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

Report of Inspection

Inspection of the U.S. Mission to the International Organizations in Vienna

Report Number ISP-I-07-20A, March 2007

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- OIG identified a best practice that improves the justification, management, and evaluation of public diplomacy programs.

The inspection took place in Washington, DC, between October 13 and 29, 2006, and in Vienna, Austria, between October 17 and November 3, 2006. (b) (6)
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CONTEXT

Since the last OIG inspection of UNVIE in 2000, and certainly since the September 11, 2001, terrorist attacks, the mission's work has moved to the center of U.S. and world attention. UNVIE is tasked with managing a broad range of important and often highly technical issues. They include:

- Preventing the spread of dangerous weapons and technologies;
- Combating terrorism, narcotics trafficking, and international crime and corruption; and
- Promoting free trade and investment, sustainable development, and the peaceful use of nuclear power.

UNVIE represents the United States in seven major Vienna-based international organizations: the IAEA; the United Nations Office on Drugs and Crime (UNODC), Office of Outer Space Affairs, Commission on International Trade Law, and Industrial Development Organization; the Preparatory Commission for the Comprehensive Nuclear Test Ban Treaty Organization (CTBTO); and the Wassenaar Arrangement on Export Controls for Conventional Arms and Dual-Use Goods and Technologies (Wassenaar Arrangement).¹

In the summer of 2005, UNVIE's agenda moved to the top of U.S. international priorities when Iran disregarded its Nuclear Nonproliferation Treaty obligations and began enriching uranium. Working intensely to develop maximum international support, UNVIE succeeded in having Iran declared noncompliant with the treaty and, in February 2006, obtained IAEA approval to send the Iran nuclear issue to the full UN Security Council, furthering a major U.S. foreign policy goal after years of diplomatic stalemate. UNVIE now plays a central role in the U.S. effort to deal with the growing threat of nuclear terrorism.

¹The Wassenaar Arrangement is a nontreaty agreement through which member nations license the sale of agreed-upon military items, including agreed nonmilitary items that have the potential for dual use.

In 2002, UNVIE relocated to a facility that is within walking distance of most of the organizations with which UNVIE works. This has resulted in more efficient use of staff time and reduced motor pool use.

UNVIE employs 28 officers and six locally employed staff, supported by an FY 2006 operating budget of \$1.9 million. UNVIE also monitors the use of approximately \$170 million in U.S. contributions to international organizations in Vienna.

EXECUTIVE DIRECTION

The Ambassador arrived in Vienna in July 2005, taking over from the DCM, who had served as chargé d' affaires of UNVIE since his arrival in August 2004. The Ambassador has provided strong policy leadership to the mission, which is accredited to the IAEA, the U. N. Organization Vienna, and CTBTO, and deals with a wide range of diverse and often technical issues. Mission management has focused intensively on preventing the spread of nuclear and other dangerous weapons and technologies, particularly by Iran and North Korea.

The Ambassador has undertaken a major campaign of public diplomacy having wide outreach internationally. He uses frequent speeches, interviews, digital videoconferences, and travel to mobilize support for addressing transnational issues, particularly the proliferation of nuclear and other dangerous weapons and technology, terrorism, narcotics trafficking, and international crime and corruption. Senior Department officials support the campaign by providing additional resources for international outreach.

The Ambassador and DCM participated actively in preparation of the Mission Performance Plan (MPP) and placed the objectives of the President's National Security Strategy at the forefront of the mission's objectives. Mission management maintains a sharp focus on the mission's key objectives and integrates these objectives into mission activities.

The Ambassador has integrated into the mission the several agencies from outside the Department represented there, including the Department of Energy, Nuclear Regulatory Commission, and Brookhaven National Laboratory. These entities are integrated more fully in the achievement of mission objectives than previously. Mission management also reorganized the mission to add the issue of nuclear terrorism to the portfolio of the nuclear terrorism and export controls section, helping give the issue additional focus and promoting new dialogue among those working on terrorism and nuclear issues.

The Ambassador uses the DCM as an adviser on policy issues and as a diplomatic "alter ego" but has failed to use the DCM effectively as a genuine manager of mission actions or people.

Recommendation 3: The U.S. Mission to International Organizations in Vienna, in coordination with the Bureau of International Organization Affairs, should design and implement a strategy to delegate responsibilities to mission staff, including securing their collective input on setting mission priorities. (Action: UNVIE, in coordination with IO)

ENTRY-LEVEL EMPLOYMENT PROGRAM

The DCM periodically provides informal mentoring for UNVIE's entry-level officers, but the mission's heavy workload sometimes complicates the regularity of this counseling. In addition, this informal mentoring has failed to provide mentoring to Foreign Service specialists. The mission recognizes the need to regularize the entry-level employment program to assure appropriate mentoring for all Foreign Service officers and specialists. The OIG team made an informal recommendation on this matter.

EQUAL EMPLOYMENT OPPORTUNITY

The mission has identified an Equal Employment Opportunity (EEO) counselor, but this counselor has not yet received the required EEO training. (EEO issues are discussed in more detail in this report's Resource Management section.)

RIGHTSIZING

The PAO position has been identified for elimination the summer of 2007. UNVIE has requested, and the OIG team supports, the immediate reinstatement of this position to avoid disruption of the mission's crucial public diplomacy effort.

SECURITY

Mission management has shown proper concern for safety and security, has held regular evacuation drills, and has hosted a tri-mission crisis-management exercise.

POLICY AND PROGRAM IMPLEMENTATION

UNVIE is unique in that it is organized to deal with the United Nation's specialized agencies and the other Vienna-based organizations and arrangements to which UNVIE is accredited. This makes the traditional section structure of a bilateral embassy inappropriate. Instead, UNVIE has substantive sections for each of the topic areas it deals with: IAEA, nuclear terrorism and export control (NTEC), and UN affairs and public diplomacy (UNA/PD). UNVIE restructured these sections in 2006 to balance workloads and foster more efficient management. This reorganization has generally succeeded because the personnel of all three sections have strived to make it work. There is, however, some overlap on nuclear issues between the IAEA and NTEC sections, and the public diplomacy function is not a good fit within the UNA/PD section. On balance, given the broad spectrum of highly specialized initiatives with which UNVIE deals, the present organizational structure is probably as logical and appropriate as possible, except for the public diplomacy element.

Some issues with which the mission deals – particularly nuclear nonproliferation and the regulation of fissile materials – have emerged in recent years as top U.S. foreign policy priorities, although UNVIE staffing has remained largely static. The vital initiatives that the mission manages may justify posting additional personnel to UNVIE. In the interim, the mission has made excellent use of interns to staff one-time and recurrent events.

The mixture of personnel assigned to UNVIE requires scrutiny. The balance between Department generalists and technical specialists from other U.S. agencies has gradually tilted toward generalists, to the dismay of some technical specialists. However, given the highly technical and specialized nature of this mission and the fact the inspection lasted only two weeks, the OIG team is reluctant to recommend adding or refocusing positions. This issue can best be addressed by an internal mission assessment of projected needs over the coming years, doing so in coordination with the Bureau of International Organizations and the specialized T bureaus. The OIG team counseled the mission to use its next Mission Strategic Plan (MSP) to examine projected workloads and needs and submit its findings to relevant elements of the T bureaus, Department of Energy (DOE), and other stakeholders to assure that the size and composition of UNVIE match the vital issues that it manages.

UNVIE is fortunate to have recruited an impressive group of dedicated, hard-working employees who have risen to the challenges of its high-priority initiatives. Despite a heavy workload, all three sections of UNVIE have performed impressively.

INTERNATIONAL ATOMIC ENERGY AGENCY SECTION

The IAEA section employs a mixture of 16 technical, generalist, and support staff members drawn from the Department, DOE, Nuclear Regulatory Commission, and Brookhaven Laboratory. It is organized into five subunits that correspond to the organization of the IAEA bureaucracy: safeguards (against nuclear proliferation), safety (of nuclear facilities and materials), technical cooperation, peaceful nuclear applications, and budget and management. Various section employees also follow, among other things, the UN Scientific Committee on the Effects of Atomic Radiation, the IAEA Safeguards system, the Committee on Safeguards and Verification, the non-UN Nuclear Suppliers Group, and U.S. participation in the IAEA's annual Board of Governors (BOG) and General Conference (GC) meetings.

In addition, employees focus on nonproliferation in countries of concern – particularly Iran and North Korea – and recruit and advocate for the employment of qualified Americans as technical staff members at the IAEA Secretariat or provide staff for such Presidential initiatives as the Reliable Access to Nuclear Materials Initiative and the U.S.-Indian initiative. Department generalists largely pursue overarching policy goals, and specialists from other agencies deal with the technical details of safety, safeguards, and technical cooperation. The section is supervised by a generalist and a deputy, both Foreign Service officers. The deputy is responsible for negotiating budget levels within the IAEA Secretariat and resolving management issues. The OIG team commends the efficient organizational structure of a section having such a broad array of tasks.

Two employees of the U.S. Department of Agriculture's Animal and Plant Health Inspection Service (APHIS) office cooperate with the IAEA section on staffing radiological agricultural initiatives managed by the IAEA's technical cooperation division. Embassy Vienna houses APHIS, but APHIS staff participates in UNVIE's weekly country team meeting.

Interagency cooperation is good, and, with the exception of APHIS, the section functions as a single unit, rather than a group of disparate agencies. Employees from all agencies report to their headquarters and provide necessary liaison between those agencies, the Department, and the IAEA Secretariat; but they operate as integral parts of UNVIE's IAEA team. The section head helps set work requirements for the entire staff and provides input for their annual performance evaluations, although he drafts evaluations only for Department employees. Interagency cooperation is buttressed by memoranda of understanding between the Department and some of the other agencies represented in the section, including Brookhaven Laboratory, which is represented by a contractor who does not receive support from the International Cooperative Administrative Support Service program. These interagency arrangements function well.

Management of the section is satisfactory. The section head has a good understanding of policy issues and, during two years on the job, has developed a better grasp of underlying technical issues, a necessity for coordinating the plethora of complex IAEA technical initiatives. Although some tension exists among those in the section, most employees expressed overall satisfaction with section management and cited continued improvement in the management practices of the section head. The OIG team agrees with this assessment.

There is some disagreement within the IAEA section over the ideal mixture of generalists and technical specialists, although the majority believes that the overall staffing level is about right. Virtually all section employees agree that the technical side of IAEA presents long and steep learning curves for generalists. Some employees said it took two full years before they felt comfortable with their briefs, and some specialists said additional specialists are needed to stay on top of the expanding workload. There was general consensus of a need to rotate General Schedule-ranked technical specialists from the International Security and Nonproliferation bureau through UNVIE, either through a supplemental position or to replace an existing generalist position. Doing so, they said could also help handle the surge of work brought on by critical nonproliferation issues, especially Iran, and would provide a long-term strengthening of collaboration between UNVIE and its technical backstops in the Department. The OIG team advised UNVIE management to consult widely within the IAEA section to determine its future needs and changes regarding staffing levels and expertise. UNVIE's assessment in the MSP should provide a proper starting point for consultations with and within Washington over future staffing levels.

Generalists bring needed reporting, negotiating, and overseas operational skills into the mix, and the OIG team believes that the current number of generalist positions in the IAEA section is sufficient. There are also two office management specialists (OMS) and a locally employed administrative assistant, the latter working exclusively for the Brookhaven National Laboratory contractor. The ongoing rotation of the section's two OMSs to cover a curtailment gap in the front office has left the section somewhat shorthanded.

Due to its operational focus, UNVIE is not a traditional reporting post. The IAEA section is an exception and generates a large volume of classified and unclassified communications. Section reporting is well focused and, for the most part, concise, although cables recording blow-by-blow accounts of the annual BOG and CG meetings are necessarily lengthy. In addition, the section sends a high volume of e-mails, many dealing with technical backstopping from various offices in the Department and other agencies. The reporting on high-level events, such as the BOG and GC meetings, features an excellent combination of short-fuse e-mails highlighting important themes that are usually sent out the same day as the meeting and the detailed record traffic that is sent out afterwards. Given the high level of Washington interest in IAEA issues, this is a suitable use of non-record traffic. Instructions and policy positions are being correctly conveyed from Washington by front-channel traffic, and the post responds in kind.

The workload of the IAEA section is extremely taxing. The norm involves 50- to 60-hour workweeks, with even longer hours during the surge periods of the BOG and GC meetings, which bring a large number of official Washington visitors to Vienna. Other recurrent and special events throughout the year result in a constant flow of visitors, totaling over 1,000 per year. The flow of hundreds of official U.S. visitors to IAEA-related events each year absorbs the time and energy of staff members who serve as control officers, especially the generalists. UNVIE management has sought to balance the workload by designating technical specialists as control officers and by using the country clearance process to ensure that visiting delegations do not include nonessential visitors.

NUCLEAR TERRORISM AND EXPORT CONTROL SECTION

The NTEC section, formerly known as the Arms Control Section, consists of three Foreign Service generalists, a cleared American contractor who has been in his position for ten years, and a cleared eligible family member OMS. In addition, the section nominally manages one Foreign Service generalist who is seconded to the

staff of the Wassenaar Arrangement. Until 2002, the Arms Control and Disarmament Agency (ACDA) staffed the section with technical experts. Foreign Service generalists rotated into these slots when ACDA was incorporated in the Department. The section's brief includes U.S. participation in the CTBTO, which continues to serve essential U.S. nonproliferation interests, although the Senate has not ratified the treaty on which the organization is based.

The second pillar of the NTEC section is the Wassenaar Arrangement. The section also handles nuclear terrorism issues within IAEA and the Illicit Trafficking Data Base, an IAEA list of trafficked nuclear and radiological material culled from open sources and member-state contributions. Under the umbrella of the Missile Technology Control Regime and through the Hague Code of Conduct, the NTEC section also provides advance notification of ballistic-missile launches. The United States does not contribute to the Missile Technology Control Regime but receives notifications from other members.

The combination within the section of the CTBTO, Wassenaar Arrangement, and the Missile Technology Control Regime spin-off is logical, but the inclusion of nuclear terrorism in the section's work overlaps with the IAEA section's work. One DOE technical specialist within the IAEA section reports to that section's head but also works extensively with the NTEC section head on the technical details of safeguards and on illicit trafficking in nuclear materials. This arrangement is not ideal, but there is no obvious solution. Nuclear terrorism moved to the NTEC section during UNVIE's reorganization, to balance the UNVIE workload more equitably. To move this work back to the IAEA section would place yet another burden on the mission's busiest section. To separate the technical specialist in question from IAEA would make even less sense. For now, the best approach is to continue with the flexible cooperation between the two sections that has made this cumbersome arrangement work.

The NTEC section head is entering his fifth year at UNVIE. He is the designated U.S. representative to the provisional technical secretariat of the CTBTO and the lead officer regarding nuclear terrorism issues and is assisted in the latter role by an entry-level officer. The section head oversees U.S. contributions to the construction and maintenance of the International Monitoring System, a global network of stations that monitors for possible clandestine nuclear testing. The deputy head of the section focuses almost entirely on the Wassenaar Arrangement and is assisted by the cleared American contractor. The section works efficiently and combines the correct staffing level with the proper mix of expertise. The OIG team supports the section's consensus view that the section head and his deputy are strong managers. The workload is heavy but not excessive, and section management has divided the portfolios equitably.

Operational by design, NTEC is not a traditional reporting section. The office generates a limited volume of front-channel traffic, almost all of it unclassified. There is extensive use of e-mail between the section, armaments nonproliferation offices in Washington, and the Department of Defense officials who depend on UNVIE for missile launch notifications and other specialized information. Because of the niche nature of these initiatives, and the very narrow and specialized interest of U.S.-based consumers, there would be little value to sending such information via front-channel record traffic. The section receives and submits licensing information from the Wassenaar Arrangement through the Wassenaar Arrangement Information System, a separate channel of communication among member states.

The NTEC section does not handle a volume of visitors comparable to that of the IAEA section; nonetheless, it programs well over 100 visitors per year. Two separate delegations of ten to 12 persons attend the major CTBTO technical coordination meetings, and two- or three-person delegations come to workshops and conferences throughout the year. Three separate delegations of as many as nine officials attend the Wassenaar General Working Group and a delegation of 30 or more comes for the experts' group meeting, where Wassenaar members confer on the listing of dual-use items. The size of the group is cumbersome; however, the meetings' highly technical discussions of arcane issues require the presence of highly specialized U.S. experts to present accurately U.S. concerns. Section management believes that most of these visits are of the proper duration.

UNITED NATIONS AFFAIRS AND PUBLIC DIPLOMACY SECTION

The third UNVIE section, UNA/PD, consists of five Foreign Service generalists, supported by a career OMS. During the reorganization in 2005, responsibility for the UN agencies based in Vienna that do not deal with nuclear or disarmament initiatives was merged with the public diplomacy function. The UNA/PD section head works on public diplomacy issues but also assists with the portfolio of the UNODC, although the primary management of that work rests with the deputy section head. A second mid-level officer assists with the UNODC account, manages the trafficking-in-persons portfolio, and assists with PD outreach. One entry-level officer manages UN reform issues and takes the lead on dealing with the United Nations Commission for International Trade Law (to which the U.S. government provides high-level delegations of experts to draft model trade laws) and with the UN Committee for the Peaceful Uses of Outer Space.

The section chief employs an inclusive and supportive management style, and his subordinates unanimously praise him as a first-rate manager, a judgment the OIG team supports. The deputy section chief splits his time more or less equally between three primary areas. He serves as U.S. representative at meetings or negotiations on drug and crime issues and manages a \$25 million annual portfolio of U.S.-funded international antidrug/crime projects. He also reports on high-level visitors to UNODC, using a front-channel cable to chronicle the annual meeting and policy/procedural negotiations. Finally, he reports on the findings of UNODC staff returning from countries of concern. This is a full portfolio, even with the assistance of a second mid-level officer, but the deputy has turned in a stellar performance. Over the past year he has also forged a symbiotic relationship with the U.S. Mission to the Organization for Security and Cooperation in Europe (USOSCE), which covers many of the same border security, organized crime, and drug issues within its Eurasian sphere of interest. UNA/PD section officers meet frequently with USOSCE counterparts to coordinate positions and programs. In one instance, the UNVIE deputy section chief headed the U.S. delegation to an Organization for Security and Cooperation in Europe conference on crime.

The addition of an entry-level generalist position in 2005 provided the opportunity to transfer the science, technology, and trade function from the section head. This has worked well in terms of U.S. participation in meetings of the UN Commission on International Trade Law and UN Committee for the Peaceful Uses of Outer Space. It has also worked well in negotiations and with the management of U.S.-provided high-level experts who draft trade laws that bring commercial laws in emerging markets, especially in Central Asia, into conformity with international standards. The OIG team commends this effort but would like to see a greater volume of reporting from this subunit on areas of emerging interest to Washington, including global navigation and the role of nongovernmental organizations within the UN Commission on International Trade Law.

As with the other sections, UNA/PD programs a large volume of visitors, far more than 100 per year. Section management believes that the number and size of delegations is usually correctly proportioned, as are the durations of visits.

PUBLIC DIPLOMACY

Public diplomacy has become a central element of UNVIE's effort to explain and build international support for U.S. positions on the critical issues that drive this mission. The Ambassador has assumed an enormous public diplomacy workload and gave more than 320 media interviews and public speaking events in FY 2006. He also engaged in 38 digital videoconferences with audiences in 12 countries and undertook public speaking trips to 14 IAEA-member countries to explain U.S. nuclear policy positions. He has made public diplomacy a priority for the entire mission and expects full participation from every mission element.

The public affairs function at UNVIE is coordinated by a very talented first-tour PAO and one recently hired Foreign Service national who had previous public affairs experience. The PAO coordinates all of the Ambassador's public diplomacy activities as well as those of mission staff. He and the Foreign Service national also maintain the UNVIE web site, distribute policy statements electronically as needed to approximately 400 key audience members, and coordinate the Ambassador's participation in a Farsi-language Internet blog. The Farsi blog allows the Ambassador to communicate U.S. nuclear and terrorism policy positions to audiences throughout Iran and areas of the Middle East. UNVIE has neither the capacity nor time to provide a broader electronic information or reference service to its key audience groups. Embassy Vienna's American Reference Center does provide extensive electronic information and reference support to its audiences. The OIG team believes the resource center could extend that support to audiences from UNVIE and the USOSCE. A recommendation for the three PAOs to coordinate an expansion of the resource center's electronic information support is included in the OIG report on Embassy Vienna.

Recently, the Department informed UNVIE that the PAO position had been identified for redistribution and will be eliminated when the incumbent departs in mid-2007. UNVIE has requested that this position be immediately reinstated as a mid-grade public diplomacy position. Although the decision to eliminate this position may have been based on past needs of this mission, it does not reflect the current demands on UNVIE to advance critical national security interests. The OIG team supports the mission's request that this position be immediately reinstated.

Recommendation 4: The U.S. Mission to International Organizations in Vienna, in coordination with the Office of the Undersecretary for Public Diplomacy and Public Affairs and the Bureau of International Organizations, should reestablish the public affairs officer position and assign an experienced mid-level officer from the public diplomacy cone to the position. (Action: UNVIE, in cooperation with R and IO)

In its FY 2008 MPP, UNVIE requested reinstatement of the current PAO position and the addition of a second American public diplomacy position. The OIG team does not support adding a second American position and believes that the PAO should be able to maintain UNVIE's active public diplomacy program at its current level.

As noted, UNVIE's public diplomacy operation is part of the UNA/PD section. Within this structure, the PAO reports to the deputy section chief, who reports to the section chief, who reports to the DCM. The deputy section chief is the PAO's rating officer, and the section chief writes the review. In practice, however, the PAO reports directly to the DCM and, more often, directly to the Ambassador. He meets one-on-one with the Ambassador at least once each day and talks with him several times a day by phone. Although the PAO tries to keep his supervisors informed of public diplomacy activities, this work draws unnecessarily on his time and that of his supervisors.

Recommendation 5: The U.S. Mission to International Organizations in Vienna should remove the public diplomacy function from its current placement as part of a section and create a separate public diplomacy section that supports the entire mission, with the public affairs officer reporting to the Ambassador through the deputy chief of mission. (Action: UNVIE)

Tri-Mission Public Diplomacy Coordination

UNVIE's very aggressive public diplomacy program encompasses the mission's primary multilateral audiences as well as Austrian audiences. Recent months have seen an increase in the number of speeches by the Ambassador and UNVIE staff at the Austrian universities and secondary schools that are key institutions for Embassy Vienna's public diplomacy programs. Although the topics of these events have always related to UNVIE MPP themes, such as nonproliferation and Iran's nuclear

policy, there have been instances when Embassy Vienna was unaware of UNVIE programs and encountered confusion within the Austrian institutions themselves. Although the PAOs of both missions meet informally on occasion, the OIG team believes closer program coordination is needed, and the team provided an informal recommendation on this matter.

Public Diplomacy Proposal Assessment Chart

Although new to the Foreign Service, the PAO brings more than ten years of private-sector experience and a perspective that has benefited UNVIE's public diplomacy effort. One such benefit was a functional proposal assessment chart that the PAO adapted from private sector models for public diplomacy use. The chart is used as the framework for justifying a program idea. In the fast-paced public diplomacy environment UNVIE now operates in, this assessment has helped the entire mission stay on message. The PAO reported that the Ambassador has turned down a number of his own program ideas based on a more careful assessment that used this method.

Best Practice: Public Diplomacy Proposal Assessment Chart

Issue: The United States Mission to International Organizations in Vienna runs a very active public diplomacy program geared to promoting U. S. positions on high-priority issues. Public diplomacy program opportunities often appear on very short notice, and an evaluation of the programs' merit against Mission Performance Plan priorities, available resources, and other program commitments is not always easy.

Response: Drawing on a functional assessment model used by the PAO in the private sector, the mission developed what it calls the "ABC chart" for evaluating all elements of a public diplomacy program proposal, from the concept through final evaluation. Evaluation criteria include the audience profile (A); audience behavioral goals, such as better understanding of an issue (B); and program content (C). The criteria also include Mission Performance Plan theme-justification, resource requirements, and post-program evaluation. The ABC chart provides a one-page overview of each program initiative that is valuable in the mission's assessment of Mission Performance Plan performance.

Result: The Ambassador and the entire mission have adopted the ABC chart as an evaluation tool for maintaining a focused and efficient public diplomacy program. The chart has helped the mission prioritize its public diplomacy efforts and make most effective use of limited human and budgetary public diplomacy resources.

POLICY ADVOCACY

UNVIE advocates tirelessly and forcefully for U.S. policy goals and has achieved quantifiable successes. Examples include passage of a resolution by the UN Commission on Narcotic Drugs on controlling precursor chemicals and pharmaceutical products used in methamphetamine production, organization of meetings between IAEA and UNODC officials working on complementary border security and illicit-trafficking programs, creation of guidelines on whistle-blower protection in CTBTO, and negotiating adoption of the U.S. proposal to create an IAEA Committee on Safeguards and Verification, a presidential initiative. The OIG team recognizes these achievements but found this focus on high-level policy advocacy has come at the expense of traditional core functions of the mission. The OIG team concurs with personnel in two of three sections who said they spend too much time in their offices, staffing out policy advocacy initiatives, and not enough time in the secretariats and working levels of the various multilateral organizations, establishing networks and engaging in all-important information exchange. The OIG team counseled UNVIE management to be sensitive to the need to create time and space for the mission staff to pursue these vital functions.

Science and Technology

Science and technology are at the heart of UNVIE's mission, especially the IAEA and NTEC sections. There is sufficient technical expertise available in UNVIE or, via an e-mail, in Washington to staff the highly technical policy initiatives and technical programs/exchanges that strengthen nuclear safeguards, promote safe use of nuclear energy, and contribute to the nonproliferation of nuclear and conventional weaponry. Additional Presidential initiatives and the emergence of nonproliferation of nuclear and radiological weapons as a top U.S. priority have added considerably to the mission's workload. UNVIE will assess its future needs to determine whether changes in staffing levels and technical expertise will be needed.

Counterterrorism Cooperation

There is good coordination on counterterrorism policy issues between UNVIE and USOSCE, especially on border controls. NTEC staff members meet with USOSCE officers handling these issues, to seek synergies. For example, the UNVIE Ambassador has been invited to deliver the keynote address at an Organization for Security and Cooperation in Europe conference, which is funded by Washington

to advance U.S. goals for implementation of UN Security Council Resolution 1540, which seeks to strengthen security and control over nuclear materials and criminalize the illicit traffic of nuclear materials.

Law Enforcement Cooperation

UNVIE does not participate in the biweekly law enforcement working group that convenes at Embassy Vienna. The UNA/PD section of UNVIE has instead organized an ad hoc law enforcement group meeting that brings together representatives of UNVIE, USOSCE, the Drug Enforcement Administration, and the embassy's legal attaché on a quarterly basis to discuss and coordinate law enforcement policy issues that overlap between missions. Given that law enforcement working group meetings focus on information exchanges on specific cases with Austria, not on policy issues, these dual mechanisms provide sufficient synergy between the three U.S. missions.

RESOURCE MANAGEMENT

Agency	U.S. Direct-Hire Staff	Locally Employed Staff	Total Staff	Total Funding FY 2006
UNVIE – Program	23	5	28	\$ 1,664,500
UNVIE – Representation				44,600
UNVIE – Public Affairs	1	1	2	76,550
UNVIE – Public Affairs Representation				6,000
UNVIE – Arms Control				144,300
UNVIE – Arms Control Representation				3,000
Nuclear Regulatory* Commission	1	0	1	
DOE*	2	0	2	
International Safeguards Project Office*	1	0	1	
Totals	28	6	34	\$ 1,938,950

*Funding unknown

The joint management office (JMO) provides administrative services for UNVIE. One management officer spends two days a week at UNVIE, and the senior, locally employed administrative assistant is there three days a week. A second full-time, locally employed staff member fills out the administrative platform. This staff provides the link for coordinating and requesting management services from JMO. JMO's support and commitment ensures that administrative needs are met, fairly and timely. A driver who performs mail delivery and some personal services also picks up expendable supplies from the warehouse for UNVIE.

The management officer reports to the tri-missions' management counselor and also to UNVIE's DCM. His primary functions are to monitor the mission's operational budget, in coordination with the JMO's budget analyst, and serve as ombudsman with the JMO to get action from JMO's sections.

Responses to OIG questionnaires indicate UNVIE staff and family members are generally satisfied with housing, the school, community liaison office (CLO) activities, the medical unit, and other services. UNVIE staff seldom use the second motor pool car, which is parked at USOSCE. They use the taxi credit card when needing a vehicle for official business. However, outstanding human resources unit issues have negatively affected UNVIE staff.

EQUAL EMPLOYMENT OPPORTUNITY

To comply with OIG's recommendations from its 2000 inspection, the tri-missions designated three EEO counselors, one for each mission. UNVIE's designated EEO counselor was appointed in November 2005 but has not yet had training or been scheduled for it. Neither of the other two designated EEO counselors have had training. One staff member at USOSCE has had EEO training and offered to provide counseling, but no one at UNVIE could recall his name. No names of EEO counselors are posted on bulletin boards or displayed in prominent locations within the missions. OIG recommended in its report on Embassy Vienna that the EEO counselors be scheduled for the first available training and that their names be prominently displayed at all three missions.

HUMAN RESOURCES

Complaints about the human resources unit indicate there has been poor communication with UNVIE staff and that ongoing concerns about position descriptions have frustrated locally employed staff. According to staff, instead of reviewing position descriptions annually, the human resources unit continually questions the validity of administrative staff members' work requirements statements. OIG counseled Embassy Vienna's human resources staff on this and other issues.

MOTOR VEHICLES

UNVIE makes little use of the motor pool because it is located near the international agencies with which it works. However, UNVIE shares mail delivery services with USOSCE. The OIG team questioned the need for three daily mail deliveries and observed that individuals often do not retrieve mail for many days. The midday delivery is also used for other unauthorized activities, including check-cashing and bill-paying services.

In its report of the inspection of Embassy Vienna, the OIG team recommended that the JMO immediately discontinue these personal services, which are an unauthorized use of a U.S. government-owned vehicle. These uses also subject the driver to the risk of theft and to being left uninsured when the vehicle is used for unauthorized activities.

QUALITY OF LIFE

MEDICAL UNIT

The regional medical unit at Embassy Vienna provides quality medical services and support to over 500 American direct-hire employees and family members of the three missions, including UNVIE. The regional medical officer travels about half the time in support of eight missions throughout Central and Eastern Europe. The regional psychiatrist also travels extensively in support of 20 missions in the region. The medical unit is managed day to day by a capable Foreign Service health practitioner and four locally employed health providers. (Issues relating to the medical unit are discussed in OIG's report on Embassy Vienna.)

AVIAN INFLUENZA PREPAREDNESS

The tri-missions have developed an avian influenza pandemic contingency plan that was coordinated with Austrian government authorities, the international schools, and U.S. military facilities in the region. Embassy Vienna's DCM chairs the Avian Influenza Tri-Mission Task Force, which includes representatives from the consular section, regional medical unit, JMO, regional security office, CLO, Foreign Agricultural Service, Foreign Commercial Service, the military group, UNVIE, and USOSCE. The task force established action plans for different phases of an outbreak and adjusts them as appropriate. Medical supplies and equipment are in place for all American tri-mission staff and family members.

The regional medical unit is the main resource for information and guidance on avian influenza risks and coordinates regularly with the consular section on any new information. A consolidated Internet site provides public information. The consular section has a 400-name e-mail contact list of Americans resident in Austria. The Austrian government is proactive and has a detailed avian influenza plan that would include the American diplomatic community and American citizens resident in Austria.

COMMUNITY LIAISON OFFICE

The CLO is at Embassy Vienna but also supports the UNVIE and USOSCE missions. Two half-time CLO coordinators manage the office. One is new, and both have received CLO training. The coordinators face a number of challenges in serving a community as disparate as that of the tri-missions but have initiated several creative programs to meet those challenges. A progressive orientation for new arrivals that includes segments at all three missions received high marks from the community, as did a program on driving in Austria. Nevertheless, complaints were voiced about the lack of information to help new arrivals and the existence of a weak sponsor program. (These and other issues are discussed in OIG's report on Embassy Vienna.)

SCHOOLS

(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)
(b)(2)(b)(6)(b)(2)(b)(6) It offers an educational program from preschool through grade 12. Although there has been dissatisfaction with (b)(2)(b)(6) management, a new school director was hired in 2006, and a new high school principal started at the beginning of the current school year. Both are moving quickly to resolve concerns. (b)(2)(b)(6) is attractive, well maintained, and offers a variety of classes and extracurricular activities. The school is fully accredited by the Middle States Association of Colleges and Schools and by the Austrian Ministry of Education. The total (b)(2)(b)(6) enrollment of 800 includes 140 tri-mission dependents. (b)(2)(b)(6) receives funding from the Department's Office of Overseas Schools for salary support, educational materials, staff training, and security upgrades. The Office of Overseas Schools' regional education officer visited (b)(2)(b)(6) in September of 2006.

MANAGEMENT CONTROLS

The chief of mission's certification of management controls for the tri-missions, dated July 7, 2006, did not report any material weaknesses. Overall, management controls are in place and effective.

BUDGETARY CONTROLS

UNVIE effectively carries out its budget responsibilities. The Bureaus of International Organizations and International Security and Nonproliferation are responsible for monitoring budgets and policy. The OIG team counseled the section on its filing procedures. UNVIE also monitors the use of approximately \$170 million in U.S. contributions to international organizations in Vienna.

MONITORING OF PROGRAM FUNDING

The Commerce, Justice, State, and Related Agency congressional appropriation is the major funding source for the Department and other agencies' contributions to UN organizations. The Nonproliferation, Antiterrorism, Demining and Related Programs appropriation is also a major funding source for assessed and voluntary contributions to U. N. programs.

The United States' assessed and voluntary contributions to UN organizations are not subject to federal monitoring and evaluation requirements, and there is no Department requirement to monitor and evaluate assessments and contributions. The United States is the largest contributor to the IAEA. Its assessed and voluntary contributions constitute approximately 25 percent, about \$127 million, of the IAEA budget. Other entities working with the UN missions in Vienna also receive assessed and voluntary contributions totaling approximately \$43 million.

In 22 C.F.R 145.2, the Department does not identify the United Nations as receiving federal financial assistance that is subject to Office of Management and Budget Circular A-110 requirements. The Department, however, strongly recommends that bureaus follow the procedures in 4 FAH on monitoring and evaluating contributions to international agencies.

UNVIE has, in fact, established formal and informal methods to monitor how U. N. organizations use U.S. contributions. UNVIE represents the United States on U. N. governing bodies and participates in their program and budgetary deliberations.

UNVIE relies heavily on UN financial and results-based performance reports for most of its monitoring. As a result, the mission pays careful attention to deficiencies identified in these reports. UNVIE also addresses deficiencies identified by external audit reports; reviews conducted by U.S. government agencies, including the Office of Management and Budget and Government Accountability Office; and reports of the UN Office of Internal Oversight. The Bureau of International Organizations and UNVIE review all reports and provide feedback to UN organizations. The OIG team made an informal recommendation to develop and implement guidelines for monitoring and evaluating programs.

Premium Travel

Controls over the use of premium travel are effective. There were no instances of premium travel between October 1, 2005, and September 30, 2006.

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.

The DCM provides periodic informal mentoring for entry-level officers, but the mission's heavy workload sometimes complicates the regularity of this counseling. In addition, informal mentoring has failed to include Foreign Service specialists at UNVIE.

Informal Recommendation 1: The U.S. Mission to International Organizations in Vienna should institutionalize its mentoring program for entry-level officers and assure that entry-level specialists are included.

UNVIE and Embassy Vienna occasionally conduct public diplomacy programs in the same Austrian institutions but have so far only engaged in occasional coordination. There have been instances of confusion at the Austrian institutions.

Informal Recommendation 2: The U.S. Mission to International Organizations in Vienna should have its public affairs officer establish regular meetings with the public affairs officer at Embassy Vienna to coordinate public diplomacy programs.

Even though contributions to UN agencies are not subject to specific federal or Department monitoring and evaluation requirements, these contributions are sizable. The mission's approach to monitoring contributions differs among sections and should be standardized as much as possible.

Informal Recommendation 3: The U.S. Mission to International Organizations in Vienna should develop and implement mission guidelines for monitoring and evaluating programs funded through contributions to international organizations.

PRINCIPAL OFFICIALS

Name	Arrival Date	
Ambassador	Gregory L. Schulte	07/05
Deputy Chief of Mission	George A. Glass	08/04
Chiefs of Sections:		
International Atomic Energy Agency	David Noble	08/04
UN Affairs/Public Diplomacy	Cameron Thompson	08/03
Public Affairs Officer	Matthew H. Boland	07/05
Nuclear Terrorism and Export Controls	John S. Sequeira	08/02
Other Agencies:		
Department of Energy	Lisa G. Hillard	06/93
Nuclear Regulatory Commission	Heather Astwood	08/06
Brookhaven National Laboratory	Barbara Hoffheins	07/05

ABBREVIATIONS

ACDA	Arms Control and Disarmament Agency
AIS	American International School
APHIS	Department of Agriculture, Animal and Plant Health Inspection Service
BOG	IAEA Board of Governors
CTBTO	Comprehensive Nuclear Test Ban Treaty Organization
CLO	Community liaison office
DCM	Deputy chief of mission
Department	Department of State
DOE	Department of Energy
EEO	Equal Employment Opportunity
GC	IAEA General Conference
IAEA	International Atomic Energy Agency
JMO	Joint management office
MPP	Mission Performance Plan
MSP	Mission Strategic Plan
NTEC	Nuclear terrorism and export control
OIG	Office of Inspector General
OMS	Office management specialist
OSCE	Organization for Security and Cooperation in Europe
PAO	Public affairs officer
UNA/PD	United Nations Affairs and Public Diplomacy
UNODC	United Nations Office on Drugs and Crime

UNVIE	U.S. Mission to International Organizations in Vienna
USOSCE	U.S. Mission to the Organization for Security and Cooperation in Europe
Wassenaar Arrangement	Wassenaar Arrangement on Export Controls for Conventional Arms and Dual-Use Goods and Technologies

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