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

Report of Inspection

Embassy Ankara, Turkey

Report Number ISP-I-10-55A, July 2010

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**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

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.

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- Turkey has grown in complexity and importance for the United States at a faster rate than the mission's public diplomacy resources, especially people. A continuous balancing act between competing priorities is required. The public affairs sections in Turkey are effectively reaching out to more diverse sectors of a changing society.
- Consulate Adana engages effectively with both Turkish officials and U.S. military entities on strategically important developments relating to Kurdish and other regional issues. American employees have access to classified communications only at Incirlik Air Base and need Turkish clearance to enter the base. A classified communications capability on its premises would assist the consulate in achieving its primary goals.

The inspection took place in Washington, DC, between January 11 and 29, 2010; in Ankara, Turkey, between February 2 and 12, 2010; in Adana, Turkey, between February 16 and 18, 2010; in Istanbul, Turkey, between February 19 and March 4, 2010; in Izmir, Turkey, on March 5, 2010; and in Ankara, Turkey, between March 8 and 16, 2010.

CONTEXT



Mission Turkey, which includes Embassy Ankara and its constituent posts in Istanbul, Adana, and Izmir, manage the complex and very important relationship between Turkey and the United States at a time when the Turkish Government is demonstrating a new level of activism, both regionally and on domestic issues. Understanding Turkey's motives and goals for this activism is

critical to the success of the mission's work as it guides the Washington interagency process towards effective ways of dealing with Turkey. The basic question is whether, or to what extent, Turkey is moving away from Western orientation established by Mustafa Kemal Ataturk, and setting its sights more firmly eastward where its Islamic credentials smooth the way and potentially provide added value. The mission is grappling with the answers to this question as Turkey itself grapples with the challenges of its new activism.

The Turkish Government has committed itself to working towards regional stability on almost all of its borders and beyond, sometimes in ways that please the United States and other times not. Turkey's outreach to its large ethnic Kurdish community aims at finding a solution to the longstanding unrest within the context of a unitary state. Turkey, nonetheless, retains a robust posture against the Kurdish opposition across the border in Iraq. To U.S. satisfaction, Turkey has a strong diplomatic presence in Iraq, links with the Kurdish Regional Government, and a premier position in trade and investment with Iraq. Turkey's role as mediator between Syria and Israel has run into headwinds, as its relationship with Israel wobbles after Gaza. Turkey has signed protocols with Armenia that would move the two countries closer to normal relations. It is not smooth sailing, however, as these protocols move through ratification by parliament. Turkey's future links to both Israel and Armenia

remain important to the United States. Turkey is also likely to play an ever-increasing role in the diversification of oil and gas supplies to Western Europe via pipelines through Turkey from Azerbaijan and others in the Caspian region.

Turkey is a strong Western ally in Afghanistan, with the presence of approximately 1,750 troops on the ground, leadership of a Provincial Reconstruction Team, and provision of significant police training. Turkey also has pledged \$200 million in Afghan development assistance and has looked for ways to assist Pakistan to develop in moderate directions. Turkey's effort to maintain stable relations with its difficult neighbors has the potential to offer constructive help to U.S. efforts with Iran, but Turkish views of Iran's possible nuclear program are more nuanced. While providing extensive budgetary and military support for the Turkish Cypriot enclave in Northern Cyprus, Turkey has also been active in efforts to resolve the Cyprus problem.

Domestically, Turkey has taken some steps toward increased participation by its citizenry in the political process. The role of the Turkish military in politics has lessened. Bringing Kurds into the political process has begun. Neither of these initiatives is without its critics, but the government is moving forward resolutely. The United States has also pushed Turkey, with uneven success, on improving the protection of ethnic and religious minorities.

Following visits by President Obama to Ankara and Prime Minister Erdogan to Washington in 2009, the U.S. and Turkish Governments have been working on elevating the economic and trade relationships. This would benefit U.S. firms, advance Turkey's trade and technology-driven economic growth, and help reinforce Turkey's preparations for accession to the European Union (EU). The future of Turkey's membership in the EU is uncertain; nevertheless, the EU remains Turkey's largest partner for trade and investment.

Turkey's initiatives are broad but fragile. Mission Turkey aims at ensuring that the mix of policy success and challenges remains positive. To do so, the U.S. Government maintains a significant diplomatic presence in four Turkish cities and a military presence in the capital and at a Turkish air base in Southeastern Turkey.

Embassy Ankara is large with multiple agencies working together to advance U.S. interests. However, Embassy Ankara operates in an inadequate facility. Finding a site that is suitable for future embassy construction has been ongoing since the time of the 2004 OIG inspection report. It is critical that a solution to this effort be reached as soon as possible.

The consulate general in Istanbul is larger than many embassies around the world. It represents U.S. interests in this commercial, press, and cultural hub, and as a result hosts a large number of official delegations. The staff working in Istanbul benefit from occupying a new building that was completed in the summer of 2003, and the facility already has proven its design merits in the face of a deadly attack in 2008.

U.S. diplomats and other government employees also work at a consulate in the southeastern city of Adana in a property newly occupied in December 2003. The facility had security upgrades in 2007; additional upgrades are planned for 2010. Use of the second floor of the building is impeded by load limitations. The operations in Adana are near the military base at Incirlik and linkages between the two operations are close. Adana has witnessed an increase in its staffing, but remains without easy access to classified communications.

The U.S. Government presence in Izmir has had a complex history. It was at one time a consulate. It then passed through several years as a consular agency and then an American Presence Post before being reconverted into a consular agency. Also, a Foreign Commercial Service LE staff member is housed in a Chamber of Commerce office in Izmir.

Embassy Ankara was last inspected in February-March 2004.

EXECUTIVE DIRECTION

Leadership at Embassy Ankara is strong. Both the Ambassador and the deputy chief of mission (DCM) are fully committed to the substantive agenda of bilateral relations between Turkey and the United States, and are perceived as such universally throughout the embassy. Their commitment comes with encyclopedic knowledge of the Turkey account, a clear vision for the future, and a realistic understanding of the difficulties of getting things done in Turkey. Department section chiefs and heads of the many other agencies at the embassy acknowledge the expertise and energy both officers bring to the table. The unanimous view of the country team is that both the Ambassador and the DCM are readily accessible to all sections of the embassy and are immediately responsive to requests these sections bring forward for front office intervention.

The excitement of serving in Ankara for those whose work ties them closely to the U.S.-Turkey relationship stems directly from Turkey's pivotal role in so many of the foreign policy goals of the United States. Under the Ambassador's direction, the embassy is on the front lines of regional and global issues. Drawing from his own vast experience at the Department and the White House, the Ambassador articulates Washington perspectives clearly. He also brings his own strong views to the table, while looking to his senior embassy staff for other perspectives. He jousts with them on points of policy and challenges them to build a case for their points of view. The Ambassador is a master in synthesizing these many inputs and then engineering a focused and high-visibility dialogue with appropriate interlocutors at senior levels of the Turkish Government.

The Ambassador mentors his country team members in the art of diplomacy. He uses his Turkish language skills to conduct business with government interlocutors and the media, and encourages all those in the mission who know Turkish to use it frequently. Inside the embassy, the Ambassador ensures a robust interagency review of issues. Communications between sections and agencies on substantive issues are good, and everyone knows the Ambassador's position on issues.

The Ambassador fully grasps the value of public diplomacy. He demands a timely and comprehensive familiarity with the press. In fact, working out how best to guarantee virtually round-the-clock coverage of the somewhat flamboyant Turkish media is a challenge for the embassy that still has room for improvement. Recommendation 11 of this report addresses this issue.

Despite these clouds, the DCM has worked to regain some of the high ground. He can point to advances in several key areas including eliminating poor housing from the real estate pool, beefing up staff strength devoted to services, and reinvigorating the language program.

FACILITIES

The purchase of a site for the construction of a new embassy in Ankara is still unresolved. The inspection report of 2004 issued a recommendation that called for prompt action to purchase land and begin the construction of a new embassy compound in Ankara. Six years later, the urgency for such action has only grown.

The current medley of buildings on the embassy site is seriously inadequate to the needs of the U.S. Government's diplomatic mission in Turkey. Pressure is surfacing among some agencies to take their operations elsewhere in Turkey or even out of Turkey entirely because of their inability to meet their needs in the space allocated to them. None of the buildings provides adequate or appropriate work space. Embassy sections and agencies are sometimes spread throughout the facilities in counterproductive ways. Annex II, a converted house, is particularly egregious and was described as "beyond Pluto" by one of its denizens. A recent fire in the Annex II boiler room could have had disastrous consequences and should be taken as a signal to push forward, with increased urgency, the issue of a new embassy compound.

The embassy's front office has kept the pressure on in the face of a raft of obstacles from both the American and the Turkish sides. For example, the Department's notional budget allocations for land purchase in Ankara are seriously inadequate in the face of rising property prices in the Turkish capital. The Department must face the reality of property values in Ankara and increase the funds available for land purchase, or abandon the idea of acquiring a new site.

A recent OBO visit to Ankara resulted in a list of five options. The embassy's realistic vision is that none presents an ideal solution but that the U.S. Government must move forward, recognizing that it will have to manage the flaws no matter which option is chosen. One of the options is to build on the existing site. The advantage to doing so would be greatly reduced costs and the current site's accessibility to the Turkish Government and public. There are drawbacks to this option, however, including the fact that the Turkish Government will place limitations on the height of any building and that it would be disruptive for employees to have to work in the midst of a construction site. Nevertheless, given the fact that a new site could be prohibitively expensive, building a new chancery on the existing site may be the best of several imperfect options.

Recommendation 1: The Bureau of Overseas Buildings Operations, in coordination with the Bureau of European and Eurasian Affairs and Embassy Ankara, should take immediate action to resolve the need for a new chancery in Ankara by acquiring a new site or by building on the existing site. (Action: OBO, in coordination with EUR and Embassy Ankara)

It is ironic that in Adana the problem is exactly reversed with a large vacant property owned by the U.S. Government that is unusable without significant refitting. The current consulate compound came into the U.S. Government inventory of properties in 2003 when the prior leased consular building reverted to its owner. In what appears to have been a quick fix, the U.S. Government acquired a 2.7-acre site in an industrial area on the outskirts of the city. The site houses two conjoined buildings, which were built in the 1980s. The original partial renovation took place hurriedly. The Department refitted only 3,100 square feet of the lower floor of the front building to U.S. specifications, and shoehorned the consulate staff into cramped quarters. A subsequent refit of 1,000 square feet of the second floor of the front building provided a conference room/kitchen/reception area. The U.S. Government has never refitted the remaining 7,300 square feet, divided between the front and back buildings. This space is mostly empty and is in a state of dilapidation. The 6,000 square feet of space in the back building does not meet seismic standards.

What to do with this space has been a challenge for years. The fact that much of this square footage appears never to have been intended for U.S. Government use in the first place is an indictment of the thinking that lay behind the purchase. In April 2009, the consulate, in conjunction with Embassy Ankara, proposed that OBO and the Bureau of European and Eurasian Affairs take steps to bring all or part of this enormous derelict space into use. The consulate offered four options, ranging along a continuum from a minimal refit of the remainder of the front building to

the construction of a new building on the site. The OIG team learned during the inspection that the most minimal of the proposed options—the refit of 1,300 square feet on the second floor of the front building—has been approved for inclusion on OBO’s list of priority projects, but at a low level of urgency. Chances for funding this limited refit are uncertain at this point. In the OIG team’s view, the Department should review the decisions about the refit and use of these government-owned buildings. In the Consular Affairs portion of this report, the OIG team offers an idea (in Recommendation 23) for a way that the U.S. Government might use what is in effect abandoned government property, especially given the space constraints at the embassy itself. Abandoning the space is untenable.

CONSTITUENT POSTS

The engagement of the Ankara leadership team in Consulate Adana and Consulate General Istanbul is mixed. Line consulate staff have few opportunities to get to know embassy leaders. On the positive side, when the Ambassador’s schedule brings him to either of these consular districts, he makes a determined effort to visit the consulates and meet with the staff. During the inspection, for instance, the Ambassador visited Adana in the wake of an armed attack against the consulate building there. His discussions with first- and second-tour (FAST) employees in Istanbul are still remembered as valuable.

The DCM has been less resolute in making himself known to consulate staff and taking the time to address their management concerns. He has visited Istanbul and Adana infrequently and has held only one townhall meeting in Istanbul. There are reasons for this pattern. After the Ambassador arrived in Turkey, he elected to empower the consul general in Istanbul to deal directly with him on management issues and made this known to the DCM and the management counselor in Ankara. This decision effectively left the DCM out of the loop and skewed the normal chain of command, setting in motion a scenario that reinforced the tensions that already existed between Ankara and Istanbul. This approach has been the subject of extensive discussion between the OIG team and both the Ambassador and the DCM. To get these relationships on track, the DCM should be more assertive in his oversight role in Istanbul, with the explicit support of the Ambassador.

Both Consulate General Istanbul and Consulate Adana have positions designated as deputy principal officers (DPO) that also carry responsibility for overseeing political and economic reporting. The size and situation of the two consulates are very different. These differences, and the variations in reporting relationships involving the DPOs, compelled the OIG team to look at the rationale and the reality of these positions. The Bureau of Human Resources clarified to the OIG team that the Department is not prescriptive on the question of DPOs, permitting maximum flexibility to post management in assigning work and reporting responsibilities. Typically, however, the Department would not expect to see a DPO at a small post such as Consulate Adana, with only four U.S. direct-hire employees. Moreover, when there is a DPO, the Department would expect section chiefs to report to that position as rating officer.

The size of the U.S. direct-hire staff in Adana, and the fact that all the officers at the consulate report to and are rated by the principal officer, would appear to preclude the necessity for designating one of the positions as DPO. In researching this issue, the OIG team learned from the Bureau of Human Resources that the position is listed in the staffing pattern as a political/economic officer position but had been incorrectly listed in the bid lists as a DPO. It is important that the position be advertised properly, so that officers bidding on the assignment are not misled as to what the duties entail.

Recommendation 3: The Bureau of Human Resources, in coordination with the Bureau of European and Eurasian Affairs and Embassy Ankara, should delete any references to position number 14-010001 at Consulate Adana as deputy principal officer, and replace those references to the position with the correct designation as political/economic officer. (Action: HR, in coordination with EUR and Embassy Ankara)

In Istanbul, the workload and complexity of the portfolios may provide a rationale for a DPO position. However, the definition of this position is evolving. The reporting and rating relationships of this position are not internally consistent. The DPO, for instance, rates some heads of section and not others. In this process, the Bureau of Human Resources can provide guidance based on experience worldwide.

Recommendation 4: Embassy Ankara, in coordination with the Bureau of Human Resources, should seek guidance on the continued designation of position no. 20-112000 at Consulate General Istanbul as deputy principal officer and on the most appropriate lines of reporting and supervisory authority involving this position. (Action: Embassy Ankara, in coordination with HR)

The American presence in Izmir in Western Turkey has changed markedly over the years. An American consulate existed in Izmir from 1803 to 1993. When it was closed for budgetary reasons, a consular agency was established. That agency was closed in 2002, when an American Presence Post was opened. The 2004 OIG inspection team recommended that the American Presence Post be closed as it was not clear what the post contributed to mission objectives. The American Presence Post was closed in 2005, and a consular agency was reestablished. What remains in Izmir today is a combination of U.S. Government personnel and activities that achieves the bare minimum of what could be possible in this dynamic port city, the third largest in Turkey. A consular agent occupies comfortable leased space in a commercial building. There are no outward signs that identify this facility as belonging to the U.S. Government. The consular workload is modest. Where needed, the able consular agent calls on the aid of the British consul, who has a long history in Izmir.

The Foreign Commercial Service maintains an office in Izmir, located in the Izmir Chamber of Commerce, which is staffed by one Foreign Service national and a receptionist; the latter is paid by the Chamber. The Foreign Service national works effectively with the Izmir private sector, and the working relationships between the consular agency and the commercial office are excellent. The embassy's public affairs section (PAS) has established an American Corner at Izmir University of Economics.

Embassy Ankara recently appointed a “city officer” in Embassy Ankara to cover U.S. Government affairs in Izmir. Absent any appetite for reopening a consulate in that city, this positive development gives the strongest impetus the U.S. Government is likely to see to building on existing initiatives and strengthening U.S. ties in Western Turkey.

DIPLOMATIC STATUS FOR MILITARY ELEMENTS

In April 2009, Embassy Ankara reviewed and revalidated the memorandum of understanding with the Department of Defense, laying out which U.S. Government elements in Turkey fall under chief of mission responsibility for security and which do not. It is unclear whether the embassy transmitted this information to the Department. The OIG team tried to find evidence that the 2009 revalidated memo of understanding was sent, although both the regional security officer (RSO) and DCM believe that it was not. The embassy was scheduled to conduct another annual review of the memo in March and April 2010, with a report due to the Bureau of Human Resources soon thereafter.

Recommendation 5: Embassy Ankara, in coordination with the Bureau of Human Resources, should complete, in a timely manner, the annual review of the memorandum of understanding on chief of mission security responsibilities for Department of Defense elements and submit the results of the review to the Department. (Action: Embassy Ankara, in coordination with HR)

The existing memorandum of understanding, in its appendices, clearly indicates that the Office of Defense Cooperation (ODC) is not under the security responsibility of the Ambassador, reflecting both the security reality, since ODC is located on a Turkish military base, and ODC’s nondiplomatic status. This alignment apparently has been the case in Turkey for many years. The current status reflects, in part, strong Turkish sensitivity against recognizing ODC personnel as having diplomatic status under the Vienna Convention, rather than military status under the existing Status of Forces Agreement of 1954 with the North Atlantic Treaty Organization (NATO). This Turkish position has as much as 25 years of precedent, and will not be easily altered. The views of ODC commanders on the subject, and the opinions and advice they have received from their military lawyers over many years, also have not generally supported diplomatic as opposed to military status, although these views have varied.

It is certainly unusual, looking at worldwide U.S. Government practice, to refuse to accord diplomatic status to ODC. It is common practice for personnel working under Title 22 U.S.C. (security assistance) authority to come under chief of mission authority and to be entitled to diplomatic status. Despite this worldwide precedent, the Bureau of Human Resources and the Office of the Legal Adviser, in a cable dated February 23, 2009, responded to Embassy Ankara's request by disapproving diplomatic status for ODC personnel in Turkey. The Department's position reflected the history of ODC's longstanding presence in Turkey and the fact that ODC personnel are covered under the Status of Forces Agreement, from which they cannot opt out.

The embassy front office and others in the political-military community in Ankara effectively collaborate with ODC. Working relationships are not, therefore, the primary impetus for considering a change in status for ODC personnel. The case for according the ODC diplomatic status stems from the protections and immunities for employees and their dependents that accrue with such status. ODC employees and family members work and live in a teeming metropolis where diplomatic protections and immunities are critical for their well being. In addition, if the ODC chief is formally appointed senior Defense officer/Defense attaché for Turkey, as anticipated, he will personally enjoy diplomatic status. A situation wherein the ODC chief has diplomatic status while the rest of the ODC does not is untenable. The ODC workforce and their dependents can be construed as working under Title 22 U.S.C. (security assistance) authority, and thus should be entitled to diplomatic status, rather than NATO military status.

Recommendation 6: Embassy Ankara, in coordination with the Bureau of Human Resources and the Office of the Legal Adviser, should collaborate with the Office of Defense Cooperation in Turkey and relevant military authorities, to obtain a ruling that supports the entitlement of Office of Defense Cooperation employees and dependents to diplomatic status under the Vienna Convention on Diplomatic Relations rather than military status under the North Atlantic Treaty Organization Status of Forces Agreement. (Action: Embassy Ankara, in coordination with HR and L)

Recommendation 7: Embassy Ankara should develop and implement a plan to convince Turkish authorities that the Office of Defense Cooperation employees and dependents in Turkey be entitled to diplomatic status under the Vienna Convention on Diplomatic Relations rather than under the North Atlantic Treaty Organization Status of Forces Agreement of 1954. (Action: Embassy Ankara)

RIGHTSIZING

At the time of the inspection, Embassy Ankara was beginning to review staffing at the mission, with a view to submitting its rightsizing report to the Department. Both the DCM and the management counselor are fully aware that the report takes on added significance because of the link between projected staffing size and the design and construction of a new embassy building in Ankara. The Department has stalled in its efforts to purchase land for this construction, and the urgent need for action is the subject of comment elsewhere in this report. If, as hoped, there is progress this year, the statistics generated in the rightsizing report will be critical to proper planning and design of the new facility.

Embassy Ankara conducted its most recent rightsizing review in January 2008. Even then, the review occurred in the context of finalizing space requirements for the new embassy compound. The review projected a modest increase in the Department's program positions and a decrease in management staffing that would be allowed by the future outsourcing of services. Given the lack of progress on acquiring a site for a new embassy compound, the rightsizing review became an academic exercise. There is a chance to rectify this situation now, if the acquisition of a site and design of a new embassy compound go forward in tandem with rightsizing projections.

This 2008 staffing exercise was followed a few months later by a budget crisis in Ankara that led to the wrenching RIF of 35 LE staff, nearly seven percent of the total Turkish workforce. This cataclysm was not foreseen at the time of the rightsizing exercise. However, the direct impact of this RIF on space availability was minimal since many of those individuals who lost their jobs were non-desk employees.

What did result, however, were new local requirements for the approval of new positions, or even the right to fill existing positions vacated through attrition. The embassy mandated that sections write business plans to justify filling all LE staff positions, no matter how obvious the outcome, and raised decisionmaking on all

positions to the DCM. For example, the consular section had to draft a long business plan justifying the hiring of three temporary workers to help process visas during the busiest time of the year. These positions were being paid by the Bureau of Consular Affairs (CA) and the embassy had already received the funds. These cumbersome procedures are not warranted and are not a good use of the valuable time of employees, let alone the front office. This process will be more effective if it is used sparingly. The OIG team made an informal recommendation to this effect.

The result of all these factors has been virtual stasis in the staffing levels for desk positions in Ankara for both U.S. direct-hire and LE personnel. Other agency requirements also face the hurdle of space constraints and the front office has approved few National Security Decision Directive-38 requests, in the absence of progress on the new embassy compound. As the 2004 OIG inspection report concluded, rightsizing is a very physical concept for Embassy Ankara; without more space, current program activities and those of other agencies will be severely crippled.

In Adana, the consulate staff is growing, with two new U.S. direct-hire positions generated in Washington that were not in the MSP. The first public affairs officer (PAO) is at post, and the first RSO is due to arrive in 2011 following Turkish language training. Office space for these two positions is assured, but barely adequate. The issue of using unused space in the Adana facility is on OBO's radar screen and is the subject of a discussion surrounding Recommendation 24 in this report.

There are no space constraints against increases in desk positions at the new consulate general building in Istanbul. During the inspection, the management section finalized the presentation of new position requests and submitted them to the ICASS council in Ankara. Proposed increases are modest: four LE staff ICASS positions, one LE staff position in the political/economic section, and one U.S. direct-hire position also in the political/economic section. The justification for this latter position rests heavily on managing Istanbul's extensive visitor workload. Consideration of this new U.S. direct-hire position should be reviewed along with other assets aimed at managing the visitor work load. The Department already has approved a new mid-level management position for Istanbul, which will be filled this summer. Serious consideration also should be given to reclassifying the existing management section chief position in Istanbul to the FS-01 level, to ensure that the complex and growing portfolio in Istanbul attracts candidates who have adequate experience to maintain effective control over the span of activities the position requires.

Recommendation 8: The Bureau of Human Resources, in coordination with the Bureau of European and Eurasian Affairs and Embassy Ankara, should reclassify the management officer position in Istanbul, position no. F0-50-040001, at the FS-01 level. (Action: HR, in coordination with EUR and Embassy Ankara)

FIRST- AND SECOND-TOUR EMPLOYEES

Embassy Ankara has a written policy on the mentoring of FAST employees in the mission that aims at: enhancing their professional development opportunities, familiarizing them with the workings of the embassy and consulates, encouraging interaction among themselves as well as with other mission personnel and Turkish diplomatic counterparts, and developing esprit de corps. There are 32 FAST employees in Turkey. Employees volunteered to be FAST coordinators in Ankara and Istanbul and are active in mobilizing ideas from their colleagues. There is only one FAST officer in Consulate Adana.

During the inspection, the embassy disseminated a comprehensive document laying out the FAST program. Some of the program's components had been in place, however, before the policy itself was committed to paper. For example, the DCM hosts a digital video conference for all FAST employees mission-wide, featuring guest speakers. The quality of these presentations and the level of interest have varied, but the idea is a good one. The DCM and the consul general in Istanbul hold one-on-one meetings with new FAST employees soon after arrival, and both the Ambassador and the consul general in Istanbul host dinners at their residences for FAST employees. FAST employees also attend embassy and consulate representational functions, but participation has been uneven. These positive initiatives need some fine tuning.

When travel funds are available, officers are encouraged to arrange exchanges between posts within Turkey. These have been few and far between because of tight budgets, but they should take on higher priority. The OIG team verified that funds were earmarked in the embassy's travel and training budget for these exchanges in FY 2010. The policy document envisages such exchanges only among officers, not specialists. This approach should change to include exchanges with specialists, to expand the professional mentoring that may not be available to them at their home bases. The issue of post exchanges exposes a larger problem with the FAST program. There is a tendency to focus on the career development of FAST generalists. FAST coordinators and mission leaders need to recognize the importance of devel-

POLICY AND PROGRAM IMPLEMENTATION

In Ankara, the political, political-military affairs, and economic sections are adequately staffed, though they are limited by space constraints. Skilled LE staff professionals in all the posts are fully integrated into operations and are valued for their contributions. LE staff is fortunate to work in close proximity to the offices of American colleagues. The staff is motivated and well focused in supporting U.S. objectives and influencing Turkish decisionmakers. To penetrate a difficult national bureaucracy, the officers assiduously cultivate Turkish contacts that are made in the course of senior-level visits, thus securing exceptional access to information. The mission makes its excellent cable reporting and analyses, synopses of key issues, and regular biographic reporting available through the Turkish daily brief portal on the Department's communications system, ensuring that Mission Turkey's high-quality products are available quickly to U.S. officials worldwide.

The Ambassador held a day-long reporting plan conference in September 2009, attended by American and LE reporting staff from the three posts. He conveyed to new arrivals and experienced hands alike his clear vision on the policy agenda for the forthcoming year. The Ambassador meets weekly, if not daily, with relevant sections to review requirements of Washington agencies and prepare for upcoming issues.

Embassy and consulate officers report generally smooth dialogue in delineating responsibilities in potential areas of overlap. Embassy officers travel regularly outside Ankara to all regions; with rare exception, they are attentive to holding joint meetings with Turkish contacts in the consular regions and consulate colleagues. Embassy Ankara provides clearance on cables originating in the constituent posts. Officers in Consulate Adana and Consulate General Istanbul praise Embassy Ankara's light editing and quick replies. The practice, however, is not quite reciprocal. Consulate officers cited cases where the consulates' perspectives would have substantially improved cables generated in Ankara. There were also cases where consulate staff started writing reports, only to learn in the clearance process that a similar report was underway at the embassy. Embassy Ankara's failure to consult the consulates seems to be unintentional. The OIG team made an informal recommendation on this issue.

Consulate Adana provides strategically important reporting on issues such as the political implications of the opening of the Turkish-Syrian border and Kurdish activities with transnational terrorism linkages. The consulate anticipates an increased role in the event of a U.S. military withdrawal from Iraq through Turkish territory.

Washington consumers also seek more information on Turkey's economic relations with Syria. U.S. classified communications, however, are available to staff only at Incirlik Air Base, where entry is controlled by the Turkish military. Consulate Adana would be better able to achieve its primary goals if it had classified communications capability on its premises. The need for such capability will increase in summer 2011 with the arrival of the first RSO at post.

Recommendation 9: Embassy Ankara, in coordination with the Bureau of Information Management Resources, the Bureau of Diplomatic Security, and the Bureau of Overseas Buildings Operations, should establish classified communications capability in Consulate Adana. (Action: Embassy Ankara, in coordination with IRM, DS, and OBO)

POLITICAL SECTION

Turkey's ambitious foreign policy initiatives attract major U.S. policy attention: support for reconciliation in Cyprus, contributions in Iraq and Afghanistan, openings to Iran, relations with Israel and Armenia, a large Islamic population in a secular state, and the role of groups in the United States that arise from diasporas. This results in large numbers of U.S. visitors, often at the Cabinet level or above, to both Ankara and Istanbul. The mission maximizes its promotion of U.S. interests by arranging media coverage in connection with these visits. The mission supplies useful guidance to U.S. officials in advance of the frequent visits by senior-level Turkish officials to the United States. Washington consumers commend the mission's outreach to civil society activists and the objective reporting on Turkish treatment of religious and ethnic minorities. The embassy gives serious attention to labor and women's issues, and to the views of Iranians residing in or transiting through Turkey.

An FS-01 political chief with Turkish language and regional expertise is a strong mentor. He actively fosters communication and coordination within the section and the embassy, and with constituent posts. The OIG team commends the political chief's initiative to share an informal email summary of the Ambassador's daily staff meetings and country team meetings to reporting officers in Ankara, Adana, and Istanbul. The informal summary keeps policy messaging accurate and up-to-date and helps build mission cohesion. The OIG team made an informal recommendation that Embassy Ankara sustain the practice of sharing the country team summary to reporting officers in the three posts.

POLITICAL MILITARY AFFAIRS SECTION

The United States-Turkey strategic relationship is intense, requiring wide ranging coordination among multiple actors in the United States and in Europe, including several U.S. military commands and service branches and U.S. Defense industry representatives. The political-military affairs section, under decisive stewardship by the Ambassador and the DCM, handles a constant stream of operational demands related to U.S. and Turkish civil and military activities in Iraq, Afghanistan, and NATO. As Turkey relaxes its border controls, and in light of concerns about Iran's nuclear ambitions, the mission devotes substantial efforts to nonproliferation issues. The section is staffed by three political-military officers, an American contractor, and an LE staff member. The latter two employees manage a U.S. Customs export control and border security program that is funded at \$1 million. They conduct end-use export control verifications and promote nonproliferation measures with Turkish authorities. The political-military affairs section works productively with the ODC and the office of the Defense attaché.

The Ambassador and DCM conduct weekly political-military strategy meetings to review priorities and focus the work. In 2009, the mission prudently recommended termination of the foreign military financing program, because Turkey can afford its own procurement financing to modernize its military. The Department has approved the phase-out of this program. The mission also recommended an increase in the International Military Education and Training (IMET) program to a level of \$5 million in 2011, and the Department is supportive of much of the IMET increase.

Because of the large number of IMET candidates, the political-military affairs section has the lead responsibility for implementation of and compliance with Leahy vetting requirements for all prospective Turkish trainees funded by U.S. programs. The section informs all mission elements about trainee-vetting procedures. Leahy records are correctly managed by an office management specialist, guided by the section chief and his deputy.

The 2004 OIG inspection informally suggested that the mission consider consolidating the political and political-military affairs sections. The OIG team believes, however, that the current structure, in which political-military affairs is a separate section, will best ensure that the complex and extensive national security and defense-related activities continue to be managed efficiently.

ECONOMIC SECTION

Turkey has the 16th largest economy in the world, as measured by gross domestic product. It is a founding member of the Organization for Economic Cooperation and Development and is a member of the Group of 20 major economies. The economic section reports on, analyzes, and makes policy suggestions on the full portfolio of finance, trade and investment, terrorist financing and money-laundering, narcotics, and transportation issues. The section strongly advocates Turkish economic reforms, reductions in barriers to trade, and a strengthening of intellectual property rights protections. The section is a strong proponent of U.S. efforts to bolster Turkish policies that will develop Turkey as a strategically important East-West energy corridor, helping diversify world energy routes to promote stability. The foreign assistance component is addressed below.

Turkey is a member of the multilateral Financial Action Task Force, but it continues to fall short of fulfilling the standards of the task force for countering terrorist financing and conducting effective prosecutions of criminal cases involving money laundering. The economic section consistently presses for Turkish progress on Financial Action Task Force criteria supplemented by training programs for Turkish officials.

Turkey's large economy has enjoyed steady growth at an average rate of 3.7 percent per year in the last decade. As a result of firm regulatory oversight, it weathered the 2008-2009 global financial crisis relatively well. The Department of Treasury, the Federal Reserve Board, and other U.S. entities welcome daily financial spot reports and commentary, which are sent by email and sourced from well placed Turkish finance officials. In the wake of the global financial crisis, the section increased its cable reporting on financial topics in early 2009. The OIG team made an informal recommendation that this practice be sustained to make this significant financial economic information accessible to a wider U.S. official readership.

Officials of U.S. agencies and Turkish ministries engage in discussion on many economic fronts, all of which rely on the mission's organizational help and policy guidance. Three particularly active elements of the bilateral economic agenda are the Trade and Investment Framework Agreement annual meetings; a Framework for Strategic Economic and Commercial Cooperation with Turkey, initiated in 2009; and President Obama's proposed spring 2010 Summit on Entrepreneurship for participants from Muslim-majority countries. The entrepreneurial summit will include Turkish businesspersons identified by Consulate Adana and Consulate General Istanbul.

An FS-01 economic officer is the economic section chief in Ankara. He works to integrate mission-wide economic activities. In addition to weekly staff meetings and frequent direction from the front office, both Ankara and Istanbul staff convene periodic economic cluster meetings. These meetings fully integrate the staffs of the Foreign Commercial Service, Foreign Agriculture Service (FAS), and PAS to discuss developments and assign responsibilities. The DCM chairs the economic cluster meetings in Ankara and the political-economic chief does so in Istanbul.

Environment, Science, Technology and Health

Energy developments are closely linked to the environment, science, and technology (ESTH) sectors. The economic section coordinates and cooperates appropriately with constituent posts, and with Foreign Commercial Service and FAS, on ESTH issues. The embassy is meeting essential and urgent ESTH requirements satisfactorily. The energy officer and a first-tour economic officer in Ankara share responsibilities and spend only a fraction of their time on ESTH topics. They have engaged Turkish officials on pandemic disease mitigation and recently negotiated a bilateral science and technology agreement with signature planned in the first half of 2010. To date, energy specific matters have been a high priority of the section. The mission could usefully augment its reporting and advocacy on energy topics including Turkey's environmental policy developments and programs. The OIG team made an informal recommendation on this subject.

Trade

Turkey's size and steady economic growth offer tremendous potential to increase exports of U.S. goods and services. Turkey ranks among the top 10 world markets for U.S. agricultural exports. In its bid for EU membership, Turkey is undertaking measures to meet EU norms and modernize its economy. The EU bid has several implications, among them that U.S. firms must be ready to match EU competitors in the Turkish market. At the same time, those U.S. firms which already meet EU requirements have a leg up in the Turkish market. For domestic reasons, Turkish officials implement non-tariff technical barriers to trade that restrict entry of U.S. products. Some barriers, particularly the 2009 biotechnology restrictions that effect lucrative U.S. soybean exports, even exceed EU regulations.

There is effective mission-wide commercial promotion to encourage Turkish regulatory reforms, reductions in technical barriers to trade, and enhanced intellectual property rights protection. The Ambassador and consulate principal officers work in close concert with the Foreign Commercial Service, FAS, PAS, and the economic

sections on activities throughout the country to advocate on behalf of U.S. firms. The Foreign Commercial Service is active throughout Turkey with American staff based in Ankara and Istanbul traveling regularly and LE staff located in Ankara, Istanbul and Izmir. The Foreign Agriculture Service has offices in Ankara and Istanbul, with staff also traveling regularly; for example, they went to Adana during the inspection to identify and develop markets for U.S. agricultural products.

Foreign Assistance

Turkey's geographic location and factors such as visa-free relations with Iran and Syria make it a frontline state in countering narcotics, human trafficking, organized crime, money laundering, terrorism, and nuclear proliferation.

The Ambassador ensures that the range and detail of U.S.-funded projects are consistent with MSP objectives. The DCM chairs periodic working group meetings on the assistance budget planning process. IMET training was described above. The RSO administers Anti-Terrorism Assistance courses to enhance Turkish capabilities on issues such as protecting digital infrastructure. Under this program, the resident legal advisor provides training to Turkish judges, prosecutors, Turkish National Police, customs officials, and Justice Ministry officials to augment the investigation and successful prosecution of crime. An economic officer manages International Narcotics Cooperation and Law Enforcement funds. The Drug Enforcement Administration administers \$460,000 of those funds, which are used to train Turkish police and customs officers through a memorandum of agreement with the Bureau of International Narcotics and Law Enforcement Affairs. Funds related to nonproliferation and demining support the export control staff.

The economic section manages an Economic Support Fund allocation of \$7.5 million for FY 2010 and FY 2011, intended to boost economic development in impoverished Eastern Turkey and to promote Turkish-Armenian reconciliation through community projects. The latter brings together Turkish and Armenian nationals on trips to the United States and exchange programs in the region. The U.S. Agency for International Development in Washington administers other Economic Support Fund assistance. That agency is planning a grant to the European Bank for Reconstruction and Development to extend credit financing to small- and medium-size enterprises in Southeastern and Eastern Turkey. The bank is a necessary partner, because mission personnel are not in a position to evaluate bank lending to enterprises.

A mid-level economic officer is the mission coordinator for assistance activities, arranging for monitoring and assembling the justifications. The officer's coordination functions have expanded progressively in the past three years and have grown to a workload requiring more than one person. The Assistance Coordination Office for Eurasia has approved the use of \$120,000 in Economic Support Fund monies, to be expended in FY 2010 to hire a part-time LE staff member to maintain assistance records. The PAO in Ankara serves as the warranted grants officer for the mission and the financial management officer ensures proper documentation. The economic officer coordinator took the Foreign Service Institute course on managing foreign assistance, but was not certified as a warranted grants officer. During the inspection, some people in the embassy questioned whether the economic officer, who is arriving in summer 2010 to be the next foreign assistance coordinator, could afford to take the time for the necessary training at the Foreign Service Institute. The OIG team believes that officer must have the training and the certification.

Recommendation 10: Embassy Ankara, in coordination with the Bureau of Human Resources and the Foreign Service Institute, should require the economic officer arriving in summer 2010, who will coordinate foreign assistance, to take the Foreign Service Institute training on such oversight and be certified as a warranted grants officer. (Action: Embassy Ankara, in coordination with HR and FSI)

Separately, Consulate General Istanbul's political/economic section and Embassy Ankara's financial management officer effectively monitor and maintain financial control of the Bureau of Near Eastern Affairs' funding of a \$98,000 project to benefit private sector Iranians by building corporate social responsibility-based values. A Turkish nongovernmental organization administers the corporate social responsibility project in accordance with U.S. sanctions on Iran and within terms of a Department of Treasury Office of Foreign Assets Control license. The Istanbul grants officer has ensured that all participants are satisfactorily vetted in Washington. The Istanbul officer responsible for the Iran project has had training and holds a grants warrant. The Bureau of Near Eastern Affairs is arranging for that officer's successor to receive the same training.

Law Enforcement and Counternarcotics

The RSO chairs bimonthly meetings of an active law enforcement working group. Participants include an economic officer, the political section counterterror-

ism officer, the export control contractor, the Federal Bureau of Investigation legal attaché, the Drug Enforcement Administration attaché, and a Department of Justice resident legal advisor. Minutes of the working group meetings are distributed to relevant parties, including to members of the law enforcement subgroup in Istanbul. Communications occur constantly via ad hoc meetings, emails, and phone conversations.

Law enforcement personnel in the mission have successfully avoided duplication in their interactions with Turkish officials. Law enforcement working group members collaborate to reinforce mutual objectives. The Ankara working group reports to the DCM. The RSO who chairs the Istanbul subgroup reports to the consul general, while Federal Bureau of Investigation and Drug Enforcement Administration representatives have immediate access to the consul general as necessary. Extensive joint operations are conducted efficiently with Turkish officials on a range of cases and prosecutions involving narcotics, counterterrorism, and other crimes. Drug Enforcement Administration, Federal Bureau of Investigation, and resident legal advisor operations, and their desires for modest staff increases, are impeded by inadequate office space in the Ankara embassy compound.

The Political/Economic Section in Istanbul

National policies are made in Ankara, yet Istanbul is the economic, commercial, and media hub of Turkey. Consulate General Istanbul's combined political/economic section supports a large number of visits: in 2009, there were 1,400 official visitors. Istanbul is a major conference and convention center, which hosts NATO summits and in 2009, the annual International Monetary Fund-World Bank global meeting. These events offer extraordinary opportunities to access the views of influential Turks, in and out of government. Istanbul's political reporting includes the views of religious communities and human rights activists. The political assessments of Iranian developments are of exceptionally high caliber. Washington consumers seek in-depth reporting and analysis on economic, financial, and energy topics from private sector representatives and media opinion-makers who are located in or visiting Istanbul.

A succession of economic-coned officers has been assigned to the political/economic section chief position in Consulate General Istanbul. This assignment reflects the perceived value of the economic function in Turkey's richest and most populous region. As noted in the executive direction section of this report, however, the current political/economic section chief also serves as DPO. The duties of DPO

draw him away from economic reporting—a fact that needs to be considered when the embassy and the Department assess whether Consulate General Istanbul should have a DPO position, as the OIG advises in Recommendation 4.

There is also confusion about who in Istanbul performs which economic task. A professional associate is identified as the person with primary economic responsibilities. This person has been in the section less than one year and departs in May 2010. A first-tour officer who arrived in late 2009 is assigned the energy and environment portfolios. The mission is requesting a mid-level economic position for Consulate General Istanbul, which would be helpful; however, it is more important to establish a sustained focus on economic reporting from available staffing in Istanbul, and to clearly identify specific points of contact. The economic section in Ankara should consult and work jointly with Istanbul to clarify this issue. The OIG team made an informal recommendation that the political/economic section at Consulate General Istanbul do more economic reporting.

PUBLIC DIPLOMACY

Conducting public diplomacy in Turkey presents a challenge. In a country with which the United States shares a complex array of vital interests, how the Turks view the United States matters. Yet Turkish opinions about the United States are unfavorable. One recent Pew study indicated that 18 percent viewed the United States as a partner. Still, there is a sizeable minority of Turks who espouse anti-American views. No single factor fully explains this suspicion, although the Iraq war deepened mistrust of American motivations, and Turkey's ambiguous relationship with the West is also a factor.

Dealing with Turkey's media adds a level of complexity to the public diplomacy challenge. An abundance of vigorous media outlets exist. Turkish Internet usage is high and growing. Media Web sites, blogs, and social networking sites increase the size of the "echo chamber" around which news reverberates. Sensational treatment of issues having to do with the United States is a constant risk.

Carrying out cultural and exchange programs requires equally adept diplomacy. Turkey's 74 million people (third highest population in Europe, after Russia and Germany) are spread across the second largest country, by area, in Europe (after Russia). While its diverse society retains many traditional features, it is undergoing rapid change. The hegemony of the long-dominant secular elite has been successfully challenged by Islamic-oriented organizations. This challenge has had a democratizing effect, but Turkey has not fully defined the nature of its democratic governance.

These changes have implications for the embassy's outreach. Mission Turkey has to go more broadly, more deeply, and farther afield to inform and influence Turks.

With explicit support from the Ambassador, the PAS has made a creditable effort to connect with more diverse sectors of Turkish society, extending its reach beyond Ankara, Istanbul, Adana, and Izmir. The PAO and cultural affairs officer have successfully directed their program resources to a more diverse span of audiences, while not neglecting the mission's traditional interlocutors. They have secured new program resources to expand their reach and generated some effective programs that do not rely on the Department for design or support.

Turkey's size and rapid development produce another impact on the public diplomacy environment. At the time of the inspection, the country boasted 146 universities. Approximately 20 nationally circulated newspapers and a similar number of national television stations existed. That kind of proliferation is evident among all the groups with which the PAS works, including nongovernmental organizations, information professionals, and business and political organizations. This growth bumps up against a ceiling in PAS resources.

Technology plays its part. The information resource center (IRC) can send a Bureau of International Information Programs' "Web Picks" selection by email to a university in the Southeast. The IRC also effectively exploits its contact management software. However, technology is only a partial solution to the problem. PAS is regularly faced with the need to make decisions on where to direct its resources. Nominating an increased number of international visitors from the Southeast impacts the number who are nominated from Istanbul and Ankara. In the view of the OIG team, PAS Turkey is doing a good job making strategic decisions about resources.

The size phenomenon has another dimension that affects PD in Turkey. There is so much work that time is the single scarcest commodity. The OIG team observed that the pressure of demands on staff led to a situation in which communication was imperfect and the possibility of teamwork was threatened. This was the case across the information, cultural, and IRC sections, and in some instances within sections, as well as among the public affairs sections in Ankara, Istanbul, and Adana.

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Given the nature of public diplomacy work, which frequently takes place outside the office and after hours, the issue of cell phones and BlackBerries mentioned elsewhere in the report is particularly acute in PAS. The increased efficiency and productivity that cell phones and BlackBerries permit would more than offset the cost of providing them.

Public Affairs Section Ankara

PAS Ankara is a busy operation. The PAO directs a program in which all staff members are productively engaged. The 2004 OIG inspection report noted that “the PAS suffers from grossly inadequate quarters.” No improvement has been made since then. There is no room in the section large enough to comfortably hold an all-hands staff meeting. Pending resolution of the new embassy compound issue, no meaningful solution is likely to present itself.

For that reason, as well as the press of business, the PAO does not hold regular staff meetings. Informal communication is frequent and can be effective. Some see meetings as yet another item on a full agenda, yet the danger of “stovepiped” operations exists. The OIG team believes that PAS Ankara should schedule a regular staff meeting, if necessary in a room outside the section, and include by telephone the PAOs in Istanbul and Adana. An occasional digital videoconference with constituent posts also would be useful. The OIG inspection team left an informal recommendation on this subject.

Press and Information

The Ambassador is the mission’s principal spokesman. He mandates a “do-no-harm” approach in dealing with the media that the OIG team believes is wise. Because any issue connected with the United States can lead to distorted coverage, too frequent media appearances would be counterproductive. He and the DCM pay attention to counsel from PAS on whether and when to engage the press. The information officer (IO) is authorized to speak with the media but spends more time working with journalists than speaking on the record. The PAO is a seasoned senior officer with solid instincts on steering the embassy’s press relationships.

The information section consists of an IO, an assistant IO who is not a public diplomacy-coned officer, and an LE staff of eight who monitor and report on the media. Four LE staff brief the IO in the morning. The senior LE staff member accompanies the PAO and the IO when they brief the Ambassador and senior staff. PAS also provides the Ambassador with an afternoon brief on breaking news.

The Ambassador introduced a rotation system whereby American officers from a number of sections team up with LE staff to monitor the media in the evening, producing a report that reaches him at 8 p.m. and also on weekends. This is in addition to the morning and afternoon daily briefs.

The 24/7 news cycle operates with vigor in Turkey. Bloggers and Web site writers pick up issues of interest to the United States at any time. The front office needs to stay informed. It is the view of the OIG team, however, that the after-hours monitoring system is onerous and may not be sustainable over the long haul. In the information office, the time and resources dedicated to monitoring get in the way of other necessary work, especially outreach with contacts. Among employees from other sections tasked with monitoring, understanding of the need for the work is mixed, and some resentment exists.

The problem does not lend itself to easy solution. The embassy considered purchasing a commercial product but found nothing that met its needs. Given the amount of staff time consumed, the OIG believes that the embassy should reconsider alternatives. Gaining access to press monitoring done by United States European Command or Special Operations Command Europe is one avenue to explore. Staggered work schedules may be another.

Recommendation 11: Embassy Ankara should review and replace its current system of after-hours and weekend press monitoring to increase efficiency and decrease the staff resources expended on it. (Action: Embassy Ankara)

Information section personnel spend a considerable amount of time producing media reaction reports for the Department, where their use appears to be minimal. The reports may be a legacy activity from an earlier era. Their marginal value to the mission does not justify the resources expended on them. While PAS Ankara cannot unilaterally give up media reaction reporting, the PAO should discuss its frequency and volume with the Department.

Recommendation 12: Embassy Ankara, in coordination with the Bureau of European and Eurasian Affairs and the Bureau of Intelligence and Research, should confer about the volume and frequency of the media reaction reporting the embassy produces, with a view to decreasing both. (Action: Embassy Ankara, in coordination with EUR and INR)

Recommendation 13:

A management-coned officer, the assistant IO was new to the embassy at the time of the inspection. He had arrived at the embassy shortly before the inspection began with useful expertise in information technology and was moving to strengthen PAS Turkey's Web operations. He has strong Turkish that will be equally useful. Because of his relative inexperience in public diplomacy, further developing the assistant IO's public diplomacy skills is essential.

Recommendation 14: Embassy Ankara should develop and implement an on-the-job training plan for the assistant information officer, including timelines and milestones, with the goal of further developing his skills in public diplomacy work. (Action: Embassy Ankara)

PAS Ankara maintains a virtual presence post for Izmir, Turkey's third largest city. Several officers mentioned the need to conduct an analysis of who is using the site and what their interests might be. The staff time required to keep the site fresh is considerable. The OIG team concurs that such a study should be done, and the results should be used to make a decision whether to continue operating the virtual presence post or to direct the resources to an expanded social media presence such as Facebook.

Recommendation 15: Embassy Ankara should conduct an analysis of traffic on the Izmir virtual presence post and determine whether the Web site merits continued support, or whether the online presence should be focused on a social media site that is more likely to attract users. (Action: Embassy Ankara)

Cultural Affairs and Educational Exchanges

The cultural affairs section in PAS Ankara is engaged in a full spectrum of cultural and exchange programs. An experienced cultural affairs officer leads a section that includes two additional American officers—an English language officer and an assistant cultural affairs officer—and eight LE staff members. The PAO provides oversight and direction but does not micromanage the section. The PAO and the cultural affairs officer confer several times a day.

The section's workload has increased as PAS Turkey received new funding, including \$500,000 for a university linkage program bringing together the United States, Turkey, and Armenia. Four additional cross-border projects were in process during the inspection. In FY 2009, PAS Turkey received \$500,000 from the Office of the Under Secretary for Public Diplomacy and Public Affairs, most of which is expected to remain in the embassy's base funding. In connection with President Obama's visit to Turkey in 2009, both the U.S. Government and the Government of Turkey increased their financial commitment to the Fulbright program. In addition, the Department provided \$100,000 for youth enhancement programs, and the Bureau of Educational and Cultural Affairs increased the number of Youth Exchange and Study scholarships from 40 to 50.

PAS Ankara has done a good job deploying these new resources, and also has developed innovative programs of its own. Notable is a project carried out in conjunction with the State University of New York at Fredonia, which reached the new demographic group the embassy seeks to influence. Seventy-two economically disadvantaged students from underserved regions of Turkey learned documentary filmmaking techniques and produced short films of their own, on issues such as women's rights, democracy, and ethnic tolerance.

The Fulbright program in Turkey is in its 60th year. Name recognition and prestige remain high, although the Government of Turkey has become involved in the business of providing scholarships in a way that impacts Fulbright recruiting. Erasmus exchanges with European countries, which attract some of Turkey's most promising students, also compete with U.S. Government programs.

At the time of the inspection, the selection process to choose a new executive director of the Fulbright Commission reached a conclusion. The long-serving incumbent will retire in fall 2010. PAS Ankara was vigorously engaged in the process of hiring the new director, who will take on the task of broadening Fulbright's reach into regions of Turkey outside the Ankara-Istanbul-Izmir axis and increasing the diversity of Turkish participants.

Some observers worry that the Fulbright program will have to dilute its standards in order to make this transition more complete. Others point to the problem of inadequate English proficiency: some qualified students lack the language skills to excel in the test of English as a Foreign Language and the Graduate Record Examinations. Despite these reservations, attracting a more diverse body of Fulbright participants is an important mission priority, and PAS Ankara is well positioned to play a positive role in the process of change that doing so requires.

Student advising is essential to ensuring the flow of Turkish students to the United States. A regional educational advising counselor is located in Ankara at the binational center. The counselor, whose responsibilities include the Balkans and some Central Asian countries, travels perhaps 50 percent of the time. The Institute of International Education, not the Department, pays the counselor's salary. PAS and the regional educational advising counselor have differing views on how to improve student advising; they communicate regularly, but some disagreements remain. During the inspection, a representative from the Bureau of Educational and Cultural Affairs' office of student advising met with the PAO and the cultural affairs officer. One item on the agenda was clarifying the relationship of PAS with regional educational advising counselors who are separately funded. The OIG team believes that this discussion will resolve ambiguity in the relationship.

The English teaching program and presence are growing in Turkey. At the time of the inspection there were 10 English teaching fellows and 10 Fulbright scholars working as English teaching assistants. The plan for FY 2011 called for 12 fellows and a significant boost to 60 teaching assistants. The English teaching officer travels frequently.

Information Resource Center

In 2008, PAS Ankara reduced the IRC staff from three to one LE staff member. Difficult access was a factor in the PAO's decision to make the change. Because visiting an IRC is complicated by security procedures, and because of the proliferation of Internet resources, the proper role of the IRCs remains generally unresolved. Inco-

porating the IRC into PAS programming in both information and culture may be the most strategically sound use of the considerable resources available. Programming initiated by the IRC in Istanbul is discussed below.

Grants

PAS Ankara typically executes 40 to 50 grants annually, with a total value of between \$400,000 and \$500,000. PAS Ankara manages the grants for the public diplomacy operations in Istanbul as well as Adana, although a recent change had the Istanbul grants being disbursed through the consulate in that city. Management of the process appeared to be scrupulous. The files were complete and easy to understand. The required documentation was in place, including final reports from grant recipients.

American Corners

PAS Ankara supports five American Corners and is engaged in an effort to improve their collections, increase their visibility, and increase their use as platforms for speakers and other programs. The recent assignment of an LE staff member as liaison for the Corners was a wise step, which is already paying dividends.

Public Affairs Section Adana

PAS Adana is a bare-bones operation, consisting of one American officer, and two LE staff members, one working on information and press and another on culture and education issues. The American officer position, new at the time of the inspection, conforms to the mission's strategy of outreach to the Southeast region. Communication between PAS Adana and PAS Ankara appeared to be productive. PAS Adana does not have its own program budget; it goes through PAS Ankara, which provides needed guidance.

Because the position was new, the Adana PAO spent several months taking advantage of targets of programming opportunity. The officer recognized the need for a more strategic application of program resources in consultation with the PAO in Ankara. Coordination is critical, especially on mission outreach to the Southeast.

Given the small size and inexperience of the PAS Adana staff, ongoing training is essential. The OIG team believes that sending the LE staff to work with colleagues in PAS Istanbul and PAS Ankara on routine programs and activities will pay off in

improved understanding of the role of PAS; improved skill in dealing with contacts; and increased familiarity with the nuts and bolts of public diplomacy programming. The OIG team left an informal recommendation on the subject.

Public Affairs Section Istanbul

Istanbul's vastness, scope, and complexity make the practice of public diplomacy a continuous challenge. By most calculations, the Istanbul metropolitan area competes with Moscow and Paris for the title of "largest city in Europe." The national media have their headquarters in the city. Some of the nation's most influential universities are there, along with the headquarters of entities and organizations with which a PAS typically interacts. Traffic congestion is world class. The distance between the consulate and the section of the city where the media are located complicates outreach and contact work.

The PAO is a mature officer with solid judgment and deep experience in running programs. In addition to overseeing the office, the PAO is involved in much of the program portfolio. The assistant PAO works with the media and has programming responsibilities, including the International Visitor Leadership Program. At the time of the inspection, a third American was working in the section as an "expanded professional associate."

The Department established a third public diplomacy position in Istanbul in 2009, and the first officer assigned to that position was due to arrive in June 2010. Istanbul will be that officer's first tour; training and orientation will necessarily take up much of the officer's time. After two years, the position will become an FS-03 level job. PAS Turkey has considered using the new officer to do the kind of outreach to younger audiences currently being performed by the "expanded professional associate," which is a temporary position. Because of the mission's focus on outreach to an expanded demographic, this is reasonable, although a compelling argument can be made that the consulate might best divide responsibilities among a PAO, a cultural affairs officer, and an IO. Another option would be to dedicate an American officer's time completely to working with journalists. The OIG team believes this option could prove to be efficient and left an informal recommendation to that effect.

The conundrum of outreach is particularly acute in Istanbul. Because so much of Turkey's power, wealth, and broad cultural influence converge in Istanbul, it makes sense to engage with those sectors. At the same time, Consulate General Istanbul is not exempt from the mission-wide effort to engage with audiences beyond the traditional secular elites. The consular district is expansive. Istanbul itself lays

claim to being the city with the world's largest Kurdish population. Migration from rural areas and from Eastern Turkey has dramatically changed the makeup of the city, and those changes are felt in the political order.

Support for the large number of official visitors and delegations is an essential component of the work but represents an additional demand on PAS Istanbul staff time. In that context, the PAS staff and resources appear slender. The Istanbul PAO must frequently make decisions about where to direct PAS programs and outreach. Coordination with PAS Ankara appears to be frequent. The Ankara PAO recognizes the complexity of the resource-balancing act that Istanbul must perform and does not second guess the post. The OIG team found a reasonable balance between engagement with the traditional elites and outreach to "the new Turkey."

The consul general has achieved a high public profile in Istanbul and PAS spends a substantial portion of its time and resources in support of the consul general's activities and appearances. This support sometimes comes at the cost of other programmatic work for which the section is responsible. In view of the limited resources available, the PAO does a creditable job working to ensure that programs run smoothly and required tasks are accomplished.

Information Resource Center

The IRC staff includes three information professionals with many years' experience in public diplomacy work. Pedestrian traffic is virtually nonexistent, given the distance of the consulate from the city center and the difficulty of gaining access to the compound. The staff carries out electronic outreach effectively, incorporating the Goldmine software, which has been modified by the post to serve not just as a contact management system but also as a program tool.

Electronic outreach does not justify the commitment of resources that a full-fledged IRC demands. The Istanbul IRC has developed programs that make use of those resources in innovative ways, with potentially significant impact. Most notable is an information literacy project that brought a consulate presence to schools. As part of that effort, the Turkish Ministry of Education distributed to students, 10,000 copies of a brochure on information literacy produced by the embassy with the support of the information resource officer. A second iteration of the project will target teachers.

At the time of the inspection, a project was in the design phase that would bring together library science professionals from the region (including Greece), undergirding an MSP goal linked to regional cooperation. The IRC could still do more to take

full advantage of its information resources. Developing programs jointly with staff from the information and cultural sections could pay off with activities that direct the full array of public diplomacy resources to targeted audiences. The OIG team left an informal recommendation on that subject.

The senior LE staff involved in running programs handle a great deal of the logistical and clerical work necessary to make their activities successful, from visa issues to travel reservations and general services support. In view of the distances involved in working in Istanbul and the importance of contact work, this may not be the most efficient use of their time. PAS Istanbul should consider reassigning some support duties to other personnel. The OIG team made an informal recommendation to explore this option.

In Istanbul, the number of alumni of American exchange and study programs is huge. PAS efforts to sustain contact with the various alumni groups, including the Humphrey and Fulbright programs and student leaders are frustrated by a phenomenon common to alumni organizations elsewhere: apart from social purposes, finding a *raison d'être* for such groups is often problematic. The recent election of a new president of the Fulbright alumni organization is promising, and PAS Istanbul has proposed to that group and others, the potential usefulness of providing mentoring to young Turkish students studying in the United States. The OIG team believes this approach merits continued effort.

CONSULAR AFFAIRS

Consular operations in Mission Turkey range from two medium-sized sections in Ankara and Istanbul to a small operation in Adana and a consular agency in Izmir. In all four locations, American and LE consular personnel are performing their jobs extremely well. In general, consular employees in Turkey have high morale and a strong sense of *esprit de corps*. They are led by a strong senior officer serving as consul general in Ankara, who has the responsibility for coordinating consular operations countrywide. The consul general in Ankara started in that position in summer 2009.

Countrywide Consular Coordination

The consul general in Ankara is hampered by insufficient funds to carry out his countrywide coordinating duties. His predecessor traveled to Istanbul approximately once per year. The Bureau of Consular Affairs' policy is to fund, out of Machine Readable Visa resources, one visit per year to constituent posts by the countrywide

consular coordinator; any further trips in a year are to be funded out of program funds. As noted before, Embassy Ankara has experienced budgetary problems in the last couple of years, and such program funds were caught in the general tightening of funding for mission activities.

The OIG team learned that serious consular leadership problems existed in Istanbul in previous years. Those problems are discussed further in the assessment of Consulate General Istanbul's consular section. Officials in Ankara were involved in some of the management issues involving that section, but more frequent visits to Istanbul by the consul general in Ankara might have helped resolve the leadership issues.

The consul general in Ankara and the new consular section chief in Istanbul have established an excellent working relationship, and are on the phone almost every day discussing various issues. Communication is excellent, but nothing substitutes for the consul general in Ankara being on the ground, meeting with individuals, and learning about their concerns. Istanbul's consular section is as large as the consular section in Ankara, and for that reason alone the consul general in Ankara should be visiting often. In Adana, it is important that the consul general in Ankara visit often, as the second-tour officer in charge of consular operations is on her first consular assignment, and the sole LE staff member in the consular section needs to be mentored by an experienced consular officer. The same holds true in Izmir, which is staffed by a single, part-time consular agent, who is supervised directly by the consul general in Ankara. In order to effectively carry out the duties of countrywide coordinator, the consul general in Ankara needs sufficient funds from the Bureau of Consular Affairs and/or program funds, to visit all three constituent posts more frequently than has been the practice in the past.

Recommendation 16: Embassy Ankara, in coordination with the Bureau of Consular Affairs and the Bureau of European and Eurasian Affairs, should provide sufficient funding from a combination of Machine Readable Visa funds and program funding, for the consul general to visit Istanbul and Adana three times a year and Izmir two times per year, in his role as countrywide consular coordinator. (Action: Embassy Ankara, in coordination with CA and EUR)

Similarly, the consular officers and selected LE staff members in Ankara, Istanbul, and Adana would benefit greatly from more exchanges. Consular officers could cite only two examples of such exchanges in recent times: one officer from Ankara went to Istanbul, and one officer from Istanbul went to Ankara. In each case, the

officer spent two weeks helping out when there were unexpected staffing gaps at the other post. Exchanges would be good for the professional development of the employees and in harmonizing practices and procedures among the posts. Managers could keep the costs of such exchanges low by maximizing the use of government housing.

Recommendation 17: Embassy Ankara should establish and implement a plan for consular officers and locally employed staff members to participate in exchanges among the consular sections in Ankara, Istanbul, and Adana. (Action: Embassy Ankara)

Iranian Visa Workload and Embassy Ankara's Space Problems

The greatest problem that consular managers in Embassy Ankara face is how to manage the growing immigrant visa (IV) workload from Iranian citizens with a physical plant that is getting more crowded all the time. As background, Embassy Ankara provides the full range of consular services. Most personnel are devoted to performing IV and nonimmigrant visa (NIV) services. The total number of NIV applicants per year has remained fairly steady during the last 10 years. What has changed in NIV work during that time is the requirement that almost all applicants be interviewed in person, and an increase in the number of applicants who require security advisory opinions. The latter category of applicants must make a minimum of two trips to the consular section to finish the processing of their visa applications. All of these factors translate to greater demands on the waiting room space and the limited number of interview windows in the consular section.

As further background, there is no U.S. embassy or consulate in Iran for Iranians to apply for a U.S. visa. Normally, IV applicants apply in their country of residence; however, the Department has designated five consular sections where Iranians who live in Iran can apply for IVs: Embassy Abu Dhabi, Embassy Ankara, Consulate General Frankfurt, Consulate General Naples, and Embassy Vienna. Iranians generally may choose among any of those five sections in deciding where to apply for a visa, although there are certain restrictions regarding which Iranian IV cases will be accepted in Frankfurt. Many applicants choose Ankara because Iranians are not required to have a visa to enter Turkey, and because the two countries border each other and it is easy for Iranians to get to Ankara.

The increase in IV applications by Iranians is straining the physical capacity of the consular section to the breaking point. The Iranian IV workload increased 250 percent between 2003 and 2007, from 1,168 cases to 4,175 cases. Almost all of these applicants require security advisory opinions, which means that they must come to the consular section at least one more time after the visa has been approved. The number of Iranian IV applicants dipped in 2008 and 2009, but that was primarily due to staffing shortages of Farsi-speaking officers who could do the work. In 2010, consular managers estimate that the section will process 5,460 Iranian IV cases.

Greater demands have also been placed on the Farsi-speaking officers by the Iranian DV applicant workload. According to the terms of the DV program (which is a special category of IVs that is often referred to informally as the “visa lottery”), applicants must be processed within the fiscal year in which they were selected for the program. Thus, consular managers must ensure that the DV applicants get a higher priority for processing than IV applicants when allocating personnel resources. It is important to note that, as in NIV and IV processing, almost all Iranian DV applicants require security advisory opinions and must come to the consular section at least twice.

The DV workload increase from both Turkish and Iranian applicants is also placing significant demands on the physical capacity of the consular section. Turkish DV applicants doubled in the last eight years, from 534 in 2001 to 1,078 in 2009. The projected number of such applicants for FY 2010 is 2,836—a 160 percent increase over FY 2009. The DV workload increase from Iranians is even more dramatic. The number of DV applications being offered to Iranians in FY 2010 is 2,773—a 283 percent increase over the 1,078 cases which were processed in FY 2009, and a 419 percent increase over the 534 Iranian DV cases in FY 2003.

If such trends continue, the consular section in Ankara will be unable to handle the workload. The physical capacity of the section is finite. There is no cost-effective way to expand the capacity of the waiting room, which seats approximately 80 people. There is no space outside to add waiting room capacity as the waiting room is situated almost directly on a street. There are six windows for all consular functions, including both visas and American citizen services. The consul general has a plan for adding at least one window (see Recommendation 20) and possibly more. In addition, the embassy and the Department need to work together to better manage the number of Iranian IV applicants who apply in Ankara.

As noted above, Iranians applying for IVs and DVs decide at which of the five designated posts they will apply. This is an increasingly untenable policy, for the reasons stated above. The Department needs to be proactive in redirecting some of the Iranian IV applicants from Ankara to another designated post, if Ankara's capacity to process them is exceeded.

Recommendation 18: The Bureau of Consular Affairs should establish new policies to redirect Iranian immigrant visa applicants who live in Iran from Embassy Ankara to other embassies or consulates, to better match workloads with resource capabilities. (Action: CA)

Another way the Department could help the consular operations in Turkey with their space problems (which also exist in Istanbul, as explained below) would be to make Mission Turkey a high priority for establishing an off-site facility, run by a contractor, for collecting the fingerprints of visa applicants. This solution would free up windows that are currently used in the consular sections in both Ankara and Istanbul for fingerprint collection.

Recommendation 19: The Bureau of Consular Affairs, in coordination with Embassy Ankara, should place Mission Turkey high on the priority list of consular operations to explore the feasibility of establishing an off-site facility for collecting the fingerprints of visa applicants. (Action: CA, in coordination with Embassy Ankara)

Embassy Ankara needs a consular window that affords privacy for officers who are interviewing applicants for visas or American citizen services. Officers have to conduct interviews every day, especially of Iranian visa applicants, that involve sensitive information. Applicants have to answer detailed questions about relationships, employment, military service, and other issues. During the inspection, for example, an applicant was applying who was a close relative of one of the most senior officials in the Iranian Government. As a result, many of the questions were sensitive and should not have been heard by either the public in the waiting room or the employees in the work area. Currently, officers use the last window at the end of the waiting room, where a panel partly separates the view of that window from people sitting in the waiting room. Nevertheless, the sound carries and people in the waiting room can listen in on the interviews. When the new consul general arrived, the only thing

he could do to provide more privacy for applicants was to turn the seats in the waiting room to face away from the windows, making it slightly more difficult for people to overhear conversations.

The consul general has come up with an ingenious solution that could allow for a private interview window and also tighten security. There is a corridor between the waiting room and the consular work space—the kind of direct access to the waiting room that is not included in new embassy construction. This corridor has a door on either end: one coming in from the waiting room, and the other leading into the consular work space. The consul general’s proposal involves blocking the corridor with an interview window that would allow privacy for interviews as well as close off that direct access between the waiting room and the consular work area. The embassy is in the process of requesting approval and funding from the Department for this project.

Recommendation 20: Embassy Ankara, in coordination with the Bureau of Consular Affairs and the Bureau of Overseas Buildings Operations, should support and fund the construction of a privacy interview window in the corridor that currently connects the consular waiting room with the consular work area at Embassy Ankara. (Action: Embassy Ankara, in coordination with CA and OBO)

The consul general also has an idea to add two more interview windows by building an “L” at the end of the waiting room. This would take out the last interview window (the one that is currently being used to interview sensitive cases but is inadequate for privacy) and build three windows in the “L” for a net gain of two windows. The OIG team believes that this idea is a good plan, but it would be an expensive addition at a time when the Department must concentrate on acquiring a site for a new embassy compound. If there were no other options for managing the growing IV workload in Ankara, the OIG team would make a recommendation to support this plan. It is the opinion of the OIG team, however, that Recommendations 18, 19, and 20 would adequately address the workload management issues at a lesser cost to the Department.

Embassy Ankara’s Consular Management Issues

Within the framework of the workload and space problems described above, Embassy Ankara’s consular section is doing an excellent job in carrying out its du-

ties. The OIG team was impressed with the dedication and the expertise of the LE staff in the entire consular section. Morale in the section is outstanding, and the OIG team was struck by the camaraderie among the American and LE staff. The LE staff had particular praise for the courtesy and respect the entry-level officers (ELO) show to them and to the consular customers. The consular managers practice good leadership and are supportive of the employees. When there are personnel issues, the managers do not hesitate to address them directly and forcefully. The high morale in the section is a remarkable achievement.

The section consists of the consul general, his deputy, and five ELOs. Three ELOs are in Turkish language-designated positions, and two are in Farsi language-designated positions. One of those two Farsi language-designated positions was created by CA in 2009, at the request of Embassy Ankara, to manage the growing visa workload from Iranians. The deputy also is in a Farsi language-designated position and assists extensively in interviewing Iranian visa applicants. Shortly before the inspection, the first incumbent of the new Farsi language-designated position arrived, and the consular section now is working through the backlog of approximately 800 Iranian IV applications which developed from the shortage of Farsi speaking personnel.

The American citizen services unit provides a high level of service to its customers. The three LE staff members in that unit are strong, as are the LE staff members in the visa units.

The deputy to the consul general, an FS-01 officer in an FS-02 position, is the direct supervisor of the ELOs. The practice in Ankara has been for the untenured ELOs to be rated by the consul general and reviewed by the DCM on their employee evaluation reports. However, in 3 FAM 2244.2-1 a., the Department specifies that the direct supervisor usually should be the rating officer for untenured ELOs. The reviewing officer can be either the DCM or the section chief, if the latter is a senior officer position, as is the case in Ankara. For the untenured ELOs in Ankara's consular section, the deputy should be the rating officer. The DCM will continue to be the reviewing officer, with input from the consul general. The OIG team made an informal recommendation to this effect, and discussed this subject with the consular managers and the DCM, who agreed to the change.

Consulate General Istanbul's Consular Section

The consular section in Istanbul is as large as the one in Ankara, with three managers, five ELOs, two eligible family members, and 30 LE staff. The workload is primarily NIV applications from Turkish citizens. Only a handful of Iranian NIV applicants per week apply in Istanbul.

A smaller American citizen services unit does an excellent job handling the largest number of American citizen services cases in Turkey; Istanbul is heavily visited by American tourists. As in Ankara, applicants for passports, reports of birth, notari-als, and other routine services now make their appointment through the online sys-tem established by the Department. Managers in both Ankara and Istanbul expressed satisfaction with the appointment system and said that their customers are also happy that they are seen immediately when they come to their appointments. The manager of the unit is the first incumbent of a new FS-03 position. Previously, the primary American citizen services officer was an ELO, who rotated through the unit after do-ing NIV work. The new position was created because the work is difficult enough to require an officer with experience and who will be in the position for three years.

The three consular managers in Istanbul, led by an FS-01 section chief who arrived in the summer of 2009, are doing an outstanding job leading and managing the staff. As in Ankara, the morale among the ELOs and LE staff is high, vis-à-vis relations within the section and attitudes towards the work. The LE staff share with their colleagues elsewhere in the mission many of the same generalized morale issues, as is discussed below, but they praise the leadership of the three consular managers who currently run their section.

The consular section is efficient in processing the NIV work on a daily basis, and the backlog of NIV appointments has consistently stayed within the norms estab-lished by the Department. CA added an additional ELO position in Istanbul in 2009, in response to the mission's request to deal with a rising workload. The incumbent of the new position arrived in Istanbul shortly before the inspection. The consular section remains understaffed, however, because another ELO curtailed suddenly in summer 2009 to go to Afghanistan. The section will not have all five ELO positions filled until summer 2010, and only then will start to benefit from the additional posi-tion.

Currently, every window is fully utilized. When the American staffing is full again in summer 2010, there will not be enough windows for all employees to work to their full capacity. Pending approval and funding, the section chief and the facilities manager plan to move the cashier window to another location so that the window currently being used for cashier services can be used for intake, fingerprint collect-ing, and interviewing.

passport agent at the base taking applications for passports and reports of birth and making sure that all the documents are in order before sending paperwork on to the consulate for adjudication. The team was impressed with the knowledge and skills of this passport agent who said that cooperation between the consulate and the base is excellent.

As discussed elsewhere in this report, the consulate property was bought in 2003 after the landlord of the previous consulate property gave the Department short notice that he wanted his property back. OBO did a seismic survey in 2004, and determined that about 70 percent of the consulate building is not safe against earthquakes; today, that space (which is about 7,000 square feet) remains empty. The refit that OBO is planning to add office space for the consulate would not touch most of the empty space.

The OIG team was struck by the irony of so much unused space in Adana, juxtaposed to the cramped facilities in Ankara. The team discussed with mission leadership the possibility that Embassy Ankara's IV workload could be moved to Adana, where there would be more than enough space for the work. Plenty of precedents exist in other large missions for the IV work to be done at a consulate rather than the embassy. Refitting the large space in Consulate Adana would be expensive, but given the space constraints in Ankara, the Department should assess the facility in Adana to decide whether it would be cost effective to transform it into the IV processing center for Mission Turkey.

Recommendation 23: The Bureau of Overseas Buildings Operations, in coordination with the Bureau of Consular Affairs and Embassy Ankara, should assess whether it would be cost effective to use the unused portion of the facility at Consulate Adana as an immigrant-visa processing center for Mission Turkey. (Action: OBO, in coordination with CA and Embassy Ankara)

Consular Agency Izmir

The consular agency in Izmir is staffed by a Turkish-American woman who grew up in Izmir. The consul general in Embassy Ankara supervises the consular agent. The consular agent is the first incumbent of the position, which was recreated in 2005 after the closing of the American Presence Post in Izmir.

The consular agent is available to the public two days a week, and is always on call for emergency cases. The workload spikes during the spring, summer, and fall, when up to a million Americans visit the Aegean coast of Turkey. The consular agent is doing an excellent job helping her fellow citizens, and is an outstanding representative of the United States to the public and government officials in the Western region of Turkey.

On occasion the consular agent needs to travel to a part of her area of responsibility and stay overnight because of an American citizen emergency. For this she does not have blanket travel orders and must expend her own resources with a verbal assurance that she will be reimbursed.

Recommendation 24: Embassy Ankara should create blanket travel orders to enable the consular agent in Izmir to travel as needed to assist American citizens in an emergency. (Action: Embassy Ankara)

The consular agency is in a nondescript building on a side street in downtown Izmir. For security reasons, there is no sign, consular seal, or American flag at the street level of the building. To access the agency, visitors take a small elevator to the top floor of the building and exit the elevator directly into the consular waiting room. That room is small and lacks ventilation. The United States presents an unattractive public face through this waiting room.

Ironically, the rest of the consular agency has ample unused space, as it was previously the office of the American Presence Post, which had several employees. The agency offices include two kitchens and three bathrooms. None of the bathrooms can be accessed directly by the consular clientele, although occasionally the consular agent lets members of the public (especially small children) into her offices to let them use a bathroom. For security purposes, she does not bring consular customers into her offices for any other reason. The physical setup could be changed fairly easily, by expanding the waiting room into the large office space that abuts it. Installing an adequate ventilation system would also improve the consular agency waiting room so that it is no longer an embarrassment to the United States.

Recommendation 25: Embassy Ankara, in coordination with the Bureau of Consular Affairs and the Bureau of Overseas Buildings Operations, should expand the waiting room in Consular Agency Izmir and add some ventilation to the room. (Action: Embassy Ankara, in coordination with CA and OBO)

Visas Viper Program

The OIG team reviewed the Visas Viper program for the mission. The consular sections held all required meetings and submitted all required reports on time. During the inspection in Ankara, the OIG team participated in a Visas Viper meeting in which all agencies participated. Several dozen names were up for consideration and the consular officer who presented them did an exceptional job answering questions from the DCM and others.

RESOURCE MANAGEMENT

Agency	U.S. Direct Hire Staff	U.S. Local Hire Staff	Foreign National Staff	Total Staff	Total Funding FY 2010
State – D&CP					\$5,702,500*
ANKARA	61	4****	25	90	
ISTANBUL	31	4*****	22	57	
ADANA	2		8	10	
IZMIR	1			1	
State – ICASS					\$18,838,673*
ANKARA	11	8****	108	127	
ISTANBUL	3	2****	62	67	
ADANA	1		5	6	
State – Public Diplomacy					\$3,112,100*
ANKARA	6		21	27	
ISTANBUL	2		12	14	
ADANA	1		1	2	
State – Diplomatic Security					\$8,782,450*
ANKARA	7	3	203	213	
ISTANBUL	3		89	92	
ADANA			19	19	
State – Marine Security					\$564,049*
ANKARA	7		4	11	
ISTANBUL	6		4	10	
State – Representation	N/A	N/A	N/A	N/A	\$71,700*
State – OBO					\$7,013,144*
ANKARA	1		1	2	
ISTANBUL	1			1	
ADANA		2		2	

~~**SENSITIVE BUT UNCLASSIFIED**~~

State - EXBS		1***	1	2	Not serviced
Foreign Commercial Service					\$320,107**
ANKARA	2		5	7	
ISTANBUL	1		4	5	
IZMIR			1	1	
Foreign Agricultural Service					\$628,405**
ANKARA	2		3	5	
ISTANBUL			2	2	
Defense Attaché Office	13	1	5	19	\$784,945**
Olmstead (DOD)					Not serviced
ANKARA	1			1	
ISTANBUL	1			1	
Foreign Area Officer (DOD)					Not serviced
ANKARA	1			1	
ISTANBUL	1			1	
TSR	1	1		2	Not serviced
DCMA (DOD)					Not serviced
Office of Defense Cooperation (DOD)	26			26	Not serviced
TLO (DOD)	20			20	Not serviced
Drug Enforcement Administration					Not serviced
ANKARA	9		4	13	
ISTANBUL	7		4	11	
Federal Bureau of Investigation					Not serviced
ANKARA	2			2	
ISTANBUL	2			2	

Consulate General Istanbul has a general consulate duty roster that includes all American employees except the consul general and law enforcement personnel. In addition to serving on the general consulate duty roster, consular officers also serve every seven weeks on a separate consular duty roster, which requires them to remain in Istanbul when they do consular duty. The consular section has trained all duty officers and general duty officers to receive briefings from the management officer and the American citizen services unit. In addition, consular managers stand ready to offer advice to general duty officers, as is general practice elsewhere. A similar policy exists whereby information management employees have to serve on the general consulate duty roster, as well as a separate duty roster.

Recommendation 27: Embassy Ankara should require Consulate General Istanbul to eliminate the separate consular duty officer roster and not require information management employees to serve on two sets of duty rosters. (Action: Embassy Ankara)

Consulate Adana

The management section at Consulate Adana provides adequate services under very difficult staffing and resource conditions, with serious deficiencies in processes and procedures. Embassy Ankara fulfills most of the consulate's human resources and financial management needs, but the consulate provides its own general services, such as procurement, customs and shipping, property management, housing, and motor pool operations. An ELO functions as the management officer, consular officer, and post security officer. The recently added RSO position has been filled by an officer who is arriving in the summer of 2011. This officer will provide some relief for the ELO.

As long as the management/consular officer position remains at entry level, the workload will continue to challenge even the best of officers. Moreover, the small number of LE staff, their diverse workloads, and their relative lack of experience only add to the difficulties in providing quality service to the consulate. One of the most experienced LE staff members, an American citizen with a Top Secret clearance who handled motor pool, mail, time and attendance, liaison with Incirlik Air Base, and other duties, recently left the consulate for other employment. The consulate is grappling with replacing this versatile and valuable employee.

Finally, the entire consulate staff is shoehorned into a small fraction of the government-owned building's office space, making for very cramped quarters. As noted, the remaining space requires upgrading to meet seismic standards and therefore remains empty. Possible use of this space is discussed elsewhere in the report.

FINANCIAL MANAGEMENT

The financial management office has done an exceptional job assisting the mission in moving forward from the budget crisis of 2008. The office is staffed with a newly assigned financial management officer, an LE staff supervisor, and 12 other LE staff members. The office recovered an estimated \$1,050,850 of 2009 ICASS funds that have been applied to Embassy Ankara's FY 2010 budget. The recovery of the ICASS funds enabled the mission to restore some of the basic tools required to effectively operate a large mission, such as cell phones and BlackBerries, as well as long overdue training of LE staff. The 2010 ICASS customer satisfaction survey results were published during the OIG's inspection at post. The scores for budgets and financial plans, accounts and records, and payroll all showed a slight increase over the 2009 ICASS survey results. Vouchering scores decreased due to the embassy's difficulty in implementing the travel application, E2 Solutions, which resulted in incorrect routing for travel authorizations. With the assistance of the Global Financial Services customer support desk, the financial management office resolved these problems and met Collaborative Management Initiative standards for voucher processing.

The discovery of prior-year ICASS funds was the result of the section's reviewing and deobligating invalid, unliquidated obligations. Embassy Ankara deobligated a total of \$596,994 in unobligated recoveries from FY 2007 and FY 2008. Financial resources must be reviewed regularly to ensure timely and appropriate use of funds. In keeping with requirements for processing and recording obligations and disbursements per 4 FAM 087.2 a., the embassy must perform periodic reviews at least monthly to ensure that unliquidated obligation balances and disbursements are valid. The Regional Support Center Frankfurt conducted an assistance visit prior to the OIG team's arrival and recommended that the embassy regularly schedule a review of unliquidated obligations. The OIG team concurs with this recommendation.

Recommendation 28: Embassy Ankara should establish and implement a plan to regularly schedule a review of unliquidated obligations. (Action: Embassy Ankara)

Constituent post management officers are overwhelmed with duties associated with supervising their human resource and financial management sections. Quarterly scheduled visits by the financial management officer and HRO would assist the consulates with financial management and human resource issues; as well as training of LE staff on new policies, procedures, and programs, such as E2 Solutions and ePerformance. Establishing the aforementioned memo of understanding, specifying a certain number of visits by the financial management officer and HRO to the consulates, would provide additional support to the inundated U.S. direct-hire and LE staff who have been besieged with extra duties.

Embassy Ankara has provided financial autonomy to Consulate General Istanbul by allotting operating funds. The consulate is given the opportunity to participate in the embassy's budget planning and provide input. The consulate performs separate accounting and records functions, vouchering, and cashiering, while the embassy maintains the payroll function. The OIG team finds this level of financial autonomy by a constituent post uncommon, but supports and endorses the empowerment that it represents.

The embassy and constituent post financial units are required to review the salaries of officers who are authorized official residence expenses, to ensure that those officers contribute 3.5 percent of their annual salary to the salaries of their official residence staff. Official residence expenses must be accounted for on an annual calendar year basis and paid, or reimbursed based on the annual amount calculated. In keeping with the Department of State Standardized Regulations, each agency should establish policies and procedures to ensure that employees pay the appropriate amount. The financial management units were not using the appropriate documents to verify the annual salaries of employees who are authorized official residence expenses.

The financial management staff cannot authenticate the salaries or additional compensation that is authorized to employees who have official residence expenses without the proper documentation, such as a leave and earnings statement. The lack of an existing policy and correct procedures for submitting an official document to verify the 3.5 percent official residence expenses contribution precludes the financial management section from validating that the employee is paying the appropriate amount.

Recommendation 29: Embassy Ankara should establish and implement policies and procedures to ensure that employees with official residence expenses pay the appropriate amounts. (Action: Embassy Ankara)

International Cooperative Administrative Support Services

Embassy Ankara has a robust ICASS operation, with 28 subscribing agencies. Funding totaled \$14.328 million in FY 2009 and \$14.230 million in FY 2010. The 2009 ICASS customer satisfaction survey resulted in a score of 3.26, on a scale of 1 to 5, for overall ICASS services. In the 2010 ICASS customer satisfaction survey results, overall scores increased from the previous two years but are still lower than the Bureau of European and Eurasian Affairs and worldwide scores. The ICASS council chairman has been in the position for two years. The OIG team found that, in previous years, the meetings were infrequent and not focused. The embassy received ICASS training in 2009, after receiving low scores on the customer satisfaction survey. During the OIG inspection, several ICASS council and budget committee meetings were held to discuss the FY 2010 budget and to vote on ICASS positions. The newly arrived financial management officer is doing an outstanding job providing the management section and the ICASS council with the necessary information for efficient and effective ICASS operations of the mission.

HUMAN RESOURCES

The human resources office had been without an officer-in-charge for six months, but the recently arrived, experienced officer and a knowledgeable LE staff now deliver first-rate service to their customers at the embassy and at constituent posts. The office is staffed with nine LE staff members, including a supervisory human resources specialist, who has been acknowledged for running a highly effective office in the absence of an HRO. The human resources office maintains a list of those employees who lost their jobs in the RIF in 2008 and contacts them, as appropriate, when the section receives knowledge of suitable job openings.

Embassy Ankara implemented a hiring freeze as part of the 2008 cost-cutting measures. U.S. direct-hire and LE staff employees have been assigned extra duties to compensate for staffing gaps, but position descriptions have not been updated to reflect the added responsibilities and increased workload. Supervisors must certify on the employee performance report for LE staff whether the position description is current and accurate. The OIG team noted that supervisors selected “yes” in many cases, when in fact the position descriptions were outdated. Position descriptions should be revised as changes occur, or as soon as possible thereafter. A new or revised description is needed whenever there is a material change in the duties, responsibilities, or organizational relationships of an existing position. The OIG

During meetings with LE staff members, the OIG team noted divergent views concerning the severance pay plan.

The OIG team was unable to find definitive guidance that stipulates what constitutes prevailing practice of Turkish labor laws. Mission Turkey's severance pay plan is not transparent to LE staff.

It is the policy of the U.S. Government that employment conditions for LE staff be consistent with local law, custom, and practices to the extent feasible, so clarification is warranted.

Recommendation 31: Embassy Ankara should conduct a town hall meeting in English and Turkish to clarify and discuss local prevailing practices regarding the severance pay plan for locally employed staff. (Action: Embassy Ankara)

Recommendation 32: Embassy Ankara should distribute a mission-wide management notice in English and Turkish to explain in detail the eligibility requirements of the severance pay plan for locally employed staff. (Action: Embassy Ankara)

The compensation plan for LE staff was revised several times over the last couple of years to improve the overall compensation package. The Office of Overseas Employment recently conducted a two-day compensation training course for posts in the Bureau of Western Hemisphere Affairs. The course goes into great detail about

the survey process and the vendors that are used to collect compensation data. Embassy Ankara requested a visit by the Office of Overseas Employment to conduct compensation training for Mission Turkey. The OIG team supports this request.

Recommendation 33: Embassy Ankara, in coordination with the Bureau of Human Resources, should follow up on the embassy's request for the two-day compensation training course, which should take place as soon as possible. (Action: Embassy Ankara, in coordination with HR)

Equal Employment Opportunity

Embassy Ankara's Equal Employment Opportunity (EEO) program is satisfactory, but it needs strengthening. Throughout the mission, the EEO counselors are not easily identifiable. The OIG team found it difficult to locate an EEO bulletin board on the embassy and consulate compounds. EEO information is located only in Annex I of the chancery and main consulate buildings. Sections such as the warehouse, facility maintenance, motor pool, and other offices not located in the main building have no access to EEO information, unless it is displayed or distributed by supervisors. The OIG team learned that the LE staff EEO liaison at Embassy Ankara has not met personally with the EEO counselor, even though a counselor was designated to the position in July 2009. The only contact with the current EEO counselor is by telephone and email. The LE staff liaison expressed the desire to have more input into a stronger EEO program.

The employees in Consulate General Istanbul and Consulate Adana have not received the mandatory sexual harassment prevention training, as required by Department Cable 03 State 340446, dated December 12, 2003. The OIG team discovered that employees were untrained on the proper procedures for reporting unwelcome sexual advances. In 2006, three female LE staff members reported unwelcome advances by an American officer to the RSO instead of to the EEO counselor or LE staff liaison. The issue was resolved when the section chief became aware of their concerns and counseled the officer. The management policy on sexual harassment was distributed on November 10, 2009, and includes the correct procedures for processing EEO complaints for U.S. direct-hire and LE staff personnel. In 2008, Embassy Ankara conducted EEO and sexual harassment training in English and Turkish, but the constituent posts were not included in this training.

Recommendation 34: Embassy Ankara should provide the mandatory sexual harassment training, in English and Turkish, to employees in Consulate General Istanbul and Consulate Adana. (Action: Embassy Ankara)

GENERAL SERVICES

Embassy Ankara

The general services office is comprised of knowledgeable and capable U.S. direct-hire and LE staff who are improving their service delivery, as reflected in an improvement in the 2010 ICASS customer satisfaction survey scores. Some deficiencies exist in processes and procedures, but the staff is fully capable of remedial action, and the OIG team had sanguine expectations for improvement.

Supply Chain Management

The supply chain management system functions adequately, but flaws in coordination among the procurement, property management, and financial management offices prevent it from working better and improving customer service. The general services office could overcome inefficiencies that create internal controls vulnerabilities and gaps between areas of responsibility, by taking fuller advantage of automation and process management.

The supply chain management system includes various general services and financial management functions that should operate smoothly and seamlessly. General services functions of procurement and property management, including receiving, are automated in the form of Web Post Administrative Services Suite (WebPASS) applications. Although it remains a high priority of the Bureau of Resource Management the Department thus far has failed to integrate the financial management tasks into WebPASS or the alternative Integrated Logistics Management System (ILMS),.

The OIG team noted a number of procedural errors in the supply chain management system. The property unit is not receiving goods and services in a consistent manner, thereby causing a blockage that has serious downstream effects. Without a valid receiving report, the financial management office will not pay the vendor and will not deobligate any excess funds; without notification of final payment from the financial management unit, the procurement office cannot close out a purchase order. The property unit supervisor is responsible for receiving, and the supervisor's

assistant provides backup support. There is no receiving clerk, as the position was eliminated in the 2008 RIF. The embassy also has not designated receiving officers for goods and services that are received by personnel outside of the property management unit, such as gasoline, utilities, and subscriptions.

The OIG team also noted that the procurement section, instead of the financial management office, was acting in most cases as the designated billing office, which is contrary to Department guidance and policy, as stated in 98 State 084723. Particularly when considered together, these deficiencies degrade the efficiency of the supply chain management system, as well as the internal controls that are built into WebPASS. Moreover, fuller automation of receiving reports, purchase orders, and invoices could reduce paper files and facilitate conversion to an electronic filing system.

Recommendation 35: Embassy Ankara should develop and implement procedures to generate receiving reports in a timely and accurate manner and designate receiving clerks and officers. (Action: Embassy Ankara)

Recommendation 36: Embassy Ankara should designate the financial management office as the billing office for invoices. (Action: Embassy Ankara)

Recommendation 37: Embassy Ankara should develop and implement procedures whereby the financial management office advises the procurement unit of final payments, so the procurement unit can close out purchase orders properly. (Action: Embassy Ankara)

Successful supply chain management requires collaboration, cooperation, and communication among management offices, as well as a clear understanding of the entire system by all participants. In this regard, the embassy could do a better job of making each office aware of the processes and needs of the others. The OIG team informally recommended that the management officer continue to attune participants to each others' needs—a process which could yield further improvements and better customer service.

Procurement

The procurement office functions well, with a knowledgeable and experienced staff that has implemented defined processes, automation, and programs to facilitate acquisition. This belies the results of 2009 ICASS and OIG survey results, which indicate some dissatisfaction among their customers. The most recent ICASS survey results, however, indicate an improvement from 3.17 in 2009 to 3.52 in 2010.

A spot check of the electronic files in the office indicated that they are maintained well and are complete. Processes are automated, using the WebPASS procurement application, and the unit anticipates conversion to ILMS in early 2011. Despite performance of most procurement functions by electronic means, the Department still requires posts to maintain hard copy files. Moreover, the office uses special folders that cost almost 50 cents per piece. There is no technological reason why the Department cannot move to a more digitized process which, in turn, would save paper, storage, and special folder costs. The Department is moving in this direction.

The office administers a purchase card program with three cardholders in the unit, as well as others in PAS and the information management (IM) offices. The embassy does not take advantage of bulk funding to expedite purchases, so the cardholders must go through extra steps with each transaction. The embassy complied with the recommendation made in the 2004 OIG report to bulk obligate cards, but it reverted to its earlier practice in intervening years. The OIG recommendation to bulk fund credit cards is as valid now as it was when last recommended, in 2004.

Recommendation 38: Embassy Ankara should bulk fund its government credit cards at levels sufficient to cover recurring small purchases. (Action: Embassy Ankara)

In addition to supply chain management deficiencies noted above, LE staff are challenged in tracking orders placed using the secure ILMS procurement application. The Department recently issued guidance on this matter, but the guidance appears to be cumbersome and does not facilitate continuity, making it difficult to track items through receiving, final payment, and deobligation of excess funds.

Customs and Shipping

The customs and shipping office provides the normal range of services to its customers, including shipments of goods, vehicle inspection and registration, and

support for official visitors. While their ICASS and OIG survey scores were not very high, the unit appears to be functioning well and taking steps to improve service and communications with its customers. Two of the three LE staff employees each have more than 30 years of experience working with the U.S. Government. All staff members are knowledgeable in their areas of expertise. The senior LE staff member praised her supervisor for empowering her to sign many routine pieces of correspondence that formerly required an American supervisor signature, thereby speeding up some processes.

The office is now using the International Through Government Bill Of Lading system, which is mandated by the Department for use whenever possible. After some start-up issues (mostly related to the embassy general services office being excluded from the contractor-customer communications loop), the office assesses the program as working well. The office recently resolved problems with the inspection and registration of personally owned vehicles, which were delayed by a local requirement to provide engine numbers in addition to vehicle identification numbers. The requirement resulted in delays of up to three weeks, and inevitable customer dissatisfaction. The senior LE staff member used her excellent contacts with customs officials to resolve the issue; nonetheless, some employees experienced delays.

Motor Pool Operations

The motor pool provides a good level of services to its customers, as reflected in ICASS and OIG survey results. The supervisor and most of the drivers are long-serving employees of the embassy, and they know their customers' expectations. The two mechanics on staff perform multiple maintenance and repair functions, ranging from oil changes to rebuilding engines. The office has implemented a number of Department programs successfully, such as the Smith System of driver safety training, endorsed in the Motor Vehicle Safety Management Program for Overseas Posts, and the ILMS module that tracks vehicle usage, mileage, fuel consumption, and inventory.

Overall, the office is functioning well, but some issues warrant mention. First, there is redundant record keeping between the Department's requirement to maintain an optional form 108 (Daily Vehicle Usage Report) for each vehicle, and the use of the WebPASS Vehicle Registration and Maintenance application, which records the vast majority of the same data. The OIG team consulted the Bureau of Administration's Office of Motor Vehicles, which advised that it is developing an automated means that will eliminate the need for optional form 108 at some future date. Second, the motor pool now provides home-to-office and other business transportation to the DCM using its ICASS assets, as EUR no longer supports providing drivers to

DCMs who are paid by program funding. The management office has rationalized this service, but the OIG team informally recommended transparency regarding this service, particularly since the OIG inspectors learned that there is skepticism among other agencies regarding ICASS service preferences being given to Department personnel. In addition, the OIG team informally recommended that the embassy review the regulatory requirements on payment for home-to-office transportation as it applies to the DCM.

The embassy generally is reporting vehicle accidents in a timely manner, but a recent accident that involved a government-owned vehicle being operated by a U.S. direct-hire employee striking and injuring a local national pedestrian (requiring hospital treatment) was not reported as required. The driver, who was from another agency, apparently was unaware of the requirements, so the OIG team informally recommended that the embassy reinforce accident reporting policies to all employees.

The vehicle fuel program at post takes advantage of automation and radio frequency identification technology to increase efficiency and enhance internal controls. This technology uses chips embedded in vehicle gas caps that are read at automated pumps of the contract national chain of service stations. The pump generates a receipt that includes information on the transaction, such as vehicle plate number, type and quantity of fuel purchased, price per liter, and total price. The motor pool supervisor receives a copy of the monthly invoice, which is sorted by vehicle plate number, and reconciles individual receipts with the invoice. The OIG team spot checked a number of individual receipts and found them properly reconciled.

An OIG inspector conducted a physical inventory of embassy vehicles to verify data on the embassy's ILMS inventory of on-hand vehicles, dated February 11, 2010. The inspector confirmed vehicle identification numbers for 53 of 54 vehicles on the list; the remaining vehicle was en route from the United States. The only discrepancy was one missing digit in one identification number. During the inventory, the motor pool supervisor identified six vehicles for disposal and described plans to purchase five vehicles to fulfill fleet needs.

Housing

Over the past two years, the housing office has adjusted well to the transition from clustered to more dispersed apartments to improve the quality of housing units. The clustered units had two advantages: increased leverage with landlords who owned multiple apartments, and fewer negotiation partners. The move to dispersed housing required the housing unit to conclude 42 new leases, and it now deals with

a larger number of landlords with whom to deal. The office is also dealing with long-term absences of key LE staff, though it is coping quite well with the personnel shortfall. An eligible family member housing coordinator rounds out the staff.

The housing files appeared neat and complete, although documentation of some safety and security inspections on older leases was not present. However, the acting housing assistant, who has been with the office for two and a half years, has been meticulous at posting inspection results to the files. The housing assistant also has begun keeping electronic files on each housing unit, including floor plans, photos, and a short PowerPoint presentation. The majority of the assistant's time is spent coordinating maintenance, repairs, and renovations with residents, facilities management, and landlords.

The interagency housing board is functioning adequately in Ankara, but questionnaire results indicate some perception of inequity regarding housing assignments. Housing board minutes indicate some disagreement on the criteria for deciding appeals. Guidance in 15 FAM 212.4 allow appeals based on suitability of housing, which normally is interpreted to include factors pertaining to safety, security, and accommodation of the employee within the appropriate, maximum size allocations. Interviews and housing board minutes show possible movement towards a liberal interpretation of the regulation to include personal preferences, which could set precedents that make the housing program difficult to manage. Some individuals questioned the general equity of the housing assignment process; some indicated that employees were allowed to look at multiple housing units, essentially picking their residence. The OIG team informally recommended that the board adhere to the tenets of transparency, equity, and realistic precedents as it administers the housing program.

Property Management

The property management office functions well, with some shortcomings in receiving with regard to supply chain management, described earlier. The office also faces an upcoming challenge in replacing its current warehouse, a facility controlled by the U.S. military that the embassy must vacate by September 2010. The furniture and furnishings pool was recently replenished as a result of purchases at the end of FY 2009 and furniture sets provided by EUR in return for the embassy's participation in EUR's warehousing initiative. At the time of the inspection, the property office had deployed 15 sets of furniture, and eight remained in the warehouse awaiting issuance. The embassy should have requested the sets funded by EUR on a just-in-time basis, but misunderstood the intent and thereby negated the objectives of the bureau's warehousing initiative.

The U.S. Air Force recently advised the embassy that it must vacate its warehouse located on Balgat Airbase by the end of FY 2010, due to the military's pressing need for a warehouse facility. While unanticipated and inconvenient, this presents an opportunity to assess the embassy's warehouse needs in terms of a centralized receiving area, its large stock of welcome kit paraphernalia, and the storage of nonexpendable and expendable supplies. In addition to the Balgat warehouse, the embassy currently uses an underground apartment garage and other storage areas in residential properties, all of which should be consolidated into one facility to replace the Balgat warehouse.

The office was conducting its annual inventory during the OIG inspection. Its last inventory revealed some weakness in accounting for information technology equipment. At first count, about \$14,000 in equipment was missing from controlled access areas. When the office was pressed to find the missing equipment, the total shrank to less than \$2,500 worth of equipment, including one central processing unit. Residential inventories appear to be in good order and files are neat, organized, and signed appropriately by employees. The property unit photographs furniture and furnishings when employees check in and out, to document any damage beyond fair wear and tear. Procedures are in place for issuing and turning in furnishings after initial inventory, although employees do not always return the signed forms in a timely manner.

Consulate General Istanbul

Consulate General Istanbul's general services office provides adequate services to its customers. The addition of an assistant management officer position will help alleviate some of the heavy workload associated with visitor support. Although the ICASS satisfaction survey scores for general services are below bureau and worldwide averages, indications are that one group of employees is more dissatisfied than others. The OIG team brought this to the attention of the management officer so that he might work with the disaffected group to address shortcomings and clarifying performance standards.

Procurement and Property Management

One LE staff member supervises both the property management and the procurement offices, which integrate two important components of the supply chain system but pose some issues regarding internal controls. The procurement office, rather than the financial management office, also serves as the designated billing office for the consulate, consolidating ordering, receiving, and invoices in one of-

office. Correcting the designated billing office is addressed elsewhere in this report, as it also applies to Embassy Ankara. Otherwise, the procurement office functions well and has used WebPASS procurement since mid-2007. It consults regularly with its desk officer in the Office of the Procurement Executive on contracts and more complicated acquisitions. Close-out of purchase orders is based on input of information into WebPASS by the financial management unit. As in Ankara, purchase cards are not bulk funded, but should be.

The property management office functions well with a small staff augmented by contractor labor on an as-needed basis. The leased warehouse facility is more like a garage; it has low ceilings and no loading dock, and it shares the building with apartments and small retail outlets, but it suits the consulate's purposes. There is no designated receiving clerk and no segregated, centralized receiving area, which makes control of items difficult. The OIG team reviewed the consulate's plan to use a caged area in the warehouse as a receiving area. This plan would be feasible if the consulate could digitize archived records, weed out its expendable supply stocks, and reduce the massive quantities of letter-sized paper and toilet paper on hand. The warehouse was well organized but somewhat crowded, as furniture was not ordered on a just-in-time basis, as intended under EUR's warehouse initiative.

The office performs expendable and nonexpendable inventory procedures at an acceptable level. An OIG inspector spot-checked items in the expendable supply stockroom and the storekeeper's records accurately reflected shelf counts. The inspector checked ten residential inventory files, all of which were in order and properly signed. The last annual inventory, however, reflected some flaws in accountability regarding information technology equipment. The missing item list showed, among other items, four laptop computers and several monitors, which indicated a breakdown in communication between the IM office and property office when equipment is moved, received or disposed of.

Recommendation 39: Embassy Ankara should develop and implement a plan to timely and accurately exchange information throughout the mission regarding the disposition of information technology equipment to maintain accurate property inventory and accountability. (Action: Embassy Ankara)

Motor Pool Operations

The motor pool is functioning well and delivering adequate services, with some exceptions. The unit is not deriving full benefit from the WebPASS vehicle management application; the OIG team informally recommended that the unit supervisor consult his counterpart in Ankara on how to do so. In the area of safety, drivers are routinely working 12-hour shifts, despite clear guidance on a 10-hour limit for total shift duration in paragraph F(7) of the Department's Motor Vehicle Safety Management Program..

Recommendation 40: Embassy Ankara should require the mission's motor pool drivers to comply with Department guidance limiting total shift duration to ten hours. (Action: Embassy Ankara)

An OIG inspector performed a physical reconciliation of the consulate's ILMS vehicle inventory, dated February 11, 2010, with on-hand vehicles. The inspector verified 41 vehicle identification numbers with the inventory, but was unable to verify the numbers for three vehicles currently located at repair shops. One vehicle on hand, a Jeep Cherokee, which was received in 2004 and was being used by the regional security office, was not on the inventory. The consulate requested information on this vehicle from the Office of Motor Vehicles with no success. Six years later, the post is disposing of the vehicle and has received permission and instructions from the Department on how to do so.

Consulate Adana

One LE staff member is responsible for property management, procurement, customs and shipping, housing, and occupational safety and health operations. Expertise in each of these individual areas normally develops over years. Despite being with the consulate for only two years and being inexperienced and untrained, this employee volunteered for and was allowed to perform temporary duty in Baghdad from January 2009 to January 2010. In the meantime, the consulate hired temporary employees to fill the gap, who were even less experienced and knowledgeable. The entry-level management/consular/security officer therefore was left in the lurch, which was reflected in the condition of files, records, and procedures. The consulate made many unauthorized commitments that required ratification either by the post or the Office of the Procurement Executive.

Property management had significant shortcomings in receiving, residential, and non-residential inventory. In the case of nonexpendable property accountability, the automated system data apparently was unavailable for two years so the consulate resorted to a manual system. Procurement files were incomplete. Between the assistance visit from the Regional Support Center Frankfurt and the OIG inspection, the management officer and general services assistant now understand that more training, time, and human resources are required to put their operations on a firm footing. On the latter count, the consulate is working with Embassy Ankara to establish a much needed administrative assistant position, to relieve the general services assistant of some workload requirements. The general services assistant is scheduled to attend procurement training at the Foreign Service Institute in the fall of 2010.

Embassy Ankara was scheduled to provide assistance in property management soon after the OIG inspection, but a comprehensive plan was needed to bring the consulate's services up to standard and to sustain the improvement. The Regional Support Center Frankfurt provided sound recommendations that provide a good basis for a remediation effort. Embassy Ankara, as the entity with overall responsibility for its constituent post, as well as expertise in each of the general services disciplines, should take the lead in coordinating and executing the corrective action. The OIG team is hopeful that Regional Support Center Frankfurt can also assist.

Recommendation 41: Embassy Ankara, in coordination with the Bureau of European and Eurasian Affairs, should implement the corrective actions in Consulate Adana set forth in the Regional Support Center Frankfurt assistance visit report dated January 29, 2010. (Action: Embassy Ankara, in coordination with EUR)

An OIG inspector reconciled vehicles on hand with the consulate's ILMS report dated January 12, 2010. One vehicle had been dispatched and was not available for vehicle identification and number verification, though the inspector had viewed the vehicle the prior day. The consulate also recently sent another vehicle to Ankara for disposal. Otherwise, the on-hand vehicles matched the data in the report.

There are serious and widespread deficiencies in the area of general services but various factors have led to this condition, particularly the inexperience of the entry-level management officer and the long-term absence and inexperience of the LE staff member. The Consulate Adana staff noted the excellent support provided upon request by their management counterparts in Ankara, particularly the human resources, financial management, and assistant general services officers. However,

due to their lack of experience, the Adana staff often “didn’t know what they didn’t know,” and their appeals for assistance were often made after the damage was done. A more proactive, anticipatory approach on the part of Embassy Ankara would be more effective. The memorandum of understanding recommended in Recommendation 26 would help to define the level and nature of assistance rendered by the embassy to Consulate Adana. In fact, Consulate Adana could benefit from comprehensive assistance visits, such as the one conducted prior to the OIG inspection by the Regional Support Center Frankfurt and an allocation of resources to remediate deficiencies.

FACILITIES MANAGEMENT

Embassy Ankara

The facilities management office is struggling to rebuild after the 2008 RIF and voluntary retirements took a heavy toll on its personnel. The workforce of 62 was reduced to 28, some of whom were critical specialists such as electricians, a heating/air-conditioning/ventilation technician, and a generator mechanic. The embassy outsourced functions previously performed in-house, sometimes without the benefit of a competitive sourcing study, so it is not certain whether there were any real savings. The facilities manager has requested that OBO assist the mission with a study to determine the embassy’s staffing needs and OBO has tentatively has agreed.

In the meantime, the office provides an acceptable level of service, although it foresees a serious challenge when the make-ready workload increases prior to the summer transfer season. The office faces another major challenge in managing projects for which it has received funding from OBO. Lacking project management expertise, the facilities manager is exploring outsourcing some aspects of this function in order to properly manage projects to completion. In addition to the substantial personnel challenges facing this office, the major facilities issue in Ankara pertains to the long delayed new embassy compound project, which is addressed in the executive direction section of this report.

Prior to the OIG inspection, OBO conducted a safety, health, and environmental management assistance visit to all official locations in Turkey, and left preliminary results with the embassy management team. The OIG team defers to OBO on these matters, as its visit was so recent. One item of particular note, however, is the broad problem of not observing the 10-hour limit to drivers’ daily tours of duty, which is addressed in Recommendation 40.

Consulate General Istanbul

The imposing new consulate compound is spacious and functional, providing a comfortable work environment for the consulate staff. The facilities manager and his workforce of 17 maintain the compound very well, having learned much about the sophisticated systems through on-the-job training rather than formal training. The office uses eServices and the WebPASS application to process work requests. For unknown reasons, the WebPASS system crashed in late 2008 resulting in the loss of two years of data and requiring tedious manual input to update the records.

The facilities manager has taken the initiative to develop “green” projects that set a good example and harness alternative means to generate electrical power. In cooperation with OBO, and taking advantage of the amount of land on the compound, the facilities manager is working with a contractor to design a photo-voltaic farm that will reduce the consulate’s carbon footprint and is exploring wind as another source of electricity; these initiatives will save costs, as electricity prices continue to rise in Turkey. On the consumption side of the equation, the facilities manager is intent on replacing the current, 1,000-watt security lights that cover the entire 20-acre compound with fixtures that use more energy-efficient light emitting diodes. While security camera compatibility issues remain to be resolved, all these improvements could greatly reduce energy consumption.

Water quality on the compound is an issue for employees as many are under the impression that it is nonpotable. Some employees have formed cooperatives and pay for bottled water coolers, feeling slighted that the consulate is not providing drinkable water in the workplace. The facilities manager explained that the compound’s water is triple-filtered, carbon-filtered, and then chlorinated, thereby rendering it potable. The OIG team informally recommended that this information be disseminated.

Best Practice: Saving Energy by Going Green in Turkey

Issue: As electricity prices continue to rise in Turkey, the mission needs to not only contribute to the Department's new "Greening Diplomacy" initiative but also save energy costs at its new Consulate General Istanbul.

Response: In cooperation with OBO, and taking advantage of the amount of land on the compound, the facilities manager is working with a contractor to design a photo-voltaic farm that will reduce the consulate's carbon footprint; the consulate also is exploring the option of using wind as another source of electricity. On the consumption side of the equation, the consulate is replacing the current, 1,000-watt security lights that cover its 20-acre compound with fixtures that use more energy-efficient light emitting diodes.

Result: Using renewable energy alternative will save the consulate money, reduce its "carbon footprint," and serve as a model for other Department missions around the world.

Consulate Adana

The management officer and one LE staff member are responsible for facilities management in Adana. This is a daunting task, given the size of the building, even if the majority of it does not meet seismic standards and is both unused and unusable. Possible options for space utilization are addressed elsewhere in this report. The management officer acknowledged the good support rendered by the facilities manager in Ankara.

INFORMATION MANAGEMENT

Embassy Ankara and its consulates have an adequate IM program. For the most part, the program meets Department IM and security guidelines as well as common industry practices. However, areas requiring management attention include the cell phone program policy, local information technology, change control board management, systems administration and maintenance duties, mail screening, residential telephone billing management, backup tape storage, information accessibility, and the

switchboard operators' travel allowance. The OIG team covers threat recorder implementation and alternate command center communications in the classified annex of this report.

The OIG team counseled personnel at Embassy Ankara and its consulates on issues such as documentation, access control, physical security of IM spaces, access lists, review of audit logs, and service requests. The mission addressed almost all concerns expeditiously, and some mitigation activities were already in progress. The other concerns are covered in specific recommendations in this section of the report.

Mission Turkey's IM program covers classified and unclassified information systems, radios, telephones, local mail, diplomatic pouch, and switchboard operations for the embassy and the consulates. The program also covers Army Post Office (APO) operations in both Ankara and Istanbul. Personnel in Adana use the APO facilities at Incirlik Air Base, located a short distance from the consulate. The mission is actively working on converting the APO operations in Ankara and Istanbul to diplomatic post offices.

The IM program is run by an experienced IM officer who has created a cohesive, collaborative work environment. The IM officer also works closely with and provides guidance as needed to the Consulate General Istanbul information programs officer, who oversees the consulate general's IM operations. Consulate Adana does not have U.S. direct-hire systems staff overseeing the IM operations, so it relies on Embassy Ankara for IM management guidance and technical support.

Embassy Ankara's IM program provides ICASS and program-funded technology services to all foreign affairs agencies, and more than 20 resident U.S. Government agencies rely on its services. The information systems center supports 450 computer users, with 290 desktop computers and 9 servers. The classified network consists of approximately 100 users, 40 workstations, and 5 servers. Embassy Ankara has very limited workspace. As a result, the IM staff is located in an annex away from the unclassified server room in the chancery. The disparity in locations challenges the staff as they perform daily systems maintenance duties on the nine servers. For the past few years, the IM section has made several attempts to create a centralized IM workspace, to no avail. This issue is discussed in detail in the Executive Direction section of this report.

Consulate General Istanbul has 210 computer users, 173 desktop computers, and 11 servers supporting the unclassified operation. The classified operation consists of 51 computer users, 26 desktop computers, and 5 servers. Consulate Adana has 51 computer users, 24 desktop computers, and 3 servers. There is no classified

Recommendation 45: Embassy Ankara should designate a qualified, alternate locally employed information systems management staff member in Consulate Adana. (Action: Embassy Ankara)

The LE systems staff in Consulate Adana has done an adequate job of keeping the system operational, with the help of Embassy Ankara, which provides remote and onsite support whenever systems issues arise. However, several areas of weakness need immediate remediation. Servers, communications equipment, and removable media are not appropriately identified and labeled; there are no systems maintenance and backup operations logs; no one at post performs daily backup of a major system; and access controls for computer resources (such as shared folders) are not in place, contrary to 12 FAM 632.

The LE systems administrator in Consulate Adana has not received formal training on the Microsoft Windows technologies supporting 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 learning through trial-and-error or on the job. Formal training is necessary.

Recommendation 46: Embassy Ankara should prioritize training needs for the locally employed information management staff in Consulate Adana and fund appropriate training. (Action: Embassy Ankara)

Despite the small size of Consulate Adana, it has all the aspects of the Department's unclassified computer systems, telephone, and radio operations. These operations require the same level of systems administration and maintenance and information security protection that is needed at larger posts. The operations also require regular program reviews and assessments by the IM officer. Embassy Ankara's IM support to Adana needs to be proactive, rather than reactive.

Recommendation 47: Embassy Ankara should create and implement a formal information management consultation travel plan for Consulate Adana. (Action: Embassy Ankara)

Recommendation 48: Embassy Ankara should develop and update all required information management systems documentation, and keep the documents current in Consulate Adana. (Action: Embassy Ankara)

Residential Phone Billing

Consulate General Istanbul has two LE radio/telephone technicians supporting the radio and telephone operations. These two technicians also are responsible for ensuring that all the residential phone bills are tracked and paid on time. All American employees' residential phones are in the consulate's name, so all bills come to the office for payment. The radio/telephone technicians are also responsible for negotiating, establishing, and closing all the residential phone lines as needed. Until April 2006, Consulate General Istanbul had an LE staff member who handled residential telephone billing. This individual transferred to the financial management office in April 2006, but the residential billing remained in the IM office and became the responsibility of the radio/telephone technicians. Managing the residential phone bills is time-consuming and requires the staff to be away from the office to handle payments and verify billings.

According to the position descriptions of the radio/telephone technicians, their primary duties are administering and maintaining the mission's radio and telephone operations, providing support for official visitors, and installing needed communications and data lines. Residential phone bill management does not appear in the position descriptions of the technicians. Unassigned duties should not compete with employees' assigned responsibilities and duties, which in this case are maintaining the phone and radio programs. These programs are vital to the successful operation of the consulate general and Mission Turkey.

Recommendation 49: Embassy Ankara should institute an equitable program for residential phone bill management that does not task the locally employed radio and telephone technicians in Consulate General Istanbul with the function. (Action: Embassy Ankara)

Switchboard Operators

Consulate General Istanbul's switchboard operators, who work from 4:00 p.m. to 1:00 a.m., incur excessive transportation costs, because taxicabs are the only form of public transportation available when they finish their shifts. At present, employees receive a transportation allowance that is based on regular working hours and the expectation that employees will use scheduled public transportation. The high taxicab costs to travel from work to home are creating financial hardships for these employees.

Recommendation 50: Embassy Ankara should review the transportation allowance policy to address transportation expenses caused by work schedules that preclude the use of public transportation, other than expensive taxicabs. (Action: Embassy Ankara)

QUALITY OF LIFE

COMMUNITY LIAISON OFFICES

In Embassy Ankara, two employees work a total of 60 hours in the community liaison office (CLO) and clearly publicize their division of responsibilities. Community members report satisfaction with CLO advocacy, information, and events. In Consulate General Istanbul, employees and families expressed frustration that CLO activities are limited by a management decision budgeting only 24 hours weekly of CLO coverage. In late Spring 2010, Istanbul will employ a second part-time CLO coordinator, increasing the office coverage to 40 hours weekly, which should alleviate these concerns. Istanbul's CLO coordinator successfully lobbied for OpenNet terminal access for family members. Advisory boards guide the Ankara and Istanbul CLOs. Both posts use part-time contractors to prepare the respective posts' newsletters, in conjunction with the CLO coordinators. The newsletter contracts also boost morale by expanding employment options to eligible family members.

Whenever there are new arrivals in a given week, Ankara's CLO co-coordinators schedule day long briefings by section heads, consuming excessive senior management time. This policy needs to be revised.

Recommendation 51: Embassy Ankara should implement a revised policy that would provide the day-long newcomers' briefing only twice a year, supplemented with short presentations on specific topics, such as security, as soon as possible after new employees arrive. (Action: Embassy Ankara)

MEDICAL UNIT

The medical units in Embassy Ankara and Consulate General Istanbul appear to be well managed and responsive to the communities they serve. The OIG team found a high level of satisfaction with the services provided. The regional medical officer and the medical practitioner based in Ankara consult with and visit the con-

stituent posts regularly. The quality of medical care in Turkey has improved dramatically in recent years, and medical unit personnel do a creditable job staying abreast of developments, including the availability of American Board-certified physicians. Medical unit personnel also do an exemplary job acting as a bridge to the Turkish hospitals and pharmacies to which they send mission personnel.

EMPLOYEE ASSOCIATIONS

The Embassy Ankara employee recreation association employs seven staff members and offers a wide array of services, including: convenience store and gift sales, cafeteria and catering, film developing, dry cleaning, Armed Forces Network service, swim club, tennis club, and printing services. Generally, each of these activities is functioning adequately. The general manager, whose contract was due for renewal during the inspection, has managed the recreation association for seven years.

The association purchases American and American-type foodstuffs, wine, and spirits from the U.S. Air Force 717th Air Base Squadron's small base exchange/commissary located at Balgat, which is a Turkish air base on which the U.S. facilities are located. The items are sold in the convenience store on the embassy compound. Embassy Ankara's U.S. direct-hire employees also have access to Balgat. The American employees are allowed to use the recreation facilities at the base. Membership dues are not levied, but the association charges an annual fee for the use of the pool and tennis court at the chief of mission residence. All American employees are given full membership automatically, and LE staff employees are considered associate members.

The association experienced a net loss of \$4,272 in 2008 on gross sales of \$446,909. Based on the unaudited statements for the first half of 2009, it earned a net income of \$5,583 on gross sales of \$189,062 during that period.

The association's board was in a state of flux, as a new board was elected during the OIG visit. The board chairman does not conduct monthly reconciliation on the association's bank statements. No one knew the date of the last visit paid by the Office of Commissary and Recreation.

Consulate General Istanbul's American employees' association is a relatively small operation that runs smoothly. The association charges annual membership dues. The consulate community is generally happy with the services that are available, especially the boat cruises on the U.S.-flagged *Hiawatha*. The *Hiawatha* is a historic vessel owned by the U.S. Government, but managed by the association and supported by a combi-

nation of corporate sponsors and fees from cruises. The association raised concerns about the cost of maintaining the vessel. It was researching different means of funding and whether designation as a heritage asset might be advantageous.

The consulate general's association experienced a net loss of \$2,028 in 2008 on gross sales of \$206,795. Based on the unaudited statements for the first half of 2009, it earned a net income of \$26,279 on gross sales of \$100,758 during that period.

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MANAGEMENT CONTROLS

MANAGEMENT SECTION CONTROLS

Embassy Ankara and its constituent posts employ automated systems and manual processes that provide a level of internal controls to minimize waste, fraud, and mismanagement. Sections of this report pertaining to functional areas address shortcomings and, where appropriate and possible, remedial action.

As noted, one area for improvement throughout the mission is in the supply chain management system. Improving the receiving function at all posts is a key bridge between procurement and payment, as well as the starting point for proper property accountability. Establishing a designated billing office at all posts is another important component of controls in the supply chain system, as it will separate ordering and receiving responsibilities. In the case of Consulate General Istanbul this is especially important, as the procurement, property management, and designated billing office responsibilities are all vested in the same office.

Separation of duties is a major challenge, if not impossible, at small posts such as Consulate Adana. In this case, there are very few U.S. direct-hire officers, so management must exercise more frequent oversight by means such as spot checks of records and processes.

The mission also needs to increase the use of automated systems for tracking transactions, and increase visibility of processes by supervisors. For example, the need for more extensive use of the WebPASS Vehicle Registration and Maintenance application in Istanbul was cited earlier in the report.

Improving internal controls for managing people is yet another area requiring improvement. Despite the requirement to validate LE staff position descriptions annually, many position descriptions are not up to date. This is a basic responsibility and internal control that helps promote good personnel management and is addressed in the human resources section of this report, along with a recommendation for remedial action.

The mission needs to improve procedures to promptly deobligate unliquidated obligations. Timely deobligation is critical to sound financial management, and is discussed in detail in this report. The amount of funding recaptured was considerable, and in hindsight might have changed the course of action the embassy elected to take in 2008, when its ICASS budget was cut by 10 percent.

Consular Section Controls

Consular management controls at all three posts are in excellent shape, with one exception. At Consulate General Istanbul, there has been no backup for the class B cashier, who receives the consular cash daily from the consular cashier and issues a receipt to the accountable consular officer. When the class B cashier is on leave or is out sick, the consular section is unable to reconcile its cash accounts until the cashier returns. The new financial management officer in Ankara has rectified this problem by appointing a backup class B cashier and providing the necessary training to this individual.

The visa referral systems are functioning as they should in both Ankara and Istanbul. Consular managers reported no problems with the referrals they receive.

LIST OF RECOMMENDATIONS

Recommendation 1: The Bureau of Overseas Buildings Operations, in coordination with the Bureau of European and Eurasian Affairs and Embassy Ankara, should take immediate action to resolve the need for a new chancery in Ankara by acquiring a new site or by building on the existing site. (Action: OBO, in coordination with EUR and Embassy Ankara)

Recommendation 2: Embassy Ankara should establish and implement a schedule of quarterly visits by the deputy chief of mission to Consulate General Istanbul and Consulate Adana, and semiannual visits to the U.S. consular agency in Izmir to meet with American and locally employed staff to discuss management and work place issues. (Action: Embassy Ankara)

Recommendation 3: The Bureau of Human Resources, in coordination with the Bureau of European and Eurasian Affairs and Embassy Ankara, should delete any references to position number 14-010001 at Consulate Adana as deputy principal officer, and replace those references to the position with the correct designation as political/economic officer. (Action: HR, in coordination with EUR and Embassy Ankara)

Recommendation 4: Embassy Ankara, in coordination with the Bureau of Human Resources, should seek guidance on the continued designation of position no. 20-112000 at Consulate General Istanbul as deputy principal officer and on the most appropriate lines of reporting and supervisory authority involving this position. (Action: Embassy Ankara, in coordination with HR)

Recommendation 5: Embassy Ankara, in coordination with the Bureau of Human Resources, should complete, in a timely manner, the annual review of the memorandum of understanding on chief of mission security responsibilities for Department of Defense elements and submit the results of the review to the Department. (Action: Embassy Ankara, in coordination with HR)

Recommendation 6: Embassy Ankara, in coordination with the Bureau of Human Resources and the Office of the Legal Adviser, should collaborate with the Office of Defense Cooperation in Turkey and relevant military authorities, to obtain a ruling that supports the entitlement of Office of Defense Cooperation employees and dependents to diplomatic status under the Vienna Convention on Diplomatic Relations rather than military status under the North Atlantic Treaty Organization Status of Forces Agreement. (Action: Embassy Ankara, in coordination with HR and L)

Recommendation 15: Embassy Ankara should conduct an analysis of traffic on the Izmir virtual presence post and determine whether the Web site merits continued support, or whether the online presence should be focused on a social media site that is more likely to attract users. (Action: Embassy Ankara)

Recommendation 16: Embassy Ankara, in coordination with the Bureau of Consular Affairs and the Bureau of European and Eurasian Affairs, should provide sufficient funding from a combination of Machine Readable Visa funds and program funding, for the consul general to visit Istanbul and Adana three times a year and Izmir two times per year, in his role as countrywide consular coordinator. (Action: Embassy Ankara, in coordination with CA and EUR)

Recommendation 17: Embassy Ankara should establish and implement a plan for consular officers and locally employed staff members to participate in exchanges among the consular sections in Ankara, Istanbul, and Adana. (Action: Embassy Ankara)

Recommendation 18: The Bureau of Consular Affairs should establish new policies to redirect Iranian immigrant visa applicants who live in Iran from Embassy Ankara to other embassies or consulates, to better match workloads with resource capabilities. (Action: CA)

Recommendation 19: The Bureau of Consular Affairs, in coordination with Embassy Ankara, should place Mission Turkey high on the priority list of consular operations to explore the feasibility of establishing an off-site facility for collecting the fingerprints of visa applicants. (Action: CA, in coordination with Embassy Ankara)

Recommendation 20: Embassy Ankara, in coordination with the Bureau of Consular Affairs and the Bureau of Overseas Buildings Operations, should support and fund the construction of a privacy interview window in the corridor that currently connects the consular waiting room with the consular work area at Embassy Ankara. (Action: Embassy Ankara, in coordination with CA and OBO)

Recommendation 21: Embassy Ankara, in coordination with the Bureau of Consular Affairs and the Bureau of Overseas Buildings Operations, should request approval and funding, and implement the plan to move the cashier window in the consular section of Consulate General Istanbul in order to create an additional window for visa processing. (Action: Embassy Ankara, in coordination with CA and OBO)

Recommendation 22: Embassy Ankara, in coordination with the Bureau of Consular Affairs and the Bureau of Overseas Buildings Operations, should construct an enclosed office for the assistant regional security officer-investigator in the consular section in Consulate General Istanbul. (Action: Embassy Ankara, in coordination with CA and OBO)

Recommendation 23: The Bureau of Overseas Buildings Operations, in coordination with the Bureau of Consular Affairs and Embassy Ankara, should assess whether it would be cost effective to use the unused portion of the facility at Consulate Adana as an immigrant-visa processing center for Mission Turkey. (Action: OBO, in coordination with CA and Embassy Ankara)

Recommendation 24: Embassy Ankara should create blanket travel orders to enable the consular agent in Izmir to travel as needed to assist American citizens in an emergency. (Action: Embassy Ankara)

Recommendation 25: Embassy Ankara, in coordination with the Bureau of Consular Affairs and the Bureau of Overseas Buildings Operations, should expand the waiting room in Consular Agency Izmir and add some ventilation to the room. (Action: Embassy Ankara, in coordination with CA and OBO)

Recommendation 26: Embassy Ankara should formalize and institutionalize the management support relationships among the embassy and the constituent posts with a memorandum of understanding that addresses, among other things, the mission's roles, responsibilities, assistance and consultation visits, and levels of service. (Action: Embassy Ankara)

Recommendation 27: Embassy Ankara should require Consulate General Istanbul to eliminate the separate consular duty officer roster and not require information management employees to serve on two sets of duty rosters. (Action: Embassy Ankara)

Recommendation 28: Embassy Ankara should establish and implement a plan to regularly schedule a review of unliquidated obligations. (Action: Embassy Ankara)

Recommendation 29: Embassy Ankara should establish and implement policies and procedures to ensure that employees with official residence expenses pay the appropriate amounts. (Action: Embassy Ankara)

Recommendation 30: Embassy Ankara should promptly schedule and complete an annual review of all position descriptions of locally employed staff in the mission. (Action: Embassy Ankara)

Recommendation 31: Embassy Ankara should conduct a town hall meeting in English and Turkish to clarify and discuss local prevailing practices regarding the severance pay plan for locally employed staff. (Action: Embassy Ankara)

Recommendation 32: Embassy Ankara should distribute a mission-wide management notice in English and Turkish to explain in detail the eligibility requirements of the severance pay plan for locally employed staff. (Action: Embassy Ankara)

Recommendation 33: Embassy Ankara, in coordination with the Bureau of Human Resources, should follow up on the embassy's request for the two-day compensation training course, which should take place as soon as possible. (Action: Embassy Ankara, in coordination with HR)

Recommendation 34: Embassy Ankara should provide the mandatory sexual harassment training, in English and Turkish, to employees in Consulate General Istanbul and Consulate Adana. (Action: Embassy Ankara)

Recommendation 35: Embassy Ankara should develop and implement procedures to generate receiving reports in a timely and accurate manner and designate receiving clerks and officers. (Action: Embassy Ankara)

Recommendation 36: Embassy Ankara should designate the financial management office as the billing office for invoices. (Action: Embassy Ankara)

Recommendation 37: Embassy Ankara should develop and implement procedures whereby the financial management office advises the procurement unit of final payments, so the procurement unit can close out purchase orders properly. (Action: Embassy Ankara)

Recommendation 38: Embassy Ankara should bulk fund its government credit cards at levels sufficient to cover recurring small purchases. (Action: Embassy Ankara)

Recommendation 39: Embassy Ankara should develop and implement a plan to timely and accurately exchange information throughout the mission regarding the disposition of information technology equipment to maintain accurate property inventory and accountability. (Action: Embassy Ankara)

Recommendation 40: Embassy Ankara should require the mission's motor pool drivers to comply with Department guidance limiting total shift duration to ten hours. (Action: Embassy Ankara)

Recommendation 51: Embassy Ankara should implement a revised policy that would provide the day-long newcomers' briefing only twice a year, supplemented with short presentations on specific topics, such as security, as soon as possible after new employees arrive. (Action: Embassy Ankara)

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.

EXECUTIVE DIRECTION

The embassy created a paper-intensive requirement for business plans to justify filling all LE staff positions, no matter how obvious the outcome, and raised the decision-making on all positions to the Ambassador. This burdensome process is unnecessary and time consuming.

Informal Recommendation 1: Embassy Ankara should use business plans only to justify creating new locally employed staff positions, and should delegate the decision making authority on such issues to the management counselor.

As part of the mentoring program in Turkey, FAST employees are asked to take part in representational functions. Participation has been uneven, however, and the process needs fine tuning.

Informal Recommendation 2: Embassy Ankara should strengthen the participation of first- and second-tour officers in representational functions in both Ankara and Istanbul so that all first- and second-tour employees benefit equally from this sort of professional exposure.

Discussions and activities with FAST employees too often have focused on the needs and interests of generalists rather than specialists.

Informal Recommendation 3: Embassy Ankara should design first- and second-tour activities and discussions to ensure that these mentoring opportunities, including exchanges among posts in Turkey, meet the needs and interests of both generalists and specialists.

Embassy Ankara does not maintain reporting plan benchmarks, nor is there a periodic review for assessing MSRP (formerly MSP) performance.

Informal Recommendation 4: Embassy Ankara should establish a country team semiannual review of the mission's performance.

POLITICAL SECTION

Embassy officers sometimes transmit cables without input from consulate officers, whose perspectives could improve the analysis or correct facts. There also have been cases where consulate staff started writing reports concurrently with similar reports being prepared at the embassy.

Informal Recommendation 5: Embassy Ankara should require that embassy officers seek input more often from the consulates when drafting reports about national trends, in order to enhance cable analyses and accuracy, avoid duplication of efforts, and foster mission-wide collaboration.

Dissemination of a recently instituted informal email summary of the Ambassador's daily staff meetings and country team meetings to reporting officers in Ankara, Adana, and Istanbul helps keep policy messaging accurate and up-to-date and helps build mission cohesion.

Informal Recommendation 6: Embassy Ankara should sustain the practice of sharing the informal classified country team summary to reporting officers in the three posts to help build mission cohesion.

ECONOMIC SECTION

The economic section provides daily spot reporting on financial developments by email to selected addressees in Washington and New York at the expense of more frequent cables on financial topics.

Informal Recommendation 7: Embassy Ankara should require that the economic section increase cable reporting on financial developments to make information accessible to a wider official readership.

Istanbul is Turkey's economic, financial, and energy center. In the past two years, other consulate general activities have diverted staff from giving appropriate attention to the economic function.

Informal Recommendation 8: Embassy Ankara should require that Consulate General Istanbul increase reporting on economic topics.

The energy sector has been a high priority of the mission's work. Energy contacts can serve to usefully expand the mission's advocacy and reporting on environment and climate change.

Informal Recommendation 9: Embassy Ankara should look for opportunities to expand reporting and advocacy on environment and climate change topics.

PUBLIC AFFAIRS SECTION

The lack of regular staff meetings affects the effective flow of communication and impedes the development of team cohesiveness in PAS Ankara.

Informal Recommendation 10: Embassy Ankara should require that the Ankara public affairs section hold a regular staff meeting for all its employees, and include the Adana and Istanbul public affairs officers by telephone.

The PAS LE staff in Consulate Adana is small and relatively inexperienced. They lack the kind of expertise and familiarity that more experienced staff members in Ankara and Istanbul have.

Informal Recommendation 11: Embassy Ankara should require that the Adana public affairs section provide training for its locally employed staff members, and should give these employees the opportunity to work with more experienced colleagues in Istanbul and Ankara.

The national media are headquartered in Istanbul, and the media presence has shown explosive growth in recent years. Dedicating one full-time American officer to dealing with the media is warranted, rather than having the officer assume exchange program duties as well.

Informal Recommendation 12: Embassy Ankara should require that the Istanbul public affairs section consider moving toward a traditional alignment of duties including a public affairs officer, a cultural affairs officer, and an information officer as soon as is practicable during the tenure of the third public diplomacy officer assigned to post.

The role of IRCs is an unsolved conundrum because of access considerations and the proliferation of communications technologies and resources. Integrating the resources that IRCs have with programming efforts in the information and cultural sections stands the best chance of making maximum gain on the investment in IRCs.

Informal Recommendation 13: Embassy Ankara should require that the Istanbul public affairs section bring the Information Resources Center staff together with staff from the information and cultural sections to design and implement programs that employ the full spectrum of public affairs section resources.

Senior cultural section staff members spend a great deal of time handling the logistics and clerical work required to carry out the programs they are responsible for. This is not the best use of their time, especially in light of the need to develop and sustain contacts.

Informal Recommendation 14: Embassy Ankara should require that the Istanbul public affairs section assign program support duties to less senior locally employed staff.

CONSULAR SECTION

The untenured ELOs in the consular section in Ankara are rated by the FE-OC consul general and reviewed by the DCM on their employee evaluation reports, yet they are under the direct supervision of the officer in the FS-02 deputy consular chief position.

Informal Recommendation 15: Embassy Ankara should change the employee evaluation report responsibilities for the untenured entry-level officers in the consular section so that the deputy consular chief is the rating officer on their employee evaluation reports and the deputy chief of mission is the reviewing officer, using input from the consul general.

MANAGEMENT SECTION

The supply chain management system should bridge the gaps between procurement, property management, and financial management. Mutual understanding and collaboration are therefore key factors in successful interface. In this regard, the embassy could do a better job in attuning each section to the processes and needs of the others.

Informal Recommendation 16: Embassy Ankara should task management officers in the mission with attuning supply chain system participants to each others' needs, with an eye toward process improvement and better customer service.

The motor pool in Embassy Ankara provides home-to-office and other business transportation to the DCM using ICASS assets as EUR no longer supports providing DCM drivers paid by program funding. In the interest of transparency, and in light of feedback to OIG inspectors that indicates some skepticism among non-Department agencies regarding uneven ICASS service delivery, it would be prudent to review and clarify this policy. Moreover,

review of the regulatory requirements regarding payment for home-to- office transportation as it applies to the DCM is also warranted.

Informal Recommendation 17: Embassy Ankara should review and clarify its use of International Cooperative Administrative Support Services assets for the deputy chief of mission's home-to-office transportation, including payment for the service.

The embassy generally is reporting vehicle accidents in a timely manner, but it did not report a recent accident that involved a government-owned vehicle being operated by a U.S. direct-hire employee which struck and injured a local national pedestrian (requiring hospital treatment).

Informal Recommendation 18: Embassy Ankara should disseminate, on a periodic basis, information about proper accident reporting procedures to encourage timeliness of accident reports and compliance with regulations.

Review of housing board minutes and feedback to OIG inspectors indicate perceptions of unevenness in the housing assignment appeals process.

Informal Recommendation 19: Embassy Ankara should require its housing board to review, and adhere to, the regulations pertaining to housing assignment petitions and appeals to make sure that the appeals process is transparent and housing assignment decisions are equitable.

The Consulate General Istanbul motor pool is not deriving full benefit from the WebPASS vehicle management application; it is using only the dispatching module. Embassy Ankara, on the other hand, makes more extensive use of the application and could help Istanbul maximize use of it.

Informal Recommendation 20: Embassy Ankara should provide technical and subject matter assistance to the Consulate General Istanbul motor pool, to help the consulate maximize use of the WebPASS vehicle registration and maintenance application.

There is a misperception among some Consulate General Istanbul employees regarding the potability of water dispensed from water fountains and taps on the compound. Contrary to this impression, the water is triple-filtered, carbon filtered and then chlorinated, which renders it drinkable.

Informal Recommendation 21: Embassy Ankara should direct Consulate General Istanbul to disseminate information to employees concerning the potability of water dispensed from water fountains and taps on the compound.

Informal Recommendation 22:

PRINCIPAL OFFICIALS

<u>Position</u>	<u>Name</u>	<u>Arrival Date</u>
Ambassador	James F. Jeffrey	11/2008
Deputy Chief of Mission	Douglas A. Silliman	7/2008
Chiefs of Sections		
Management	Kimberly J. DeBlauw	8/2007
Consular	Richard H. Appleton	7/2009
Political	Daniel J. O'Grady	6/2008
Political-Military	Anthony Godfrey	7/2008
Economic	Dale B. Eppler	7/2007
Public Affairs	Thomas M. Leary	8/2008
Regional Security	James D. Combs	7/2009
Consulate Adana		
Principal Officer	Daria L. Darnell	7/2009
Consulate General Istanbul		
Principal Officer	Sharon A. Wiener	8/2007
Other Agencies		
Foreign Agricultural Service	Ralph Gifford	8/2006
Department of Defense		
Defense Attaché	Col. Charles J. Schneider	8/2006
Office of Defense Cooperation	Maj. Gen. Stanley Clarke	7/2009
Technical Liaison Office	Danny Madison	7/2007
Theater Special Representative	Robert R. Pistana	2/1997
Foreign Commercial Service	Jim Fluker	10/2006
Drug Enforcement Administration	Mark Destito	8/2007
Federal Bureau of Investigation		
Legal Attaché	Raymond Duda	8/2009
Resident Legal Advisor-OPDAT	Michael J. Lang	8/2009

ABBREVIATIONS

APO	Army Post Office
CA	Bureau of Consular Affairs
CLO	Community liaison office
DCM	Deputy chief of mission
DPO	Deputy principal officer
EEO	Equal Employment Opportunity
ELO	Entry-level officer
ESTH	Environment, science, technology, and health
EU	European Union
EUR	Bureau of European and Eurasian Affairs
FAST	First- and second-tour
FSI	Foreign Service Institute
HR	Bureau of Human Resources
HRO	Human resources officer
ICASS	International Cooperative Administrative Support Services
ILMS	Integrated Logistics Management System
IM	Information management
IMET	International Military Education and Training program
IRC	Information Resource Center
ISSO	Information systems security officer
IV	Immigrant visa
LE	Locally employed
MSP	Mission Strategic Plan
NATO	North Atlantic Treaty Organization
NIV	Nonimmigrant visa

~~SENSITIVE BUT UNCLASSIFIED~~

OBO Bureau of Overseas Buildings Operations
ODC Office of Defense Cooperation
OIG Office of Inspector General
PAO Public affairs officer
PAS Public affairs section
RIF Reduction in force
RSO Regional security officer

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

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Arlington, VA 22219
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