generally apolitical population of 380,000 to enjoy the region's highest standard of living after Singapore. Seventy percent of Bruneians are Malay Muslims, who practice

a moderate form of (Sunni) Islam and enjoy generous government subsidies. Chinese - many of whom are not citizens - comprise the second largest (15 percent) ethnic group and dominate the country's small private sector. Brunei also employs more than 100,000 third country guest workers, mostly from South Asia and neighboring Association of Southeast Asian Nations countries.

Brunei remains a small patch of stability in Southeast Asia, but sees itself as vulnerable to developments beyond its control (e.g., economic migration, social ills, terrorism) and pressures from more powerful neighbors. The government recognizes the danger of transnational terrorism and condemns terrorism in all its forms, and for any cause. There is little anti-American or anti-Western sentiment evident. The government welcomes American military and diplomatic activity in the region.

The Sultan of Brunei had his first-ever meeting with a President of the United States at the White House on December 16, 2002. At that meeting, the Sultan and President Bush agreed to deepen our bilateral relationship through:

- Closer counterterrorism cooperation to include sharing of current intelligence and Bruneians' taking advantage of specialized training opportunities in the United States;
- Expanded trade and investment opportunities as evidenced in the signing of a bilateral Trade and Investment Framework Agreement;
- Enhanced military-to-military cooperation; and
- Greater educational opportunities for Bruneians in the United States to include resumption of Brunei's participation in the Fulbright program.

The U.S. Embassy in Brunei is a SEP post with six direct-hire Americans, one locally hired American, and 33 local employees. Of U.S. government agencies, only Department of State (Department) personnel are resident in Brunei. The Defense attaché, Foreign Commercial Service representative, and other agency staff are based in Singapore.





## Post Management Attention to Security and Emergency Preparedness

The Ambassador and the DCM have both provided the highest level of support to the mission's efforts to provide a safe and secure working environment for their staff members. The Ambassador is to be commended for his tireless efforts to convince the Department to fund the construction of a facility that meets U.S. government standards. The security vulnerabilities of the current facility are described in the classified security report prepared as part of this inspection. (b) (2)  
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## Support of Equal Employment Opportunity Objectives

Both the Ambassador and the DCM have shown a strong commitment to the Department's Equal Employment Opportunity (EEO) objectives. The mission staff is diverse and includes local employees of various ethnic groups represented in Brunei and a good mix of male and female employees. The American staff is also diverse, and female officers make up 50 percent of the staff.

## Leadership

The Ambassador is an active listener in complete control of his professional demeanor. He conveys a sense of strong competence and sincere caring to his employees. He has been particularly effective in policy advocacy with host government officials due to his ability to process and convey information in a persuasive yet nonconfrontational manner.

## Morale Issues

Morale among the locally hired employees is generally quite good. They noted to the Office of Inspector General (OIG) their recognition that the mission is a good employer, and their benefits are very competitive with the local economy. American staff members are less happy, primarily due to interpersonal conflicts and the need to balance the competing demands of several different professional portfolios. OIG discussed these issues with post management and left informal

suggestions on ways in which interpersonal conflicts could be managed and reduced. Later in this report, OIG also makes formal recommendations on ways in which workload stresses could be reduced.

## Post Management Attention to and Direction of Public Diplomacy

Although this SEP post does not have a public affairs section, the Ambassador has integrated public diplomacy into the mission's overall advocacy activities. Public diplomacy is included within the tactical (activities) support elements of some of the performance goal papers of the MPP. There is also a performance goal paper that addresses international public opinion as an additional public diplomacy focus.

## Rightsizing

Embassy Bandar Seri Begawan is a small SEP post with six American direct-hire Department positions assigned to operate a wide range of duties and responsibilities. Virtually every American direct-hire officer wears two or more hats; often they have been charged with responsibilities outside of their cone and their professional experience. These officers have been given the requisite training at the Foreign Service Institute, but they lack real world experience and suffer due to the distance from mentors and professional help-desk support located in the United States.

The post has sought to ameliorate the stress imposed on existing American direct-hire staff members by seeking authorization for new American positions. The MPP requests a junior officer position to perform political/economic/public diplomacy/consular work. It also requests the addition of an American officer to allow post to separate the current information management/general services officer position into two jobs. OIG believes that an augmentation of its staff will not solve the workload stresses at this post but would simply exacerbate the problem.

The Department should examine the baseline responsibilities assigned to this post and should consider eliminating and realigning those functions that could be handled with greater security and efficiency at another post in the region. This would naturally lead to the chief of mission performing a baseline examination of the work requirements of each American staff member to determine how to shift responsibilities so that the reduced workload can be performed within the existing staff ceiling or if the number of Americans at post can actually be reduced.

There are two tasks currently being performed at this small SEP post that could be eliminated/moved with substantial savings in American staff hours. The unique circumstances of visa operations at Bandar Seri Begawan argue for a regional approach. Unlike most small posts, Bandar Seri Begawan is exceptional in that it is a participant in the visa waiver program, and Bruneian citizens do not need U.S. visas for short visits to the United States for the purposes of tourism or business.

The post's management officer performs the visa function on a part-time basis.

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(b) (2)(b) (2)(b) (2) with greater efficiency, by a nearby post in the region. There are six flights a day to Singapore and almost as many to Kuala Lumpur making access to those posts easy for any visa applicant.

The second function that could be eliminated from this post is classified information processing. A combined information management/general services officer performs the classified information management services for the mission. Bandar Seri Begawan sends a small number of classified e-mails and cables each week. Most of the interagency law enforcement coordination is carried out via secure telephone. Emergency threat information requiring immediate action by post management could be conveyed by unclassified or secure terminal equipment telephone. If the post information management officer position were to be eliminated, the Department could still provide limited classified information processing capability supplemented by the chief of mission or DCM making regular trips to Embassy Singapore for reading and drafting classified cables, and consultations with regional agencies. The cost to the U.S. government of such regular travel would be far less than the cost of maintaining full-classified information processing and a cleared information management professional at post. Furthermore, in the regionalization section of this report, OIG recommends a scheme of regional administrative support that would significantly change methods of providing services to this embassy and would likely result in a reallocation of human resources.

**Recommendation 1:** The Bureau of East Asian and Pacific Affairs should conduct a baseline examination of the tasks currently performed by Embassy Bandar Seri Begawan to determine which tasks, to include the nonimmigrant visa services and classified information services, could be eliminated or moved to regional sites and reduce staff accordingly. (Action: EAP in coordination with M/P, M/R, CA, IRM, and Embassy Bandar Seri Begawan)

The Ambassador has concerns about these radical proposals that admittedly involve a considerable amount of work and risk but does agree that the array of tasks given a small embassy deserves close examination, and if warranted, reduction or reallocation of staff.



## POLICY AND PROGRAM IMPLEMENTATION

### Public Diplomacy<sup>2</sup>

Strong public diplomacy programs are essential to inform and persuade Brunei's mostly Muslim population. Brunei's limitations of size and bilateral issues present unique public diplomacy challenges. Nevertheless, its demographic makeup<sup>3</sup> and strategic regional location provide public diplomacy opportunities. Embassy Bandar Seri Begawan, as a SEP post, does not have a public affairs officer or a public affairs section responsible for the conduct of public diplomacy programs. The DCM acts as the public affairs officer assisted by a Foreign Service national (FSN) education/cultural affairs advisor. EAP/PD has recognized the post's public diplomacy efforts and has set aside \$12,000 special funding allocation for the post to conduct public diplomacy programs. It has also included Embassy Bandar Seri Begawan in its PD Partners Program pairing it with senior post Embassy Kuala Lumpur.

Embassy Bandar Seri Begawan conducts a robust public diplomacy program for a SEP post. The immediate discernable results of the post's efforts are manifested in a good International Visitors Leadership Program, an equally good Fulbright program, and good press placements. There were two International Visitors Leadership Program participants in 2004, and there are two nominees for 2005. Of particular note was the FY 2004 participation of the first Fulbright scholar from Brunei in 20 years. As the Ambassador recounted to OIG, "one Fulbright scholar from Brunei has the impact of a much larger number of scholars from neighboring countries."

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<sup>2</sup> In this report, public diplomacy refers to the function of engaging, informing, and influencing key public international audiences. The public affairs section at an embassy directs public diplomacy.

<sup>3</sup> The people of Brunei are mostly young with 55.2 percent of the population in the working age group of between ages 20-54. Only 6.7 percent of the population is above the age of 55. More than seventy percent of this Malay Islamic monarchy is Muslim.

OIG noted that the post took advantage of the option of writing an additional performance goal paper specifically on public diplomacy in the FY 2007 MPP. Post also recognized that public diplomacy is not a stand-alone function but an integral part of the overall diplomatic effort, and it identified public diplomacy tactics that support strategies in one of the other five performance goal papers (the fifth performance goal paper was dedicated to International Public Opinion). OIG informally recommended that post consider inserting public diplomacy in other tactics (activities) in support of performance goal papers at the next MPP review.

The Ambassador and the DCM are actively engaged in a relatively robust program in this nation with a majority Muslim population. EAP/PD's investment in this SEP post has been well rewarded with a fully engaged front office and a professionally prepared education/cultural affairs advisor. The Ambassador requested a roundtable discussion with OIG on methods and programs to enhance policy advocacy through a more engaged public diplomacy program. OIG discussed several initiatives including regularizing the PD Partner Program with the senior Embassy Kuala Lumpur public affairs section partner, establishing an embassy outreach program, and embassy staff restructuring for the conduct of public diplomacy. Specifically, OIG suggested that the embassy seek to regularize the PD Partner Program with Embassy Kuala Lumpur through formal arrangements for visits, program sharing, and lists of potential Fulbright program participants. OIG discussed the embassy outreach program encompassing a mini-speakers program among embassy officers and by official visitors. OIG also suggested that the embassy continue to encourage military civic action projects and U.S. Navy ship crew performing arts community programs during ship visits. Most importantly, OIG recommended the post encourage, support, and initially host the establishment of a Bruneian-American Educational Alumni Association.

The embassy web site is the window to the United States in Brunei. Although it contains links to some of the Department's information, it is woefully out of date. The last revision of the web site was January 10, 2004. The public diplomacy information available from the Department contributes to this being a valuable advocacy tool for the post. OIG informally recommended that the responsibility for content maintenance of the web site be shifted to the education and cultural advisor.

Each section within the embassy maintains its own contact management program, none of which employ the contact database management programs available through the office of eDiplomacy at the Department. Contact database management is critical to public diplomacy programming. OIG informally recommended that the post establish one mission-wide contact database management program under the responsibility of the education and cultural advisor.

## Reporting and Advocacy

Brunei is an absolute monarchy that enjoys stability, broad economic prosperity, and rule of law but lacks accountability or democratic institutions. Nevertheless, and in spite of the limited bilateral issues and small market, a half billion dollars, the post has achieved successes. Most notable has been the close engagement in counterterrorism, and solid bilateral relations anchored by the December 2002 visit by the Sultan to Washington. Local newspapers credit "pressure from the United States" in the Sultan's decision to reconstitute the Legislative Assembly in 2004 after a 20-year suspension. Election of some members to an expanded council is the next step, and the embassy has offered to facilitate access to American election experts to discuss electoral systems. A related initiative in FY 2005 is participation by a delegation of senior Bruneians, including members of the Legislative Council, in the congressionally earmarked, Southern Methodist University-organized "Rule of Law" forum.

The embassy in Brunei is the only U.S. government presence on the entire island of Borneo, and the post has made good use of the value added through close military-to-military ties between the two countries, which are reinforced through joint training exercises and military visits. Similarly, there are close ties in the law enforcement community although there is less presence in the country. This is discussed in the Law Enforcement Coordination section of the report.

The Ambassador is a tireless supporter of U.S. trade and has literally "taken the mountain to the regional American businesses" in the absence of a significant American business presence in Brunei. The United States and Bruneian international trade goals are compatible. The first bilateral meeting of trade officials called for by the Trade and Investment Framework Agreement signed during the Sultan's Washington visit took place in CY 2004, and the first meeting of the Trade and Investment Council at the senior officials level happened in FY 2005. Meanwhile, the embassy continues active outreach to U.S. businesses to make them aware of opportunities in Brunei. OIG attended an American trade promotion presentation by the Ambassador that was hosted by the American Chamber of



Commerce in Kuala Lumpur. This was followed by a similar presentation in Singapore where the Ambassador participated in an American educational fair, accompanying the Bruneian Ministry of Education delegation.

There are no reporting, representation, or travel plans. In this regard, post has based its reporting on Washington requirements or as events dictate. The few reports that have been sent from the post have received generally good feedback. The post has been creative in supporting trade advocacy with funding support from the Bureau of Economic and Business Affairs Business Facilitation Incentive Fund program. Similarly, the Ambassador has used funds from the EAP/PD special allocation to support regional travel for public diplomacy programs as a part of the post's overall advocacy efforts.

There is no full-time reporting officer at post as both the Ambassador and the DCM handle this task. FSN Education and Cultural Advisor, Economic/Commercial Assistant, and Political Assistant support them in their drafting tasks.

## Consular Affairs

During the inspection OIG found the consular section to be performing well. Managed by the management/consular officer and the DCM, the section has a part-time FSN consular/management assistant. The Class B cashier also doubles as the consular cashier and consular FSN backup. Brunei participates in the U.S. visa waiver program so the embassy handles a tiny NIV workload (about 600 cases per year) for mostly third country nationals (70 percent of visa applicants) that should be transferred to Embassy Singapore for processing. In addition, it handles an even smaller American citizens services workload of fewer than 50 people for resident and visiting American citizens. Although there is no active goal in the MPP on how the post plans to protect Americans, the DCM and management/consular officer have taken seriously their consular responsibilities and follow all available guidelines. The consular manager at Embassy Singapore serves as mentor and provides technical guidance by telephone and electronic mail, and visits once a year.

The management/consular officer spends more than a third of her time maintaining the required management controls<sup>4</sup> for the small NIV workload. A newly hired sole consular/management assistant with less than two months experience

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<sup>4</sup> Accounting for the use of NIV foils, spoiling, and destroying incorrect or misprinted foils; counting consular fees at the end of day; observing the FSN when visas are being printed; checking that the printed visa is accurate and reconciling records each month.

needs formal NIV and American citizens services training. An informal recommendation was left with the management/consular officer giving guidelines on what type of training is needed. While there is always a need to provide protection and American citizens services to the small number of Americans who live and visit a stable place like Brunei, OIG could not justify the amount of resources required for basic management controls for the small number of NIV services in a post where most can qualify for visa waivers. In the past four years, the level of knowledge and experience needed to manage any NIV program in the face of transnational terrorism can make any small post, without an experienced, full-time consular officer, more vulnerable to issuing a visa to the wrong traveler. Already, this embassy's immigrant visas are being handled in Singapore, and its NIV workload should be handled there as well.

**Recommendation 2:** The Bureau of East Asian and Pacific Affairs, in coordination with the Bureau of Consular Affairs, should transfer the nonimmigrant visa processing function from Embassy Bandar Seri Begawan to Embassy Singapore. (Action: Embassy Bandar Seri Begawan, in coordination with CA, EAP/EX, and Embassy Singapore)

## Law Enforcement Coordination

There are no U.S. law enforcement officers resident at the post or in the country. Law enforcement coordination revolves around Performance Goal Paper 1 of the MPP. Regional law enforcement support is provided from Singapore. The Bureau of Diplomatic Security provides the majority of training support to Bruneian law enforcement counterparts. Most of the training is done at the International Law Enforcement Academy located at Bangkok. The regional security officer works under the supervision of the DCM for the conduct of counterterrorism liaison and training in the absence of a law enforcement coordinating committee. OIG recognizes that this is a SEP post but informally recommends that the consular officer be included in law enforcement coordination at the post. Coordination with Bruneian law enforcement counterterrorism matters has been excellent.



## RESOURCE MANAGEMENT

This small embassy has a staff of six career American employees, one locally hired American, and 33 FSNs, the majority of whom are guards. All Department allotments in FY 2004 totaled \$1,588,476. The key issue is that this small embassy is tasked with the responsibilities and is trying to operate the same structure as a large mission but with insufficient resources and staff who have not, and are not likely to have, the expertise to provide a full range of services and operate with acceptable internal controls (see Management Controls section).

In addition, the physical plant (b) (2)(b) (2)(b) (2)(b) (2) (b) (2)(b) (2) is not reflective of a diplomatic establishment of the United States. OIG found numerous operational discrepancies largely related to decisions made by previous managers. Successful utilization of limited regional support from Embassies Singapore and Bangkok demonstrates that much more could be done to relieve the embassy of administrative burdens.

The embassy has been traditionally difficult to staff. Irrespective of the fact that the perception of the mission's limitations will always restrict the number of bidders to relatively junior, therefore, inexperienced officers, some American personnel have not proven effective regardless of grade. The current American staff is slowly recovering from a period of bad management operations, including personal property records not maintained, a mismanaged warehouse, and procurement actions improperly performed.

Having an unnecessary and cumbersome organizational structure hampers effective operations and accountability. The administrative functions of this small embassy are split between coequals: a management/consular officer who supervises four FSNs, and an information management officer/general services officer who supervises seven, both officers reporting to the DCM. This arrangement was made at the recommendation of the Department to address a personnel problem that no longer exists. Even though both incumbents are content with the present arrangement, it is at best inefficient and weakens internal controls, and at worst, de facto makes the DCM the management officer of the embassy. Furthermore, due to the small size of the mission, the FSNs have overlapping duties that do not neatly fit into one supervisory chain or another, thereby, weakening internal controls and adding an unnecessary layer of communication.

**Recommendation 3:** Embassy Bandar Seri Begawan should designate the management officer as the supervisor and rating officer of the general services officer. (Action: Embassy Bandar Seri Begawan)

## Foreign Service Nationals and Computer Aided Job Evaluation

At the urging of embassy management, the FSNs have a nascent employee organization that has not yet formally elected a board. OIG met with the organizing committee and learned that, in the opinion of most FSNs, the U.S. government is a fair and equitable employer but that previous managers had left confusion as to embassy employment and hiring practices. Most expressed contentment with the current management team. The embassy published an excellent and comprehensive FSN Handbook in December 2004.

The embassy has implemented the computer aided job evaluation system resulting in upgrades in two security positions based on position descriptions and duties as they existed last year. The FSNs found the process mystifying but accepted it as being inherently better than the previous method. However, from the time of the initial classification, significant changes were made to two positions that are currently being regraded. This process is more complicated at this embassy because so many duties are intertwined that any one change creates a daisy chain of other changes.

## Regionalization

Embassy Bandar Seri Begawan operates on the same 20th century model as our largest missions - providing almost full services with no economies of scale - in a 21st century world of rapid communications. The embassy receives regional financial support from Embassy Singapore and human resources support from Embassy Bangkok. The successful, albeit limited, use of regional resources demonstrates that this post is a prime candidate to move as many administrative operations offshore as possible. Embassies Singapore and Bangkok (already regional centers) are within a two-hour flight with excellent air service and have excellent staffs that can assume a greater share of the administrative functions of this post. Surface shipping from Singapore takes three days port-to-port, a trip faster than airfreight between many other U.S. embassies.

A support staff of three Americans in a mission of six total direct-hire American positions is not an economical use of resources. Any addition to the American staff requires additional support creating a vicious circle of requirements of housing, maintenance, office space, travel funds, and inventory management with an increased FSN staff to manage these bureaucratic requirements. Meanwhile, the larger regional centers, where significant efficiencies of scale exist, are forced to compete for tight financial and human resources.

A large number of administrative activities could easily be provided by a regional center, most logically Embassy Singapore. For example:

- Embassy Singapore currently provides full funds management, accounting, and certifying services. It could assume all budgeting, leaving Embassy Bandar Seri Begawan with petty cash operations only;
- Embassy Bandar Seri Begawan could join the International Cooperative Administrative Support Services furniture pool of Embassy Singapore and eliminate the need to order and store items locally;
- Embassy Singapore could perform all leasing, ordering, and contracting with Bandar Seri Begawan performing receiving and contracting officer's representative functions;
- Embassy Singapore could maintain all personal property records with Embassy Bandar Seri Begawan reporting receipt, changes, and disposal;
- Embassy Bangkok could continue to provide human resources services, and could assume the EEO counselor and Federal Women's Program coordinator duties; and
- Classified communications systems could be shifted from the post.

**Recommendation 4:** The Bureau of East Asian and Pacific Affairs, in coordination with Embassy Bangkok and Embassy Singapore, should transfer the administrative operations described in this report from Embassy Bandar Seri Begawan to regional centers. (Action: EAP, in coordination with Embassies Bangkok and Singapore)



**Recommendation 5:** Embassy Bandar Seri Begawan, in coordination with the Bureau of Overseas Buildings Operations and the Bureau of Diplomatic Security, should request and the Department should approve leasing the fourth floor in exchange for the fifth floor of the building occupied by the chancery. (Action: Embassy Bandar Seri Begawan, in coordination with OBO and DS)

The Department has added this post to the list of locations designated for a new embassy compound. However, funding is not guaranteed, and in any event occupancy would not occur until 2010 or later. The Department has hired a real estate professional in the hopes of identifying a site with a building that could be finished out as a chancery. But, all the sites identified so far have failed to meet security setback standards. The Brunei government has developed a diplomatic enclave and offered a site to the embassy that is unacceptable. It is possible that an attractive site can be identified, but the Bruneian bureaucracy is slow to move. The Department estimates that a new embassy compound would cost \$30 to \$40 million to build; a sum difficult to justify given the size and relative importance of this mission. If the Department implements the rightsizing recommendations contained in this report, the scope of the mission could be reduced with commensurate savings in construction costs.

## Information Management and Information Security

Embassy Bandar Seri Begawan's information management and information security program generally meets the needs of its approximately 30 authorized users in most areas. However, OIG found the embassy lacks written incident reporting procedures. OIG left informal recommendations to establish a local configuration control board and to update the radio inventories and the public diplomacy web site.

### Information Management

Embassy Bandar Seri Begawan participates in new Department programs such as the site certification and accreditation process. The embassy completed a site security plan, a contingency plan, and plans of action and milestones for its sensitive-but-unclassified and classified systems. However, the site certification and accreditation procedure has changed. As required in 2004 STATE 189855 Embassy Bandar Seri Begawan should report its current plans of action and milestones status into the Department's automated reporting tool, State Automated Federal



Information Security Management Act Reporting Environment (SAFIRE). SAFIRE will improve the Department's reporting to the Office of Management and Budget and track the embassy's plans of action and milestones and self-assessments.

**Recommendation 6:** Embassy Bandar Seri Begawan should use the State Automated Federal Information Security Management Act Reporting Environment tool to record the results of their plans of action and milestones and self-assessments to the Department. (Action: Embassy Bandar Seri Begawan)

### Information System Security

Embassy Bandar Seri Begawan information management office lacks written incident reporting procedures as required by Department policy 12 FAM 622.1-9 (b) and 12 FAM 632.1-7 (a). The information management officer has not had time to develop these procedures that are used for reporting security breaches of post systems. Abnormal operations can indicate inappropriate use of U.S. government systems, which can create risk of compromising Department systems.

**Recommendation 7:** Embassy Bandar Seri Begawan should develop written incident reporting procedures to ensure that information system security and regional security officers are aware of abnormal system operations. (Action: Embassy Bandar Seri Begawan)

Embassy Bandar Seri Begawan's software security patch management status is incorrectly reported by the Department's automated system. The Department's reports show the embassy's system management server as red even though Embassy Bandar Seri Begawan has installed all required patches. Inadequate or incorrect data on the implementation of patches provides an erroneous view of network vulnerabilities. During OIG's inspection, the information management officer opened a trouble ticket with the Department's information center to notify the center of the problem.



**Recommendation 8:** Embassy Bandar Seri Begawan should dispose of all excess property in the warehouse and create a baseline by completing an inventory of all items in the warehouse and creating records in accordance with Department regulations. (Action: Embassy Bandar Seri Begawan)

**Recommendation 9:** Embassy Bandar Seri Begawan should provide procurement training to the procurement clerk. (Action: Embassy Bandar Seri Begawan)

**Recommendation 10:** Embassy Bandar Seri Begawan should comply with the Department's acquisition regulations. (Action: Embassy Bandar Seri Begawan)

## Consular Section Controls

Management controls for accountable supplies and consular equipment are in place. NIV records have not been destroyed or archived since 1992, and the consular officer is unaware of the existence of any category one files. The consular officer and FSN were given written guidelines to destroy or send old records to the United States for archival. The officer was also instructed how to get information from the Department on the existence of any category one files for Brunei. To send files for archiving as soon as possible, OIG suggested that consular public hours be shortened to a half day per week until management and consular files are appropriately culled and the new consular assistant completes the appropriate consular training courses.

## Separation of Duties

There is a potential vulnerability in the NIV process. The Class B consular cashier currently provides backup for the consular/management FSN. However, this does not provide the required separation of duties for sound management controls. Normally, the cashier only collects the fees and the consular/management FSN does data entry, printing, and passport return. In the absence of the consular FSN, the Class B cashier would be responsible for all parts of the visa process except adjudication. The assignment of an appropriate consular support FSN should provide sufficient separation of duties.

**Recommendation 11:** Embassy Bandar Seri Begawan should designate the former consular Foreign Service national, now the unclassified systems administrator, as support to the consular Foreign Service national. (Action: Embassy Bandar Seri Begawan)

There is no line-of-sight supervision once the officer returns to her office. Consular supervision requires that the officer spend more time away from her desk, which does not allow her to efficiently complete her other duties. There is no real remedy for this problem even with increased visits by the officer. A locked Dutch-styled half door limits but does not totally restrict consular office access by other members of the mission. (See Consular Affairs Section)



## QUALITY OF LIFE

### Community Liaison Office Coordinator

Embassy Bandar Seri Begawan appointed the regional security officer's office management specialist as a part-time (ten hours a week) community liaison office coordinator. There are six American officers and one family member at the post. There are no children of school age at the post. Embassy Bandar Seri Begawan does not have the American staff level that justifies the appointment of a community liaison office coordinator, nor does the recently appointed coordinator meet the criteria as outlined in 2 FAM 113.10-3.

**Recommendation 12:** Post should rescind the recent appointment of the part-time community liaison office coordinator immediately. (Action: Embassy Bandar Seri Begawan)

### Equal Employment Opportunity and the Federal Women's Program

The Ambassador and DCM have indicated their personal commitment to ensuring an EEO workplace. For example, the FSN employee handbook contains explicit and well-written chapters on equality in the workplace and the embassy's policy against sexual harassment. The EEO counselor also held a meeting to explain and discuss sexual harassment shortly after receiving regional EEO training. However, with only six direct-hire Americans (three are female), other than passing out relevant literature, OIG believes that everyone is too close socially and professionally to provide the required objectivity necessary in the EEO process. In sum, this mission is too small to support an effective EEO/Federal Women's Program coordinator program. In a recent example observed by OIG, a political representation event hosted by the Ambassador for leading Bruneian women generated misunderstandings among staff members, some who thought they should have been, but were not, included. Neither the EEO counselor nor the Federal Women's Program coordinator raised the issue with the front office. Had the Ambassador or

DCM been made aware of the misunderstandings, they could have explained the purpose of the event in the country team meeting and set to rest any misunderstandings.

**Recommendation 13:** Embassy Bandar Seri Begawan, in coordination with the Office of Civil Rights, should establish coordinated equal employment opportunity counselor and federal women's program coordinator programs with a larger regional post for the provision of personnel counseling and maintaining rapport without restraint or fear of reprisal and with an expectation of confidentiality. (Action: Embassy Bandar Seri Begawan, in coordination with S/OCR)

## FORMAL RECOMMENDATIONS

**Recommendation 1:** The Bureau of East Asian and Pacific Affairs should conduct a baseline examination of the tasks currently performed by Embassy Bandar Seri Begawan to determine which tasks, to include the nonimmigrant visa services and classified information services, could be eliminated or moved to regional sites and reduce staff accordingly. (Action: EAP in coordination with M/P, M/R, CA, IRM, and Embassy Bandar Seri Begawan)

**Recommendation 2:** The Bureau of East Asian and Pacific Affairs, in coordination with the Bureau of Consular Affairs, should transfer the nonimmigrant visa processing function from Embassy Bandar Seri Begawan to Embassy Singapore. (Action: Embassy Bandar Seri Begawan, in coordination with CA, EAP/EX, and Embassy Singapore)

**Recommendation 3:** Embassy Bandar Seri Begawan should designate the management officer as the supervisor and rating officer of the general services officer. (Action: Embassy Bandar Seri Begawan)

**Recommendation 4:** The Bureau of East Asian and Pacific Affairs, in coordination with Embassy Bangkok and Embassy Singapore, should transfer the administrative operations described in this report from Embassy Bandar Seri Begawan to regional centers. (Action: EAP, in coordination with Embassies Bangkok and Singapore)

**Recommendation 5:** Embassy Bandar Seri Begawan, in coordination with the Bureau of Overseas Buildings Operations and the Bureau of Diplomatic Security, should request and the Department should approve leasing the fourth floor in exchange for the fifth floor of the building occupied by the chancery. (Action: Embassy Bandar Seri Begawan, in coordination with OBO and DS)

**Recommendation 6:** Embassy Bandar Seri Begawan should use the State Automated Federal Information Security Management Act Reporting Environment tool to record the results of their plans of action and milestones and self-assessments to the Department. (Action: Embassy Bandar Seri Begawan)



**Recommendation 7:** Embassy Bandar Seri Begawan should develop written incident reporting procedures to ensure that information system security and regional security officers are aware of abnormal system operations. (Action: Embassy Bandar Seri Begawan)

**Recommendation 8:** Embassy Bandar Seri Begawan should dispose of all excess property in the warehouse and create a baseline by completing an inventory of all items in the warehouse and creating records in accordance with Department regulations. (Action: Embassy Bandar Seri Begawan)

**Recommendation 9:** Embassy Bandar Seri Begawan should provide procurement training to the procurement clerk. (Action: Embassy Bandar Seri Begawan)

**Recommendation 10:** Embassy Bandar Seri Begawan should comply with the Department's acquisition regulations. (Action: Embassy Bandar Seri Begawan)

**Recommendation 11:** Embassy Bandar Seri Begawan should designate the former consular Foreign Service national, now the unclassified systems administrator, as support to the consular Foreign Service national. (Action: Embassy Bandar Seri Begawan)

**Recommendation 12:** Post should rescind the recent appointment of the part-time community liaison office coordinator immediately. (Action: Embassy Bandar Seri Begawan)

**Recommendation 13:** Embassy Bandar Seri Begawan, in coordination with the Office of Civil Rights, should establish coordinated equal employment opportunity counselor and federal women's program coordinator programs with a larger regional post for the provision of personnel counseling and maintaining rapport without restraint or fear of reprisal and with an expectation of confidentiality. (Action: Embassy Bandar Seri Begawan, in coordination with S/OCR)

## INFORMAL RECOMMENDATIONS

Informal recommendations cover operational matters not requiring action by organizations outside the inspected unit and/or the parent regional bureau. Informal recommendations will not be subject to the OIG compliance process. However, any subsequent OIG inspection or on-site compliance review will assess the mission's progress in implementing the informal recommendations.

### *Public Diplomacy*

The embassy identified public diplomacy tactics that support strategies in one of the five MPP goal papers dedicated to international public opinion.

**Informal Recommendation 1:** Embassy Bandar Seri Begawan should insert public diplomacy in other tactics (activities) in support of performance goal papers at the next Mission Performance Plan review.

EAP/PD's investment in this SEP post has been well rewarded with a fully engaged front office and a professionally prepared education/cultural affairs advisor.

**Informal Recommendation 2:** Embassy Bandar Seri Begawan should encourage, support, and initially host the establishment of a Bruneian-American Educational Alumni Association.

The embassy web site, last revised in January 2004, is the window to the United States in Brunei. Post's public diplomacy web site is not compliant with 5 FAM 776.

**Informal Recommendation 3:** Embassy Bandar Seri Begawan should shift the responsibility for content maintenance of the web site to the education and cultural advisor.

Contact database management is critical to public diplomacy programming.

**Informal Recommendation 4:** Embassy Bandar Seri Begawan should establish one mission-wide contact database management program under the responsibility of the education and cultural advisor.

### *Consular Affairs*

A newly hired sole consular/management assistant, with less than two months consular experience, needs formal NIV and American citizens services training.

**Informal Recommendation 5:** Embassy Bandar Seri Begawan should ensure that the new consular Foreign Service national successfully completes the nonimmigrant visa, visa ineligibility, and all parts of the American citizens services correspondence courses online within the next year.

### *Law Enforcement*

OIG recognizes that this is a SEP post and coordination with Bruneian law enforcement on counterterrorism matters has been excellent.

**Informal Recommendation 6:** Embassy Bandar Seri Begawan should include the consular officer in law enforcement coordination meetings.

### *Resource Management*

The embassy has not fully complied with all the occupational health and safety requirements.

**Informal Recommendation 7:** Embassy Bandar Seri Begawan should request that the regional facilities maintenance manager correct deficiencies during his next visit to post.

**Informal Recommendation 8:** Embassy Bandar Seri Begawan should hang all fire extinguishers and conduct and record inspections.

The embassy FSN compensation plan includes a parking allowance. The allowance is being handled on a reimbursement basis, but allowances are usually paid through the payroll system.

**Informal Recommendation 9:** Embassy Bandar Seri Begawan should request clarification from the Bureau of Human Resources regarding the correct method of processing the parking allowance.

The embassy warehouse has inadequate fire extinguishers.

**Informal Recommendation 10:** Embassy Bandar Seri Begawan should install appropriate fire extinguishers in the warehouse.

*Information Management*

Embassy Bandar Seri Begawan has not established a local configuration control board (CCB) and procedures for its operation as required by 5 FAM 860.

**Informal Recommendation 11:** Embassy Bandar Seri Begawan should create a local configuration control board and procedures for its operation.

Post's radio inventory revealed two radios listed on the inventory that could not be located and found two radios not accounted for on the inventory.

**Informal Recommendation 12:** Embassy Bandar Seri Begawan should update its radio inventory.

**Informal Recommendation 13:** Embassy Bandar Seri Begawan should convene a Property Survey Board in accordance with Department regulations.



PRINCIPAL OFFICIALS

	<b>Name</b>	<b>Arrival Date</b>
Ambassador	Gene Christy	01/03
Deputy Chief of Mission	Jeff Hawkins	10/04
Chiefs of Sections:		
Consular	Christa Dupuis	10/04
General Services/IMO	Harry Clark	07/04
Management	Christa Dupuis	10/04
Regional Security	Judy Clark	06/04
Other Agencies: (Resident in Singapore)		
Department of Defense	Col. John Bordwell	07/02
Drug Enforcement Administration	Stephen T. Marchini	03/02
Legal Attaché	Christopher Reimann	07/02
Office of Defense Cooperation	Col. K. Gary Finchum	08/04
U.S. & Foreign Commercial Service	George Ruffner	08/02
U.S. Immigration and Customs Enforcement	Matthew H. King	01/03



## ABBREVIATIONS

COM	Chief of Mission
DCM	Deputy Chief of Mission
EAP	Bureau of East Asian and Pacific Affairs
EAP/PD	Office of Public Diplomacy, EAP
EEO	Equal Employment Opportunity
FSN	Foreign Service national
MPP	Mission Performance Plan
NEC	New embassy compound
NIV	Nonimmigrant visa
OIG	Office of Inspector General
SAFIRE	State Automated Federal Information Security Management Act Reporting Environment
SEP	Special embassy program