

~~SENSITIVE BUT UNCLASSIFIED~~

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

# Report of Inspection

## Embassy Singapore

Report Number ISP-I-05-18A, July 2005

### ~~IMPORTANT NOTICE~~

~~This report is intended solely for the official use of the Department of State or the Broadcasting Board of Governors, or any agency or organization receiving a copy directly from the Office of Inspector General. No secondary distribution may be made, in whole or in part, outside the Department of State or the Broadcasting Board of Governors, by them or by other agencies or organizations, without prior authorization by the Inspector General. Public availability of the document will be determined by the Inspector General under the U.S. Code, 5 U.S.C. 552. Improper disclosure of this report may result in criminal, civil, or administrative penalties.~~

~~SENSITIVE BUT UNCLASSIFIED~~

TABLE OF CONTENTS

KEY JUDGMENTS ..... 1

CONTEXT ..... 3

EXECUTIVE DIRECTION ..... 7

    Country Team and Interagency Relations ..... 7

    Leadership ..... 8

    Mission Performance Plan Process ..... 10

    Rightsizing ..... 10

POLICY AND PROGRAM IMPLEMENTATION ..... 13

    Public Diplomacy ..... 13

    Economic and Political Affairs ..... 16

    Consular Affairs ..... 19

    Law Enforcement Coordination ..... 25

RESOURCE MANAGEMENT ..... 27

QUALITY OF LIFE ..... 41

MANAGEMENT CONTROLS ..... 43

FORMAL RECOMMENDATIONS ..... 45

INFORMAL RECOMMENDATIONS ..... 47

PRINCIPAL OFFICIALS ..... 55

ABBREVIATIONS ..... 57

## KEY JUDGMENTS

- Embassy Singapore is effectively led by an Ambassador and deputy chief of mission (DCM) who work fluidly together to ensure that every aspect of U.S. interests in this country is coordinated and carried out in accordance with the key goals and objectives.
- Embassy Singapore is an important regional platform for the interests of the United States in the Southeast Asian region. The sheer volume and complexity of this regional work outweighs the important though small bilateral dimension of the workload.
- The combination of the use of Embassy Singapore as a regional platform by other agencies and the limitations of the NSDD-38<sup>1</sup> process have resulted in management complexities and increased cost to the Department of State (Department) which jumps to 62 percent of all ICASS costs at the embassy.
- The Department of Defense military commands and programs, active in Singapore, while not under chief of mission (COM) control, have an impact on a number of issues related to force protection, privileges and immunities, and policy implementation.
- Embassy Singapore's Office of Public Affairs (OPA) conducts robust and model public diplomacy programs but has been slow in overall consolidation into mission-wide programs.
- OPA has made major inroads to younger, broader, and deeper audiences, and to the small but significant Muslim audiences through its "American Connections" outreach program.

---

<sup>1</sup>National Security Decision Directive 38, Staffing at Diplomatic Missions and Their Constituent Posts, issued on June 2, 1982, assigns ambassadors the authority and responsibility to determine the appropriate size, composition, and mandate of all staffing operating under their authority.

- The consular section in Singapore is a well-run and efficient operation that courteously provides a full range of appropriate services. The section could take better advantage of timesavings available through expanded use of the electronic visa application form.
- The innovative and unique consular outreach predeparture orientation seminar for U.S. bound students resulted in increased recruitment by U.S. universities, making the United States the second destination after Australia for Singaporean students.
- The embassy's workplace and quality of life questionnaire scores are among the highest recorded by the Office of Inspector General (OIG). OIG verified that the scores were warranted and that the management section deserved high praise for maintaining exceptional levels of service.
- The DCM, at the direction of the Ambassador, responded immediately to the OIG report, establishing an embassy response cell that marked progress on every recommendation prior to OIG's departure from the region and return to Washington.

The inspection took place in Washington, DC, between January 6 and January 28, 2005, and in Singapore between February 3 and February 24, 2005. Ambassador Eileen A. Malloy (team leader), James Dandridge (deputy team leader), Anthony Carbone, Bohdan Dmytrewycz, Richard English, Ruth McIlwain, Kristene McMinn, Maria Philip, and Janis Scorpio conducted the management inspection.

## CONTEXT



Singapore's policy importance for the United States is far in excess of the tiny spot it occupies on the globe. The nation is an island city-state of about 4.1 million citizens. With a population that is approximately 77 percent ethnic Chinese, Singapore has been depicted as "the Chinese pearl squeezed between two Muslim dragons"--a poetic but pointed allusion to Singapore's populous, predominantly Islamic and nationalistic neighbors, and partners in the Association of

Southeast Asian Nations (ASEAN), Indonesia, and Malaysia. Singapore's national security interests and foreign policy orientation reflect that geo-strategic reality. Singapore lacks natural resources, strategic depth, and the ability to field a large military force. Singapore's leaders have accordingly sought to build stabilizing regional associations, to assign paramount importance to trading and economic relationships that bring rising prosperity to all, and to seek outside partners that can provide strategic stability and a counterbalancing weight to the region. Singapore's oracle, Minister Mentor Lee Kuan Yew, has consistently articulated the case for the United States to play such a role through sustained regional military, political, and economic involvement.

The United States has a large and growing stake in Singapore, despite the absence of formal treaty ties, a tradition of common endeavors, or warm cultural associations. The primary importance of Singapore to the United States rests in its strategic location astride some of the world's busiest and most crucial sea-lanes. A developed and thoroughly high-tech society, Singapore is an engine for regional economic development, a center for financial transactions, and a hub for international air and shipping routes. Singapore's voice is heard and heeded by the region's political leaders and economic decision makers. Singapore's leaders have taken a



*Embassy Singapore*

key, if quiet, role in working out solutions on a wide array of regional issues. The Singapore government's specialized knowledge and informed counsel have made valuable contributions to U.S. policy, most recently in our efforts to combat global terrorism.

Singapore's contributions to U.S. objectives in the region proceed from a complementary set of interests and perspectives. Singapore has substantially upgraded logistic support for U.S. naval operations, particularly as they pertain to our military operations in Afghanistan and Iraq, intensified military-to-military cooperation, and sought to induce U.S. aircraft carriers to call at an upgraded naval facility on the island. Singapore has also provided forces for Coalition activities in Iraq and Afghanistan. The Singaporean leadership has worked closely with U.S. counterparts in the Asia-Pacific Economic Cooperation and the ASEAN Regional Forum.

Singapore is the eleventh largest export market for U.S. goods, the base for some 1,500 U.S. companies, most with regional orientation, and the home for about 15,000 American citizens. The U.S. Foreign Commercial Service (FCS) and the Foreign Agricultural Service are represented in Singapore; both anticipate that American exports to Singapore will remain strong, particularly with the greater market access provided by the U.S.-Singapore Free Trade Agreement that came into force on January 1, 2004.

Precisely because of Singapore's high-tech environment, modern communications, and ease of transportation, drug trafficking, money laundering, alien smuggling, false labeling, intellectual property theft, computer crimes, and transshipment of fraudulently documented sensitive technologies and weapons systems loom as major issues for both Singaporean and U.S. law enforcement agencies. Bilateral cooperation in this area has improved considerably, especially since September 11, 2001, although Singapore still remains concerned with safeguarding its free port status. A major U.S. policy objective is to expand such cooperation in the common interest. Hence, law enforcement agencies are strongly represented at the embassy. The Federal Bureau of Investigation, Drug Enforcement Administration, and the Department of Homeland Security's Immigration and Customs Enforcement (DHS/ICE) conduct joint investigative activities with Singaporean counterparts; ICE also focuses on the detection and deterrence of smuggling of illegal migrants; the Federal Aviation Administration and the Transportation Security Administration (TSA) work with Singaporean counterparts against terrorism and to ensure air safety.

Bilateral relations overall are perhaps the best ever. Principal irritants -- now largely subsided -- have arisen from sharply differing national ideas about the shape of a modern democratic society and the role of the press and the opposition. As a former colony, Singapore is still very protective of its sovereignty. This limits its willingness to make binding commitments that it believes would be an infringement. American publications and journalists in Singapore are still under certain reporting and circulation constraints, and foreign publications have been sued for defamation. All this requires constant attention to manage, and the possibility is ever present of public flare-ups over minor incidents touching upon Singapore's self-image.

Embassy Singapore is a medium-sized post with 127 American permanent positions and 133 locally employed staff (LES) positions representing 11 agencies and departments of the federal government. The post administers almost 15 million dollars in operating funds. In addition there are several Department of Defense operations on two Singaporean military facilities, most of which are operating under the authority of the Commander, U.S. Pacific Command.





## EXECUTIVE DIRECTION

### COUNTRY TEAM AND INTERAGENCY RELATIONS

Embassy Singapore is an important platform for the interests of the United States in the Southeast Asian region. The sheer volume and complexity of this regional work outweighs the important though small bilateral dimension of the workload. Eleven U.S. government federal agencies representing six cabinet departments (Agriculture, Commerce, Defense, Homeland Security, Justice, and the Department) are housed at the embassy with an additional cabinet department (Transportation) housed at the international airport. The Department of Homeland Security representation includes ICE, TSA, Customs and Border Protection's Container Security Initiative, and the U.S. Coast Guard's Safe Port Initiative. The Department of Defense has two elements under COM control - the Defense attaché's office and the Office of Defense Cooperation.

There are also Department of Defense military commands and programs active in Singapore that do not come under COM control but that can have an impact on a number of issues related to force protection, privileges and immunities, and policy implementation. These would include the 497th Combat Training Squadron; Commander, Logistics Group, Western Pacific; Defense Contract Management Center; Naval Oceanographic Agency; Naval Criminal Investigative Service; Military Sealift Command; and Naval Regional Contracting Center. The resident commanders of these military entities attend a monthly political/military meeting with the Ambassador, DCM, and economic and political counselor to coordinate crosscutting issues and to discuss policy developments in the region. All of the other agencies and most of the military commands have an area of responsibility that extends far beyond the boundaries of Singapore. Some extend from South Asia well into the South Pacific, involving extensive travel away from Singapore by the action officers and causing gaps in coverage of their Singapore offices.

The bilateral component of Embassy Singapore's work is complicated by the Government of Singapore's (GOS) reluctance to enter into international agreements -- there is no Status of Forces Agreement with Singapore nor has the GOS signed the Vienna Convention on Diplomatic Relations. In addition, due to

Singapore's small size, the GOS has instituted measures to limit the size of foreign embassies and to restrict privileges and immunities enjoyed by administrative and technical (A&T) employees, resulting in potentially serious morale issues within the embassy.

## LEADERSHIP

Embassy Singapore is led by an Ambassador and DCM who work fluidly together to ensure that every aspect of the U.S. interest in this country is coordinated and carried out in accordance with the U.S. government's key goals and objectives. Both the Ambassador and the DCM get rave reviews from other agency senior representatives, one of whom characterized this embassy as "the best embassy I have seen in terms of relationships." The Ambassador, an experienced noncareer appointee with extensive federal service, is a strong leader with a high degree of intellectual curiosity who wants to be kept well-briefed by all agencies, and yet lets people do their jobs without micromanaging. His prime focus is on trade promotion where he is exceedingly active and supportive of the American business community, on defense issues, and on public diplomacy. He has spurred the public affairs section to take a more proactive approach to its mission. For example, he has supported the initiation of an excellent outreach program to Singapore's Muslim community. He has been energetic in raising the profile of the United States in the local community and quick to capitalize on visits to Singapore of U.S. military, political, or cultural figures as vehicles for promotion of U.S. policy messages. For example, he orchestrated media coverage of the Singapore visit of the USS Abraham Lincoln, en route home from helping Indonesians recover from the tsunami of December 26, 2004, to emphasize the humanitarian assistance program of the U.S. government.

The Ambassador makes a huge effort to get to know each staff member and to demonstrate in concrete ways that he cares about morale. He hosts a welcome barbeque for new staff, has each new employee call upon him when they report for duty, hosts all award and retirement ceremonies, and also has employees call on him before they leave their employment with the embassy to discuss what the embassy could do better to meet its goals. Staff members praise his accessibility and his sincerity. His efforts have paid dividends with Embassy Singapore becoming what one employee characterized as the "highest morale embassy at which I've

served." He exhibits a strong commitment to both the letter and the spirit of the U.S. government's equal employment opportunity goals. His active involvement with the (b)(2)(b)(6) and his family-friendly approach to the embassy's work has earned him the respect and appreciation of embassy employees.

The DCM, who arrived at the embassy only six months ago to replace a highly-respected DCM, has wisely chosen to spend this initial period learning how the embassy functions, where its pluses and minuses are located, who has strong potential, and who needs to put in more effort. She is now well positioned to tackle areas needing some stimulus and change in order to bring the operation of this embassy to the highest standards. She won the Foreign Service national (FSN) staff over early on in her tenure by making a point of inviting each section's members to her home for lunch in order to hear their views about the embassy.

The DCM chairs the embassy's bimonthly law enforcement working group, designated as the Law Enforcement Council (LEC), where she does an excellent job coordinating the programmatic activities of the many law enforcement agencies represented in Singapore. All participants confirm that the DCM is a natural leader who runs a high value and effective meeting where she allows all participants to voice their views, and mediates, as needed, between conflicting options.

The DCM enthusiastically carries out oversight of the embassy's program to train and mentor untenured officers. She is serious in her approach to this important responsibility, conducting regular one-on-one evaluation reviews with these officers and attending the Ambassador's brown bag lunch sessions. Owing to her personal intervention, the untenured specialists were added to this program in recent months. OIG found that the untenured officers (both the generalists and the specialists) were uniformly positive in their description of the DCM's efforts to help them navigate the shoals of the Foreign Service. Morale among this group is quite high.

Upon OIG's departure, the Ambassador directed that the DCM establish an embassy mechanism for immediate compliance with OIG's recommendations. The DCM forwarded the first report to OIG at its new inspection site within two working days after departure from the mission. The majority of the recommendations were in advanced stages of compliance. The DCM reported compliance or near-compliance with all four formal recommendations and 29 informal recommendations prior to OIG's departure from the region and return to Washington.

## MISSION PERFORMANCE PLAN PROCESS

The process of identifying the embassy's key goals and priorities is well orchestrated by the Ambassador and DCM. The embassy conducts an off-site meeting attended by heads of agencies, key Department officers, and entry-level officers. At this meeting the Ambassador and DCM host a wide-ranging discussion of the key goals and objectives of the United States in this region and how best this particular embassy can contribute to them. This in depth examination helps the group crystallize the key goals for inclusion in the Mission Performance Plan (MPP). When the new DCM arrived in the summer of 2004, she conducted an MPP review meeting with heads of agencies that served both as a general introductory briefing for her and also as a chance for the embassy to take stock of its progress on MPP milestones.

While the MPP captures accurately this embassy's key goals and objectives, it has not been as successful in articulating the important role the public diplomacy function should play in the achievement of each of these goals. This is an issue that will be more broadly discussed in the public diplomacy section below. It also does not tie these important goals and objectives to the resources that will need to be added to the embassy in order to achieve the goals, particularly in the Prevention and Response to Terrorism and Law Enforcement and Judicial Systems papers.

## RIGHTSIZING

Embassy Singapore is an attractive base for regional operations; therefore it is home to a large number of agencies and personnel far in excess of those needed to conduct bilateral relations. All the strengths that draw a large expatriate business community also apply to U.S. government employees: a central location, strong infrastructure, and excellent quality of life. Even though the embassy has done a credible job in identifying goals and objectives in its MPP, it suffers from three basic problems managing staff increases:

1. The timing of other agency requests is unpredictable, making judgments on the merits of one request over another problematic.
2. Singapore's attractiveness is both a curse and a blessing. There are regional operations in the embassy that could probably be better performed at other locations, but either political, security, or office space limitations preclude a permanent presence at those embassies. By comparison, the quality of life,

adequate office space, and sufficient International Cooperative Administrative Support Services (ICASS) funds in this embassy have not been a constraint, making an unconditional approval relatively easy.

3. The GOS has established strict parameters regarding the size of staff, number of vehicles that can be registered to operate in Singapore, and privileges (see the section on reciprocity below) that have not yet, but could adversely affect operational efficiency and morale. Moreover, Singapore has neither acceded to the Vienna Convention on Diplomatic Relations, nor agreed to a framework agreement on the status of the U.S. military presence on the island. The lack of either creates confusion within the U.S. bureaucracy and requires careful coordination between the embassy and the military facilities regarding the responsibilities of the COM and the military commanders.

Even though the mix has changed with an increasing proportion of employees of the law enforcement and border security agencies and decreasing FCS, Internal Revenue Service, and Foreign Agricultural Service representation, the embassy's American staff is no larger than it was ten years ago. However, U.S. government presence on this small island has grown dramatically as elements of the Department of Defense and Department of Homeland Security U.S. Coast Guard have been established on two Singaporean military facilities. The growth of the embassy and the military facilities is likely to continue. Coordination on the growth of the military facilities and in the embassy has been minimal and at least on one occasion has created confusion over jurisdiction between the military commander and the COM. The tools to manage growth are weak, but the embassy has not made full use of the NSDD-38 process to ensure that administrative resources and constraints are adequately addressed. The embassy concurred with OIG's informal recommendation that they initiate a long-range pre-NSDD-38 review process to develop sufficient information for the Ambassador's consideration.

Currently, this embassy is a well-managed and well-funded organization with adequate resources. Recent experience demonstrated how the amicable relationships among agencies could be damaged when agencies compete for prime office space in the chancery. Also, pressure on the Department to support the overall embassy will mount as noted by the proposed addition of a Department-funded assistant regional security officer (a position not funded by ICASS) to support an expanding embassy and growing pressure to have an American human resources (HR) officer. Continued unmitigated growth could easily create problems as more demands are made on inflexible office space and staff members make objectionable comparisons of privileges accorded staff of various agencies. This could damage

morale. The Department pays 62 percent of the ICASS bill, but it is expected that for the foreseeable future, the Department will face lean budgetary years. Continued growth without the Department being able to pay its disproportional share eventually will entail reduced services.

## POLICY AND PROGRAM IMPLEMENTATION

### PUBLIC DIPLOMACY<sup>2</sup>

Embassy Singapore's OPA conducts robust model public diplomacy programs but has been slow to consolidate into the overall mission's programs. This has been due in large part to reluctance on the part of an earlier public affairs officer (PAO) to integrate fully the valuable OPA resources institutionally within the embassy's programs. This is an anomaly because there is frequent ad hoc coordination of programs among sections within the embassy. The current temporary duty (TDY) PAO has made major changes in communicating and coordinating with the front office in a relatively short period of time and has made significant contributions to accelerate consolidation. The OPA consists of four sections and a total of nine employees; there are two Foreign Service officers and seven FSNs. The current PAO is on a 90-day TDY assignment and the assistant cultural affairs officer is a Bahasa-language trained first-tour entry-level officer who devotes 30 percent of her assignment to the combined economic and political section. The seven FSNs are of the highest professional quality and demonstrate exceptional capabilities and devotion to their assignments. The total FY 2005 going rate budget total is \$496,969. This represents a generous \$25,000 increase due to reallocation of public diplomacy resources although there was a \$5000 reduction due to financial plan adjustment.

OIG informally recommended that the embassy continue to coordinate with the Bureau of East Asian and Pacific Affairs/Public Diplomacy to provide another TDY PAO until the assignment of the next PAO in the summer of 2005.

---

<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.

## Planning Assessment and Coordination

Although the embassy has included public diplomacy products and programs throughout the MPP in support of FY 2006 MPP goals, the mission has paid insufficient attention to the execution of these programs outside of the OPA. On the other hand, the full range of public diplomacy programs and products support the FY 2006 Singapore MPP "Mutual Understanding" goal. The embassy has put special emphasis on planning outreach programs to include the small (14 percent) but important Malay/Muslim community, as discussed below. Emphasis has also been placed on the availability of the Ambassador to promote the message of open markets and the benefits to be derived from the now one-year-old Free Trade Agreement (FTA) with Singapore.

Coordination between OPA and other elements of the embassy, including the economic-political section, consular section, and other agencies is on an ad hoc basis. The PAO and assistant cultural affairs officer meet biweekly with the Ambassador and the DCM in addition to the PAO's attendance at the Country Team meeting. OIG informally recommended that the PAO increase front office coordination and that OPA attend office meetings of other sections on a regular basis. Not only will this enhance coordination but it will also accelerate total consolidation of OPA into the embassy.

OPA continues to use Paradox 7 for its Distribution Record System. This system was developed in the former U.S. Information Agency and served that agency's purposes for maintaining a contact database management system. Nevertheless, Paradox 7 has limited capabilities for efficient embassy-wide contact database management. OIG informally recommended that OPA review the Department's eDiplomacy published study of contact database management information program for better embassy-wide use.

## Information and Advocacy

Singapore has a sophisticated media community of nine major dailies (three Chinese-language, four English-language, one Malay-language, and one Tamil-language) and six TV channels. One of the TV channels transmits via satellite and is comparable to the CNN for Southeast Asia in that its advertised reach is 19 countries and territories. Although the media take a generally neutral role on regional affairs, they have been cooperative and supportive of U.S. policies in the global war on terrorism. OPA has enjoyed positive interaction with the Singapore media. OPA Media Reaction reports have been selected for dissemination in Washington among policymakers.



The Bureau of Intelligence and Research, Office of Research has done opinion polling in Singapore, but the embassy considers that the cost involved to commission its own polling is prohibitive. OIG discussed the option of contracting with a local firm to add three or four "rider questions" to its regular polling to extract a trend analysis on major policy issues in coordination with the bureau's Office of Research.

The gem of the embassy's outreach programs is a Best Practice program conducted by OPA's Information Resource Center. The American Corner program becomes "American Connection" in Singapore, which is a partnership project between OPA and the National Library Board.

**Best Practice:** American Connection, A United States - Singapore Outreach project to Younger, Broader, and Deeper Audiences.

**Issue:** Gain direct access to a broad cross-section of Singaporeans through a wide variety of programming options and through materials promoting information about the United States.

**Response:** The National Library Board's unique partnership with the Ministry of Education allows OPA to cut through bureaucratic procedures to gain easy access to several junior colleges that have a large number of students interested in pursuing their higher education in the United States. In addition to promoting U.S. educational information to Singaporean students and educators, OPA will use the National Library Board/Ministry of Education partnership to promote other U.S. educational exchange programs.

**Result:** OPA sees this partnership as an excellent opportunity that will help convince a future generation of leaders to continue a strategic partnership that is now important for the United States. Secondly, OPA has access to reach out to a non-elite, multi-racial group of young Singaporeans; this includes young Malay and Indian students who would be outside of the normal reaches of OPA's programs, as special audiences.

## Exchange Programs

OPA has been both the executive and operational entity in the conduct of exchange programs. Although it has solicited nominations from other sections within the embassy, it had not formally announced the establishment of an international visitor exchanges committee chaired by the DCM. Such a mechanism, while assuring the selection of the best candidates for the exchange programs, also avoids

duplication with other exchange programs, if any, conducted by the U.S. government or private organizations located in the host country. OIG discussed this with the embassy and the embassy published a formal notification of the establishment of the committee during the inspection.

#### Affiliate Programs (International Broadcasting Bureau)

OPA continues a range of support activities to former Voice of America affiliate broadcasting stations, which now come under the responsibility of the International Broadcasting Bureau's regional offices in Bangkok. Although OPA is aware of the participating Singaporean stations, they are not in the direct chain of coordination between the stations and the board.

## ECONOMIC AND POLITICAL AFFAIRS

The embassy's combined economic and political section is well managed and appropriately sized to carry out the functions of policy advocacy, reporting, and representation. The importance of Singapore, a strategically located economic, trade, and financial center, means that the section must address a wide range of regional and global topics in addition to the normal bilateral portfolio. An FS-01 economic and political counselor leads the section and supervises highly motivated officers and well-connected professional FSNs.

Because of Singapore's central position in the region, the embassy often sees issues from a regional perspective, a factor that is strongly reflected in the embassy's policy advocacy and reporting. Some of the section's issues can be characterized as both political and economic, such as export controls and defense trade, nonproliferation, and trafficking in persons. The officers are quite effective in coordinating these issues with other sections of the embassy such as the Office of Defense Cooperation, when needed.

The economic and political section estimates that U.S. government visitors to Singapore occupy more than 40 percent of the section's staff time. The officers regard these visitors as an advantage, rather than a burden, and capitalize on the opportunities for substantive discussions that such high-level visits offer to pursue the embassy's objectives for reporting and policy advocacy. The section is quick to request that U.S. government visitors make calls on local government officials to press the GOS on issues of importance to the United States.

The head of the economic and political section has developed an effective way of tracking the wide-ranging array of tasks, visits, projects, and assignments that his section is responsible for with a database called "On My Desk." Although the primary use of "On My Desk" is management of priorities by individual officers, he shares these charts within the section as well as with the Ambassador and DCM in order to keep the appropriate embassy officials well informed about the work of the section and to ensure close coordination of the section's activities.

## Reporting

Analysis of the section's reporting shows comprehensive coverage of Singaporean and regional issues. Implementation of the bilateral FTA is a major topic covered in the embassy's reporting. Economic reporting often involves analysis of regional economic trends because the embassy has access to regional investment bankers and other business people. Events in China, Malaysia, Thailand, and Indonesia, for example, are monitored closely in the business community in Singapore, which provides a valuable perspective for Washington.

The section's reporting follows a reporting plan. Washington agencies indicated satisfaction with the embassy's reporting, though they identified a few areas where they would like to have more information, such as on GOS views on ASEAN. Much of the reporting is event-driven, especially because of the frequent visits of U.S. officials and the high tempo of regional law enforcement and economic activities that occur in Singapore. Cables generated by the economic and political staff members are always concise and include summaries and comments. OIG did not find any deficiencies in the embassy's political or economic reporting; however, it provided some informal suggestions for expanded coverage of topics of most interest to Washington readers. The section indicated an intention to expand reporting in these and other areas.

## Policy Advocacy

The section has been effective in representing the United States with the host government, conducting negotiations and other discussions, delivering demarches, and cultivating contacts in the host government and the private sector. The embassy's success in policy advocacy has been bolstered in part by its use of U.S. government visitors. In one example, the embassy took advantage of the visit of a Deputy Under Secretary of Agriculture to press the GOS to lift a ban on imports of beef from the United States following the identification of bovine spongiform

encephalopathy in a Canadian cow. The Deputy Under Secretary invited Singaporean authorities to send a team of technical experts to assess the U.S. system for controlling any outbreak of the disease, and Singapore accepted.

Although the ban on imports of U.S. origin beef remained in force at the time of the inspection, the embassy has been able to move the issue forward to promote the objectives of U.S. policy. This episode illustrates some of the features that have made the embassy's policy advocacy successful, including persistent efforts with many GOS ministries and officials, the maximization of official U.S. government visits, and full cooperation in supporting technical assistance.

### Free Trade Agreement Implementation

Monitoring the implementation of the FTA has been a major activity of the section. Although the commitments of the United States essentially were fulfilled at the time of the signing of the agreement, Singapore made commitments that were to be fulfilled in phases. Important issues requiring legislative or administrative action by the GOS include intellectual property rights, telecommunications, competition law, and financial services. As a result of the FTA, U.S. goods entering Singapore no longer face tariffs. The section, supported by the Ambassador and the DCM, works continually on these issues in coordination with the Department and the U.S. Trade Representative.

### Trade Promotion

Singapore has several important advantages as a place to do business. It provides a stable business environment, its legal system embodies the rule of law, and the population is English-speaking. Its infrastructure is among the best in the world. The economic and political section works closely with the FCS, and their relations are superb. Because of the Ambassador's high level of activity in support of American business, all Department sections provide high-quality support to the U.S. government's efforts to promote exports of U.S. goods and services. The regional security officer provides security information to the American corporate community via the Overseas Security Advisory Council, the economic and political section responds to requests from the U.S. business community for information on the GOS's implementation of the bilateral FTA, the OPA conducts timely video conferences and live media sessions on the implementation of the bilateral FTA, and the consular section provides both efficient visa processing for business transferees and useful counseling for prospective foreign students wishing to study in the United States. Across the board, the Department sections do a good job of

supporting the efforts of the FCS to increase exports of U.S. goods and services into the Singapore market.

Singapore is currently the eleventh largest export market for U.S. goods. CY 2004 U.S. trade statistics show: U.S. exports to Singapore \$19.6 billion; U.S. imports from Singapore, \$15.3 billion, resulting in a trade surplus of \$ 4.3 billion. Trade in goods both ways is growing. Trade in private commercial services (excluding government and military) was \$5.8 billion in 2002 (latest available data). Singapore, well known as a major entrepot (a point for transshipment of goods without the collection of duties), may be considered the Rotterdam of Asia. Goods imported for transshipment to other countries in the region account for about 80 percent of all trade through its ports. U.S. Foreign Direct Investment stood at \$61.4 billion in 2002, a dramatic rise from \$26.7 billion in 2001. Generally, Singapore maintains an open investment regime that allows extensive foreign investment, but there are restrictions in financial services, professional services, and media sectors.

In addition to the U.S./Singapore FTA, Singapore is a member of the World Trade Organization and has signed FTAs with ASEAN, Australia, the European Free Trade Association, Japan, Jordan, and New Zealand. As of late 2004, Singapore was also negotiating FTAs with Bahrain, Canada, Egypt, India, Mexico, Panama, Peru, South Korea, and Sri Lanka, as well as a trilateral agreement with Chile and New Zealand.

## CONSULAR AFFAIRS

The consular section in Singapore is a well-run and efficient operation that courteously provides a full range of appropriate services. In the FY 2006 MPP little was noted about consular goals or contributions to the embassy. This was rectified in the FY 2007 submission. Smoothly running nonimmigrant and immigrant visa programs have effectively included recent changes in visa processing, while the section continued providing excellent customer service. OIG noted that the section could take better advantage of the timesavings available through expanded use of the electronic visa application form (EVAF). The consular fee exchange rate should also be uniform. Both of these observations are discussed below in more detail with the section's corrective action. As part of its U.S. border security strategy (an OIG area of emphasis), the section participates in the LEC, the visas viper committee, and the Regional Immigration Forum and is in the process of implementing an effective fraud prevention plan.

A highly responsive and knowledgeable mid-level officer leads the section. It is appropriately staffed with four Foreign Service officers (two are entry-level and two are second tour), a consular associate, and nine LES. The consular working area is comfortable though small. Its public areas are cramped with working areas filled to capacity.

## American Citizens Services

This small consular section offers efficient American citizens services to a large and evolving American community. Not all of the approximately 3000 U.S. visitors per month, and the 15,000 U.S. citizens resident in Singapore, visit the embassy. However, in FY 2004, the section prepared over 3,000 notariats, completed over 3,000 passport and citizenship related actions, and provided voter registration services for nearly 2,000 Americans. Most arrest and welfare cases, and the few child custody cases, are complex and time consuming owing to the fact that Singapore is not a signatory to many of the common consular pacts such as the Hague Convention on the Civil Aspects of International Child Abduction, prisoner transfer, or a Mutual Legal Assistance Treaty. As a result, each case must be handled on a case-by-case basis with the Singaporean government. This translates to high-level interaction (usually the consular manager in concert with an embassy law enforcement representative and their counterparts) for a successful result. One such incident involved the detention by the Indonesian navy in October 2004, of a dive boat originating in Singapore. One of the Americans on board credited the actions of the Singapore consular section for the swift release of the crew and passengers after three days. Similarly, when the USNS Mercy medical ship came to port en route to provide assistance to Indonesian survivors of the tsunami late in 2004, its crew needed visas to enter Indonesia. Using GOS consular contacts, in less than two days the consular section, working closely with Embassy Jakarta, was able to get the required visas for the ship to continue as scheduled.

The American citizens services unit is staffed with one part-time officer, a full-time consular associate, and three full-time LES. The public space is dimly lit, and it is difficult for customers to see the consular forms. OIG informally recommended that additional lighting be added to the American citizens services waiting area. The embassy agreed to add the lighting.

## Visa Operations

Singapore has been a visa waiver program country since 1999, with a large third country population. Visa shopping does not appear to be a problem due in large part to Singaporean border controls. Problematic cases usually involve nationals of China, India, the Philippines, and Malaysia. These are only four of the over 60 nationalities applying in Singapore who plan legitimate travel to the United States. With four officers available to work on the nonimmigrant visa (NIV) workload daily, the average daily workload of about 125 cases can be handled in three hours. During the heavy summer period, the workload peaks at 180 cases per day, but it still amounts to a half-day's work with same day pick up of completely processed passports.

Four full-time and one part-time LES work in the NIV unit to provide same day service. As long as the NIV workload remains small, the embassy believes time saving efficiencies, such as an NIV appointment system or courier pass back of completed passports, would be more trouble than it is worth. As long as Singapore remains a visa waiver program country OIG concurs with the embassy's assessment. Singapore is a high technology country, and currently walk-in visa applicants must use the EVAF. At present, walk-ins constitute about 50 percent of the NIV workload. OIG informally recommended that for more efficient service with the current staff, the embassy pursue getting travel agencies, responsible for nearly 50 percent of the remaining applications, to use the EVAF instead of the remote data entry system. Host government offices could also use the EVAF, making it easier to read a typed visa application than a handwritten one. The embassy agreed to start with the largest travel agency to see if expanding EVAF use would be more efficient.

Immigrant and diversity visas, including cases from Embassy Bandar Seri Begawan, make for a small workload of about 600 cases per year. The unit is appropriately staffed with one full-time LES and a part-time officer.

## Visa Reciprocity

In November 2004, the American citizens services unit was asked by five pregnant (six months or more) nonresident Americans, who planned travel to or through Singapore, to issue letters that the expected child would be "issued" a U.S. passport if he/she were born in Singapore. This new requirement had been added to the Singaporean Immigration and Checkpoints Authority web site. Embassy Singapore amended its consular information sheet and web site after getting the

Department's clearance. Starting in December 2004, the embassy then began to respond to requests with a letter that stated that the child (due date shown) "may acquire United States citizenship if the child is born in Singapore and transmission requirements for citizenship are met." The language for the letter was not cleared with the Department nor was the possible liability for issuing such a letter discussed with the Department. Because the letter's language does not give the necessary assurance to the GOS, it is unclear whether the letter is even useful. Neither the embassy nor OIG could find any official notification from the GOS of the requirements for such letters. No similar requirement is made of Singaporean women in their final trimester of pregnancy prior to visiting the United States. According to the Immigration and Checkpoints Authority web site, the requirement is for an "official medical certificate indicating their stage of pregnancy and a letter from the U.S. Embassy or immigration authorities, indicating that a U.S. passport will be issued if the child is delivered in Singapore." OIG informally recommended, and the embassy agreed, to immediately cease issuance of the letters. The embassy will request a formal determination from the Department of the effect of these rules as they pertain to visa reciprocity with Singapore. If the Department approves the issuance of these letters, the embassy will also get a ruling from the Department on appropriate language for a U.S. embassy letter and will clarify whether any U.S. embassy or only Embassy Singapore could issue the required letter and under what circumstances.

## Consular Fees Exchange Rate

Most consular fees should be collected through the automated cash register system (ACRS). Machine-readable visa (MRV) fees may be collected in local or U.S. dollar currency, on or offsite, using the established consular exchange rate. In Singapore, OIG noted that the consular exchange rate for MRV fees is higher than for other consular fees and that fees are collected by two different collection methods. OIG informally recommended that the embassy follow guidelines for setting the same consular exchange rate for all fees and accounting for non-ACRS collected fees. The exchange rate for fees collected by the ACRS is based on the embassy rate, which was S\$1.637 per US\$1.00 during the inspection. Although the current MRV collection rate of S\$1.80 per US\$1.00 began in November 2002 when the embassy rate was S\$1.78, it was never lowered to reflect subsequent exchange rate changes. MRV application fees are either collected by a collection clerk on-site or through a credit account set up by agencies in the travel agency program. The discrepancy in rates and the dual accounting system are not provided for in current guidance. Although the funds are accounted for and are audited monthly, there



should be a uniform consular exchange rate. During the inspection, the embassy decided that beginning March 8, 2005, the uniform consular exchange rate would be S\$1.70 to US\$1.00. The MRV fee will change from S\$180 to S\$170. This date was chosen to coincide with the establishment of new worldwide consular fees effective March 8, 2005, and to give the embassy sufficient time to notify banks, travel agencies, and the public. The embassy is also looking to collect fees solely in U.S. currency, as U.S. dollars are readily and legally available in Singapore.

## Consular Staffing

The consular section is appropriately staffed. However, two of the computer aided job evaluation (CAJE) processed position descriptions for the consular assistant FSN employee positions, FSN-P30041 and 97007044, do not reflect accurately the responsibilities or current job titles for the incumbents. The job titles should be American citizens services assistant and visa assistant with the collateral MRV collection clerk and information duties clearly delineated. The level of experience and knowledge required of the incumbents is inconsistent with their job titles. The consular section will rewrite and resubmit the position descriptions for a new review from the human resources office.

## Fraud Prevention and Border Security

With the removal to Bangkok of the Bureau of Citizenship and Immigration Services office, the service arm of the Department of Homeland Security, the consular section has made arrangements on a case-by-case basis with the remaining DHS/ICE office for emergency assistance when there is not enough time to enlist help from Bangkok. Consular work in Singapore has always been designated as low fraud owing to strong government control of local documents and a very low rate of corruption. For these reasons, in the past, there was little planning for information sharing, the detection of document fraud trends, or the use of Singapore as a transit point for illegal immigration. With the post September 11, 2001, changes in visa processing, Embassy Singapore has become more active in implementing a U.S. border security strategy. The experience and knowledge of the consular manager, combined with Foreign Service Institute based training for a dedicated fraud prevention officer, has resulted in the initiation of a formal Fraud Prevention Program.

Embassy Singapore's participation in the external Regional Immigration Forum increases the flow of information to the embassy Law Enforcement Council and provides useful insights into trends for NIV decisions. The Regional Immigration

Forum allows for regular contact with the Singaporean immigration entities and 15 foreign embassies and law enforcement groups to discuss new illegal migration trafficking patterns and the development of more secure travel documents. Because visa referrals are virtually nonexistent at this embassy (less than 12 in 2004), owing in large part to a well-run referral system, there does not appear to be vulnerability in this area.

The presumption that Singapore is low fraud and that its visa recipients are legitimate travelers will be confirmed by a validity study in the next few months. The embassy believes that it does not give visas to economic migrants or travelers intent on harming the United States. However, they will document this finding in the next year and analyze any fraud trends that may develop. OIG informally recommended that the section prepare a formal fraud prevention and border security strategy to include regular reporting to the Department and preparation of a country fraud profile. Regular anti-fraud training of all officers will also be a part of the plan, and any significant migration trends arising from the information gleaned at the monthly Regional Immigration Forum meetings will also be shared.

### Visas Viper Program

Singapore's visas viper committee meeting is a part of the bi-weekly LEC and is chaired by the DCM. Although the embassy makes a monthly report, they have had nothing to add to the visa viper database in the past year.

**Best Practice:** Consular Outreach-Pre-Departure Orientation Seminar

**Issue:** A U.S. bank's student banking division recognized that Singaporean students interested in attending foreign schools needed to know what to expect if they chose a school in the United States.

**Response:** As a part of consular outreach, the embassy's NIV unit, the U.S. Education Information Center, the Department of Homeland Security's Citizenship and Immigration Services regional officer, and local international student networking groups provide speakers. Topics range from explaining about the student visa and I-20/ Student and Exchange Visitor Information System program, to getting a driver's license; safety and security issues and residence on or off-campus, cultivating good study habits; and tax and financial responsibility in the United States. The embassy's handout contains frequently asked questions and answers about the student visa application and optional practical training. Attendees and their parents are able to ask questions at the end of each segment as well.

**Result:** This popular and innovative seminar was given twice in one day to accommodate the demand. Recruitment by U.S. universities has increased; the issuance of student visas is increasing and exceeds pre-September 11, 2001, numbers. The United States is the second most popular destination after Australia for Singaporean students.

## LAW ENFORCEMENT COORDINATION

Embassy Singapore has evolved into a significant regional base for U.S. law enforcement agencies that are not only using the embassy as a platform for their operations but also using GOS facilities to promote regional cooperation. This is the reason that the embassy has given such weight to its MPP goals of combating transnational crime and terrorism in the post September 11, 2001, environment. This has contributed to strengthening the embassy's working relationship with the Singapore law enforcement authorities concerned about Singapore's regional security. The GOS vigorously enforces its laws and promotes prevention programs. The major impediment to our law enforcement bilateral relations is the absence of a Mutual Legal Assistance Treaty. Nevertheless, the GOS is cooperative in most law enforcement areas, but coordination tends to be ad hoc, and the GOS is occasionally less helpful on some sensitive issues. As a regional platform, the Drug Enforcement Administration, Federal Bureau of Investigation, and the DHS/ICE, DHS/TSA, Customs and Border Protection and the Department of Homeland Security U.S. Coast Guard are represented at the embassy. In addition, the Naval Criminal Investigative Service, which is attached to the U.S. military operations in

Singapore, is a member of the LEC that is chaired by the DCM. OIG will address the presence of Department of Homeland Security agencies - ICE, TSA, Customs and Border Protection and U.S. Coast Guard - separately by memorandum as a rightsizing and coordination issue.

While the embassy uses the LEC, which meets biweekly, as the coordination mechanism for law enforcement matters, law enforcement agencies also participate in the Singapore International Law Enforcement Council that meets regularly for liaison and coordination purposes with their host government counterparts.

## RESOURCE MANAGEMENT

Agency	U.S. Direct-Hire Staff	US Local-Hire Staff	Foreign National Staff	Total Staff	Total Funding FY 2004
State – D&CP	34	3	15	52	2,005,635
State - ICASS	9	13	62	84	5,190,400
State – Public Diplomacy	2		8	10	614,883
State – Diplomatic Security	1		2	3	376,271
State – Marine Security	7		1	8	55,450
State - Representation					50,700
State - OBO	1			1	1,846,079
Foreign Commercial Service	2		12	14	910,140
Defense Attaché Office	9		3	12	816,303
Office of Defense Cooperation	11		3	14	577,715
Foreign Agricultural Service			2	2	181,806
Federal Aviation Administration	11	2	6	13	255,000
Drug Enforcement Agency	5		1	6	135,338
Federal Bureau of Investigation	4			4	
Department of Homeland Security	23		2	25	1,344,750
Transportation Security Administration	6		6	12	526,604
<b>Totals</b>	125	18	123	260	14,887,074

### Overview

The workplace and quality of life questionnaire scores are among the highest recorded by OIG in the course of the last 34 inspections. During the inspection, OIG verified that the scores were warranted and that the management section deserved high praise for maintaining exceptional levels of service. The section had

experienced significant American staffing gaps in general services, facilities management, and information management, and the lack of an HR officer position at post made OIG findings even more impressive. Embassy Singapore is a regional base for a diverse range of agencies, each with its own unique needs that the section has addressed by providing a well-balanced menu of services. The section has demonstrated its ability to handle routine official visits as well as a crisis such as the outbreak of Severe Acute Respiratory Syndrome in the region. The few times that lack of agreement has occurred, the section has been quick to address it with positive results. Equally impressive has been the responsiveness of all the units within the section to OIG suggestions for programmatic improvements or efficiencies.

By any standard, the management section is very good, and the employees rightfully take pride in their work. Given the strong American staff, added to the excellent quality of life, very competent FSNs, a secure and modern building, it would have been surprising to find less than a well-run organization. This section contains several formal and informal recommendations that indicate there is room for improvement. Overall, the recommendations would take the section to an excellent level.

A highly regarded senior Foreign Service management officer (MO) with extensive experience in East Asia manages the section supported by two general services officers (GSO), a facilities maintenance manager, a financial management officer, an office management specialist shared with the regional security officer, a community liaison office (CLO) coordinator, and an information management officer with a staff of American subordinates. The American staff is complemented by 62 FSNs. In addition, several American LES work either part-time or full-time in the embassy. Although not supervised by the MO, the embassy has a regional medical office that receives strong support from the management section.

## Reciprocity

Singapore is the largest nation state (by population) in the world that is not a party to the Vienna Convention on Diplomatic Relations. Accession is likely and could occur within a year. While generally complying with the Vienna Convention on Diplomatic Relations on issues of immunity, the country imposes a litany of restrictions on foreign missions, which impede smooth operations and adversely affect morale. Some of these issues also apply to the U.S. staff operating out of Singaporean military facilities. Following is a summary of the issues:

- Limits on the number of diplomatic (56) and A&T staff (70) who may be assigned to the embassy. Currently there are 56 diplomats and 64 A&T staff. Additions require a request with justification to the Ministry of Foreign Affairs.
- By rule, the embassy must request authorization to add any new positions, but approval is routine for A&T as long as the number is under the cap of 70. For diplomatic accreditation, although the GOS has never turned the embassy down, it has occasionally required several months' effort to get them to agree to the new position.
- Government Owned Vehicles - The embassy has 43 official vehicles. These vehicles may be imported or purchased locally duty free. The embassy was under the assumption that this operating cap could not be raised. After several months of discussion, the GOS recently indicated that an increase was allowable on an "as needed" basis. The embassy has yet to test this change.
- Personally Owned Vehicles - Diplomats may purchase or import a vehicle duty and surcharge free. Diplomats may request registration of a second vehicle. A&T are not authorized tax or duty free vehicles; however, a "special pool" of registrations, which are in the name of the embassy not the individual, may be used for vehicles for A&T staff. This "special pool" was recently increased from 34 to 44.
- Because of the way taxes are built into the price of cars, embassy staff is effectively limited to buying and selling used vehicles within the diplomatic community. Vehicles more than ten years old may not be imported. When a vehicle reaches ten years of age, it must be exported or scrapped at the end of the officer's tour of duty. Special approval is needed to import left hand drive vehicles, and all left hand drive vehicles must be exported at the end of the owner's tour of duty.
- Driver's licenses: A&T staff must take, and often fail, the written exam. Diplomatic staff is exempt.
- Maid levy: A&T staff must pay the S\$295 (about US\$180) per month levy if they employ a foreign domestic worker (and all domestics are foreign workers). Diplomatic staffs do not pay this tax.

The embassy and the Department's Office of Foreign Missions have been working on these issues. By staying within the existing limitations, other than the economic impact on A&T staff, the net effect on the embassy has been more nuisance than material. However, continued growth will shortly bring embassy staff up to the ceilings, and the embassy will be forced to take a more holistic view when reviewing NSDD-38 requests for new direct hire positions.

### Fighting Complacency

There is no question as to the quality or effectiveness of the services provided and the effectiveness of the overall operations of the embassy, but OIG noted signs of complacency not only in the management section but also throughout the embassy. The embassy has a modern chancery, is well funded, has a pleasant environment, and effective, well-trained FSNs - things not often found at other embassies. There were a number of clues that led to a concern that adequate resources have created a less than rigorous approach to identifying efficiencies and optimal operating configurations. For example, ample no-cost warehouse space has spawned an accumulation of files that go back ten years, and NSDD-38 requests are not rigorously examined because the constraints common to other embassies do not exist in Singapore. Even though not an immediate concern, likely budget cuts, limits imposed by the GOS, and additional pressures on space and ICASS services may require some hardnosed decisions that the embassy has not had to make in the recent past.

### Human Resources, Foreign Service Nationals, and Computer Aided Job Evaluation

A very effective and efficient staff of four FSNs supervised by the MO provides all the HR services to this growing embassy. The unit provides all the normal HR functions as well as accreditation and visa requests for foreign travel. The latter requires a significant amount of time of one FSN due to the large number of regional travelers. The written policies and the unit's processing of hiring actions, routine personnel actions, and management of a complex FSN compensation plan were very good. Even the awards program, a usual source of complaints at most embassies, only received mild adverse comments.

There is no American HR officer. That position was abolished in the late 1990's. There are many embassies of equal or smaller size that have an HR officer position. The unit is well organized and operates with only broad guidance from the MO. The efficiency of the staff and the experience of the current MO



camouflage the fact that the busy senior manager, who is addressing embassy-wide issues, is also spending significant time signing routine HR documents. The embassy has identified a need for an HR officer position in its MPP. Even though the HR management function is presently working very well, the embassy is growing and will continue to grow in size. Moreover, the complexities of working in Singapore are unlikely to ease, requiring more time of the MO. The volume and complexity of work in this embassy and the quality of leadership available, make Embassy Singapore an exceptionally well suited training ground for an HR specialist (particularly someone coming from the Functional Specialization Program) to not only develop skills but also contribute tangible work to a busy mission.

The FSNs are uniformly efficient and well trained, but they are equally quite reserved. The FSN executive committee declined to meet with OIG on the grounds that theirs was primarily a social organization and there were no significant issues. They did meet with management at management's initiative without any issues to debate. OIG met with individual members of the committee as well as FSNs and Americans picked at random who confirmed that indeed the staff was satisfied, and there was general consensus that the embassy was a very competitive employer.

The embassy completed the CAJE process on time but requested and received permission to complete the rollout of results three months late. The extra time was used to hold meetings and consult with individual employees to smooth the transition, a good HR practice. The net results were 24 positions upgraded (21 percent) and five downgraded (four percent) out of a total of 117 positions reviewed. There was general agreement among senior FSNs that the process had been implemented in a fair manner, but many FSNs declined an opinion, perhaps reflecting the general laconic nature of Singaporeans. Even though many maintenance section positions were upgraded, the net effect to the individuals was zero because all FSNs in the section had been paid at an exception rate that had been eliminated in 2004. The upgraded positions did not elevate their salaries to those already being paid, leaving them with frozen limits on future pay increases.

#### Official Residence Expenses Staff

The contracts of the staff of the residence of the chief of mission create an implied employer-employee relationship with the U.S. government. The contracts of the staff of the DCM do not share the employer-employee problem, but in both cases the basis for salaries and conditions of employment is not clear and gives the outward appearance of being overly generous. Even though the recipients of

official residence expense funds are given wide discretion regarding their staff, and the Department has not provided a great deal of guidance, use of U.S. government funds requires a prudent approach to expenditures.

The contracts parallel the embassy FSN pay plan including leave and other benefits. Because the methodology used to determine FSN pay and benefits does not include servants, their salaries and other benefits should be based on independent surveys of like persons in the local economy consistent with local law. There is little documentation that this has occurred. OIG provided informal recommendations to rectify these problems.

### Workplace Equality

Embassy Singapore has a trained equal employment opportunity counselor who has held an orientation brown bag lunch for American and local employees to explain the equal employment opportunity program at the embassy. There is also an explanation of the program in the FSN handbook, and it is a part of the check-in procedure for new American employees. The Federal Women's Program is also represented and the coordinator is aware of her responsibilities. Women are fully represented within the country team. The names of each counselor are prominently displayed in the embassy.

### General Services Operations

The general services office effectively supports the embassy. The section is led by a newly promoted FS-03 supervisory general services officer (S/GSO) serving in a FS-02 position with two other officers on their first tours in the Foreign Service. The serviced agencies and its customers across the board gave high praise, and scores on the workplace and quality of life questionnaire were reflective of the high opinion. The section has suffered gaps in the assignment of the two subordinate Americans resulting in an undue burden on the remaining S/GSO who arrived at the embassy as an entry-level officer. The shipping and customs function worked very well as might be expected at a major port. The embassy recently terminated a shipping FSN for gross misconduct not related to shipping or customs services. A commercial contractor under a regional General Services Administration contract provides travel services. The motor pool is well managed with one minor lapse identified in an informal recommendation. The issue of consolidation of services is addressed below under ICASS.

## Procurement

The S/GSO manages an experienced FSN supervisor who oversees two additional FSNs. Embassy Singapore was previously a regional procurement center; therefore, the FSNs have experience beyond the norm found at most embassies. The section executed 1,287 procurement actions in FY 2004 totaling \$3.6 million. Sampled procurements were properly competed, and documentation is kept in order. The section's primary frustration is with the Bureau of Diplomatic Security's (DS) method of funding the large guard contract. DS issues embassies funding monthly, therefore the GSO must modify the local guard contract monthly, an unnecessary burden. This is a time-consuming exercise for both the GSO and facilities management sections that is further exacerbated by the number of approvals required to modify this contract. OIG will address this issue with DS in a separate memorandum. Finally, although the contracting officer representative (regional security officer) for the local guard contract is doing a good job, OIG left an informal recommendation that she attend contracting officer representative training.

## Personal Property Management

The property management section has ensured that personal property including office and residential furniture, computer equipment, and expendable supplies are readily available when needed by the embassy. Employees gave a very strong rating to management of expendable supplies on OIG's questionnaire and in interviews. A few employees complained about the length of time to receive orders, but shipment times were beyond the GSO's control. Although embassy employees are satisfied with personal property management, OIG observed that warehouse and expendable supply operations could be managed more efficiently.

The embassy maintains excessive stock levels of residential furniture and furnishings. The embassy furnishes 64 residences and maintains extra furniture and furnishings, including lamps and beds, in a warehouse. Although the embassy will only need to issue about 160 lamps this year,<sup>3</sup> 250 lamps are available in the warehouse and an additional 40 lamps are in route to the embassy. Excess stock levels exist for other residential furnishings. For example, all embassy employees

---

<sup>3</sup>This calculation assumes that lamps have a useful life of six years, each residence contains ten lamps, and GSO will furnish five additional houses this year.

arriving in Singapore can be issued new mattresses and box springs. Used mattresses and box springs are stored in the warehouse, transferred to other agencies or the military, or sold at a considerable discount. Although maintenance of extra stock is prudent, these levels are excessive. Items depreciate somewhat while in storage making issuance of old furniture undesirable. Lower warehouse stock levels could reduce the time the full-time and part-time warehousemen spend on these operations. The warehouse has not been a focus of attention due to gaps in the assistant GSO (A/GSO) position, a perception that ICASS has been well funded, and because ICASS furniture pool charges are insignificant. (The U.S. Navy provides warehouse space to the embassy free of charge.) OIG left informal recommendations that the A/GSO, with the S/GSO's assistance, formally and in writing, review and adjust minimum and maximum residential furniture and furnishing stock levels and consider canceling the recent furniture order. Additionally, both the S/GSO and A/GSO should allocate more time to managing this function.

OIG also left an informal recommendation that Embassy Singapore review expendable supply operations to determine the reason costs are so high. Five agencies dropped out of expendable supply services in 2005 because of the excessive ICASS charges. Charges include a portion of the A/GSO's costs and the expendable supplies FSN's costs. Expendable supplies are widely available on the local economy.

#### Real Property, Facilities Maintenance, Occupational Health and Safety, and Housing

The embassy owns three properties: the Ambassador's and DCM's residences and the chancery. The two residences are well maintained and appropriate for the needs of this embassy, but there are issues identified in the classified portion of this report. The chancery is a modern, well maintained building completed in 1996 to Inman Program standards. Although the chancery building is only eight years old, the roof has seriously deteriorated. Temporary repairs are no longer viable. The Bureau of Overseas Buildings Operations sent a team to assess the problem and estimates that the entire roof should be replaced at an estimated cost of \$800,000, but the resources to do so are not immediately available. The Bureau of Overseas Buildings Operations is committed to replacing the roof, probably in late 2005. Entering the chancery building creates a very positive first impression of a well maintained, orderly, and clean facility. The first impression is borne out throughout the building. The facilities maintenance manager is on his first tour but has brought a wealth of experience to the Foreign Service. He is knowledgeable

and proactive in his responsibilities to maintain a safe and healthy environment. He and his staff are motivated and take pride in the little details that make a lasting impression.

All residential housing is leased. The majority of American staff comment favorably regarding their housing and consider it to be a benefit of serving in Singapore. There have been minor complaints from some who arrive from embassies with larger space allowances and have had difficulty adjusting to smaller quarters. The Housing Board is effective and the appeals process works. The embassy has cost guidelines and has only one exception to space standards. The latter is important so as to avoid envious comparison with an affluent expatriate community and personnel living on military facilities. The majority of residential units in the city are owned by a government agency, leaving a narrow band of proprietor-owned units available as rental property. The housing subsection is rarely able to negotiate a lease for more than the tour of duty of the occupant. Housing suitable for large families is increasingly hard to find. Many landlords are absentees with local representatives who often are not empowered to make decisions. There is a pervasive attitude that maintenance is not a priority - many landlords either will not or cannot pay for repairs.

Embassy staff completes minor repairs (up to \$100) of leased properties, an arrangement that is incorporated into residential leases. However, when landlords agree to make repairs, there is a dearth of quality maintenance personnel or consistently reliable firms. Therefore, landlords provide repairs that are shoddy and require repeat visits.

## Financial Management

The financial management section effectively supports the embassy. The section received good scores on both an OIG-administered survey and on the November 2004 ICASS customer survey. A competent financial management officer and 11 experienced FSNs manage Department allotments totaling approximately \$10 million as well as five other agencies' allotments totaling \$3.5 million. The section also provides vouchering services for all but one other agency at the embassy and cashing and payroll services for most other agencies. Additionally, the section manages all Embassy Bandar Seri Begawan allotments and pays all of its vouchers. Finally, the section processes some travel vouchers for Embassy Jakarta.

The accounting section manages funds and obligations closely, ensuring that needed funds are not forfeited at the end of the year or tied up unnecessarily in unliquidated obligations. The section's effectiveness, coupled with the embassy's ample funding, has allowed the embassy to make purchases throughout the year eliminating lengthy year-end wish lists and purchases. The financial management officer communicates regularly with representation fund recipients and adjustments are made as needed. Sampled representation event purchases were proper except as noted below, and the mix of U.S. government employees and foreign nationals was appropriate. Contrary to Department of State Standardized Regulations 454, program funds, rather than representation funds, are used to pay official residence employee staff overtime earned at representation events. The financial management officer agreed to charge all future official residence employee staff overtime to the appropriate account.

Vouchers are properly reviewed and processed in a timely manner. The FSN supervisor has certification authority and certifies all vouchers within his annual limit of \$25 million and per voucher limit of \$50,000. Appropriate internal controls are established to include the financial management officer's approval of all obligations before they are established and regular spot checks of the FSN's certifications. Payroll and cashing operations are also effective. Accommodation exchange transactions represent 60 percent of the cashier's total transactions. Although Singapore's banking sector appears highly developed, banking regulations and practices unique to Singapore prevent the embassy from outsourcing accommodation exchange services.

#### International Cooperative Administrative Support Services

ICASS is fully functional at Embassy Singapore. ICASS customers are satisfied with embassy-provided ICASS services, though the cost of one service has caused some agencies to opt out. The ICASS council, chaired by a Drug Enforcement Administration officer, meets at least quarterly to discuss ICASS budgets, purchases, and personnel. A loosely organized ICASS working group conducts much of the ICASS council's legwork. ICASS has been well funded by the Department. FY 2004 funding totaled \$5.4 million with services provided to 13 customers. The FY 2004 ICASS carryover was \$650,000. The ICASS council elected to use \$200,000 of this to replace all ICASS chairs and plans to use the remainder to replace embassy carpeting, to cover a possible 8.5 percent FY 2005 funding cut and eventually to replace ICASS vehicles.

Efforts to save U.S. government funds by consolidating duplicate services have been initiated by the management section. For example, appliance and furniture pools have recently been established to improve the efficiency of these operations. While the management section was able to attract two agencies to sign up for these pools, a few agencies including the legal attaché and FCS, remain separate. The addition of these agencies would likely result in lower inventories and less costly operations. Savings could also be achieved by eliminating duplicate motor pool services. Both FCS and the Defense attaché office maintain at least one motor pool vehicle and driver each that could be merged into the ICASS motor pool. The embassy would likely be able to reduce the number of vehicles and drivers to lower costs and to help alleviate tight embassy parking. OIG left an informal recommendation that the ICASS council evaluate, formally and in writing, whether U.S. government agencies operating in Singapore can combine motor pool and property management operations.

Other agencies have dropped out of administrative supply services because of the high cost of these services. As discussed in the GSO section, the embassy needs to look for ways to reduce the cost of these services.

Impediments to further consolidation stem from other agencies' policies and pose a more difficult obstacle. For example, some agencies assign a government owned vehicle to each employee citing operational reasons. OIG finds it hard to believe this practice is justified in Singapore because many of these regional personnel have minimal operational responsibilities on the island or in the neighboring Malaysian mainland. The result is a parking lot filled with assigned vehicles - many of which could likely be merged into the ICASS motor pool. Consolidation would allow the U.S. government to reduce the number of vehicles in Singapore. Because of the abundance of space and funding, there has been no compelling need to address these other agencies' policies as part of the NSDD-38 process or as part of ICASS. If growth in A&T staff continues, however, such issues will have to be addressed and may force greater consolidation.

## Information Management and Information Security

Embassy Singapore has a comprehensive information management (IM) program to support approximately 213 authorized users. Responsiveness of unclassified IM support, overall management of information resources, and adequacy of Internet and telecommunications were rated as high in OIG's management operations questionnaire. In addition, many embassy computer users told OIG that the information management officer and his staff provide excellent service. However,

OIG found some areas requiring attention including the overseas dedicated Internet. OIG left informal recommendations to destroy obsolete records, to maintain a telephone inventory, to correct patch management status (which was corrected during the inspection), and to fully perform radio checks.

Information security at Embassy Singapore could be improved in the areas of the information systems security officer program and network intrusion detection systems. This will be addressed in depth below.

### Information Management

Embassy Singapore regularly implements new Department programs. The embassy has implemented the local change control board. The embassy also participated in the site certification and accreditation process and completed the site security and contingency plans in addition to Plans of Action and Milestones for its sensitive-but-unclassified and classified systems. The Department has changed this procedure and is developing a new process to address site certification.

Embassy Singapore should report the current status of its Plans of Action and Milestones into the Department's automated reporting tool, State Automated Federal Information Security Management Act Information Reporting Environment (SAFIRE), for which the Department provided instructions in September 2004. This tool, in addition to facilitating reporting to the Office of Management and Budget, will track the Plans of Action and Milestones and the National Institute of Standards and Technology 800-26 self-assessments.

**Recommendation 1:** Embassy Singapore should report the results of its Plans of Action and Milestones for its unclassified and classified information management systems and National Institute of Standards and Technology 800-26 self-assessment to the Department through the State Automated Federal Information Security Management Act Information Reporting Environment program. (Action: Embassy Singapore)

Embassy Singapore completed the convergence of the public diplomacy network into the Department's sensitive-but-unclassified network OpenNet Plus. However, Embassy Singapore also has a Local Area Network (LAN) with 36 connections in 16 chancery offices. In June 2004, Embassy Singapore requested a waiver for a LAN that had 35 connections in 19 offices. This waiver was to



(1) provide backup for Internet access when OpenNet is down, (2) send broadcast warden messages to American citizens, (3) transfer web materials using the file transfer protocol, (4) provide Internet access to the Defense attaché office, Department of Homeland Security, Regional Affairs, and the Marine Security Guard, (5) allow hardware and software testing and upgrades, (6) provide training, and (7) allow Internet access for eligible family members. The waiver request has not been approved. The IT CCB Waiver Request review package states that Embassy Singapore is not to use this LAN to provide backup for Internet access if OpenNet Plus fails nor is the LAN to be used for hardware and software testing. 5 FAM 874.1 requires that waivers be requested for any LAN that continues after the embassy has received OpenNet Plus.

**Recommendation 2:** Embassy Singapore should update and request a waiver to use the Local Area Network. (Action: Embassy Singapore)

## Information Systems Security

OIG noted during the Washington survey phase of the inspection that Embassy Singapore was not on a list of missions in compliance with updating the patch requirements. Nevertheless, OIG determined during the on-site inspection that the mission was in compliance, but the Department's listing was not up to date.

## Regional Medical Unit

The medical unit is staffed by two physicians, one psychiatrist, three nurses, one secretary, and one medical evacuation coordinator. The facility is appropriate to the needs of the unit. Although all three doctors have extensive regional responsibilities and are often absent from the embassy, the embassy is a regional medical evacuation center because there is usually one physician available. The unit coordinates about 120-130 medical evacuations to Singapore annually, a workload approaching that of the Office of Medical Services in Washington. The number of cases has increased since the last inspection because Hong Kong has priced itself out of the market. It is now more cost effective to send evacuees to Singapore.

The U.S. government benefits financially by using Singapore as a medical evacuation point. The medical care in the country is on par with the United States but at lower cost, travel is both less expensive and less stressful than the 24-hour trip to the United States and, most significantly, physicians, specialists, and laboratories will accept patients on short notice. It is possible to see a specialist, obtain

the necessary examinations and tests and any follow-up in a matter of days, a process that could take a month in the United States. Not only is this better for the patient but also saves money spent on lodging and per diem.

## QUALITY OF LIFE

### Community Liaison Office Coordinator

Embassy Singapore's community liaison program is well conceived and conducted by an active CLO. The CLO is full-time and is supported by an assistant who works 20 hours per week. Singapore's commercial and social institutions provide high standards of quality of life activities for the embassy officers and their dependents. The CLO has correctly focused her programs on providing information to bidders and to newly-assigned but not yet arrived persons. She proactively solicits information from embassy sections on individuals who have been selected for Embassy Singapore assignments and establishes e-mail contact as the conduit for first-hand information on the embassy. Her follow-up is to designate two sponsors for the incoming personnel, when possible, one from the section of assignment and the other from within the general embassy community. She also sponsors a "community walk-around" with information on how to use the local metro and other community service facilities. The CLO works closely with the Career Resources Center for Expatriates, a part of the American Association of Singapore, to coordinate spousal employment placements. In order to complement the many positive family-friendly Singapore social activities, the CLO has just recently developed questionnaires soliciting ideas and suggestions. She has also recently established a CLO advisory committee of six people to work with her on more appealing and unique programs.

The CLO meets with the Ambassador monthly and attends the weekly expanded-country team meetings. She communicates with the residence manager to ensure that all newcomers are invited to the Ambassador's periodic welcoming barbeques.

## Employee Association

The employee association functions well despite the recent turnover of board members and staff. The association manages a cafeteria and a small store; both are located within the chancery. Operations earned a profit in 2004 and no association dues are charged to members. Considering the association's financial situation, arrangements could be made to address specific complaints. Although the association staff, including two eligible family members, effectively runs operations, neither the association's board nor the management officer exercises sufficient oversight of these operations. OIG provided informal recommendations.

## Dependent Schools

Employees have a choice between five western-oriented schools of which three have U.S. accreditation. The vast majority of employees send their children to the (b)(2)(b)(6). Eight children attend the (b)(2)(b)(6) and one the (b)(2)(b)(6)(b)(2)(b)(6). The (b)(2)(b)(6) has over 3000 students, and (b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6) (b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6) (b)(2)(b)(6)

## MANAGEMENT CONTROLS

Embassy Singapore's management controls are effective. Duties are appropriately separated and spot checks of staff work generally performed. The competency of American and FSN staff and the absence of endemic corruption in Singapore reduce control environment risks. These factors, however, should not lead American managers to become complacent. OIG counseled embassy management on the continued importance of management control procedures. OIG found that some duties were not assigned to individuals at a senior enough level, and the embassy was quick to correct these designations during the inspection. With the exception of the destruction of files, the consular section follows existing guidelines with back-up systems for transferring accountability and the handling of consular fees, accountability documents, and equipment. OIG noted excessive storage of forms, obsolete computer equipment, expired case files, and chronological files that have reached destruction dates. These include policy telegrams that are electronically retrievable or have been added to the Foreign Affairs Manual. Workspace was limited as a result. OIG informally recommended and post started to take corrective action during the inspection.

Financial and human resource controls were effective. General services controls, however, could be improved. In its last management controls certification, the embassy reported control weaknesses in expendable maintenance supply operations. Although the embassy has taken steps to correct the weaknesses, progress has been slow. The embassy has consolidated expendable maintenance supplies into one office and created a draft spreadsheet of inventory; however, the items need to be entered into a property management system.

**Recommendation 3:** Embassy Singapore should develop milestones for the completion of needed expendable supply maintenance controls including entry and maintenance of items in a property management system. (Action: Embassy Singapore)

Although nonexpendable property records were out of date for much of 2004, the vast majority of errors were corrected before OIG arrived at post. The embassy also reassigned nonexpendable property functions. The improvements are commendable. However, the A/GSO also needs to conduct regular spot checks of nonexpendable and expendable property inventories. Spot checks familiarize staff with inventory levels and inventory transfers. Spot checks also divulge the accuracy of inventory records and give an indication records are being kept up to date.

## FORMAL RECOMMENDATIONS

**Recommendation 1:** Embassy Singapore should report the results of its Plans of Action and Milestones for its unclassified and classified information management systems and National Institute of Standards and Technology 800-26 self-assessment to the Department through the State Automated Federal Information Security Management Act Information Reporting Environment program. (Action: Embassy Singapore)

**Recommendation 2:** Embassy Singapore should update and request a waiver to use the Local Area Network. (Action: Embassy Singapore)

**Recommendation 3:** Embassy Singapore should develop milestones for the completion of needed expendable supply maintenance controls including entry and maintenance of items in a property management system. (Action: Embassy Singapore)





## 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.

### **Executive Direction**

The embassy has not made full use of the NSDD-38 process to ensure that administrative resources and constraints are adequately addressed.

**Informal Recommendation 1:** Embassy Singapore should initiate a long-range pre-NSDD-38 review process to develop sufficient information for the Ambassador's consideration.

### **Public Diplomacy**

A TDY officer on assignment only through April 2005 fills the PAO position. The next PAO has not been paneled and will probably not arrive before July 2005. There is an ongoing need for an experienced PAO to accelerate the consolidation of public diplomacy into the embassy's programs.

**Informal Recommendation 2:** Embassy Singapore should coordinate with the Bureau of East Asian and Pacific Affairs to provide another temporary duty public affairs officer until the assignment of the next officer in the summer of 2005.

The Office of Public Affairs is using the Paradox 7 contact data management program for its distribution record system. This program has limited mission-wide application.

**Informal Recommendation 3:** The Office of Public Affairs should transition to a more flexible and mission-wide contact data management program, such as Goldmine.

Embassy Singapore does not have an established international visa exchanges selection committee.

**Informal Recommendation 4:** Embassy Singapore should put its newly established international exchange visitor visa committee into effect with the deputy chief of mission as the chair.

### **Consular Affairs**

The public space in the American citizens services unit is dimly lit, and it is difficult for anyone to see to complete forms.

**Informal Recommendation 5:** Embassy Singapore should add new lighting to the American citizens services waiting area.

At present about 33 percent of visa applications are entered by barcode. Travel agencies use the remote data entry system instead of the EVAF. For more efficient NIV processing, a higher percentage of the data entry can be done onsite through the EVAF with barcode.

**Informal Recommendation 6:** Embassy Singapore should require that travel agencies and host government offices use the electronic visa application form for visa applications for more efficient visa processing.

Post issues "passport" letters to future American citizens so that their mothers may be admitted to Singapore prior to delivery. It is unclear whether this action exposes the U.S. government to any liability or whether under the rules of reciprocity this requirement is lawful. Clarification is needed before this service may continue.

**Informal Recommendation 7:** Embassy Singapore should cease the issuance of child acquisition of U.S. nationality pre-birth letters and seek clarification and guidelines from the Department.

Consular fees are being collected using two different exchange rates. For this reason, MRV fees are not counted in the ACRS as required by consular management guidelines. The MRV fee rate is excessive.

**Informal Recommendation 8:** Embassy Singapore should unify the consular fee exchange rate as soon as possible and begin to use the automated cash register system to account for all fees.

Two of the recently CAJE processed consular assistant FSN positions, FSN-P30041 and 97007044, do not reflect accurately the responsibilities or current job title for the incumbents. The job titles should be American citizens services assistant for one and visa assistant for the other with the collateral MRV collection clerk and information duties clearly delineated.

**Informal Recommendation 9:** Embassy Singapore should rename, rewrite, and use the computer aided job evaluation process for the position descriptions for Foreign Service national position numbers FSN-P30041 and 97007044 to describe the duties actually performed.

At present, the consular section does not have a formal fraud prevention program as part of its border security strategy.

**Informal Recommendation 10:** Embassy Singapore should prepare a formal fraud prevention and border security strategy to include regular reporting to the Department and preparation of a country fraud profile.

## **Resource Management**

### **Human Resources, Foreign Service Nationals, and Computer Aided Job Evaluation**

The management section office management specialist is an ICASS position paid from ICASS funds but also supports the regional security officer.

**Informal Recommendation 11:** The embassy should request partial funding of the position from the Bureau of Diplomatic Security.

### **Official Residence Expenses Staff**

The contracts of the COM staff create an employer-employee relationship with the U.S. government contrary to regulations. Specifically, the contract states continued service under the current COM until a new COM arrives, and provides for benefits of continued service based on longevity far in excess of the tour of any COM.

**Informal Recommendation 12:** The contracts of the chief of mission staff should be rewritten so as to terminate employment upon the permanent departure of the chief of mission.

Both the COM and DCM staff contracts either directly (COM) or indirectly (DCM) have copied elements of the embassy's FSN compensation plan as if the official

residence expense staff were FSNs. Official residence expense staff should be paid and have benefits consistent with local law and practice for domestic staff.

**Informal Recommendation 13:** The embassy should conduct an informal survey of comparator senior representatives, both commercial and governmental, to determine both pay levels and benefits of official residence expense staff and ensure compliance with local law.

### **General Services Operations**

Embassy drivers do not always require passengers to sign the Daily Vehicle Use Record (OF-108).

**Informal Recommendation 14:** The embassy should require passengers to sign the Daily Vehicle Use Record form OF-108.

The embassy perimeter fence is showing signs of deterioration.

**Informal Recommendation 15:** The embassy should initiate a preventive maintenance regime on the perimeter fence.

Residential furniture and furnishing stock levels maintained at the warehouse are excessive.

**Informal Recommendation 16:** Embassy Singapore should review and adjust minimum and maximum residential furniture and furnishing stock levels and consider canceling a recent furniture order.

The cost of maintaining expendable supplies at the embassy is excessive.

**Informal Recommendation 17:** Embassy Singapore should review the expendable supply operations to determine if costs can be reduced.

The regional security officer, who acts as the local guard contract's contracting officer representative, has not had contracting officer representative training.

**Informal Recommendation 18:** Embassy Singapore should ensure that all acting contracting officer representatives have had the appropriate training.

Although improvements have been made over the last few months to the nonexpendable property application and expendable inventory management, additional oversight is needed.

**Informal Recommendation 19:** Embassy Singapore should conduct periodic spot checks of inventories to ensure that:

- Nonexpendable property ordered and received has been provided nonexpendable property application numbers and accurately reported in the nonexpendable property application system;
- Nonexpendable property located in the chancery is accurately reflected in nonexpendable property application records; and,
- Nonexpendable property application records accurately reflect the location of nonexpendable property.

Embassy staff members other than GSO (such as the information management section) who move nonexpendable property do not always notify the nonexpendable property application clerk, resulting in incorrect inventory locations.

**Informal Recommendation 20:** Embassy Singapore should remind all sections to notify the general services office if nonexpendable property is moved.

### **Financial Management**

Program funds are used to pay official residence employee overtime earned at representation events. According to Department of State Standardized Regulations 454, representation funds should be used for the overtime.

**Informal Recommendation 21:** Embassy Singapore should charge representation, rather than program funds, for official residence expense staff overtime earned at representation events.

The supervisory FSN performs occasional cash verifications for the financial management officer; however, the financial management officer has not obtained approval from the Bureau of Resource Management to delegate this responsibility. According to 4 FAH-3 H-397.1-2, an LES can be delegated the responsibility to perform cash verifications upon U.S. Disbursing Officer approval.

**Informal Recommendation 22:** Embassy Singapore should seek Bureau of Resource Management approval to allow the supervisory Foreign Service national to perform occasional cash verifications.

### **International Cooperative Administrative Support Services**

U.S. government agencies located in Embassy Singapore maintain duplicate administrative services including motor pool and furniture pools. Consolidation of these services would likely result in the more efficient management of these services and reduction of vehicles, furniture and staff.

**Informal Recommendation 23:** Embassy Singapore should formally and in writing, evaluate whether U.S. government agencies operating in Singapore can combine motor pool and property management operations.

### **Information Management**

Post has approximately 25 boxes of official records dating to FY 1993 stored in its warehouse that require destruction.

**Informal Recommendation 24:** Embassy Singapore should destroy old official records stored in the warehouse.

Post does not have a telephone inventory as required by 5 FAM 527 (d) and 6 FAM 220.

**Informal Recommendation 25:** Embassy Singapore should develop a telephone inventory.

Post's software security patch management status is not reported accurately.

**Informal Recommendation 26:** Embassy Singapore should open a trouble ticket with the Department's Info center.

### **Employee Association**

The cafeteria does not make halal food available as needed by their Muslim staff members.

**Informal Recommendation 27:** The employee association should assess the feasibility of adding halal food to the menu.

Neither employee association board members, nor the principal officer's designee have performed spot checks of association activities.

**Informal Recommendation 28:** Embassy Singapore should ensure that either the employee association board or the principal officer's designee performs spot checks of association activities.

### **Management Controls**

The consular section does not follow existing guidelines pertaining to the destruction of files, disposal of excess forms and equipment, nor are they following filing guidelines for maintaining policy guidelines and permanent refusals.

**Informal Recommendation 29:** Embassy Singapore should dispose of excess forms, obsolete computer equipment, expired case files, and chronological files that have reached destruction date. This includes policy telegrams that are electronically retrievable or have been added to the Foreign Affairs Manual.





## PRINCIPAL OFFICIALS

	Name	Arrival Date
Ambassador	Franklin L. Lavin	09/01
Deputy Chief of Mission	Judith R. Fergin	08/04

### Chiefs of Sections:

Administrative	Karen C. Stanton	07/04
Consular	Lynn D. Gutensohn	10/02
Economic/Political	Laurent D. Charbonnet	07/02
Public Affairs	Philip Hofmann (TDY 1/05 - 4/05)	
Regional Security	Aurelia L. Fedenisn	08/02

### Other Agencies:

Agricultural Attaché Office	Jonathan Gressel (resident in Kuala Lumpur, Malaysia)	
Defense Attaché	Capt. C. Rivers Cleveland	01/03
Drug Enforcement Administration	Stephen T. Marchini	03/02
Legal Attaché	Christopher Reimann	07/02
Office of Defense Cooperation	Col. K. Gary Finchum	08/04
Transportation Security Administration	Holbert Hicks (Acting)	
Federal Aviation Administration	Elizabeth Erickson	03/01
U.S. Coast Guard	Lt Cmdr Glenn Martineau	07/02
U.S. & Foreign Commercial Service	George Ruffner	08/02
U.S. Immigration and Customs Enforcement	Matthew H. King	01/03
U.S. Container Security Initiative	(Vacant)	



## ABBREVIATIONS

A&T	Administrative and Technical Staff
ACRS	Automated cash register system
A/GSO	Assistant general services officer
ASEAN	Association of Southeast Asian Nations
CAJE	Computer aided job evaluation
CBP	Customs and Border Protection, DHS
CLO	Community liaison office coordinator
COM	Chief of mission
DCM	Deputy chief of mission
DHS	Department of Homeland Security
DS	Bureau of Diplomatic Security
EVAF	Electronic visa application form
FCS	U.S. and Foreign Commercial Service
FSN	Foreign Service national
FTA	Free Trade Agreement
GOS	Government of Singapore
GSO	General services office(r)
HR	Human Resources
ICASS	International cooperative administrative support services
ICE	Immigration and Customs Enforcement
IM	Information Management
LEC	Law Enforcement Council
LES	Locally employed staff
LEWG	Law Enforcement Working Group

MPP	Mission Performance Plan
MRV	Machine-readable visa
NIV	Nonimmigrant visa
OIG	Office of Inspector General
OPA	Office of Public Affairs
OSAC	Overseas Security Advisory Council
PAO	Public affairs officer
SAFIRE	State Automated FISMA Information Reporting Environment
S/GSO	Supervisory general services officer
TDY	Temporary duty
TSA	Transportation Security Administration, DHS

**FRAUD, WASTE, ABUSE, OR MISMANAGEMENT**  
of Federal programs  
and resources hurts everyone.

Call the Office of Inspector General  
**HOTLINE**  
**202-647-3320**  
**or 1-800-409-9926**  
**or e-mail oighotline@state.gov**  
to report illegal or wasteful activities.

You may also write to  
Office of Inspector General  
U.S. Department of State  
Post Office Box 9778  
Arlington, VA 22219  
Please visit our Web site at:  
<http://oig.state.gov>

Cables to the Inspector General  
should be slugged "OIG Channel"  
to ensure confidentiality.