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

Report of Inspection

Embassy
Amman, Jordan

Report Number ISP-I-10-35A, March 2010

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PURPOSE, SCOPE AND METHODOLOGY OF THE INSPECTION

This inspection was conducted in accordance with the Quality Standards for Inspections, as issued by the President's Council on Integrity and Efficiency, and the Inspector's Handbook, as issued by the Office of Inspector General for the U.S. Department of State (Department) and the Broadcasting Board of Governors (BBG).

PURPOSE

The Office of Inspections provides the Secretary of State, the Chairman of the BBG, and Congress with systematic and independent evaluations of the operations of the Department and the BBG. Inspections cover three broad areas, consistent with Section 209 of the Foreign Service Act of 1980:

- **Policy Implementation:** whether policy goals and objectives are being effectively achieved; whether U.S. interests are being accurately and effectively represented; and whether all elements of an office or mission are being adequately coordinated.
- **Resource Management:** whether resources are being used and managed with maximum efficiency, effectiveness, and economy and whether financial transactions and accounts are properly conducted, maintained, and reported.
- **Management Controls:** whether the administration of activities and operations meets the requirements of applicable laws and regulations; whether internal management controls have been instituted to ensure quality of performance and reduce the likelihood of mismanagement; whether instance of fraud, waste, or abuse exist; and whether adequate steps for detection, correction, and prevention have been taken.

METHODOLOGY

In conducting this inspection, the inspectors: reviewed pertinent records; as appropriate, circulated, reviewed, and compiled the results of survey instruments; conducted on-site interviews; and reviewed the substance of the report and its findings and recommendations with offices, individuals, organizations, and activities affected by this review.



**United States Department of State
and the Broadcasting Board of Governors**

Office of Inspector General

PREFACE

This report was prepared by the Office of Inspector General (OIG) pursuant to the Inspector General Act of 1978, as amended, and Section 209 of the Foreign Service Act of 1980, as amended. It is one of a series of audit, inspection, investigative, and special reports prepared by OIG periodically as part of its responsibility to promote effective management, accountability and positive change in the Department of State and the Broadcasting Board of Governors.

This report is the result of an assessment of the strengths and weaknesses of the office, post, or function under review. It is based on interviews with employees and officials of relevant agencies and institutions, direct observation, and a review of applicable documents.

The recommendations therein have been developed on the basis of the best knowledge available to the OIG and, as appropriate, have been discussed in draft with those responsible for implementation. It is my hope that these recommendations will result in more effective, efficient, and/or economical operations.

I express my appreciation to all of those who contributed to the preparation of this report.

A handwritten signature in black ink, appearing to read "H. W. Geisel".

Harold W. Geisel
Deputy Inspector General

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KEY JUDGMENTS

- Embassy Amman is a well-run and productive post. The Ambassador and deputy chief of mission (DCM) have forged a cohesive country team that works together collegially in pursuit of mission strategic plan (MSP) objectives. The Ambassador shares information appropriately with his key staff, and both he and the DCM are proactive in supporting the work of others.
- Rapid growth in staffing, the arrival of new agencies, and expanding programs and assistance levels have led to overcrowding, which constrains further expansion within the embassy compound.
- Transnational terrorism remains a threat, necessitating a vigilant security posture.
- The political and economic sections are strong, and reporting is timely, broad in scope, and of excellent quality.
- Foreign assistance coordination is good overall, with input from most relevant agencies into the MSP and operational plan, and associated conditions precedent for disbursing cash assistance for the Jordanian Government budget.
- Public diplomacy is working well but suffers from a lack of long-term strategic planning. The relationship with the United States Agency for International Development (USAID) is positive, and the Embassy makes good use of USAID's resources in expanding the public affairs section's ability to reach Jordanian audiences.
- The consular section is generally well organized and productive, and the new section chief is making some changes to improve efficiency and morale. Consular relations with, and support to, other mission elements are excellent. The section provides needed continuity and support for the Baghdad consular section, which still experiences rapid personnel turnover. American citizen services (ACS) work has taken a back seat to visa work for several years, and Embassy Amman is renewing emphasis on that unit.

CONTEXT

The Hashemite Kingdom of Jordan occupies a strategically important place in the Middle East, bordering the Palestinian West Bank, Israel, Syria, Iraq, and Saudi Arabia. The country is the size of Indiana and consists mainly of desert, dry mountains, and fertile valleys. Sixty percent of Jordan's six million citizens are of Palestinian origin. They fled in several waves to Jordan, beginning in 1948, with another surge in 1967 during the Arab-Israeli conflict.



Jordan formally incorporated the West Bank in 1950. Israel occupied the West Bank in 1967, and in 1988 Jordan cut all administrative and legal ties with the West Bank. The Palestinians in Jordan reside in 13 large refugee camps, and are by and large integrated into Jordanian society, although they are not in the security

forces or among the governing elite. According to estimates from nongovernmental organizations, approximately 160,000 Iraqi refugees live in Jordan, as well. Jordan lacks natural resources and the chronic lack of water hinders agricultural development and constrains economic growth, which is not keeping pace with a rapidly expanding, young, population. Next to Bahrain, Jordan's gross domestic product is the smallest in the Middle East, but at \$5,149 per capita, it is in the mid-income range for the region. Youth unemployment is a problem. The economy is dependent on foreign assistance, immigrant remittances, tourism, some light industry, a nascent pharmaceutical industry, services, and phosphate.

Jordan is one of our staunchest allies in the Middle East. King Abdullah II was educated in the United States and, like many Jordanians, he speaks fluent English. Jordan is a constitutional monarchy, but power remains in the hands of the King, who is slowly democratizing the country while keeping a firm hand on destabilizing forces. Education, health care, and clean water are government priorities. The United States is one of Jordan's top trading partners, with bilateral trade exceeding

\$2 billion in 2008. A U.S.-Jordanian free trade agreement will enter into full effect in 2010. Bilateral security relations are superb.

Jordan is an active, consistent participant in the fight against transnational terrorism, and is at peace with Israel. Jordan is the number one recipient of U.S. military training funds, engages closely and continually with the U.S. military, and provides troops and training to several governments in the Middle East. It participates extensively in UN peacekeeping operations, and has sent military personnel to Afghanistan, Lebanon, and Yemen. Jordan is the top provider of police to UN operations and the third overall in support to UN operations, supplying troops in Haiti and other hard-to-fill hot spots.

The United States Agency for International Development (USAID) has a large presence in Jordan, providing \$514 million in FY 2009, 45 percent of it in the form of a cash grant for budget support. The country successfully implemented a Millennium Challenge Corporation (MCC) threshold program to help it become eligible for a Millennium Challenge Compact, which is anticipated for 2010 and will focus on water sector reform.

The U.S. Embassy in Jordan occupies an 11-acre compound, on land that was once on the outskirts of Amman, but now, new upscale housing almost completely surrounds the complex. The chancery was one of the first buildings built to conform to security standards established by the Inman Commission in the wake of the 1983 bombing of the U.S. Embassy in Beirut. The chancery is comprised of an attractive pair of three-story, connected buildings. The compound also includes community facilities, the Ambassador's and Marine Security Guard residences, a gym, maintenance shops, a warehouse, a commissary, and a cafeteria. Over the past four years, as the level and intensity of U.S.-Jordanian relations have grown exponentially, new agencies and elements of the U.S. Government have opened offices on the compound. Staffing has increased 67 percent, resulting in severe overcrowding, with little room for future growth, given security setback requirements.

The Ambassador has a close, productive relationship with the King and his 20 or so top advisors. The Ambassador focuses his efforts on securing and maintaining Jordanian assistance in promoting Middle East peace, fighting jointly the critical threat of transnational terrorism, and training and equipping the Jordanian security forces. The Ambassador works hard to ensure that Jordan has the economic support funds to grow and modernize. Nurturing and sustaining the United States' special, warm relationship with Jordan is both the Ambassador's, and the overall mission's, priority.

EXECUTIVE DIRECTION

Embassy Amman is ably led by an energetic and experienced Middle East policy expert who has forged a cohesive and productive country team. The Ambassador handles most policy issues, while the deputy chief of mission (DCM) serves as chief operating officer, focusing on mission management. Morale is generally high. Sections and agencies work well together. The Ambassador and DCM meet regularly with all agency heads, maintain an open door policy, are open to new ideas, and visit embassy offices periodically. Both the Ambassador and DCM communicate effectively with Washington and key mission officers.

In this hierarchical society, at the Palace's request, generally only the Ambassador meets with the King and his key advisors. The Ambassador keeps the Embassy informed about and focused on top priorities. Washington readers give the embassy very high marks for the quality, timeliness, and scope of its reporting. The Ambassador sees reporting drafts where he thinks he can add value, allowing the DCM to handle other reporting oversight. The Embassy manages a steady stream of high-level official visitors and temporary duty (TDY) personnel, many of whom are transiting to and from Iraq. The Embassy is home to several offices with regional responsibilities.

Space limitations, not policy considerations, are the major constraint on growth. Since the last inspection in 2005, the Embassy has experienced a 67 percent increase in staffing, with several new agencies established on the compound. Several agencies would like to have offices in the chancery, but there is insufficient space, and the Ambassador has denied one formal request for new staff under National Security Decision Directive 38 (NSDD-38). Given security concerns, for setback reasons, the Embassy is unable to reconfigure support facilities near the perimeter wall to accommodate new agencies. The Bureau of Overseas Buildings Operations (OBO) recognized the business case for purchasing land adjacent to the embassy compound, but did not fund the \$4 million to \$8 million cost; meantime, other buyers bought much of the land and construction of an upscale house on one lot is nearly complete. The Embassy now must look at the full range of options, individually or in combination, that will alleviate its space problems. Existing offices, particularly in the management section and the non controlled access areas of the chancery, are cramped and cannot be reduced further.

The Embassy will not be able to develop a comprehensive, financially prudent, and equitable space allocation plan until it decides what, if any, growth in staffing and agency presence is mission critical. The Embassy does not have a strategic growth plan that spells out which agency and staffing increases are being contemplated and would be acceptable. Security upgrades may make better use of space that is now dedicated to non-direct hire activities.

Most agencies and sections contributed to the FY 2011 Mission Strategic Plan (MSP). The MSP capably addresses the top priorities of enhancing regional security and strengthening bilateral relations with this key regional friend. During the MSP process, the Embassy sought guidance and feedback from the Bureau of Resources Management, and adopted the bureau's suggestions. However, the resulting MSP does not adequately address future resource needs, nor does it effectively capture the management workload engendered by 12,000 TDY visitors per year and the difficult security environment. The MSP does not focus on the challenges to policy success, i.e., what could go wrong; nor does it make a persuasive business case for more space and management support assistance. The OIG team informally recommended that the mission use the MSP as a briefing tool to orient its entering officers.

Recommendation 1: Embassy Amman, in its FY 2012 Mission Strategic Plan, should clearly communicate its future resource needs; its unique management challenges; the potential roadblocks to policy success; the practical limitations imposed by space constraints; and a projection of future growth across all relevant agencies. (Action: Embassy Amman)

Recommendation 2: Embassy Amman, in coordination with the Bureau of Overseas Buildings Operations, should develop and implement a comprehensive, unified space utilization plan that accommodates, and is phased and synchronized with, the Embassy's projected growth as expressed in the FY 2012 Mission Strategic Plan. (Action: Embassy Amman, in coordination with OBO)

The U.S. Government provides close to \$1 billion in aid and significant training annually to Jordan. The Embassy is active throughout the country, holding frequent program openings and outreach events. Embassy management recognizes the importance of informing the public at large and reminding the King and his government of the scope of U.S. assistance. Personnel from both the public affairs section (PAS) and USAID are engaged in publicizing U.S. assistance initiatives, and their collaboration has been successful.

The Ambassador and DCM are very concerned about security. Transnational terrorists murdered a USAID officer outside his Amman home in 2002. The Ambassador listens to his security advisors and holds frequent meetings with the regional security officer (RSO) and other offices on security matters. During the course of the inspection, the OIG team observed the Ambassador canceling a trip in response to threat information. Embassy personnel give the front office high marks for their attention to security, and responses to questionnaires showed general satisfaction with security at home and at work. The Ambassador successfully lobbied the Department to maintain the Embassy's danger pay, which was to have been eliminated based on a system that had not been capturing all relevant information.

The Ambassador's weekly country team meeting is open to most agency heads or their designees. At this meeting, the Ambassador effectively conveys his priorities and briefs the team on recent and upcoming developments and visits. He listens well to his staff and issues instructions as needed. Both the Ambassador and the DCM hold many other meetings throughout the week, to keep people informed and to share essential information. While some officers complain about the frequency and length of some of the DCM's meetings, others feel that the time spent on personal interaction is worthwhile.

Employees on their first and second tours of duty have created a networking organization, and they have an active speakers program at the Embassy. The Ambassador and DCM meet with the networking association periodically. A representative of the employees is invited on a rotational basis to the country team meeting. The mission has a mentors' panel of three officers; officers and specialists from all agencies are included in mentoring. Mid-level officers are invited to meetings with the Ambassador and the DCM and rotate acting DCM duties. During performance evaluations and when giving assignments, the DCM meets with individuals to offer counsel and assistance in onward assignments. Although local wage scales are low, 26 mission spouses have found work outside the Embassy. Some of these spouses work in home-based businesses, and 31 are employed in eligible family member (EFM) positions.

EQUAL EMPLOYMENT OPPORTUNITY

The Embassy has an active Equal Employment Opportunity (EEO) program with two experienced American counselors. Embassy management strongly supports the EEO program. The Embassy's human resources office has recently issued policies regarding both sexual harassment and discrimination, and held a training session

for embassy staff regarding these issues. The Embassy plans to hold more training sessions and will require that all employees either attend the training sessions or view the embassy's presentation online. Both EEO counselors completed the required EEO course in 2005, and one of them attended the eight-hour refresher training course earlier this year; the other counselor has yet to receive refresher training.

The Embassy had five EEO complaints within the last 12 months, four of which involved locally employed (LE) staff. In addition, a number of other LE staff members have raised issues that the EEO counselors determined to be management-related, rather than EEO-related. The OIG team has informally recommended that the Embassy's managers emphasize their support for the EEO program by appointing an LE staff liaison who is properly trained by the post's EEO counselors.

There is a persistent perception among staff members that the Embassy is hiring a disproportionately high number of LE employees from a particular minority group. The inspectors confirmed that the Embassy does not solicit information about ethnicity or religion in its employment application forms, nor does it take such factors into account when making hiring decisions. The Embassy is continuing to address this perception through the use of open and transparent hiring procedures.

POLICY AND PROGRAM IMPLEMENTATION

POLITICAL AND ECONOMIC AFFAIRS

Overview

The political and economic sections carry out reporting, advocacy, and program oversight responsibilities in support of MSP goals to strengthen regional stability, democracy and human rights, counterterrorism and security sector reform; and economic growth. Their activities reflect the breadth of U.S. interests in Jordan and level of engagement between the two governments. Over the course of a year, both sections' staff members spend at least one-third of their time making arrangements for and accompanying visitors, and reporting on their activities. Washington agencies hold a high opinion of the quality, volume, and range of the sections' reporting, support, and responsiveness.

The economic section manages a diverse portfolio that includes monitoring and advocacy on topics ranging from labor conditions to the investment climate, as well as strengthening Jordan's capacity in a number of areas. These areas include protecting intellectual property, enforcing customs laws, combating money laundering and terrorist financing, and countering the movements of weapons of mass destruction. The section has facilitated regional cooperation on water resource management, and has produced a wide range of macroeconomic and sectoral reporting. The section chief established and chairs the embassy's customs working group to coordinate among mission elements that assist Jordanian customs authorities.

Through reporting, advocacy, and trade promotion activities, the economic section supports implementation of the bilateral free trade agreement. The section collaborates with the U.S. Commercial Service to educate Jordanian business leaders about opportunities under the free trade agreement. It also supports missions from the Overseas Private Investment Corporation. In addition, the United States and Jordan are negotiating a nuclear cooperation agreement; if the negotiations are successful, this section will take on additional responsibilities for reporting on this topic, as well as providing support to visitors.

Despite staffing gaps and turnover, the political section is performing at a high level of activity across the wide span of issues that it manages. The section assists Iraqi refugees. It plays a key role in advocating for reforms to enable broader participation in Jordan's political process. It supports the Ambassador's efforts to help Jordan protect human rights, prosecute honor killings, and combat trafficking in persons. In support of the shared U.S. and Jordanian goal of building Palestinian governance and security capabilities, the section also plays an important role in facilitating the training of Palestinian police units in Jordan, under a program managed by the U.S. security coordinator in Jerusalem. A section officer serves as executive secretary for the Embassy's newly established counterterrorism working group, which is chaired by the DCM. This working group consolidates the visas viper process, coordinates terrorism finance initiatives, and provides a mechanism by which all entities involved in counterterrorism can share relevant information. Washington officials at all levels – from analysts to policymakers – praise the quality and scope of the section's reporting, both on its own merits and for the example it sets for other embassies in the region.

Reporting

Both sections have well-conceived, ambitious reporting plans. Fulfilling these plans will require an efficient clearance process. Some cables have taken several weeks to run the clearance gauntlet. While the reasons for delay vary, the effect is the same: an inordinate amount of scarce staff time is spent redrafting and clearing cables. The Embassy has worked to eliminate the resulting backlog of draft cables, but — as the OIG team has informally recommended — it needs to make lasting improvements to the clearance process itself, in order to alleviate the slowdowns that are causing draft cables to pile up.

Political Section Position for Human Rights, Trafficking In Persons, and Labor Rights

The political section staff includes a rotational, entry-level officer (ELO) position with a portfolio that consists principally of human rights, trafficking in persons, and labor rights. This is one of two rotational ELO positions in the section, and it is language designated. The incumbent is an FS-03 level USAID officer on a crossover assignment. An ELO, currently in the consular section, will replace him in spring 2010 for a one-year rotation. However, one year is not enough time to develop the expertise and relationships necessary to master the portfolio. The complexity of the portfolio and importance of these issues in U.S.-Jordanian relations warrant the assignment of an experienced officer for a normal three year assignment.

Recommendation 3: The Bureau of Near Eastern Affairs should request, and the Bureau of Human Resources should approve, the following changes to staff designations in Embassy Amman's political section: delinking position numbers 01972000 and 30126000; converting position 01972000 into a language-designated FS-03 position; making position 01972000 a three-year tour of duty position and designating it for an experienced officer; and converting position 30126000 into an entry-level consular position with a two-year tour of duty. (Action: NEA, in coordination with HR)

Recommendation 4: The Bureau of Human Resources should assign a language qualified officer to position number 01972000 at Embassy Amman for a three-year tour of duty. (Action: HR)

Arabic Language Requirements and Officers' Proficiencies

The number of language designated positions in the political and economic sections — and the corresponding number of officers with Arabic proficiency — is just sufficient. However, several officers who are not language qualified occupy language designated positions. The political section has three positions designated at the 3/3 level. Only one of the three incumbents is language qualified, and the successors of the other two officers are not language qualified (although they are assigned to receive language training). In addition, two rotational officer positions in the political section are designated at the 2/1 level. One incumbent and one incoming rotational officer are language qualified.

Among five officer positions in the economic section, one is designated at the 3/3 level and one at the 2/2 level. Only one of the incumbents is proficient at the designated level. In addition, one officer is language qualified but does not occupy a language designated position.

LE staff members in both sections assist with translations and interpretations. The embassy's language program, discussed later in the report, offers Arabic training to employees and spouses. The array of language proficiencies among officers and LE staff members enables both sections to perform their work. However, collective deficits in the officers' language proficiencies, over time, could constrain the Embassy's ability to develop relationships more broadly among Jordanian civil society,

political parties, and business people, particularly outside of Amman. It is important for the Embassy to be attentive to maintaining and, if possible, enhancing its overall Arabic language proficiency in selecting candidates for assignment.

Labor

Given the dimensions of U.S. labor-related interests in Jordan, labor issues are important in both sections' portfolios. Members of Congress have shown a keen interest in labor rights and work conditions in Jordan – as have members of American, Jordanian, and many international civil society organizations. Their interest stems largely from the export of products from Jordan's qualifying industrial zones to the United States, and the labor provisions contained in the free trade agreement. The U.S. interest in Jordan's labor issues includes concern over exploitive labor conditions, which also encompasses the U.S. mission's efforts to end trafficking in persons.

The political and economic sections share with USAID the responsibility for managing labor issues. The human rights officer in the political section covers labor rights (including freedom of association) and trafficking in persons. He also drafts the report on the worst forms of child labor. The deputy chief of the economic section covers trade-related labor issues and works on the Department of Labor's initiative to establish a cooperation mechanism with Jordan's ministry of labor. USAID has a project officer for labor. USAID funds projects in Jordan to promote the adoption of international labor standards, to strengthen Jordanian capacity to conduct labor inspections, to promote rights for women workers, and improve conditions of work in qualifying industrial zones.

The different components of the respective sections' labor portfolios are complementary. For the most part, the economic and political sections have different contacts among the Jordan Government, civil society, and business groups. Although there is some potential overlap of responsibilities, particularly with respect to their coverage of labor conditions in qualifying industrial zones, the Department and USAID officers enjoy a collegial relationship that has been effective in resolving questions of how to handle particular issues.

Neither officer has taken labor training at the National Foreign Affairs Training Center. The OIG team made an informal recommendation to support such training for the incumbents and their successors.

Regional Positions

Refugee Affairs

The political section includes the position of refugee coordinator for assistance (currently supported by an LE staff member), which was established in 2008 to render assistance to Iraqi refugees. While the numbers are hard to verify, current estimates indicate that one million Iraqi refugees are spread throughout the Middle East, primarily in Jordan and Syria. Another million or more internally displaced persons remain inside Iraq. Iraqi refugees used to be processed exclusively outside Iraq, until 2008, when Congress passed legislation mandating in-country processing of Iraq refugees. This legislation provided special consideration for individuals and their families who were placed in danger because of work connected with the United States.

The refugee coordinator for assistance has regional responsibilities encompassing Egypt, Jordan, Lebanon, and Syria. The total program size in FY 2009 is approximately \$30 million, including contributions to the Office of the United Nations High Commissioner for Refugees, seven nongovernmental organizations (NGOs) in Jordan, and 27 other NGOs in the region. The program serves primarily Iraqi refugees, although other refugee populations receive assistance, as well (with the exception of Palestinian refugees, who are assisted by the United Nations Relief and Works Agency for Palestine Refugees in the Near East). However, since there are substantially more Iraqi refugees in Syria than in Jordan, the coordinator for assistance position will be moved to Embassy Damascus in summer 2010. The position will retain the same regional responsibilities, and will include the support of an LE staff assistant. Embassy Amman will retain one LE staff position at the mission, to oversee the refugee assistance program in Jordan.

In Embassy Amman's consular section, a refugee coordinator for admissions supervises the staff of the Overseas Processing Entity (OPE), a program which is operated by the International Organization for Migration, under contract to the Bureau of Population, Refugees, and Migration (PRM). The refugee coordinator for admissions position was moved from Cairo to Amman in summer 2008, in order to provide closer supervision of Iraqi refugee processing, in both Jordan and Syria. While the numbers are hard to verify, current estimates indicate there are one million Iraqi refugees spread through the Middle East, mostly in Syria and Jordan. Another million or more internally displaced persons remain inside Iraq. Until 2008, refugees were processed exclusively outside Iraq. However, Congress passed legislation mandating in-country processing of Iraq refugees; it provided special consideration

for those whose work in connection with the United States placed them and their families in danger. The refugee coordinator in Amman works closely and cooperatively with his counterpart at Embassy Baghdad. Of the 18,661 admitted, more than 5,000 came from Jordan.

The refugee coordinator for admissions comes under the authority of the consular section chief. This enhances cooperation, particularly in assisting the Jordanian Government to facilitate the entry of Iraqis into Jordan for processing. The refugee coordinator provides a list of applicants to the consular section, which forwards it to a designated office in the Jordanian foreign ministry. The Jordanian authorities vet the names and return a list of approved names, and almost all are approved. Applicants on this list then may go to the Royal Jordanian Airlines office in Baghdad for tickets to come to Jordan.

The OPE moved into a new facility in May 2009. The current facility provides ample space for refugee processing in Jordan and serves as a regional hub for dealing with electronic processing for other OPEs in the region, including Damascus, Cairo, Sana'a, and Baghdad. The Amman OPE also provides rotating, 12-person teams to staff the OPE in Baghdad. According to the processing center managers' estimates, there is at least a two-year backlog of cases waiting for review in Baghdad. For the foreseeable future, Iraqi refugees will continue to be processed in Jordan and Syria, as well as in Baghdad.

Environment, Science, Technology, and Health

The environment, science, technology, and health (ESTH) officer in the economic section supervises one LE staff member and manages a regional hub office that encompasses 17 countries in the region. The ESTH officer travels about half the time and spends the other half on Jordan, which faces environmental challenges, particularly with respect to development and management of water resources. The position complements USAID's bilateral assistance to Jordan on water environmental management more broadly, and the anticipated compact between the MCC and Jordan to support management of water resources.

The ESTH officer manages implementation of the 2007 U.S.-Jordan science and technology agreement, which establishes a framework for cooperation between U.S. Government technical agencies and research institutions and their Jordanian counterparts. A key function of the position is to support collaboration on environment and science among Israel, Jordan, and the Palestinian National Authority. In this respect, the ESTH officer participates in and reports on the multilateral water resources working group, which includes the aforementioned parties, the United States, and

other donor governments. He also sits on the grants committee of the Middle East regional cooperation program, a USAID program that supports Arab-Israeli collaboration in applied agricultural, environmental, health, and geophysical sciences.

The Embassy has experienced some instances of U.S. Government technical agencies seeking to establish cooperative programs with their Jordanian counterparts on issues that fall outside of MSP goals. In these cases, the Embassy typically applies a liberal standard, authorizing no-assistance visits but sometimes denying country clearance. The OIG team made an informal recommendation that the Embassy curtail initiatives that will not help it achieve its MSP goals.

The ESTH position supports the MSP goals of fostering regional stability and Jordan's economic growth and prosperity. The FY 2011 MSP incorporates ESTH elements into its goal descriptions, but it does not include performance targets. The MSP includes only one general ESTH target for FY 2011 (for Israel-Jordan-Palestinian National Authority cooperation) and no ESTH indicators or targets for economic growth. The OIG team made an informal recommendation to develop detailed ESTH elements for targets in the FY 2012 MSP.

Iraq Policy Coordinator

An officer in the economic section serves as the Iraq policy coordinator. He reports to the section chief and assists the Iraq support unit (ISU). He facilitates visits of U.S. Government officials and congressional delegations to Iraq who are traveling through Jordan; briefs visitors; reports on Jordanian-Iraqi economic relations; and engages with Iraqi businessmen and other prominent Iraqis who are in Jordan to promote economic development and political reconciliation.

Law Enforcement

Embassy Amman's staff includes substantial law enforcement representation that reflects the U.S. Government's important law enforcement interests in Jordan. The law enforcement presence at Embassy Amman is comprised of the Federal Bureau of Investigation's legal attaché, officers from Immigration and Customs Enforcement, the U.S. Secret Service, the Transportation Security Agency, and the embassy's RSO. An economic crimes advisor from the Treasury Department's Office of Technical Assistance manages programs that support the Jordanian authorities' efforts to combat terrorist financing, money laundering, and other financial crimes, by helping these initiatives to meet international standards. In addition, an officer from the Drug Enforcement Administration's program (which is based in Nicosia, Cyprus) has regional responsibility for Jordan.

These representatives of U.S. law enforcement agencies conduct liaison activities with their Jordanian counterparts to coordinate investigations into cases of bilateral criminal issues and counterterrorism. The Embassy's training support and assistance to Jordan's law enforcement sector — which includes the Department's Antiterrorism Assistance (ATA) program and the Treasury Department's economic crimes support — comprises an important feature of this section's activities.

The DCM chairs monthly meetings of the Embassy's law enforcement working group. Law enforcement issues are addressed, as appropriate, at the daily staff meetings, weekly country team meetings, and the Ambassador's or DCM's scheduled one-on-one meetings with heads of the various agencies.

Foreign Assistance

U.S. aid to Jordan is one of the largest U.S. bilateral aid programs in the world. U.S. assistance to Jordan totaled nearly \$900 million in FY 2009. In September 2008, both governments signed a non-binding memorandum of understanding that lays out expected aid levels from FY 2010 through FY 2014. Economic and military assistance jointly accounts for approximately 95 percent of the total. The Bureau of Diplomatic Security's ATA program of approximately \$20 million per year accounts for most of the remainder. A new international narcotics and law enforcement program (estimated at \$1 million to \$1.5 million) will help Jordan combat financial crimes, protect intellectual property, and curb domestic violence. An export control and related border security program (also estimated at \$1 million to \$1.5 million) assists Jordan in developing an export licensing system and interdicting contraband and weapons of mass destruction. These bilateral assistance accounts do not include aid for certain centrally-funded humanitarian and project-specific programs — e.g., assistance related to refugees, export controls and border security, trafficking in persons, and the Middle East Partnership Initiative (MEPI), for which several embassy officers have oversight responsibilities.

Effective leadership and excellent collaboration among embassy elements characterize Embassy Amman's foreign assistance planning. A country team working group prepares a draft operational plan that the Ambassador shapes for submission to Washington. The DCM chairs training for mission staff to fulfill requirements for the plan's submission. The Ambassador chairs a mid-term MSP review. He has tasked staff with analyzing programs for their effectiveness and value for investment. Relevant embassy sections coordinate effectively with USAID on public affairs programming that highlights U.S. assistance to Jordan, including the Ambassador's public appearances, press releases, and the embassy's Web site.

The military assistance program office and USAID lead development of MSP and operational plan priorities, with the military assistance program office focusing on security assistance and USAID addressing economic assistance. Although both offices head up the effort to identify these priorities, other embassy staff members feel welcome to contribute. Both offices expressed their view that other sections' staff members have important roles to play in the MSP process – particularly in terms of contributing ideas and managing communications with their respective agencies.

The United States provides approximately 45 percent of its economic support funds to Jordan in the form of a cash grant for budget support (about \$231 million in FY 2009). Disbursement is linked to Jordan's fulfillment of a conditions precedent, which the Embassy negotiates annually with the government of Jordan. The conditions precedent is an important instrument for supporting Jordan's efforts to strengthen rule of law, promote economic growth, protect the environment, and combat financial crimes. The Ambassador is committed to establishing a meaningful, agreed-upon conditions precedent. USAID has led efforts to develop the precedent, but it invites, considers, and incorporates suggestions from other embassy sections.

The OIG team found internal communications lacking among some embassy elements on the ATA program. Although this problem has not adversely affected the program's effectiveness, it has made it more difficult and time-consuming to reply to requests for information from Washington and prepare position papers to present to Jordanian authorities. The OIG team brought the problem to the attention of the appropriate officers, who made a commitment to resolve it. The OIG team also made an informal recommendation on this issue.

Officers in the political and economic sections have varying responsibilities for overseeing projects and programs funded by the Department of Treasury, the Department of Labor, and several bureaus within the Department of State. (This report's public diplomacy section discusses staff responsibilities for MEPI.) A newly-hired EFM manages purchasing, contracting, payments, and training for the new program funded by the Bureau of International Narcotics and Law Enforcement program. This program is funded by the Bureau of International Narcotics and Law Enforcement; training for the export control and related border security program is funded by the Bureau of International Security and Nonproliferation. In addition, the Bureau of Democracy, Human Rights, and Labor and the Office to Monitor and Combat Trafficking in Persons both fund project grants.

While embassy staff has been proactive in reaching out to funding bureaus and agencies to learn about projects and programs in Jordan, their Washington counterparts have not always made clear what kind of support they expect from the embassy. Also, the Embassy does not have copies of all relevant contracts, cooperative agreements, or other instruments. This situation has led to some misunderstandings and, in one case, missed opportunities for embassy intervention that may have led to improvement of a poorly performing project that was ultimately terminated.

Recommendation 5: Embassy Amman should obtain copies of all relevant contracts, cooperative agreements, or other instruments that govern U.S. Governmental assistance for Jordan related to human rights, labor rights, trafficking in persons, and export control and border security. (Action: Embassy Amman)

Recommendation 6: The Bureau of Democracy, Human Rights and Labor should provide written guidance to Embassy Amman on reporting, monitoring, or other support required from the embassy for monitoring the projects for which it provides funding. (Action: DRL)

Recommendation 7: The Office to Monitor and Combat Trafficking in Persons should provide written guidance to Embassy Amman on reporting, monitoring, or other support required from the Embassy for monitoring the projects for which it provides funding. (Action: G/TIP)

PUBLIC DIPLOMACY

With a staff of six American officers, 36 LE staff members, and a base budget of approximately \$750,000, PAS is unusually well staffed and funded.¹ The section conducts a broad, active, and effective range of activities that draws on the full array of public diplomacy programs developed both in Washington and at the mission.

Staff of the Public Affairs Section

When the inspection started, the public affairs section began a year-long period with an acting public affairs officer (PAO). The previous PAO was curtailed to take up a position in Baghdad, and the Department did not advance the arrival of the officer (scheduled to arrive in 2010) to cover the gap. The current cultural affairs officer (CAO) will move into the PAO position for one year, after which she will return to her assigned slot as CAO. In addition, due to shortages elsewhere in the mission, the assistant information officer moved into a position as chief of the political section for a period of approximately seven months. A political officer assigned to a position below her personal grade, this officer originally was assigned as assistant information officer but has returned to the public affairs section as information officer, since she outranks the officer who was assigned to the information officer slot over the summer. That officer has now been moved to the position of acting cultural affairs officer, although this is her first tour in a public diplomacy job and she has no cultural affairs training or experience. The acting PAO will return to her scheduled job as cultural affairs officer next summer, at which time the acting information officer will depart and the acting cultural affairs officer will return to her original position as information officer. Further challenges are posed by the fact that two of the four officers currently at post are serving in out-of-cone assignments and at least one of the public diplomacy-coned officers has never had a previous public diplomacy assignment.

The impact of these unremitting changes is confusion on the part of both LE staff members and host country contacts. It takes time for new officers to develop relationships of trust with their contacts that can be used to advance U.S. interests.

¹ http://www.a.state.gov/postprofiles/default.asp?Bureau_ID=5&Post_ID=10&Module_ID=10
For comparison, another important Muslim country, Indonesia, with a population 40 times as large (240 million) has a PAS section with 10 American officers, 30 LE staff and a base budget of approximately \$850,000. http://www.a.state.gov/postprofiles/default.asp?Bureau_id=2&Post_ID=100

Fortunately, this is an able, enthusiastic, and diligent team. The staff is to be commended for their day-to-day program management, but in a post as active as this one, the combination of rapidly changing assignments, staffing gaps, and relative lack of experience takes its toll. This is a problem that is shared by other sections, and it reflects systemic problems faced by the Department in staffing many of its missions.

Program Management

PAS has maintained core programs while responding to the heavy demands made by an active Ambassador with a high media profile, as well as a host of visitors and delegations. This has been due to abundant funding, which supports an unusually broad range of programs. Unfortunately, the section has been less attentive to long-range planning, program evaluation, and analysis. During a recent TDY assignment, a senior Foreign Service officer serving as PAO worked with the section to develop a six-month activity plan for the Ambassador, set up a reporting plan for the section, and reinstate a weekly activity report. The OIG team has informally recommended that the PAS continue to conduct planning like this, which links policy and resources.

This is a very active PAS, with a large number of contacts and alumni of the various programs. Unfortunately, there is no central point for keeping track of the Jordanian citizens who have participated in PAS programs, in order to include them in future events. Although the section once had a unified contact management program on a platform called Goldmine, each unit currently maintains its own records: the information unit has an Outlook-based system; international visitor alumni are collected in an Excel-based spreadsheet, which is maintained by the cultural unit; the Fulbright Commission maintains its own alumni database; MEPI has its own alumni contact system; and the Information Resource Center (IRC) maintains its own records on the dissemination of information to contacts in a database designed by the IRC director.

Recommendation 8: Embassy Amman, in coordination with the Bureau of Near Eastern Affairs and the Office of Policy, Planning, and Resources, should develop and implement a single, suitable contact management system which accommodates the needs of all the sections that require a contacts database. (Action: Embassy Amman, in coordination with NEA and R/PPR)

Program Administration

PAS has a small administrative team consisting of a program management specialist and two other program managers who are part of the ISU. The program management specialist handles the section's budget and grants; the others handle public diplomacy-related logistical support for PAS Iraq and assist international visitors and other grantees in transit from Iraq.

The Iraqi support team is paid by PAS Iraq, but is supervised by the CAO in Amman. In FY 2009 they handled approximately 200 international visitors, Humphrey grantees, and other exchange visitors. This number is anticipated to rise to more than 300 in FY 2010. The support team provides essential logistical services, including grants, vouchers, pre-departure briefings, cash disbursement, and tickets. The team's international visitor coordinator deals with all the transportation issues, meeting and greeting Iraqi grantees in transit through Amman. The Amman PAO signs invitational travel awards for Iraqi travelers. The LE staff member in charge does not have formal grants training, but received on-the-job training from the former post management specialist. The Embassy is actively recruiting for an additional vacancy in the Iraqi exchange visitor support team. Both the Bureau of Education and Cultural Affairs' (ECA) international visitor office and Embassy Amman's staff expressed high praise for the efforts of the public diplomacy Iraq support team in moving Iraqi grantees in and out of the region. While space is at a premium in Embassy Amman, embedding the public diplomacy Iraq support team in PAS Jordan does not seem to have placed undue strain on the section's resources. Indeed, since one of the people hired for this job devotes part of her time to assisting the section, Embassy Amman has benefitted from this arrangement.

The current program management specialist has only recently moved over to the section from the financial management office, following the resignation of a long-time LE staff member who had managed the programs for many years. Although the incumbent took grants training several years ago, his skills are not current. The OIG team examined the grants files managed by the previous program management specialist and found that while, for the most part, they were being kept in accordance with the Grants Policy Directives of the Office of the Procurement Executive, there were a few problems involving the filing of grantee reports and a failure to properly use the DS-4012 form to track the grant process. The OIG team made an informal recommendation regarding this issue.

The Embassy asked the Bureau of Near Eastern Affairs' public diplomacy office to send a grants trainer from Washington to review files and work with staff involved in the execution and management of grants, including the staff of the public diplo-

macy Iraqi support unit. The training took place in October 2009, concurrently with the inspection, and should resolve any vulnerability in the area of grants management.

Public Outreach

For more than 20 years, Embassy Amman's PAS has operated a stand-alone English teaching facility, the American Language Center (ALC), staffed by 12 LE teachers and located on leased property. The ALC maintains its own, Dedicated Internet Network (DIN), for which the information management office does not provide oversight and support. The team has addressed this issue in the Information Management section of this report. The ALC is self-funded by recycled English teaching funds that came to over \$700,000 in FY 2009. More than 3,200 students studied at the center last year. ALC's target audience is mainly professionals from government ministries, private corporations, and universities. A grant from USAID enables students from USAID's partner organizations to improve their English language skills.

The center has a full-time director and is overseen by both the PAO and the regional English language officer. In 2004, an LE staff member was forced to resign over misuse of funds. Since then, the embassy has tightened management controls and put new procedures in place to reduce the risk of possible fraud.

The Embassy also maintains American Corners in two local universities. In addition to a core collection of non-circulating English language books, the corners include a small collection of video materials with appropriate playback equipment, and several computers with Internet connectivity. A cursory examination at one corner suggested that the book collection is not being heavily used. Moreover, neither facility has purchased any of the periodical databases that are often part of the American Corner package.

The American Corners are in attractive locations; the regional information resource officer last visited them in February 2009. Each site has on file a memorandum proposal for sustaining funds, as well as memorandum of understanding with its host institution. However, the Embassy has neither an overall document stating the goals and purposes of the American Corners, nor any document linking American Corner resource allocations to collection priorities and program activities. The PAS' oversight of the American Corners program has been weak. A spot review of American Corner reporting showed that one of the corners had held a number of programs on sensitive U.S. policy issues without the PAS' awareness or participation.

In addition to these two offsite program venues, the PAS appears to be moving in the direction of developing a third potential program outlet at the American language center. Several years ago, when the ISU needed scarce embassy space, they were given the area formerly occupied by the public affairs section's IRC. Books and other reference materials previously housed in the IRC were moved into an area of the ALC called "the Commons." The Commons has gradually become a program outlet, offering students and invited contacts a venue for lectures, seminars, exhibits, and digital video conferences. The IRC assistant spends two days a week helping visitors use the collection. At the time of the inspection, the section decided to cull the university-level English collection and replace it with books suited to the more limited English comprehension level of the student audience.

With the loss of a physical IRC, the PAS has focused the energy and efforts of the IRC staff on electronic outreach. However, the position descriptions of the IRC staff and the webmaster have not been adjusted to reflect the changes in the IRC and the migration of the website into the Bureau of International Information Programs' (IIP) Washington-based content management system. The IRC has a current annual plan that, although keyed to the MSP, largely focuses on dissemination of information on these topics and support for other PAS programming on MSP topics. The IRC fields a very modest number of reference questions (approximately three per month).

The IRC also maintains Facebook and Twitter pages. Although the initiative to reach out to younger audiences through social networking is praiseworthy, provisions for planning, oversight, and evaluation are inadequate. Social networking is not mentioned in either the IRC annual plan or the regional information resource officer's most recent visit report. The IRC is posting articles targeted to youth drawn from America.gov on these sites. Results have so far been modest: the Facebook page has approximately 450 "fans" and there are about 60 "followers" on Twitter (the majority outside Jordan). There are no plans in place for evaluation of the effectiveness of the site.

This decision to expand the ALC into a program venue grew in an unplanned manner driven by a variety of external factors such as the loss of space and concomitant freeing up of staff time formerly spent in the semi-public IRC. There is no overall plan for developing the center, no consideration of how to budget for sustaining funds, or consideration of how the addition of this program venue will either supplement or compete with the programs conducted in the mission's American Corners.

Recommendation 9: Embassy Amman should develop and implement a strategic plan and budget for the American Language Center that takes into account messages, audiences, programs, and measurements of effectiveness in order to maximize the reach of the various program outlets. (Action: Embassy Amman)

Recommendation 10: Embassy Amman should review and make any necessary modifications to the program goals, performance expectations, and program oversight of the two partners in the American Corners; and develop and implement a written strategy and budget for the American Corners, taking into account collection, audience, and overall relationship with other program outlets. (Action: Embassy Amman)

Recommendation 11: Embassy Amman should update the Information Resource Center's annual plan to include the Embassy's efforts to use social networking as a platform to reach younger audiences and provide specific steps for program oversight and evaluation of these and any other new online initiatives. (Action: Embassy Amman)

Recommendation 12: Embassy Amman should update the position descriptions of the Information Resource Center staff and the webmaster to reflect the level of reference service they currently provide, as well as any changes in duties related to the movement of the center's book collection to the American Language Center, and the migration of the Embassy's website to the Bureau of International Information Programs' Washington-based content management system. (Action: Embassy Amman)

Exchange Programs

In FY 2009, PAS Jordan sent 34 exchange participants to the United States under the Bureau of Educational and Cultural Affairs' (ECA's) International Visitor Leadership Program. This mission-wide program works well, and the DCM-chaired selection committee operates smoothly to ensure that grantees meet the requirements of the program and the goals of the MSP. Grants are well-executed and effectively managed. Building on bits and pieces of policy guidance provided by ECA, the post has created a handbook entitled, "A Guide for the Cultural Affairs Specialist on Exchange Programs." This thorough and complete document, which outlines mission-specific standard operating procedures for the International Visitor Leadership Program and other related exchange projects, is a model of best practice.

Best Practice: Guide for the Cultural Affairs Specialist on Exchange Programs

Issue: New staff members need to master complex exchange programs in as short a time as is possible. Locally employed staff in particular may not have a chance to take formal training before assuming a position with responsibility for the exchange program. Rules, regulations and procedures that apply are available in many places including the FAM and cables, but a general ECA handbook does not exist.

Response: Embassy Amman prepared a *Guide for the Cultural Affairs Specialist on Exchange Programs (Standard Operating Procedures for the International Visitor Leadership Program and other Programs)*. This is a step-by-step handbook that walks an employee through all the stages of administration, evaluation, and follow-up of exchange visitor programs. It is specific to the records management system of Embassy Amman and includes hyperlinks to key document templates that are used in the process.

Result: This handbook ensures consistency and accuracy of program administration, and it reduces the learning curve for new employees.

This basic ECA international visitor leadership program is enhanced by USAID funds provided under the terms of a participating agency service agreement between USAID and the Department. Under this agreement, the PAS has been able to run a parallel program that greatly expands opportunities for Jordanians to participate in MSP-related exchange programs that are not otherwise supported by the mission's international visitor leadership program. Among the projects that have been supported with USAID funds are programs on the U.S. justice system for Jordanian

sharia (Islamic law) judges, and a proposed project for female Islamic preachers on interreligious relations in the United States. This cooperation has enabled the mission to greatly expand the opportunity to engage the next generation of Jordanian leaders in a meaningful exposure to the United States – our values, our society, and our people.

The binational Jordanian-American Commission for Educational Exchange, established in 1993, manages the Fulbright Scholars program in Jordan, through which qualified Jordanian and American students and scholars have the opportunity to teach, conduct research, and study in each other's country. In 2004, the government of Jordan established an endowment fund that made \$850,000 in earnings available in FY 2009 to supplement the approximately \$1.7 million in ECA provided funding for Fulbright programs. The Jordanian financial commitment to the Fulbright Commission demonstrates the seriousness with which the host country takes the program as well as the effectiveness of the program. The Fulbright Commission does not conduct student counseling in Jordan. Instead, the non-profit organization, America-Mideast Education and Training Services, conducts student counseling in a Department-approved student advising center in Amman.

The Arabic Book Program

Along with the embassy in Cairo, Embassy Amman operates an Arabic book translation program that serves its own and other missions in the region. The program is relatively small, translating 6 to 10 titles each year. Title selection is conducted by a committee of PAS staff members and representatives of local publishers, which meets every six months. Selections are keyed to the MSP and to overall PAS program goals. The OIG team conducted a spot review of the book contracts and made an informal recommendation.

Information Activities

PAS prepares and electronically distributes two daily press summaries. The first, assembled early in the morning by the IRC, culls online news sources for key issues in the media. Even though distribution is primarily in-house, the section needs to ensure that this compilation of copyrighted material conforms to the fair-use clause of the copyright statute (17 U.S.C. 107). The OIG team made an informal recommendation on this topic. The second electronic product is a translation and summary of the daily Arabic-language Jordanian media.

The information section provides public affairs support and guidance ranging from press releases to technical support to the entire mission. It has excellent relations with other sections, and has in place an up-to-date six month media strategy for the Ambassador.

Relations with Other Organizations: The Middle East Partnership Initiative and the U.S. Agency for International Development

The PAS includes a locally hired program coordinator for MEPI. The coordinator serves as the Embassy's point of contact for the large organizational grantees funded directly by MEPI in Washington, and is the primary liaison and program officer for the Jordan based partner organizations which receive relatively small grants funded out of the MEPI regional office in Abu Dhabi, in the United Arab Emirates. In this role, she works closely with representatives of USAID and the Embassy's political, economic, and public affairs sections, to collect, screen, vet, and recommend local projects for MEPI grant funding. She also provides onsite monitoring of these local grants. MEPI also maintains an alumni office separately located from the embassy compound.

PAS' cooperation with USAID is excellent. In addition to the support for an international visitor-like program, partner agency support agreement funds subsidize students from USAID's Jordanian partner organizations, who are studying English at the American language center. The partner agency support agreement funds also have been used for special initiatives such as the production of a documentary on U.S. assistance programs in Jordan. The PAS has a good relationship with USAID's development outreach coordinator, and the two offices coordinate on mission press releases.

CONSULAR AFFAIRS

Under the open and friendly leadership of the consular chief, the consular section in Amman runs effectively and efficiently. The section is comprised of seven officers, 13 LE staff members, and one EFM and enjoys generally good morale in spite of tight office space and a heavy workload. The section also has a newly established assistant regional security officer-investigator (A/RSO-I) position. The refugee coordinator for admissions also reports to the consular chief. The section continues

to provide important consular support to Embassy Baghdad. The consul and the team enjoy strong support from the front office, as shown by the Ambassador's and DCM's frequent visits to the consular section and their willingness to engage at a high level on sensitive child custody cases.

Consular Management

Amman's consular section is tightly staffed to address the scope of the consular workload. The new section chief is in the midst of a reorganization that will place each of the two mid-level officers in charge of one of the section units: visas and American citizen services (ACS). This is a needed innovation that will maintain unit appropriate, close, daily supervision while allowing the section chief to focus on strategic planning for the section.

For the past several years the section's primary focus has been dealing with visa issues, particularly as they involved a high percentage of Iraqi cases in both nonimmigrant visas (NIV) and immigrant (IV) visas. As a result, ACS operations tended to take a back seat. As this aspect of the visa workload has declined, much needed attention and resources are now being redirected. This report discusses that evolution in further detail below.

Relations between officers and locally employed staff are very good. Many staff members have taken advantage of training opportunities in the region and in Washington. However, there is no method for tracking the kinds of training each staff member has had or needs. The OIG team made an informal recommendation that the Embassy appoint a training officer and establish a system for maintaining training records.

Entry level officers rotate among the various units in the consular section. This gives them good exposure to the range of consular operations. However, the rotation has led to some inconsistencies in the handling of certain types of cases. For example, the section does not have standard guidelines for what evidence is acceptable as proof of residency to transmit citizenship; standards for names on reports of birth based on Jordanian documentation; an internal process for handling visa referrals; or guidelines for recommending emergency visa appointments. The consular section should establish written standard operating procedures for these issues and others to encourage internal consistency.

Recommendation 13: Embassy Amman should establish standard operating procedures in the consular section to ensure consistent case processing. (Action: Embassy Amman)

One of the consular entry level positions is linked as a rotation to a companion position in the political section. In the political-economic section of this report, the team has recommended de-linking these positions. The resulting consular position then would become a straightforward, two-year, entry level consular position.

American Citizen Services

The ACS unit constitutes a growth area for consular work in Jordan, particularly in regard to children's issues and the protection and welfare of abused American citizen spouses. With 31 open cases involving 53 children, Jordan now has more child abduction cases than anywhere else in the region. Jordan is not a signatory to the 1980 Hague Convention on the Civil Aspects of International Child Abduction, and local law is both complex and difficult to enforce. The unit previously had only an ELO in charge. This has now changed, as the mid-level deputy section chief has moved to oversee the ACS unit. With the current staffing of two officers, two full-time and one part-time LE staff, the unit still is hard-pressed to cope with the time-intensive ACS cases. Both the MSP and the annual consular package budget submission reflect the need for additional officer and LE staff resources.

There are currently only five Americans being held in long-term detention in Jordan. However, Jordan's lack of consular notification is a significant area of concern. Essentially, Jordanian officials do not notify the U.S. Embassy whenever an American is detained. One Jordanian-American was in prison for two years before the Embassy learned of it. The OIG team has informally recommended that the Embassy enlist the help of the growing number of American law enforcement agencies that operate in Jordan, and take advantage of the U.S. agencies' interactions with their Jordanian counterparts, to emphasize the importance of this issue and to open an additional avenue of communication, through which the Embassy might learn about any other detentions of U.S. citizens.

The post's annual report of potential evacuees, known as the F-77 report, is current. The Embassy issues emergency announcements with some frequency to an email list of registered Americans living in Jordan. At the time of the OIG inspection, the ACS staff was in the process of updating the list of regional and organizational wardens.

Visas

The visa units, with a total of three ELOs and eight LE staff members, are adequately staffed. A separate Baghdad support sub-unit has recently largely disbanded, with the mid-level officer becoming the visa chief (and fraud prevention manager)

and the LE staff assistant taking over duties handling referral and diplomatic note applications. The unit still provides strong support to operations in Baghdad by providing essential continuity for the rapidly rotating consular staff in Iraq. All officers and temporary duty LE staff travel to Baghdad via Amman and receive important briefings and orientation en route. In addition, Amman continues to process a declining, but still significant, number of Iraqis for both NIVs and IVs.

Nonimmigrant Visas

With over 30,000 NIV adjudications, a net refusal rate of over 35 percent, and the need to conduct security advisory opinion requests on the majority of approved applicants, the NIV unit is a busy place. However, in spite of file cabinets filled with pending visa applications, the unit remains firmly in control of the process and workload.

Best Practice: Online visa status information

Issue: The majority of visa applicants in Amman are subject to a variety of advisory opinion requirements. This delays processing by weeks or months. Anxious applicants and other interested parties bombard the Embassy with inquiries about the status of their applications.

Response: In early 2008, Embassy Amman adopted an online system that allows applicants to check the status of their pending applications, a method that was piloted by Embassy Cairo. At the time of their tentative approval, NIV and IV applicants are provided an information sheet with the visa office URL and instructions for how to enter one's passport number online to check the status of the application. Each day after the officer transmits an advisory opinion request a staff member enters the passport number on the site as pending. No private or personally identifiable information is posted. When the case clears, the staff member updates the site, which also automatically adds information on how the applicant should proceed in order to secure his or her visa. The total process takes less than a minute of staff time per case.

Result: The volume of phone, email, and other inquiries has dropped sharply, and applicants have ready access to information on their pending case.

Jordan initiated a visa requirement for Iraqis in May 2008. In the past year, Embassy Baghdad has increased its visa processing capacity by accepting students and scholars as well as officially-sponsored visa applications. The percentage of Iraqi cases being processed in Amman has declined steadily. However, Baghdad still does not process routine business and pleasure travelers (though it is expected to begin to do so by the end of 2009.) Iraq cases still constitute somewhat more than ten percent of Amman's total NIV workload. They also invariably are more problematic cases, requiring lengthier interviews and a higher level of fraud concerns.

The consular staff in Amman is well-situated to gather important information about trends in Iraqi visa applications. They are gathering information from their counterparts in diplomatic missions in Jordan and the Jordanian authorities. They have been sharing this information on an irregular basis with U.S. consular sections in neighboring countries, and these posts now are establishing a more systematic information sharing arrangement.

Immigrant Visas

Immigrant visas in Amman are processed smoothly and professionally. As with the NIVs, operations in this unit are complicated by a high percentage of required security advisory opinions and the number of Iraqi cases. In the case of IVs, special immigrant visas from Baghdad are particularly time consuming. The number of these cases has been declining for reasons similar to those listed above regarding NIV operations. Nonetheless, in FY 2009, the Embassy processed 38 Iraqi special immigrant visa cases involving 46 applicants. These continue to appear at the rate of four to five cases each month.

Embassy Amman has six panel physicians, all located in Amman. There are so many doctors because they also conduct the physicals for the large number of refugees processed at the OPE. A representative of the Centers for Disease Control and Prevention visited all the physicians in May 2008, but there is no schedule for regular embassy observation visits.

Recommendation 14: Embassy Amman should establish and implement a schedule for annual visits to the panel physicians. (Action: Embassy Amman)

Visa Security Unit

The operation of the Immigration and Customs Enforcement (ICE)'s visa security unit is a model of mutual cooperation and support between ICE and the consular section. There is a written memorandum of understanding for the process. Cases are examined, reviewed and tracked with little disruption to the vast majority of the traveling public.

Fraud Prevention Program

The Embassy has a very strong fraud prevention awareness program. The mid-level visa unit chief doubles as the fraud prevention manager. It is particularly notable that, given the large number of Iraqi visa applicants, the LE fraud investigator has become the regional expert on both pre- and post-Saddam Hussein era Iraqi documentation. He plays a vital role in briefing the steadily growing numbers of consular officers and staff in Baghdad en route to their single-year tours. Consular officers and staff from neighboring posts frequently consult with him on questionable documents.

Assistant Regional Security Officer - Investigator

At the time of the inspection, the A/RSO-I had been at post approximately four weeks and was still settling in. There is a very good, cooperative attitude on the part of the A/RSO-I, the fraud prevention manager, the consular chief (who will be the rating officer), the regional security officer (who will be the reviewing officer), and the various law enforcement agencies at Embassy Amman concerning the functioning of the position.

Visas Viper Program

The consular section manages an extremely well-run visas viper program that includes regular meetings chaired by the DCM, a broadly based committee, and a respectable volume of regular reporting. Nearly every section in the Embassy contributes information to the process. Both the fraud prevention manager and the A/RSO-I attend the meetings. The visas viper meetings were recently folded into the larger counterterrorism working group meetings.

RESOURCE MANAGEMENT

| Agency | U.S. Direct-Hire Staff | Foreign National Staff | Total Staff | Total Funding FY 2009 in U.S. dollars |
|---|------------------------|------------------------|-------------|---------------------------------------|
| | | | | (See Note below) |
| State – D&CP | 94 | 18 | 112 | 4,615,477 |
| State – ICASS | 9 | 143 | 152 | 7,852,600 |
| State – Public Diplomacy | 5 | 16 | 21 | 752,106 |
| State – Diplomatic Security | 3 | 52 | 55 | 2,450,073 |
| State – Marine Security | 7 | | 7 | 184,080 |
| State – Representation | | | | 63,200 |
| State – Overseas Buildings Operations | 1 | | 1 | 3,630,798 |
| State-MRV | 7 | 5 | 12 | 742,110 |
| State - Regional English Language Office | 1 | | 1 | 334,828 |
| State - Office of Inspector General (Mideast Regional Office) | 7 | 1 | 8 | Non-Serviced |
| Department of Homeland Security/ICE | 1 | 1 | 2 | Non-Serviced |
| Department of Homeland Security/CIS | 1 | 1 | 2 | 157,727 |
| Department of Homeland Security/USSS | 1 | 1 | 2 | Non-Serviced |
| Department of Homeland Security/TSA | 1 | 1 | 2 | Non-Serviced |
| PC | 3 | 2 | 5 | Non-Serviced |
| Treasury | 1 | 1 | 2 | Non-Serviced |
| Open Source Center | 4 | 32 | 36 | Non-Serviced |
| Defense Attaché Office | 30 | 8 | 38 | 475,829 |
| COE | 6 | 4 | 10 | Non-Serviced |
| Foreign Agricultural Service | 0 | 1 | 1 | Non-Serviced |
| National Cancer Institute | 1 | 1 | 2 | Non-Serviced |

Table continued on next page.

| Agency | U.S. Direct-Hire Staff | Foreign National Staff | Total Staff | Total Funding FY 2009 in U.S. dollars |
|---|-------------------------------|-------------------------------|--------------------|--|
| Federal Bureau of Investigation | 4 | | 4 | Non-Serviced |
| FPD | 2 | | 2 | Non-Serviced |
| USAID | 21 | 64 | 85 | Non-Serviced |
| U.S. Commercial Service | 1 | 3 | 4 | 319,682 |
| REF. | 2 | 1 | 3 | 255,000 |
| State - Iraq Support Unit | 4 | 56 | 60 | Non-Serviced |
| State - WSU | 3 | | 3 | 173,100 |
| State - International Narcotics and Law Enforcement | | | | 19,670,000 |
| | | | | |
| Total | 220 | 412 | 632 | \$ 41,676,610 |

Much of the burden of supporting the Embassy's rapid growth over the past few years has fallen on the management section. The increases in staffing, the accompanying demand for office space and ICASS services, and lengthy gaps in many mid-level supervisor positions crowded out strategic planning. Most management services were rated relatively high on the OIG workload and quality of life questionnaire, an indication that customers were generally satisfied with the transactions they conducted in the various units of the management section. But the development, promulgation, and enforcement of policies, as well as the overall vision for the section, took a back seat.

During the OIG inspection, the gaps ended, and the management counselor and her team began to improve processes that require collaboration among operating units. Supply chain management, which is discussed elsewhere in this report, is a good example, as it requires the procurement, property management, and financial management units to work together to establish a single, seamless process. Visitor management is another area in which coordination is needed, also discussed below.

With a full staff of American officers now on board and recently approved LE staff positions filled, the management section is well resourced to make its way forward. What remains is for the management units to coalesce, under the direction of the management counselor, into a unified section that focuses not only on individual responsiveness to customers, but also on larger processes and goals that transcend unit boundaries and are part of a common goal.

Temporary Duty Employees

The Embassy old OIG inspectors that it receives more than 12,000 TDY visitors each year, approximately half of whom are handled by the ISU. However, the Embassy does not have a comprehensive method of tracking either the names or numbers of these employees. Nor is there a designated office tasked with keeping a complete list of visitors. Currently, each office or agency is responsible for tracking its own visitors, which makes it cumbersome to identify the sponsoring office if there is an emergency involving a visitor.

Under the current procedure, each office or agency is responsible for notifying the RSO by email or memo of information regarding each TDY employee, including his or her arrival and departure dates and security clearance. The RSO then uses this information to compile the post access list. The RSO, however, is not always informed if TDY employees arrive early or stay later. The DCM also requests a snapshot of the number of TDY employees on a regular basis, but this does not provide the Embassy with an accurate count of the number of visitors in the course of a fiscal year. This lack of accurate information makes it more difficult for the Embassy to support requests for additional funding and staff to handle this increased workload.

The Department, in 2 FAM 116.6-1 b., requires that all civilian and military official travelers, except those under command of a U.S. area military commander, obtain country clearance from the chief of mission through e-Country Clearance. The system has several report functions to allow missions to track the names, clearances and numbers of TDY employees at post. While the system may not capture information about all the Embassy's TDY visitors, it provides the information from most agencies that the RSO currently requires in a separate memo. Designating one office or position to maintain the list of TDY employees would ensure that all TDY employees are accounted for in case of an emergency, and that the Embassy maintains an accurate count of visitors.

Recommendation 15: Embassy Amman should use a database such as e-Country Clearance to accurately and comprehensively track the numbers and contact information for temporary duty personnel. (Action: Embassy Amman)

Creation of an equitable duty officer roster is often a challenge for management staff, who can spend a great deal of time determining individuals' leave schedules and availability for duty, as well as circulating revised rosters when changes are made. The Embassy's system for managing the duty officer roster is a best practice.

Best Practice: Duty Officer Roster

Issue: The duty officer roster needs to include all eligible employees in a fair and equitable manner.

Response: Embassy Amman prepares the duty roster by agency, rather than by individual. The number of weeks each agency has to cover is determined by the number of people they have at post. Holidays are taken into account when the list is developed to spread them evenly across the agencies. The agency then determines who will serve as duty officer each week. Each agency is also responsible for finding replacements if the assigned officer is unavailable.

Result: The duty roster is more equitable, and the process is more transparent; at the same time, it reduces the workload on the management office.

Financial Management

The financial management section is led by a recently-arrived financial management officer. The office consists of one LE staff supervisor and 11 other LE staff members, all of whom have received high praise for their excellent customer service. The section's ICASS customer satisfaction survey scores were higher than the 2009 average worldwide scores in all service areas, although there were a few complaints about cashier hours and the amount of time it takes to process vouchers. Citibank provides onsite accommodation exchange five days a week, and an automated teller machine is located on the embassy compound; this enables the class B cashier to concentrate on providing full cashiering services for official transactions. When the OIG team observed that the current Uniform Service Standards for financial management services were not being posted in the section, the Embassy corrected the deficiency on the spot. Posting the service standards should assist the section in managing customer expectations.

Cashiering operations run smoothly, although they are complex, with 17 officially designated subcashiers, who include two alternate class B cashiers. Thirty percent of the class B cashier's advance is distributed to the subcashiers for petty cash. The OIG inspectors reviewed several petty cash vouchers submitted by various offices and identified items that could be purchased with a purchase card. Where previously there was one holder of a purchase card in the general services office procurement section, there are now four. The majority of local businesses and vendors accept

purchase cards, so expanding the use of purchase cards in other embassy sections would empower those sections to conduct their own purchasing more efficiently and quickly. Therefore, the OIG team has informally recommended increasing the use of purchase cards. This also could reduce the number of subcashiers needed, or the amounts of their advances, and it might improve cash management practices and streamline payment procedures.

The suspense deposits abroad account is carrying an unliquidated balance of \$146,040.15, representing funds collected from agencies that have joined the ICASS appliance pool. According to 4 FAH-3 H-326.2 c., suspense deposit accounts may not be used for deposits originating from another federal agency (i.e., appropriated funds), and may be used only for transactions originating from sources outside the U.S. Treasury system. Currently, there is no mechanism in place to collect, deposit, and hold other agencies' funds without transferring the funds. This is a Department-wide problem, which the OIG inspectors discussed during the survey phase with the ICASS Service Center director in Washington. The director explained that there is an ongoing effort to create a separate deposit account specifically for furniture and appliance pool contributions, which would function similarly to the ICASS carryover line item. The Department's deputy chief financial officer has approved this mechanism, and the ICASS Service Center expects implementation in early 2011.

Post Allowances

The Embassy correctly administers the accounting of its danger pay allowances, but not its differential allowances. Deficiencies likely are attributable to staffing gaps in the human resources and financial management sections. However, the Embassy lacks institutionalized processes and procedures that define responsibilities and fix accountability, which also contributes to the shortcomings.

With regard to danger pay, the OIG team reviewed a sampling of time and attendance schedules and travel vouchers to ascertain whether the Embassy is terminating the allowance when employees travel out of the country. In each section, timekeepers notify the payroll clerk whenever an employee transitions to an ineligible status. The payroll clerk takes appropriate action to terminate the allowance, then reinstates it upon the employee's return to eligible status.

The Embassy has no parallel system in place to control the starting and stopping of post differential allowances. Department of State Standardized Regulations Chapter 500, Section 530, addresses the circumstances under which differential allowance should be terminated, as well as exceptions. The Embassy is not observing these requirements. Also, under 4 FAH-3 H-533.10-3, employees bear responsibility

for verifying the correctness of their earnings and leave statements, reporting periods of ineligibility for post differential, and making restitution to the Embassy for any overpayment.

Recommendation 16: Embassy Amman should develop and implement standard operating procedures for terminating and starting the post differential allowance whenever an employee transfers, travels away from post, is evacuated, or separates from the Embassy. (Action: Embassy Amman)

Failure to stop differential allowance almost certainly has resulted in overpayment to employees. The Embassy must take action to correct past errors and reconcile the indebtedness that ensued. Regulations such as 4 FAM 493.1 outline the Embassy's responsibility to make the initial collection effort. This may prove to be a labor- and time-intensive effort, but the Embassy must take the required action to correct these errors.

Recommendation 17: Embassy Amman should develop and implement standard operating procedures for identifying and collecting from employees, reimbursement for any overpayment of post differential allowances. (Action: Embassy Amman)

International Cooperative Administrative Support Services (ICASS)

ICASS operations run smoothly, and the 40 subscribing agencies are generally satisfied with the services they receive. Funding in FY 2009 totaled \$7.852 million. The ICASS council, newly chaired by a Peace Corps officer, meets occasionally when issues arise. The OIG inspectors found the meetings to be infrequent, and informally recommended that the council meet a minimum of three times a year to review operations, provide guidance to the interagency program, and otherwise stay engaged in ICASS processes.

The chairman assumed his duties in July 2009, did not receive a transition briefing from his predecessor, and is relatively uninformed regarding his roles and responsibilities. The OIG inspectors made a series of informal recommendations, including: referring the chairman to consult the ICASS tool kit on the ICASS website for information on the role of the council chairperson; encouraging the management officer, as the head service provider, to reach out to the chairman and assist in his

familiarization and orientation; and recommending that the chairman hold meetings with the budget committee to gain an understanding of that working group's roles and current issues.

The financial management officer is listed as the chairman of the ICASS budget committee, rather than as a non-voting member, as is required by 6 FAH-5 H-222.4-1. Instead of acting in an executive role, the financial management officer should be primarily an ex-officio advisor to the Embassy's ICASS council chairman and the senior management service provider. There are no unique conditions that would qualify the Embassy for an exception to this policy under 6 FAH-5 H-222.4-2.

Recommendation 18: Embassy Amman should correct the composition of its International Cooperative Administrative Support Services budget committee and establish standard operating procedures specifying that the financial management officer serve on the council as a non-voting member, rather than as chairman. (Action: Embassy Amman)

Human Resources

The recent arrival of a new and experienced human resources specialist has improved the morale of the section's one EFM and six LE staff members, and has led to a renewed sense of purpose within the section. Several of the LE staff members have extensive experience working in human resources at Jordanian companies or with the Jordanian Government. One LE employee recently was selected for the LE staff executive corps. The office is in the process of hiring one more human resources assistant, and plans to add another employee to handle the Iraq support unit LE staff. This topic is addressed in more detail later in the report. Each human resources assistant handles all human resources-related issues for specific offices and agencies, which fosters cross-training and flexibility within the office.

The Embassy recently held its first orientation for new LE staff members in at least three years. It also has worked with the general services officer to eliminate the occasional use of purchase orders and blanket purchase agreements to hire embassy staff. Management policies are up to date. The LE staff handbook, last issued in 1998, has been updated and posted online. The handbook and all embassy policies soon will be translated into Arabic. The Embassy is also in the process of implementing full use of the employee performance report (EPR) form for LE staff members.

Training

The Embassy recently hosted training on LE staff supervisory skills, customer service, and LE staff evaluations, and it plans to provide additional training in January 2010. The Embassy also recently issued a training policy for LE staff members, but it has yet to formulate a strategic plan to determine priorities for that training. Instead, training requests appear to be approved based on the availability of funding and training opportunities, without regard to what would best advance the MSP goals.

In December 2009, the human resources office will begin using all sections of the EPR evaluation form for LE staff members, including the segments on development needs and activities (including training). The elements described in sections A, B, and C of the EPR will be implemented over the next year as evaluations become due. The Embassy will train all supervisors and employees in how to properly complete the EPR form, but it does not have a plan regarding how to synthesize the training information on the EPR form – i.e., how to use it to develop an overall training plan for the Embassy. An annual, prioritized list of training requirements for both LE staff and American personnel would enable the Embassy to spend post funds on the training employees need to successfully perform their duties in support of the MSP.

Recommendation 19: Embassy Amman should develop and implement a plan that sets priorities for and accomplishes the training needs of Department of State and International Cooperative Administrative Support Services employees and relates to Mission Strategic Plan goals. (Embassy Amman)

Iraq Support Unit

The OIG team did not inspect the ISU, which reports to Baghdad. However, the team reviewed the ICASS support the embassy provides to ISU. The team discovered that the Embassy's human resources office does not provide certain services under ICASS to the ISU. These services include the Computer Aided Job Evaluation (CAJE) system, personnel actions, and performance evaluation management. Instead, the ISU human resources office works independently, and there is little communication with the Embassy's human resources office. This has led to issues with the government of Jordan, one of which threatened the continued inclusion of ISU employees in the local social security program. The lack of coordination in the CAJE process has led to perceived – and in two cases, quite possible – discrepancies between ISU and Embassy Amman position grades for essentially the same work.

The Embassy and ISU have agreed that the Embassy's human resources office will assume responsibility for human resources management of all ISU positions, and ISU will fund one additional employee to accomplish this. The ISU human resources staff then will turn its attention to the proposed program to hire third-country nationals to work in Baghdad, although the timing for this is unknown. In the meantime, ISU will continue to support its own staff with the exception of providing CAJE services, which the Embassy's human resources office will handle. The OIG team has informally recommended that the Embassy's human resources office to take over all responsibilities for the employees in the ISU at the earliest possible opportunity.

Check-In Procedures

The Embassy requires American employees to complete a number of forms upon arrival, most of which require the same information – i.e., name, agency, office, family members, etc. All these details must be re-entered separately on each form. This is needlessly time-consuming; in addition, newly-arrived employees often do not yet have some of the information requested in these forms, such as home address and home or office phone number. An electronic form could be used which could be pre-populated with embassy-specific information, to which employees need add their personal information only once. This would increase efficiency, while improving the incoming employees' first impression of embassy services. The OIG inspectors made an informal recommendation to this effect.

Family Member Employment

Embassy Amman has an active family member employment program, although there are not enough jobs for all EFM who would like to work. A majority of the employees working within the mission are in part time positions or are sharing full time jobs. Those working outside the mission include teachers, consultants, counselors and writers, among others, many of whom are also working part time. Because of the delay in getting security clearances for some EFMs who have been selected to fill advertised positions, the human resources office has found other, temporary jobs for these employees.

Locally Employed Staff Hiring Process

Morale among the LE staff members appears to be high. Information provided by the Embassy and the Office of Overseas Employment does not indicate a retention problem. Of the 29 LE staff members who left the Embassy in the past year, 15 resigned because they had received a better offer, either in terms of responsibility, prestige, or salary. Three others retired and two received special immigrant visas. The rest left to travel, study, get married, run their own business, or because of conduct issues.

All offices and agencies, with the exception of the ISU, USAID, and the Open Source Center, follow the Embassy's detailed process for filling LE staff vacancies. Vacancies are advertised for two weeks on the Embassy's intranet and Internet sites, and are sent to all embassy employees. Applications then are screened using a checklist developed from the position description and advertisement, after which the qualified applications of those qualified are sent to the employing office for preliminary selection. The hiring committee includes at least two employees from the office with the vacancy, as well as the human resources assistant who is responsible for that office. The Embassy uses skills testing as part of the screening, and is in the process of standardizing language testing.

Under the CAJE process, the human resources section recently reviewed the salary grades of 52 staff positions. Of these, 40 were re-evaluated because of a change in duties or requirements and 12 were new positions. Of the 40 positions with changes in duties or requirements, 34 were upgraded. A sampling of the CAJE files and worksheets showed no issues with the CAJE process.

Other Human Resources Issues

According to embassy figures, in the past 12 months, 310 employees received awards, out of a total of 632 LE and American staff members. While many of these were group awards, it appears that some employees have received awards every year. Also, in some cases, the Embassy gave out awards to make up for a lack of salary increases. The Embassy has tightened up its awards procedures, and is working to improve the overall quality of the awards.

The employee evaluation report process appears to be well managed, although the Embassy reported two late evaluations in the last rating period. One of these was for a Civil Service employee on an excursion tour while the other was for an employee who had already left post. The human resources office has instituted changes to its procedures to ensure that all evaluations are completed on time in the future.

The Embassy has an online program that assigns numbers to the diplomatic notes it sends, as well as a template to help ensure that they are in the correct format. However, it appears that not all employees who prepare diplomatic notes are aware of the procedures. The OIG team made an informal recommendation.

The Embassy last updated its post report in 2005, and some sections' reports have not been updated since 2002. Much has changed at both the Embassy and in Jordan, in the past four to seven years. This lack of an up-to-date report is problematic, because, although other information is available on both the Internet and intranet, the post report is often the first place prospective bidders turn to when researching a post. The OIG made an informal recommendation on this issue.

Post Language Program

Embassy Amman manages two separate language programs: the standard post language program for employees and spouses, and a one-year, intensive Arabic language training program for direct-hire employees posted to the Middle East.

The post language program provides Arabic instruction to employees and spouses at the basic, intermediate, and advanced levels. Approximately 30 people currently are enrolled for the basic and intermediate courses, which are taught in small groups, and another 15 are in the advanced course, which takes a more individualized approach. The basic level includes "survival Arabic" and is mainly for those who are new to the language. The one-year, intensive Arabic training, which is a follow-on to the first year of language training at the National Foreign Affairs Training Center in Washington, which is in its second year of operation at Embassy Amman, currently has five students. This program has a basic framework, but is to a large extent self-directed and is designed to enable employees to gain a 3/3 proficiency level in spoken and written Arabic. Those who have a follow-on assignment at Embassy Amman receive housing and other embassy support. For those whose follow-on assignments are to other posts, this support is more ad hoc, although Embassy Amman tries to ensure that they receive the necessary support. Funding has not been an issue for either program, although additional funding could be required as the post continues to grow, or if additional training is needed for an employee to reach the 3/3 proficiency level.

Best Practice: On a regular basis, the Ambassador meets informally, at his residence, with small groups of LE staff to discuss any topics of interest to them.

Issue: With more than 400 LE staff members at Embassy Amman, most employees rarely have a chance to meet or talk with the Ambassador. On the other hand, the Ambassador can find it difficult to know what is going on at all levels of the mission.

Response: The Ambassador meets regularly with small groups of all levels of LE employees over coffee and tea at his residence. These meetings allow the Ambassador to meet and talk with staff members who otherwise would rarely have the chance to discuss with him their interests or concerns. The Ambassador and a notetaker are the only Americans present. Topics of discussion might range from morale to customs issues to Jordanian politics.

Result: The morale among LE staff at the mission has improved, and the Ambassador has a much better feel for the concerns of his LE staff and other members of Jordanian society.

General Services Operations

Over the past few years, the general services section has borne much of the burden of providing logistical support for the fast-growing embassy. The workload has increased significantly across the board, including spikes in the number of shipments to Jordan and Iraq; rising demand for residential units to house the growing staff; more furnishings needed for the new residences; and increased procurements for new programs and agencies. The section has coped well with these challenges and is now fully staffed. The recently-arrived supervisory general services officer has established clear priorities and is organizing his section to pursue them. The LE staff members are capable and proficient.

Supply Chain Management

The supply chain management system functions marginally well, but it has flaws in coordination among the procurement, property management, and financial management sections which prevent it from working more efficiently and improving internal controls and customer service. Automation and process management could overcome inefficiencies that increase the administrative workload in some parts of the system.

The supply chain management system includes various general services and financial management functions that should operate smoothly and seamlessly. The former are automated, in the form of the Integrated Logistics Management System. The Department, thus far, has failed to integrate the financial management tasks into the system, even though this remains a high priority for the Bureau of Resource Management. The OIG inspectors noted a number of procedural errors, including that the property and procurement sections are making multiple hard copies of documents instead of taking advantage of electronic transmission of receiving reports and purchase orders. Also, the procurement section, rather than the financial management office, is acting as the designated billing office i.e., it is closing out purchase orders based on the invoices it receives, instead of on the basis of the financial management office's advice of final payment. At the same time, the financial management office is not advising the procurement unit of final payment on purchase orders, whether by entering the data directly into the Integrated Logistics Management System (ILMS) or by any other means.

The OIG team concluded that, particularly when considered together, these deficiencies degrade the efficiency of the supply chain system, as well as the internal controls that are built into ILMS. Electronic transmission enables the Embassy to send copies of receiving reports to all requestors, thereby providing feedback to customers and improving customer service. The property management section took on-the-spot action during the inspection and began to transmit receiving reports to the appropriate management sections, as well as to customers.

Recommendation 20: Embassy Amman should designate the financial management office as the billing office. (Action: Embassy Amman)

Recommendation 21: Embassy Amman should develop and implement procedures requiring the financial management office to advise the procurement section of final payments on purchase orders, either by entering the data directly into the Integrated Logistics Management System or by another method, so that the financial management section can properly close out purchase orders. (Action: Embassy Amman)

Successful supply chain management requires collaboration, cooperation, and communication among management units, as well as a clear understanding of the entire system by all participants. In this regard, the Embassy could do a better job of attuning each section to the other sections' processes and needs. For example, the procurement section places many purchase card orders with U.S. companies; many of these arrive without a reference to a specific purchase order, requiring the receiving clerk to conduct a search of the ILMS. The general services office could eliminate this time-consuming task (which likely will increase in frequency as the embassy expands its purchase card program), by implementing a system whereby these shipments arrive with a usable reference number. The OIG inspectors informally recommended that the supervisory general services officer correct this glitch in the system. The supervisory general services officer plans to map the supply chain process and inform participants of each others' needs, in order to facilitate further improvements and yield additional benefits.

Procurement

Under the leadership of a newly arrived, seasoned assistant general services officer, the procurement section is making strides to correct deficiencies in the areas of workload allocation, procedures and processes, customer service, and proper use of procurement means.

The assistant general services officer reallocated responsibilities among LE staff members, and arranged for their procurement training at post. He also took immediate action to stop incorrect practices, such as using the inappropriate procurement vehicle for certain purchases. In some cases, he worked directly with the Office of the Procurement Executive, earning praise from that office for his actions to correct the deficiencies. He expanded the purchase card program, adding four cardholders to the one that had existed, and also plans to expand the program to include, among others, the public affairs section. This will empower the newly added sections to make their own purchases, thereby speeding up and streamlining the procurement process.

Another shortcoming is the closeout of purchase orders. Currently, the officer is closing out purchase orders on the basis of the final invoices his office receives instead of on confirmation of final payment. Once the assistant general services officer gains access to that information, he can properly close out purchase orders.

Recommendation 22: Embassy Amman should develop and implement a process for closing out purchase orders that is based on confirmation of final payment to the vendor. (Action: Embassy Amman)

Property Management

The property management unit is generally well organized, and its members are knowledgeable and proficient at their jobs. The newly arrived assistant general services officer in charge of this unit is improving operations by resolving policy, procedure, and project requirements.

The warehouse, which was purpose-built as part of the embassy compound, is neatly maintained. At the time of the inspection, plans were underway to construct a proper receiving area, which will help segregate and safeguard items being processed. The section has coped ably with the influx of personnel, managing the receipt and issue of furniture, furnishings, and appliances to the many new residential units that have been added to the housing pool. One area for improvement is the quality and cleanliness of the welcome kits being issued to newcomers. In addition to some negative questionnaire comments regarding the kits, one of the OIG inspectors examined some of the kit items in the warehouse and noted deficiencies, such as missing or nonserviceable items. The OIG made an informal recommendation addressing this issue.

The OIG team considers nonexpendable and expendable property accountability to be adequate. In 2008, the Embassy converted from the nonexpendable property application to ILMS-based asset management. The transition proceeded smoothly; according to LE staff members this was, in large part thanks to good support from the Office of Logistics Management. The annual inventory reflected missing inventory well below the one percent threshold, above which the Department requires a property survey report. However, examination of residential property records revealed that only 57 of 148 American employees had signed their inventories. Signing the inventory establishes mutual agreement between the Embassy and the employee regarding the number and condition of the items in an employee's residence; it also establishes a baseline for the future issue and return of the items. Nonetheless, ninety-one employees (61 percent) were remiss in this basic responsibility. Despite reminders by LE staff members to sign this important document, many employees had not fulfilled this requirement at the time of the OIG inspection.

Recommendation 23: Embassy Amman should develop and implement procedures to enforce the timely signing and submission of residential property inventories by American employees. (Action: Embassy Amman)

There is disparity among embassy employees from different agencies regarding the furnishings, furniture, and appliances they are issued, and this affects morale. The intent of the overseas housing program is to be as equitable as possible in the distribution of such physical property. For this reason, 15 FAM 723 requires that the various U.S. Government agencies at post must agree upon a set of standard and supplemental items to be issued for employees' residences. Embassy Amman's housing handbook lists basic furniture and appliances, but it does not list supplemental or other items, nor does it document an agreement on this issue among the agencies at post.

Recommendation 24: Embassy Amman should develop and implement a policy requiring representatives of the Department and all other U.S. Government agencies to agree upon a set of standard and supplemental furnishings, appliances, and other necessary items to be issued equitably for the embassy employees' residences. (Action: Embassy Amman)

A factor that contributes to the disparity in the distribution of furnishings is the lack of a furniture pool. The Embassy has established an appliance pool (in which almost all agencies participate), but its efforts to establish a furniture pool have not succeeded. It has gotten as far as drafting a document outlining a prospective program under ICASS, and some agencies actually have contributed funding, which is being held in a suspense deposit account, until all agencies have contributed. The OIG team realizes that furniture pools are not required, but if the Embassy were to implement one, it would help to resolve the problem of the inequitable distribution of furnishings.

In addition to the warehouse on the embassy compound, there are two other off-compound warehouses. One is a non-purpose-built structure, which is shared by the public affairs section and two other agencies. The second building was leased to accommodate a large influx of furniture shipments associated with new embassy positions. The general services office would like to continue leasing this building, and use it as a consolidated warehouse for all other offices and agencies. At the time of the inspection, this was an ongoing effort, which the team determined to have merit.

Housing

The Embassy's housing program is generally well run. Satisfaction levels are very high, the apartments appear to be well maintained, lease files are in order, and safety and security inspections are being carried out. The Embassy participates in the OBO's rental benchmark initiative, earning it green status since its admission to the program in October 2007.

The general services office maintains a housing pool consisting of more than 200 residential units, the vast majority of which are short-term, leased apartments. The Embassy added approximately 40 new units in the 12 months preceding the inspection, which required a significant effort by the general services office. The housing board meets as often as is necessary to make assignments, consider petitions and appeals, and view prospective leases. Proceedings are documented in meeting minutes.

In 2008, the Embassy implemented a policy of "move for preference." In accordance with its housing handbook, this policy allows an employee "to change assigned residences at personal expense for reasons that do not meet the criteria of a government-sponsored move." It is intended to enhance employee morale and is neither a petition nor an appeal, the only options 15 FAM 212.4 provides as mechanisms to request housing changes. Essentially, this policy accepts the subjective criterion of an employee's happiness as justification for requesting and receiving permission to change residences.

During the OIG inspection, the housing board considered such a request from an employee who cited as reasons for a move, the age of the building, condition of the apartment, and locality. In fact, the apartment is six years old, well appointed, and located in an upscale neighborhood (within easy walking distance of restaurants) that is only 2.5 kilometers from the Embassy. The interagency housing board approved the request, as well as four other requests made in 2009. The intent of the policy is that the employee pay for costs associated with the move. The reality, however, is that the general services staff spends substantial time on these requests, juggling housing assignments and developing housing options, and these expenses are not paid by the employee. Thus, Embassy Amman's application of the policy does not conform to the letter or intent of 15 FAM 212.4.

Recommendation 25: Embassy Amman should structure its "move for preference" housing policy to conform to the Department of State regulations on the petitions and appeals process. (Action: Embassy Amman)

Motor Vehicle Operations

The Embassy's motor vehicle service received very high scores on the OIG workload and quality of life questionnaire, reflecting the high quality of direct support that the motor pool provides to its customers. As with other aspects of management operations, the shortfalls are found in the areas of internal controls and policy/program implementation and management. The assistant general services officer in charge of the motor pool has made improvements in these areas and appears on the right track to strengthen these areas.

The motor pool is operating at a very high level, providing timely and effective support to its customers. Driver duty days are staggered to provide wider coverage, and one driver is assigned after-hours duty until midnight. The Embassy outsources some transportation tasks e.g., driving and delivering, to a commercial company – a sound business decision that conserves in-house resources by charging users directly. The Embassy also outsources vehicle maintenance, and one of the truck drivers serves as the maintenance coordinator. Since the dusty environment and harsh weather conditions shorten normal spans between preventive services, the maintenance coordinator inspects each vehicle on a rotational weekly basis, to determine which vehicle needs maintenance. The motor pool supervisor is qualified to train others in the driver safety training program, known as the Smith System. He has conducted training at Embassies Amman, Damascus, and Baghdad. The program is functioning well.

Nonetheless, from the perspective of oversight, policy, and management, the motor vehicle program has some deficiencies. The assistant general services officer in charge is relatively new, but already has begun to effect positive change. In July 2009, he implemented more stringent fuel consumption and mileage reporting procedures, so he can monitor and spot-check these basic vehicle statistics. He plans to consider the accumulated data in his fleet review, and develop a systematic vehicle replacement plan. This represents a significant improvement on the management level of motor vehicle operations.

The published vehicle policy memorandum has been updated, but the general services office does not have documentation from all agencies that authorizes the use of official vehicles for transportation between residences and other locations. In accordance with 14 FAM 433.1, each agency must provide documentation of its authority and the chief of mission must concur with authorizing such use.

Recommendation 26: Embassy Amman should document approvals from all agencies for the use of official vehicles for business and other authorized purposes, and should document the Ambassador's concurrence with such use. (Action: Embassy Amman)

The OIG team verified that the vehicle identification numbers in the on-hand inventory matched the numbers on all vehicles listed in the Embassy's ILMS inventory, dated October 6, 2009 i.e., all vehicles were present, and all numbers were correctly entered into the system.

Customs and Shipping

The customs and shipping section functions well in its day-to-day tasks, which is noteworthy in light of the increased workload since 2003 related to shipments bound for Jordan and in transit to and from Iraq, as well as the rapid growth in Embassy staffing. Coordinating sea and land shipments through the labyrinth of bureaucratic and commercial requirements is no small feat, but the section has performed yeoman's work in doing so. It also has assumed additional workload with a requirement to double register the 350-plus government owned and privately owned vehicles for security purposes.

The Embassy uses the International Through Government Bill Of Lading for household effects and vehicle shipments. After some startup pains, the section supervisor deems the system to be working well. The Department has sought to empower employees by giving them access to the shipment status of their household effects, via the ILMS website, "Where's My Shipment?" Despite this, and perhaps because they often want more specific information than what is available online, employees still come to the shipping section for information about their shipments. .

Travel

The travel section consists of two LE staff assistants and an onsite travel management center contractor. Their responsibilities include arranging visas for official travel, coordinating VIP visits, processing emergency evacuation orders for newcomers, making hotel reservations for visitors, and liaising with the travel management center. Both assistants are knowledgeable and capable. Premium class travel justification is well documented, though in some instances does not contain cost comparisons between business and economy fares. The OIG team informally recommended that the Embassy document the costs on the DS Form 4087.

The Embassy uses both a centrally billed account and government travel request (GTR) forms to purchase tickets. GTRs are necessary, as some airlines will not accept the centrally billed account and others will accept it but will not provide itemized invoices. An assistant general services officer exercises control of the GTRs, maintaining both the stock and the control log and issuing one form per year to cover all transactions. The travel management center invoices the embassy on a monthly basis.

The Embassy is using the E2 Travel Solutions software application, which is used by travel arrangers working in each section. The general services travel personnel assist these arrangers, and also function as arrangers for their own respective sections. Transition to the E2 system has not been without its problems, as the application is not as user-friendly as employees would like, but the Embassy persists in making it work.

Facilities

The facilities management section is well staffed and performs routine and special maintenance and repair functions very ably. The Embassy would like to have additional facilities manager, but neither the regional bureau nor the OBO would support the addition. The section has three LE engineers, one of whom was selected recently as a member of the regional bureau LE executive corps. The section's major challenge is providing adequate office space to a burgeoning embassy staff. By the facilities manager's count, this unit has completed ten reconfiguration projects in the recent past to yield needed workspace.

The team examined the section's use of the WebPASS (web post administrative software suite maintenance) system, and found that the unit is not using it optimally to manage and document work requests and fulfillment. For example, the system showed almost 2,500 unscheduled work requests as being either approved or on hold. However, the Embassy was already in the process of addressing this shortcoming. An OBO subject matter expert was scheduled to visit the Embassy in October 2009, to assist in updating the database and improve the unit's use of the system.

The section manages an active safety, health and environmental management program in large part due to a capable LE staff assistant post occupational safety and health officer. An architect and engineer by training and profession, she has completed Department training and therefore brings a wide range of expertise to the

job. She is active in the carbon monoxide, swimming pool safety, and integrated pest management aspects of the program, and has helped coordinate outfitting the workers with proper safety clothing and equipment. She also oversees the testing of the Embassy's potable water program.

Information Management and Information Security

Embassy Amman's information management (IM) program is adequate. The program meets most Department IM and information technology (IT) security requirements. After assessing the IM operations, the OIG team identified some key areas that need management attention to improve the effectiveness and efficiency of IM operations. The areas include helpdesk operations, technical and management training for the LE and direct-hire staff, information systems security duty officer assignments, effectiveness of the local IT change configuration control board, and DIN management.

The IM program covers an array of IT operations that includes the Open-Net Plus Sensitive-But-Unclassified (SBU) network, the classified network, classified and unclassified pouch, the diplomatic post office, local mail, radio, telephone, and switchboard operations. There are over 30 resident agencies that rely on the Embassy's IM program services. The IM office also provides computer and communications support to both the ISU and the OIG Middle East regional office. It also provides mail and pouch services to Embassy Damascus.

The information management officer (IMO) oversees the IM program. The Embassy was without an IMO for the six months prior to the inspection, during which time the position was held by the information program officer (IPO). The new IMO arrived at post during the inspection. The classified system and communications operations are managed by the IPO. The information systems officer (ISO) oversees the information service center (ISC), which handles the day to day operation of the SBU network. The SBU network has over 650 users, 350 workstations and 10 servers. The classified network is composed of over 100 users, 50 workstations and five servers.

Information Systems Security Officer Designation

Embassy Amman has one information systems security officer (ISSO) designated for both the classified and unclassified systems. Although the ISSO does his best to perform the required ISSO duties, he does not have the time to adequately perform all the required tasks on the two networks. He conducts information security briefings before users are given systems access and conducts random searches for inappropriate material on users' folders and desktop computers, as time permits.

Embassies are required to establish a different ISSO for each automated system in accordance with 12 FAM 632.1-2. ISSOs are responsible for ensuring that the Department's IT management policies are being implemented in compliance with 12 FAM 500 and 600. The ISSOs also perform security duties on a daily, monthly, and yearly basis – including the regular review and analysis of information systems audit logs, user libraries, emails, workstations, servers, and hard drives for indications of inappropriate or unusual activity.

Recommendation 27: Embassy Amman should appoint different individuals as primary and alternate information systems security officers for the classified and unclassified systems. (Action: Embassy Amman)

Staff Training

According to the National Institute of Standards and Technology Special Publication 800-16, information management staff tasked with information security duties must complete information assurance training. At present only the IPO and the recently arrived IMO have the required information assurance training to be designated as ISSOs.

The IM staff lack sufficient management and technical training to provide continued and satisfactory information technology support for the Embassy. None of the direct-hire IM staff has individual development plans, although the LE staff members' individual development plans are in place. Neither LE nor direct-hire IM supervisors have received management training. Key IM staff members have not received formal training on the Microsoft Windows technologies which support the Department's network infrastructure, such as Microsoft Windows Server 2003 and Active Directory service infrastructure. The complexity of these systems is not conducive to trial-and-error or on-the-job learning. Formal training is necessary.

Furthermore, the direct-hire IM personnel do not have adequate cross-training to establish a broad range of knowledge among the section's staff members. Each person has specific areas of responsibility, thus limiting opportunities for him or her to learn about other areas of Embassy IM operations. For example, only one direct-hire IM staff member has training and management experience on the Embassy's phone system. Without cross-training, the level of support may be adversely affected whenever an individual with assigned responsibility for a specific function is unavailable.

Inadequate resource development planning by management and IM supervisors — compounded by the ongoing, pressing workload prevents IM staff from attending the required training. According to 5 FAM 121.1 b (3) (b), 12 FAM 622.2 and 3 FAM 7635.2, managers should promote staff training, to allow employees to gain new skills or increase proficiencies in skills already held. The Foreign Service Institute provides enough online training and onsite technical and management courses (at regional training centers and in Washington) to meet all training needs. Embassy management is aware of the need for staff training and has recently approved and funded an in-house technical training initiative for the LE ISC staff. In addition, IM supervisors need to prioritize training and development goals.

Recommendation 28: Embassy Amman should prioritize training needs for information management staff and fund those training courses at the highest priority. (Action: Embassy Amman)

Recommendation 29: Embassy should develop individual development plans for all information management staff. (Action: Embassy Amman)

Helpdesk Operation

Embassy Amman's computer support services received low ratings, both in the ICASS and OIG surveys. The ISC helpdesk requests are handled by the ISO and seven LE staff members. Supervisory responsibility for the helpdesk operation is assigned to a direct-hire IM staff member who works in the information processing center and has no direct involvement with the ISC operation. There is no centralized helpdesk phone number or point of contact. Furthermore, the helpdesk does not have standard operating procedures.

The lack of standardized helpdesk operations, compounded by the absence of planning and resource coordination, is having a negative impact upon the quality of customer support operations. To operate an effective helpdesk, the Embassy must implement a formal, documented process for receiving, assigning, and closing helpdesk requests. With many activities going on simultaneously in the ISC, coordination and planning are paramount.

In addition to their core IT duties, all ISC staff members are tasked with providing customer service support. For example, during the OIG inspection, ISC staff members were tasked with setting up multiple training environments to support regional training and the Foreign Service officer examination in a very short timeframe. Unless well planned and coordinated, these types of activities pull the IM staff away from their assigned helpdesk support services and other core tasks; they also incur costs to the Embassy for overtime pay.

The team also observed that the current supervisory structure creates reporting confusion for the personnel who are tasked with IM operations and helpdesk duties. Ideally, helpdesk operations should be supervised by IM staff within the ISC operation, where all the helpdesk staff members work.

ISC is working to establish a new IT customer service center, which will be staffed with two full-time employees and will have designated helpdesk telephone numbers. The ISC staff will continue to use the eServices program, a Department-wide web application designed to track a wide range of support requests, to track support requests.

Recommendation 30: Embassy Amman should create and document a standardized process to manage service requests and helpdesk resources. (Action: Embassy Amman)

Dedicated Internet Networks

Embassy Amman has three DINs that are located in the PAS, the IM training facility, and the ALC, which is located off the embassy compound. According to 5 FAM 872.2, posts must obtain a waiver from the Bureau of Information Resource Management (IRM) before operating a DIN; however, the IM training facility DIN is currently operating without an IRM waiver. Also, due to a decision made by the previous IMO, the DINs in the PAS and the ALC are being managed by LE staff members in the PAS, who do not have clearly documented operational and policy guidance from the Embassy's IM office.

Recommendation 33: Embassy Amman should formulate and institute standard operating procedures for the local information technology change control board that include guidelines for effectively communicating the Department's information technology security policies and standards to the Embassy's user communities. (Action: Embassy Amman)

Computer Resources Access Control

Access control for computer resources (i.e., shared folders) is maintained via individual user accounts instead of groups. Both Microsoft's best practices guidelines and the Department's Windows 2003 operating procedures recommend assigning rights and permissions for computer resources on the basis of user groups, rather than by individual user accounts. Designating user groups simplifies access control management, especially in the dynamic environment of an embassy, where there is constant staff rotation. Granting computer access according to individual accounts complicates system administration, especially when users change assignments or leave the post.

Recommendation 34: Embassy Amman should develop and implement a group-based access control policy when managing access to computer resources. (Action: Embassy Amman)

QUALITY OF LIFE

COMMUNITY LIAISON OFFICE

The community liaison office employs two co-community liaison officers (CLO) in a job-sharing arrangement, wherein each works 25 hours per week, and both are assisted by a full-time LE staff member. Community members expressed a high degree of satisfaction with the co-CLOs' openness and responsiveness, and cited the many office-sponsored events as highlights of community life. The co-CLOs share responsibility for attending meetings and events, with one concentrating more on following school issues and the other on publicizing events. The inspection team informally recommended that the co-CLOs develop a plan for how to operate as a team, drawing on the strengths of each and dividing duties equitably across the eight areas of community liaison responsibility.

The co-CLOs and their assistant share a large office in the American club facility near a main embassy entrance. There is constant flow of people to and from the parking lot, the swimming pool, and the cafeteria, and many people drop in at the community liaison office. Although this accessible location is a great advantage in some ways, it precludes the possibility of holding a private conversation or making a confidential appointment in the office. According to the family liaison office, the CLOs need access to private office space to fulfill their counseling role. The inspection team informally recommended that the Embassy provide a more secluded space for this purpose.

Community members would appreciate having more opportunities to volunteer to organize parts of community liaison events. This extra help would take a burden off the co-CLOs and their assistant, and it would increase community participation. At the time of the inspection, the co-CLOs were recruiting for volunteers to help with events. The OIG team supports this practice.

SCHOOLS

The school receives funding from the Office of Overseas Schools. The school's board of directors includes the Embassy's management counselor (serving as the Ambassador's non-voting representative) and four embassy employees, one of whom is the board chairman. The school works closely with the RSO, and its security environment is very good.

The school has upgraded its facilities over the past three years, but it is now operating at the capacity of its physical plant and recently had difficulty finding room for the children of several late-arriving families. The school board is considering various expansion alternatives.

A newly hired superintendent has given the school new energy, and has worked quickly to reach out to parents who had previously been critical of the school administration. Parents expressed general satisfaction with the school and its offerings, and the representative from the Office of Overseas Schools gave the school high marks during a visit in October 2008. However, the school has limited capacity for instructing students at either end of the developmental spectrum.

Besides (b)(2)(b)(6)(b)(2)(b)(6) there are several other schools in Amman with students whose parents work at the embassy. (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) The quality of these schools varies widely. Several parents who have children with special needs are home-schooling them.

MEDICAL SERVICES

Health unit services at the Embassy are excellent. Amman is home base for both a regional medical officer and the regional psychiatrist, although the latter reports to Baghdad. The unit currently employs an office management specialist and two

registered nurses (one full time and one part time); another part time registered nurse will soon join the staff. Post medical advisors also are available, and the unit has vetted consultants in many medical specialties. Given Jordan's high-quality medical care, there are as many medical evacuations into the country as out of it. Incoming evacuations, mainly from Iraq but increasingly from Afghanistan, include minor conditions and surgeries. Outgoing medical evacuations include serious conditions requiring surgery or long-term treatment, as well as obstetrical cases (although many women choose to give birth in Jordan).

The unit is seriously short on space. The regional medical officer and psychiatrist have offices, and there are two treatment rooms. The two, soon to be three, registered nurses share an office that is large enough for two, but it provides no privacy. Another full-time registered nurse affiliated with the ISU handles incoming evacuations from Iraq, but because of space limitations cannot be co-located with the health unit. The regional psychiatrist's office serves as the unit's meeting space.

The regional medical officer has made clinical care the unit's top priority. The community is highly satisfied with the health unit's services as is reflected in the September 2009 ICASS survey, but the community would appreciate the opportunity for cardio-pulmonary resuscitation and first responder training. The regional medical officer plans to conduct such community training after the new registered nurse joins the staff. The unit offers frequent presentations on issues of interest to the community, including H1N1 (swine flu), anger management, and emotional issues related to unaccompanied families. The regional medical officer is a member of the country team and emergency action committee and regularly attends committee meetings.

Supplies stored in the health unit are regularly checked for expiration dates, and expired medications are properly discarded. The log of controlled medications is well maintained and properly reconciled, and only approved medical staff members have access to the log. The health unit has stationed first aid supplies throughout the compound, for use in emergencies. However, since staff members may use these supplies without informing the unit and there is no system for checking first aid stocks, the OIG team informally recommended that the health unit establish a regular schedule for checking and restocking the emergency first aid supplies.

The post's alternate command center is well stocked with medical supplies, including properly stored and up-to-date controlled medications. The space is suitable for triaging and treating casualties, with a separate entrance, kitchen, and toilet facilities, as well as a large room that could serve as a ward.

The DCM, regional medical officer, regional psychiatrist, and CLOs all are aware of their responsibilities for family advocacy. There have been no family advocacy cases during their tenure at post.

MANAGEMENT CONTROLS

The Embassy conducted a risk assessment exercise prior to the inspection, concluding that no significant weaknesses exist in any of the categories. The inspection, however, uncovered a number of areas in which the Embassy could improve internal controls and oversight, thereby reducing the risk of waste, fraud, and mismanagement. The OIG team has addressed several of these vulnerabilities and shortcomings — including weaknesses in supply chain management systems, post differential allowance management, purchase order close-out procedures, and residential property accountability. As explained below, the team also found deficient management controls in regard to the sale of personal property and the oversight of the Embassy's employee association.

SALE OF PERSONAL PROPERTY

The Embassy recently reissued its policy on the sale of personal property by American staff. This policy requires all Americans under the Chief of Mission's authority to obtain prior approval from the embassy before selling any item valued over \$335 which was imported into Jordan duty-free, including automobiles. In most cases, items may be sold only within six months before or after an employee's scheduled departure from post. This policy also details the procedures for reverse accommodation exchange.

The Embassy requires the management officer, in writing, to approve such sales before an employee can advertise them in the embassy newsletter. The management officer then approves in writing the use of the cashier to exchange local currency into U.S. dollars following these sales. In both cases, the management officer returns the forms to the employees, but does not retain a copy in the employee's file. According to 22 CFR § 136.5, the embassy is required to retain copies of these documents.

Recommendation 35: Embassy Amman should retain signed copies of all approval documents relating to American employees' sale of all items valued over \$335 which were imported duty-free. (Action: Embassy Amman)

AMERICAN EMBASSY COMMUNITY SERVICES ASSOCIATION

OIG inspection reports in 1997 and 2005 cited Embassy Amman's problems with the American Embassy Community Services Association (AECSA). This report will be no exception,

The Embassy has taken action to correct deficiencies, but given the association's track record, it is imperative that the changes be institutionalized, enforced, or effective in the long term.

The association employs 25 staff members and offers a wide array of services, including: retail grocery, restaurant/bar/catering, swimming pool, video rental, gift shop, dry cleaners, barbershop, summer camp, and postage stamp sales. Generally, the OIG team observed that while each of these activities is functioning, it is taking time for the association itself to recover from the litany of issues described above.

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Results of the OIG questionnaire indicated major dissatisfaction among association members about the high price of numerous items at the retail grocery, which were available at lower cost in local markets. OIG inspectors visited three local grocery stores and located the same or similar types of American products at equal or lower prices than what the association's retail grocery was charging. The team concluded that AECSA could reduce its product line and still meet customers' needs by providing items that are unavailable on the local market; this would also enable the Embassy to strategically reallocate the resulting freed space.

Recommendation 36: Embassy Amman should rationalize its employee association retail grocery operation by selling primarily those goods that would be otherwise unavailable on the local economy in order to reduce retail floor space and reallocate the gained space for other uses. (Action: Embassy Amman)

Representatives of the Office of Commissary and Recreation Affairs are scheduled to visit the Embassy in November 2009. It is expected that they will advise the embassy regarding how to address the association's recent managerial problems and how to improve its operations and internal controls. The Embassy needs to take seriously its responsibility, per 6 FAM 522, to monitor the activities of the employee association and certify that its operations are managed prudently and in accordance with the regulations.

Recommendation 37: Embassy Amman, in coordination with the Office of Commissary and Recreation Affairs, should establish and implement procedures for the American Embassy Community Services Association to follow in accordance with Department guidance; monitor the association's activities for compliance with the regulations; and certify that the association's operations are managed prudently and in accordance with the regulations. (Action: Embassy Amman)

CONSULAR MANAGEMENT CONTROLS

The OIG team's review of the consular management controls found them to be in excellent shape. Access to the consular section is controlled. Accountable items are well secured. Accountable officers are designated in writing. Appropriate adjudication review of visa decisions is being carried out.

A visa referral policy is in place, and upon arriving at post new section chiefs and agency heads are being briefed on visa referrals, as part of their check-in process. The OIG team has informally recommended that the embassy provide formally structured training sessions on a periodic basis.

Consular cashier operations are appropriately supervised. However, the consular cashier performs document intake at the same time she accepts payments for consular fees. The team made an informal recommendation that the Embassy segregate these two functions until it can establish a new, full time cashier position.

Consular Systems

Consular systems are up to date. The consular shared tables are current, and user roles are correctly assigned and maintained. There were minor technical issues. During the inspection, the OIG team offered suggestions for addressing the issues, and the Embassy quickly resolved them.

RECOMMENDATIONS

- Recommendation 1:** Embassy Amman, in its FY 2012 Mission Strategic Plan, should clearly communicate its future resource needs; its unique management challenges; the potential roadblocks to policy success; the practical limitations imposed by space constraints; and a projection of future growth across all relevant agencies. (Action: Embassy Amman)
- Recommendation 2:** Embassy Amman, in coordination with the Bureau of Overseas Buildings Operations, should develop and implement a comprehensive, unified space utilization plan that accommodates, and is phased and synchronized with, the Embassy's projected growth as expressed in the FY 2012 Mission Strategic Plan. (Action: Embassy Amman, in coordination with OBO)
- Recommendation 3:** The Bureau of Near Eastern Affairs should request, and the Bureau of Human Resources should approve, the following changes to staff designations in Embassy Amman's political section: delinking position numbers 01972000 and 30126000; converting position 01972000 into a language-designated FS-03 position; making position 01972000 a three-year tour of duty position and designating it for an experienced officer; and converting position 30126000 into an entry-level consular position with a two-year tour of duty. (Action: NEA, in coordination with HR)
- Recommendation 4:** The Bureau of Human Resources should assign a language qualified officer to position number 01972000 at Embassy Amman for a three-year tour of duty. (Action: HR)
- Recommendation 5:** Embassy Amman should obtain copies of all relevant contracts, cooperative agreements, or other instruments that govern U.S. Governmental assistance for Jordan related to human rights, labor rights, trafficking in persons, and export control and border security. (Action: Embassy Amman)
- Recommendation 6:** The Bureau of Democracy, Human Rights and Labor should provide written guidance to Embassy Amman on reporting, monitoring, or other support required from the embassy for monitoring the projects for which it provides funding. (Action: DRL)

Recommendation 7: The Office to Monitor and Combat Trafficking in Persons should provide written guidance to Embassy Amman on reporting, monitoring, or other support required from the Embassy for monitoring the projects for which it provides funding. (Action: G/TIP)

Recommendation 8: Embassy Amman, in coordination with the Bureau of Near Eastern Affairs and the Office of Policy, Planning, and Resources, should develop and implement a single, suitable contact management system which accommodates the needs of all the sections that require a contacts database. (Action: Embassy Amman, in coordination with NEA and R/PPR)

Recommendation 9: Embassy Amman should develop and implement a strategic plan and budget for the American Language Center that takes into account messages, audiences, programs, and measurements of effectiveness in order to maximize the reach of the various program outlets. (Action: Embassy Amman)

Recommendation 10: Embassy Amman should review and make any necessary modifications to the program goals, performance expectations, and program oversight of the two partners in the American Corners; and develop and implement a written strategy and budget for the American Corners, taking into account collection, audience, and overall relationship with other program outlets. (Action: Embassy Amman)

Recommendation 11: Embassy Amman should update the Information Resource Center's annual plan to include the Embassy's efforts to use social networking as a platform to reach younger audiences and provide specific steps for program oversight and evaluation of these and any other new online initiatives. (Action: Embassy Amman)

Recommendation 12: Embassy Amman should update the position descriptions of the Information Resource Center staff and the webmaster to reflect the level of reference service they currently provide, as well as any changes in duties related to the movement of the center's book collection to the American Language Center, and the migration of the Embassy's website to the Bureau of International Information Programs' Washington-based content management system. (Action: Embassy Amman)

Recommendation 13: Embassy Amman should establish standard operating procedures in the consular section to ensure consistent case processing. (Action: Embassy Amman)

Recommendation 14: Embassy Amman should establish and implement a schedule for annual visits to the panel physicians. (Action: Embassy Amman)

Recommendation 15: Embassy Amman should use a database such as e-Country Clearance to accurately and comprehensively track the numbers and contact information for temporary duty personnel. (Action: Embassy Amman)

Recommendation 16: Embassy Amman should develop and implement standard operating procedures for terminating and starting the post differential allowance whenever an employee transfers, travels away from post, is evacuated, or separates from the Embassy. (Action: Embassy Amman)

Recommendation 17: Embassy Amman should develop and implement standard operating procedures for identifying and collecting from employees, reimbursement for any overpayment of post differential allowances. (Action: Embassy Amman)

Recommendation 18: Embassy Amman should correct the composition of its International Cooperative Administrative Support Services budget committee and establish standard operating procedures specifying that the financial management officer serve on the council as a non-voting member, rather than as chairman. (Action: Embassy Amman)

Recommendation 19: Embassy Amman should develop and implement a plan that sets priorities for and accomplishes the training needs of Department of State and International Cooperative Administrative Support Services employees and relates to Mission Strategic Plan goals. (Embassy Amman)

Recommendation 20: Embassy Amman should designate the financial management office as the billing office. (Action: Embassy Amman)

Recommendation 21: Embassy Amman should develop and implement procedures requiring the financial management office to advise the procurement section of final payments on purchase orders, either by entering the data directly into the Integrated Logistics Management System or by another method, so that the financial management section can properly close out purchase orders. (Action: Embassy Amman)

Recommendation 22: Embassy Amman should develop and implement a process for closing out purchase orders that is based on confirmation of final payment to the vendor. (Action: Embassy Amman)

Recommendation 23: Embassy Amman should develop and implement procedures to enforce the timely signing and submission of residential property inventories by American employees. (Action: Embassy Amman)

Recommendation 24: Embassy Amman should develop and implement a policy requiring representatives of the Department and all other U.S. Government agencies to agree upon a set of standard and supplemental furnishings, appliances, and other necessary items to be issued equitably for the embassy employees' residences. (Action: Embassy Amman)

Recommendation 25: Embassy Amman should structure its "move for preference" housing policy to conform to the Department of State regulations on the petitions and appeals process. (Action: Embassy Amman)

Recommendation 26: Embassy Amman should document approvals from all agencies for the use of official vehicles for business and other authorized purposes, and should document the Ambassador's concurrence with such use. (Action: Embassy Amman)

Recommendation 27: Embassy Amman should appoint different individuals as primary and alternate information systems security officers for the classified and unclassified systems. (Action: Embassy Amman)

Recommendation 28: Embassy Amman should prioritize training needs for information management staff and fund those training courses at the highest priority. (Action: Embassy Amman)

Recommendation 29: Embassy should develop individual development plans for all information management staff. (Action: Embassy Amman)

Recommendation 30: Embassy Amman should create and document a standardized process to manage service requests and helpdesk resources. (Action: Embassy Amman)

Recommendation 31: Embassy Amman should obtain a Dedicated Internet Network operation waiver from the Bureau of Information Resource Management for the information management training facility. (Action: Embassy Amman)

Recommendation 32: Embassy Amman should make the information management office responsible for operational oversight of its Department of State-owned Dedicated Internet Network operations. (Action: Embassy Amman)

Recommendation 33: Embassy Amman should formulate and institute standard operating procedures for the local information technology change control board that include guidelines for effectively communicating the Department's information technology security policies and standards to the Embassy's user communities. (Action: Embassy Amman)

Recommendation 34: Embassy Amman should develop and implement a group-based access control policy when managing access to computer resources. (Action: Embassy Amman)

Recommendation 35: Embassy Amman should retain signed copies of all approval documents relating to American employees' sale of all items valued over \$335 which were imported duty-free. (Action: Embassy Amman)

Recommendation 36: Embassy Amman should rationalize its employee association retail grocery operation by selling primarily those goods that would be otherwise unavailable on the local economy in order to reduce retail floor space and reallocate the gained space for other uses. (Action: Embassy Amman)

Recommendation 37: Embassy Amman, in coordination with the Office of Commissary and Recreation Affairs, should establish and implement procedures for the American Embassy Community Services Association to follow in accordance with Department guidance; monitor the association's activities for compliance with the regulations; and certify that the association's operations are managed prudently and in accordance with the regulations. (Action: Embassy Amman)

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 onsite compliance review will assess the mission's progress in implementing the informal recommendations.

The MSP would be an excellent briefing tool to help newly arrived employees understand the Embassy's priorities and see how resources are allocated.

Informal Recommendation 1: Embassy Amman should make the Mission Strategic Plan part of its briefing material for newly arrived employees.

The embassy's EEO counselors handled five EEO complaints in the past 12 months, four of them filed by LE staff. The addition of an LE staff liaison for EEO would help signal even more strongly management's support for this program.

Informal Recommendation 2: Embassy Amman should select and train a locally employed staff liaison for Equal Employment Opportunity issues.

Both the economic and the political sections have well-conceived, ambitious reporting plans. Fulfilling them will require an efficient clearance process. Some cables have taken several weeks to run the clearance gauntlet. While the reasons for delay vary, the effect is an inordinate amount of scarce staff time spent on redrafting and clearing. Although the Embassy has worked to eliminate the backlog of draft cables, it is necessary to ensure a durable improvement in the clearance process.

Informal Recommendation 3: Embassy Amman should design and implement standard operating procedures for clearing cables including deadlines for each clearing officer, appropriate delegation, and methods to reconcile different options on content and to incorporate revisions.

Neither officer in the political and economic section who have responsibilities for labor issues have taken labor training at the Foreign Service Institute.

Informal Recommendation 4: Embassy Amman should require that labor officers in the political and economic sections receive labor training either before arrival at post or during mid-tour travel to Washington.

The Embassy has experienced some instances of U.S. Government technical agencies seeking to establish cooperative programs with Jordanian counterparts on issues that fall outside of mission strategic goals. Typically, the Embassy applies a “do no harm” standard, authorizing no-assistance visits, but sometimes denying country clearance.

Informal Recommendation 5: Embassy Amman should widely distribute a cable at least once a year that summarizes mission goals and discourages agencies from proposing cooperative initiatives that are not consistent with those goals.

Although ESTH elements are incorporated in the FY 2011 MSP goal descriptions, targets are lacking. The MSP includes only one general ESTH target for Israel-Jordan-Palestinian Authority cooperation for FY 2011 and no ESTH targets for economic growth.

Informal Recommendation 6: Embassy Amman should incorporate environment, science, technology, and health targets in the FY2012 Mission Strategic Plan goal papers on regional stability/Israeli-Palestinian relations, and promoting economic growth and prosperity.

The OIG team found internal communication lacking among some embassy elements on the ATA program. Although this problem has not adversely affected the program’s effectiveness, it has added time and difficulty in replying to requests for information from Washington and preparing positions to present to Jordanian authorities.

Informal Recommendation 7: Embassy Amman should convene a meeting of staff responsible for counterterrorism issues and clarify responsibilities for internal communication on the Anti-Terrorism Assistance program.

Training in project monitoring and evaluation would benefit and increase the effectiveness of staff with responsibilities for monitoring centrally funded projects.

Informal Recommendation 8: Embassy Amman should facilitate suitable training in project monitoring and evaluation for staff with significant project monitoring and evaluation responsibilities.

PAS has not focused on long-term planning and evaluation of its many programs. Coordination between programs, evaluation of effectiveness, decisions about future program priorities, target audiences, and budget implications has not received the attention it needs.

Informal Recommendation 9: Embassy Amman should develop structures, meetings, and planning documents in its public affairs section to ensure that program evaluation, budget coordination, audience and message selection, and program prioritization are carried out on an annual basis.

While grants are being maintained in the specified DS-4012 award file folder, the information that makes this tool work was not consistently being entered into the form, reporting requirements associated with the grants were being maintained in other parts of PAS, and there was no indication in the awards file that required vetting of grantee organizations was being carried out.

Informal Recommendation 10: Embassy Amman should develop and implement a standard operating procedure requiring that all of the required steps in the grants process are coordinated with the program elements in the section and that all grant files are properly maintained. The PAO should periodically review the grants files to ensure that the appropriate information is being entered.

The book program has been using a standard book contract provided by IIP. The contract has very specific reporting requirements that are not being met and which are not felt to be needed by the post to ensure program oversight. There are also several other missing documents in some of the contract files. Some of the information is available in the contracting officer's files, but there is no central file in the program section.

Informal Recommendation 11: Embassy Amman should adjust the Bureau of International Information Programs standard contract to ensure that the reporting requirements in the contract are actually met and require that the public affairs section include annual reports and evidence that translation reviews were completed in the files.

The public affairs section searches online news sources to assemble a daily media briefing that it distributes electronically. Although the in-house use is covered under the Fair Use section of the copyright statute 17 U.S.C. 107, the section is unable to control further distribution of this material by recipients.

Informal Recommendation 12: Embassy Amman should work with the regional information officer to develop an appropriate disclaimer to attach to electronic distribution of copyrighted material collected for in-house use that describes the restrictions that apply to use of this material.

Many LE staff members in the consular section have taken advantage of various training opportunities in the region and in Washington. However, there is no system for tracking of the kinds of training each staff member has had or needs.

Informal Recommendation 13: Embassy Amman should establish a training officer in the consular section to track locally employed staff training history, needs and opportunities.

Jordanian officials do not notify the Embassy when an American is detained.

Informal Recommendation 14: Embassy Amman should encourage U.S. law enforcement agencies present in the country to remind their Jordanian counterparts of the importance of consular notification and to stay alert for information about detained American citizens that could be conveyed to the consular section.

Increased purchase card use could help reduce the number of subcashiers or the amounts of their advances, improve cash management practices and streamline payment procedures.

Informal Recommendation 15: Embassy Amman should reevaluate its subcashiering operations, particularly in light of the expanding purchase card program, with an eye toward reducing the number of subcashiers and the amounts of their advances.

The ICASS council, newly chaired by a Peace Corps officer, meets on an ad-hoc basis. More frequent and regularly scheduled meetings could improve communication between council members and oversight of the program.

Informal Recommendation 16: Embassy Amman's International Cooperative Administrative Support Services council should meet a minimum of three times a year to review operations, provide guidance to the interagency program, and otherwise stay engaged in International Cooperative Administrative Support Services processes.

The ICASS council chairman, who assumed his duties in July 2009, did not receive a transition briefing from his predecessor and is relatively uninformed of his roles and responsibilities.

Informal Recommendation 17: Embassy Amman's International Cooperative Administrative Support Services council chairman should use the International Cooperative Administrative Support Services tool kit, which is available on the International Cooperative Administrative Support Services website, to familiarize himself with his roles and responsibilities. He also should meet with the International Cooperative Administrative Support Services budget committee to gain an understanding of that working group's roles and current issues.

Informal Recommendation 18: Embassy Amman's management officer should reach out to the International Cooperative Administrative Support Services council chairman to assist in familiarization and orientation on service operations, processes and procedures.

The Embassy and ISU have agreed that the embassy's human resources office will assume responsibility for all ISU positions, and that ISU will fund one additional employee in the embassy human resources office.

Informal Recommendation 19: Embassy Amman should have its human resources office take overall human resources responsibilities for the employees in the Iraq Support Unit at the earliest possible time.

The Embassy requires American employees to complete a number of forms upon arrival. Most of the forms require the same information — name, agency, office, family members, etc. — which must be entered separately on each form. An electronic form that could be prepopulated with embassy-specific information, and into which employees need only enter their personal information once, would increase efficiency while at the same time improving the incoming employees' first impression of embassy services.

Informal Recommendation 20: Embassy Amman should implement an online check-in form for incoming American employees that minimizes repetitious data entry and facilitates arrival processing.

The Embassy has an online program to assign numbers to the diplomatic notes it sends, as well as a template to help ensure that they are in the correct format. However, it appears that not all embassy employees are aware of the embassy procedures.

Informal Recommendation 21: Embassy Amman should disseminate procedures for issuing diplomatic notes via a management notice, underscoring the need for all notes to be signed by the proper officials.

Embassy Amman's post report was last updated in 2005, with some sections not having been updated since 2002. Outdated information lessens the value of the report, particularly to prospective bidders.

Informal Recommendation 22: Embassy Amman should update its post report.

The procurement section places many purchase card orders with U.S. companies, many of which arrive without a reference to a specific purchase order and therefore require the receiving clerk to conduct a search in ILMS.

Informal Recommendation 23: Embassy Amman should develop a solution that identifies incoming items with a purchase order number, thus facilitating the receiving process.

Based on OIG questionnaire responses and inspector examination, the Embassy could improve on the cleanliness and quality of welcome kit items issued to newcomers and departing employees.

Informal Recommendation 24: Embassy Amman should improve the quality and cleanliness of welcome kit items issued to newly arrived and departing employees, considering all options, such as disposable kits.

The general services office is generally documenting premium class travel justification well, but some files did not contain cost comparisons between business and economy fares.

Informal Recommendation 25: Embassy Amman should require that the general services office capture both economy and business class airfare costs on the DS Form 4087.

The co-CLOs have not developed a plan for how to operate as a team that would draw on the strengths of each and ensure that there is coverage across the eight areas of CLO responsibility.

Informal Recommendation 26: Embassy Amman should develop a plan for how its co-community liaison officers will operate as a team.

The co-CLOs do not have a private office to use for confidential conversations.

Informal Recommendation 27: Embassy Amman should provide a private office for the co-community liaison officers.

Instruction on the visa referral process is provided to new arrivals as part of their in-processing. There is no refresher training provided for persons who only participate in the system at infrequent intervals.

Informal Recommendation 28: Embassy Amman should institute scheduled, periodic instruction in the visa referral system.

The consular cashier splits her time performing document intake at the same time she accepts payments for consular fees. This can lead to confusion and invites accounting errors.

Informal Recommendation 29: Embassy Amman should establish specific and separate times when the consular cashier accepts fees and when she performs document intake functions.

PRINCIPAL OFFICIALS

| | Name | Arrival Date |
|--|-----------------------|--------------|
| Ambassador | R. Stephen Beecroft | 8/2008 |
| Deputy Chief of Mission | Lawrence Mandel | 8/2008 |
| Chiefs of Sections: | | |
| Consular | Deanna Abdeen | 7/2009 |
| Economic | Natalie E. Brown | 6/2007 |
| Iraq Support Unit | Matthew Smith | |
| 8/2009 | | |
| Management | Sandra R. Smith | 8/2007 |
| Political | Jacqueline Ward | 5/2009 |
| Public Affairs | Jennifer Rasamimanana | 9/2008 |
| Regional Affairs | Lance Hamilton | |
| 8/2007 | | |
| Regional Security | Michael M. Mack | 10/2007 |
| Department of Defense | COL Lane Lance, USA | 7/2008 |
| Department of Homeland Security | | |
| Citizenship and Immigration Service | Phyllis Coven | 9/2008 |
| Immigration and Customs Enforcement | Nick Ahloe | 10/2008 |
| Transportation Security Administration | Bryant Chevalier | 7/2008 |
| United States Secret Service | Angelo Angelopoulos | 8/2008 |
| U.S. Commercial Service | Sheryl Maas | 8/2007 |

| | | |
|--|-------------------|--------|
| Legal Attaché | Timothy Kirkham | 6/2009 |
| Office of Inspector General Middle East Regional Office | Patrick Dickriede | 1/2008 |
| Open Source Center | Scott DeAngelo | 6/2008 |
| Peace Corps | Alex Boston | 5/2007 |
| U.S. Agency for International Development | Jay Knott | 6/2007 |

ABBREVIATIONS

| | |
|---------|---|
| A/RSO-I | Assistant regional security officer investigator |
| ACS | American citizen services |
| AECSA | American Embassy Community Services Association |
| ALC | American Language Center |
| CAJE | Computer aided job evaluation |
| CAO | Cultural affairs officer |
| CLO | Community liaison office |
| DCM | Deputy chief of mission |
| DIN | Dedicated Internet Networks |
| DS | Diplomatic Security |
| EEO | Equal Employment Opportunity |
| EFM | Eligible family member |
| ELO | Entry-level officer |
| EPR | Employee performance report |
| ESTH | Environment, science, technology, and health |
| ICASS | International Cooperative Administrative Support Services |
| IIP | Bureau of International Information Programs |
| ILMS | Integrated Logistics Management System |
| IM | Information management |
| IMO | Information management officer |
| IO | Information officer |
| IPO | Information program officer |
| IRC | Information resource center |
| ISC | Information service center |
| ISO | Information systems officer |

| | |
|----------|---|
| ISSO | information systems security officer |
| ISU | Iraq Support Unit |
| IT | Information technology |
| IV | Immigrant visa |
| LE staff | Locally employed staff |
| MCC | Millennium Challenge Corporation |
| MEPI | Middle East Partnership Initiative |
| MSP | Mission Strategic Plan |
| NEA | Bureau of Near Eastern Affairs |
| NGO | Nongovernmental organization |
| NIV | Nonimmigrant visa |
| NSDD-38 | National Security Decision Directive 38 |
| OBO | Bureau of Overseas Buildings Operations |
| OIG | Office of Inspector General |
| OPE | Overseas processing entity |
| PAS | Public affairs section |
| PAO | Public affairs officer |
| RSO | Regional security officer |
| SBU | Sensitive But Unclassified |
| TDY | Temporary duty |
| USAID | U.S. Agency for International Development |

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