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

Report of Inspection

Embassy Kuala Lumpur, Malaysia

Report Number ISP-I-10-74A, August 2010

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PURPOSE, SCOPE AND METHODOLOGY OF THE INSPECTION

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

PURPOSE

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

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

METHODOLOGY

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



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

Office of Inspector General

PREFACE

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

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

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

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

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

Harold W. Geisel
Deputy Inspector General

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KEY JUDGMENTS

- Embassy Kuala Lumpur has taken advantage of an historic opportunity to advance U.S. strategic interests in counterproliferation and counterterrorism and to improve historically cool U.S. – Malaysian relations.
- The executive leadership has effectively led the embassy’s growing engagement with Malaysia on a broad range of issues.
- The embassy has managed well a significant growth in personnel and pace of activities.
- Funding for an FY 2014 major rehabilitation project to address property issues at the chancery compound is uncertain. Phasing in elements of the project could increase the likelihood of needed improvements being completed.
- The Fulbright Commission in Malaysia, known as the Malaysian-American Commission on Educational Exchange (MACEE), operates under a bilateral agreement that expired in 2005. Since that date, the binational board of governors that oversees Fulbright operations has ceased, as has the Malaysian federal government financial contribution to the program. Mid-level negotiations have dragged on for five years with no success. The embassy should place a priority on concluding an agreement.
- The embassy’s executive leadership, for the most part, has used the National Security Defense Directive 38 (NSDD-38) process effectively to plan and execute an orderly growth of embassy staff in areas where the United States can achieve the greatest benefit, while also using the process to deny growth where it is not justified. In one case, however, the embassy response did not adequately assess the need for the proposed services of an assistant regional security officer for investigations. The embassy should eliminate the assistant regional security officer for investigations position due to lack of need.

CONTEXT

Malaysia is one of the most culturally diverse countries in Southeast Asia. With a population of approximately 28 million and landmass roughly the size of New Mexico, the country is split into two noncontiguous areas that are separated by 700



Map of Kuala Lumpur, Malaysia
Source: U.S. Government

miles of the South China Sea. Malays make up 58 percent of the population, followed by Chinese (25 percent) and Indian (10 percent). Although Malays are identified with the Muslim faith, Buddhism, Hinduism, and Christianity are also widely practiced. Malaysia is a constitutional monarchy in which executive power is vested in a cabinet led by an elected prime minister. Since independence in 1957, a coalition of race-based political parties dominated by the United Malays National Organization has governed Malaysia. In recent years, a fledging opposition has emerged that today regularly challenges the political status quo.

With a literacy rate of 89 percent and per capita income of \$7,355, Malaysia's economic record has been one of Asia's best. Once heavily dependent on primary products such as rubber, tin, and petroleum, Malaysia has developed a multi-sector economy with heavy focus on services and manufacturing, and has become one of the world's largest exporters of electrical goods and information technology. Still, Malaysia faces clear economic challenges from depleting oil production and reserves; lower commodity prices for key exports; a loss of manufacturing capacity for electronics to China, India, and Vietnam; and politically risky efforts to reduce government subsidies. The United States is Malaysia's largest export market and its largest source of foreign direct investment.

Mahathir Mohamad, Malaysia's prime minister from 1981 until 2003, was sharply critical of the West, and particularly of the United States. Following his retirement in 2003, Malaysia entered a transition period and regional cooperation became an increasingly important part of Malaysia's foreign policy. Malaysia was a founding member of the Association of Southeast Asian Nations, and is an active member of the Asia Pacific Economic Cooperation forum, the Organization of the Islamic Conference, the Non-Aligned Movement, and the United Nations. Malaysia is a contributor to United Nations and other peacekeeping and stabilization missions, including recent deployments to Lebanon, Pakistan, and Kosovo. The administration of Prime Minister Najib Razak, who assumed power in April 2009, has opened the door to broader Malaysian international engagement, especially with the United States. In April 2009, Prime Minister Najib announced that Malaysia would deploy personnel to Afghanistan to assist in the reconstruction effort, the first such initiative by a predominantly Muslim country.

The United States and Malaysia share a diverse and expanding partnership that has gained significant momentum with the advent of new administrations in both countries. The U.S. administration has placed renewed focus on Asia and the Muslim world and Prime Minister Najib instructed his cabinet to give high priority to better relations with the United States. The results have been noticeable. After years of minimal official contacts, in the last nine months a significant number of Malaysian senior officials, including five ministers, have traveled to meet their counterparts in Washington, DC. Prime Minister Najib led a delegation to Washington in April 2010 to participate in the nonproliferation summit and met with President Obama. The same nine-month period saw a steady flow of visits to Malaysia by senior U.S. officials, including a Deputy Secretary of State and an Under Secretary of Defense. This enhanced engagement has produced concrete progress in some key U.S. areas of interest, including counterterrorism cooperation, export control and transshipments, trafficking in persons, and regional stability. Despite the positive direction of U.S. – Malaysian relations, areas of disagreement and problems remain. The United States continues to have strong concerns about rule of law in Malaysia, the independence of the judiciary, and the protection of human rights. Malaysia historically has not been supportive of U.S. policy toward Iran or the Middle East, and there remain currents of pro-Iran and anti-U.S. sentiments in Malaysian politics. Despite the positive signals coming from the Prime Minister, some Malaysian institutions continue to resist cooperating with the United States. Negotiations with Malaysia to conclude a number of bilateral agreements, including a science and technology agreement and the renewal of the bilateral Fulbright agreement, which expired in 2005, have dragged on for a number of years without success.

EXECUTIVE DIRECTION

Embassy Kuala Lumpur has grown substantially over the last year in size and intensity of engagement with the Malaysian government and society. The former Ambassador departed the country two months prior to the OIG inspection, and a nominee for Ambassador had not yet been announced. The deputy chief of mission (DCM) was serving as chargé d'affaires with a succession of senior embassy officers serving as acting DCM. The previous Ambassador and the current chargé have strong backgrounds in East Asian affairs, and their recommendations have had a significant impact on U.S. policy deliberations and actions.

The former Ambassador promoted an intensified U.S. relationship with Malaysia, particularly after the American administration, which took office in January 2009, placed increased emphasis on engagement with Asia and the Muslim world. The new Malaysian government, which took office in April 2009, expressed great interest privately and publicly in an improved relationship with the United States. This has led to a greatly expanded number of high-level visits, culminating in the Malaysian Prime Minister's recent trip to Washington and meeting with the U.S. President.

Embassy Kuala Lumpur's former Ambassador and the current chargé have exercised strong leadership to take advantage of an historic opportunity to advance counterproliferation and counterterrorism issues with Malaysia, an influential leader in Asia and the Muslim world. They held an escalating set of high-level meetings that helped establish a broad and deep set of relationships with a previously reluctant Malaysian government. They have worked closely with the Malaysian government and with U.S. national security, law enforcement, and international trade entities to put in place as many concrete accomplishments as possible to sustain the improved relationship.

The intensified bilateral relationship has manifested itself in increased U.S.–Malaysian cooperation to combat nuclear proliferation and terrorism and tighten Malaysia's export control regime, and in Malaysia's contributions to stabilization efforts in Afghanistan. The embassy's executive leadership works closely with the Defense attaché office, the office of Defense cooperation, and political and economic sections to plan and direct this expanding strategic and military relationship, which helps provide

Malaysia with growing capability to protect its borders and counter potential terrorist and proliferation activities. The United States and Malaysia have increased substantially their joint military and coast guard exercises and training and the number of U.S. ship visits to Malaysia.

The embassy's executive leadership has successfully coordinated a growing engagement of the embassy's law enforcement and counterterrorism entities, including the Federal Bureau of Investigation, the Drug Enforcement Administration, the regional security office and other embassy offices, with Malaysian law enforcement and counterterrorism authorities to promote the rule of law and the capacity of police and prosecutors. The United States and Malaysia signed a Mutual Legal Assistance Treaty in 2006, which has served as an important basis for cooperation on counterterrorism and other issues. The DCM meets regularly with the embassy's law enforcement working group to ensure that the activities of concerned agencies are coordinated carefully. The embassy's executive leadership has helped secure Department funding for initiatives to train and assist Malaysian prosecutors and investigators.

The United States and Malaysia have a significant trade and investment relationship, and Malaysia is our 18th largest trading partner. Until 2009, the United States and Malaysia had been engaging in prolonged and unsuccessful efforts to conclude a bilateral free trade agreement. The new U.S. administration decided not to pursue a bilateral free trade agreement. Instead, it is encouraging the new Malaysian government in its stated intention to liberalize its trade and investment policies and to explore how it might participate in the U.S. Trans-Pacific Partnership regional trade initiative, whose parameters are still being developed. Although many U.S. companies have long-established trade relationships in Malaysia, the embassy has been alert to opportunities to assist U.S. export promotion. The embassy's executive leadership worked closely and successfully with the Foreign Commercial Service, the U.S. Department of Commerce, and the Department to take advantage of the Malaysian Prime Minister's visit to the United States to facilitate a major sale of U.S. aircraft engines to Malaysia, and also worked to expose the Malaysian Defense Minister to U.S. military sales opportunities.

The government of Malaysia has shown political courage in launching a "New Economic Model" to which takes a bolder approach to liberalizing the Malaysian economic system, phasing out subsidies and preferences, and opening trade and investment more widely. Moving from public sector to private sector growth entails political risk because it involves reducing longstanding government subsidies, affirmative action benefits, and inefficient preferences for the Malay ethnic majority. The embassy's executive leadership has encouraged reform by conveying the message directly and through

high-level U.S. government and private sector visitors that reforms to address concerns over export controls, intellectual property, judicial unpredictability, and irregular government purchasing will encourage the United States and other investors.

The United States has identified Malaysia as a country of concern, principally as a destination country for human trafficking for purposes of forced labor and sexual exploitation. The embassy's executive leadership has urged the Malaysian government to deal seriously with the problem and there have been some improvements in the past year. The Malaysian government's increased efforts to address the "heinous crime" of human trafficking were noted in the White House statement at the time of the Malaysian Prime Minister's meeting with the U.S. President.

The United States has concerns over respect for human rights, the rule of law, and judicial independence in Malaysia. The embassy's executive leadership has, for the most part, not engaged in confrontations with the Malaysian government on these issues. The embassy has instead focused mostly on the positive side of this agenda through provision of training and assistance to improve the criminal justice system and to strengthen civil society.

The executive leadership of the embassy has used the Mission Strategic Plan (MSP) process to shape U.S. policy and planning for a greater and deeper engagement with Malaysia. In addition to planning for the new opportunities in the relationship in the FY 2011 MSP and the FY 2012 Mission Strategic and Resource Plan (MSRP), the embassy's executive leadership has prodded each section and agency to review and update its goal papers several times a year. The OIG team's review of this goals notebook showed that it was being kept up to date by almost all sections and agencies, thus serving as a useful planning document and a briefing book.

The chargé oversees and coordinates effectively the growing multidimensional and multiagency engagement with Malaysia through a series of internal meetings, including large and reduced country team meetings, a law enforcement working group, a management meeting, and weekly or biweekly meetings with all agencies and offices in the embassy. The chargé holds alternating meetings in the office space of the unit with which he is meeting. The multiplicity of agencies represented in the embassy requires special efforts to ensure that the smaller agencies and offices have the opportunity to present their issues effectively.

The embassy's executive leadership, for the most part, has used the NSDD-38 process effectively to plan and execute an orderly growth of embassy staff in areas where the United States can achieve the greatest benefit, while also using the NSDD-38 process to deny growth where it is not justified. In one case, discussed later, the embassy response did not adequately assess the need for the proposed services of an ARSO-I.

The executive leadership supported a strong management team in their provision of generally solid management operations. Morale of American personnel was for the most part good and the morale and quality of locally employed (LE) staff was good. The improved state of the bilateral relationship has increased the workload, but most employees have stepped up to the challenge.

The former Ambassador and the current chargé provide appropriate support and guidance to the embassy's security program, which has been hampered in its effectiveness for the past year by the absence of an assigned regional security officer. The newly assigned officer arrived during this inspection.

The Ambassador and the DCM met periodically with ELOs. More regular meetings with the DCM with advance input from ELOs would be beneficial.

POLICY AND PROGRAM IMPLEMENTATION

POLITICAL AND ECONOMIC AFFAIRS

The political and economic sections have managed numerous visits by high-level U.S. officials to Malaysia and prepared scene-setters for the visits of important Malaysian officials to Washington, including the Prime Minister. Good preparation and execution of successful high-level visits contributed to advancing major U.S. interests and improving bilateral relations. The political and economic sections advanced such issues as the participation of Malaysians as peacekeepers in Afghanistan, U.S. counterterrorism and nonproliferation initiatives, advocacy and assistance in designing effective Malaysian export controls, the protection of intellectual property rights, and the promotion of democracy, the rule of law, human rights, and religious freedom.

POLITICAL SECTION

The political section is well managed, morale is good, and the written product is excellent. The staff is pleased with the political counselor's leadership and broad outlook. He supervises a staff of six officers, one office management specialist, and two LE staff assistants. A new deputy position has been approved for 2011.

The LE staff should receive more feedback from the American officers when they return from meetings with Malaysian government officials, and they should be included in more meetings with officials when appropriate. The OIG team left an informal recommendation. To increase coordination and information sharing between the political and economic sections, the two sections should periodically hold joint meetings that include the LE staff. The OIG team left an informal recommendation.

Analysis and Reporting

Analysis and reporting is well sourced and balanced. The current political climate favors an improvement in U.S. bilateral relations with Malaysia. There inevitably will be starts and stops in a relationship as complex as that of the United States and

Malaysia. Anti-American pockets remain in the Ministry of Foreign Affairs, still influenced to some extent by attitudes of former Prime Minister Mahathir Mohamed. The political section provides critical analysis of the relationship, reporting on both positive and negative developments, such as the continuing prosecution of opposition leader Anwar Ibrahim over what many observers believe are politically motivated charges.

The executive section's wish to submit an orderly and coherent product with strong emphasis on quality has occasionally affected the timeliness of reporting. The executive office's editing has added value to the written product and contributed to its deserved reputation for quality. Nonetheless, fast-breaking developments that draw widespread official and public attention outside of Malaysia require a quickened pace of reporting. During the heated controversy in Malaysia over Christian use of the word "Allah," the embassy should have transmitted an analytical telegram earlier to help the Department field difficult questions from the public and Congress.

The embassy's clearance procedure is somewhat restrictive. The executive office has given no authority to either the political or the economic counselors to approve routine cables. The OIG team left an informal recommendation.

Biographic reporting, though superior in most respects, devolves excessively to one LE political staff member whose experience, judgment, and skill have engendered justified confidence. Other members of the mission rarely contribute. The political counselor should broaden the responsibility for biographic reporting within the political section and encourage other sections and agencies to contribute. The OIG team made an informal recommendation.

Advocacy and Operations

The political section receives a large number of action cables. It carries out a majority of the embassy's demarches and submits a reporting cable after each. The section is frequently called upon to provide control officers for visitors, the number of which has increased greatly since Prime Minister Najib assumed office.

Human Rights and Religious Freedom

The Department's human rights and religious freedom offices found Embassy Kuala Lumpur's reporting to be solid, and the OIG team's observations bore this out. The embassy's 2009 human rights report made positive mention of Malaysia's reforms in human rights and general maintenance of religious freedom but also covered Malaysia's persistent shortcomings in some detail. Both Washington offices

expressed reservations about the embassy's reporting of the recent civil disturbances over Christian use of the pre-Islamic Arabic word, "Allah," believing that the lag in reporting tended to minimize the controversy.

Leahy Vetting

An officer in the political section coordinates the Leahy program to vet nominees for U.S. training. He received only one hour of formal training before his assignment. At his initiative, he took the Foreign Service Institute's (FSI) online course to educate himself.

In 2009, the embassy vetted 750 persons with good interagency cooperation, including the office of the Defense attaché, office of defense cooperation, the legal attaché, and Drug Enforcement Administration. Members of these offices have not yet taken FSI's online course explaining the Department's new, automated INVEST program. This program is designed to enter information about members of the Malaysian security forces considered for U.S.-funded training into a permanent data base. Poor attendance numbers of non-State Department participants in the FSI course is chiefly due to their reluctance to pay the tuition fee.

Recommendation 1: The Bureau of East Asian and Pacific Affairs, in coordination with the Bureau of Democracy, Human Rights, and Labor, should fund the FSI training of non-State Department personnel in the new INVEST program for Leahy vetting. (Action: EAP, in coordination with DRL)

Trafficking in Persons

The previous Ambassador and the DCM pressed for more Malaysian efforts to combat trafficking in persons. The Department's Office for Combating Trafficking in Persons listed Malaysia as a tier 3 country of concern in its 2009 annual report, but upgraded the country to tier 2 watch list status in the most recent 2010 report. Because of its relative prosperity, Malaysia is a destination country for persons seeking a better life. Maids and other household employees are recruited abroad under duplicitous terms of employment and kept in virtual bondage in private homes, factories, or on the sea. Of the estimated three million migrants living in Malaysia, fully half are believed to be undocumented, which puts them at a disadvantage in resisting various forms of exploitation, maltreatment, and debt bondage. Trafficking for sexual exploitation is common. Principal originating countries are nearby Indonesia,

the Philippines, Vietnam, Cambodia, and Bangladesh. Few Malaysian regulations are in place to cope with such abuse, but over the past year, the Malaysian government has taken steps to address problems more effectively.

The United States began channeling more resources to Malaysia for training to improve law enforcement and raise civic consciousness and cooperation. In December 2009, a team from the U.S. Department of Justice visited Kuala Lumpur to train Malaysian prosecutors. It used the occasion to enter into detailed discussions with the Attorney General's chambers about establishing a U.S. regional legal attaché in Kuala Lumpur, which is discussed further below. The attaché would advise the Malaysian Government in making its criminal justice system more efficient.

The trafficking office in Washington said that Embassy Kuala Lumpur has written more cables on trafficking in persons than any other embassy in Southeast Asia and described them as excellent.

Refugees

The human rights officer in the political section coordinates refugee affairs with the regional refugee coordinator in Bangkok. Over 90,000 refugees and asylum seekers are living in Malaysia, primarily in urban areas, 90 percent of whom are from Burma. Others are from Afghanistan, Iraq, Somalia, and Sri Lanka. Malaysia also has some 60,000 stateless Filipino Muslims living in Sabah Province. Up to 16,000 ethnic minority refugees from Burma now living in Malaysia and Thailand are expected to be admitted into the United States in 2010.

In the absence of national legislation in Malaysia for dealing with refugees, the UN High Commission for Refugees (UNHCR) has performed the core protection functions for the 66,000 registered refugees. There are also a large number of "persons of concern" to UNHCR who remain unregistered, estimated by the refugee communities themselves at about 35,000, though this number is uncertain. The protection environment is challenged by the prevalence of undocumented migrants. Refugees are not distinguished from undocumented migrants and are therefore vulnerable to arrest and subject to detention, prosecution, and deportation. A poorly trained and supervised paramilitary organization conducts periodic sweeps of people considered to be illegal migrants, including UNHCR refugees.

In recent months, the UNHCR has reported improved relations with the government of Malaysia's Department of Home Affairs and Immigration after a long period of difficult relations. Fewer refugees holding cards issued by the UNHCR are being arrested, and UNHCR has more easily secured the release of cardholders.

The Bureau of Population, Refugees, and Migration recently and for the first time supplied \$700,000 directly to three nongovernmental organizations in Malaysia for health and education programs.

Political-Military

The Defense attaché is fully integrated into the mission and meets regularly with the executive office and other mission elements. The Defense attaché is the senior representative of the Department of Defense in Malaysia and presides over a Defense attaché's office, which includes an air attaché and a naval attaché. Military-to-military relations have been good for some time but have improved further with the new Malaysian administration. For example, there are 40 visits by U.S. naval ships to Malaysia scheduled in 2010, compared with 27 visits in 2009.

Malaysia's decision to send a small contingent of medical and engineering support personnel to Afghanistan at the invitation of the Afghan government was significant and welcomed by the United States. Malaysia previously sent peacekeepers to Lebanon, Sierra Leone, Somalia, and Sri Lanka and maintains an active peacekeeping training center.

The office collaborates with the office of Defense cooperation in sales of military equipment to Malaysia under the foreign military sales program and has participated in discussions with the Malaysian military over a possible multi-billion dollar sale of 12 additional F-18 aircraft.

ECONOMIC SECTION

The economic section is well managed with a broad and deep focus on U.S. economic interests in Malaysia. Five American officers and an American on a personal services contract are supported by an office management specialist and three LE staff assistants. The section reports on financial, macroeconomic, and trade-related issues and plays an active role in the U.S. Government's counterterrorism and counterproliferation efforts.

Analysis and Reporting

Section reporting is comprehensive, judicious, and analytical. Financial reporting was especially notable for its quality but was not singular in this regard. Reporting across all economic sectors was excellent, including on questions related to Malaysia's

eventual participation in a U.S. Trans-Pacific Partnership. The section's reporting is so intertwined with its advocacy and operations that it is not practical to discuss reporting apart from advocacy and operations.

Advocacy and Operations

Among the recent significant achievements of the economic section was its role in advocating for and assisting the Malaysian government to improve its system of export controls. Effective export controls are instrumental in countering terrorism, nuclear proliferation, and the violation of intellectual property rights. The economic section also supported the visit of a large Department of Commerce delegation

Environment, Science, Technology, and Health

Because of the growing importance of science and technology in the bilateral relationship, the embassy has requested a new mid-level position in its FY 2012 MSRP to increase environment, science, technology, and health cooperation with Malaysia. The OIG team endorses the request for this new position. In negotiations leading up to the bilateral science and technology agreement now under active consideration, Malaysia exhibited strong interest in cooperation related to climate change, health system strengthening, and further scientific exchange in a wide variety of areas.

In his speech to the Muslim world from Cairo in June 2009, President Obama spoke of increased U.S. cooperation with Muslim countries to assist in the development of their scientific and technological capacity. A dedicated position in Malaysia would recognize the important diversity of the Muslim world and expand U.S. cooperation in these fields beyond the Middle East, Southwest Asia, and Indonesia.

An ELO in the economic section tracks programs funded by a variety of U.S. agencies in environment, science, technology, and health. For grants that need to be certified, the ELO relies on the designated grants officer in the public affairs section. Granting agencies manage other, larger grants. For example, the U.S. Fish and Wildlife Service made money available for rehabilitating the habitat for great apes (orangutans) in Borneo. Another grant was allocated to the International Tropical Timber Organization, of which Malaysia is a member. Some of these grants are part of the "Heart of Borneo" project, which seeks to set up a trans-boundary conservation area between the East Malaysia states of Sabah and Sarawak on the island of Borneo with two neighboring countries, Brunei and Indonesia.

The regional U.S. Agency for International Development office has kept the embassy informed about activities it funds related to wildlife tracking, regional climate change, and the Coral Triangle Initiative, which supports the preservation of the world's largest concentration of coral reefs.

Assistance to U.S. Business and Agricultural Interests

The U.S. mission promotes U.S. business and agricultural interests in Malaysia. For example, in a recent coordinated mission effort, the Foreign Commercial Service led a sustained campaign of reporting and advocacy that resulted in the sale of 25 Pratt and Whitney aircraft engines at \$30 million each to Malaysia for the airbuses of Malaysia Airlines.

The Foreign Agricultural Service, colocated with the Foreign Commercial Service in the embassy, reaches out to the executive section when needed for the advocacy of U.S. agricultural interests. It has a restricted promotional budget. Since the market for traditional U.S. commodities is price-determined, U.S. exporters are disadvantaged by distance. Notwithstanding, the Foreign Agricultural Service is pursuing opportunities for consumer goods like meat, though government-regulated requirements make it difficult.

LAW ENFORCEMENT

There is no law enforcement section as such at the embassy. The legal attaché has oversight of FBI issues, including counterterrorism and U.S. prosecutions. The Drug Enforcement Administration office focuses on improving cooperation with Malaysian law enforcement agencies in counternarcotics and transnational crime.

The regional security office coordinates a Bureau of Diplomatic Security (DS) funded program of about \$1 million for antiterrorism assistance. The program provides training to Malaysian police, the Malaysian Maritime Enforcement Agency, Malaysia's special task force for counterterrorism, and the intellectual property rights section of the Ministry of Trade. DS manages the program and its funding from Washington.

Malaysia's reliance on internal security laws to justify preventive detention diminishes the readiness of the law enforcement authorities to carry out investigations, arrests, and prosecutions. The Malaysian authorities have, however, responded to U.S. requests for assistance in terrorism cases and seem open to ideas for improving the criminal justice system.

To help Malaysia improve its criminal justice system, the Department has provided funding and reached agreement with the Malaysian government to establish a regional legal adviser position at the embassy.

Counterterrorism and Counterproliferation

A regional security initiative officer, whose principal task is coordinating counterterrorism efforts in Southeast Asia, sits in the political section. His regional responsibilities include the coordination of counterterrorism in countries of Southeast Asia, but he relates closely with all relevant sections and agencies within the embassy. He has responsibility for Malaysia, Thailand, Vietnam, East Timor, Papua New Guinea, and Cambodia.

The Department's Coordinator for Counterterrorism has agreed that the regional security initiative officer can help Embassy Kuala Lumpur, though his regional work has priority.

Container Security Initiative

A Department of Homeland Security, Container Security Initiative (CSI) office is based at Embassy Kuala Lumpur. In addition to the senior special agent, who does not normally go into the field, there are three direct-hire inspectors and one LE staff member positioned at Malaysian ports. They work with Malaysian officials to inspect cargo destined for the United States. Beginning September 2010, the Immigration and Customs Enforcement Agency of the Department of Homeland Security will fund the last six months of the senior special agent's tour. This arrangement is for funding only and will not modify the work of CSI in Malaysia.

CSI coordinates with the rest of the mission in counterproliferation, antidumping, and intellectual property rights protection. The senior special agent in Kuala Lumpur, who falls under the authority of the CSI attaché in Singapore, attends country team meetings at Embassy Kuala Lumpur, is a participant in the law enforcement working group, and has regularly scheduled meetings with the DCM.

Drug Enforcement Program

The Drug Enforcement Administration office has faced significant challenges in dealing with drug issues in Malaysia, because Malaysian follow-through is not always apparent and because a number of laws are different from those in the United States. There is no judicial wiretap program, for example. A trafficker is not penalized unless

physically caught with the illicit goods. Nigerian and Iranian traffickers know the law well and escape detection by using mobile phones. The office is generally satisfied with what it has described as improved relations with other sections and agencies, including its participation in the law enforcement working group.

The Drug Enforcement Administration would like additional U.S. training for and engagement with Malaysian officials on narcotics and transnational crime. The Ministry of Foreign Affairs refused to sign a letter of agreement with the Department's Bureau of International Security and Nonproliferation several years ago, partly because of U.S. insistence that Leahy vetting be part of the agreement.

PUBLIC DIPLOMACY

Embassy Kuala Lumpur has a strong and well-run public affairs section (PAS) that is closely focused on MSP goals and well integrated into the mission. An experienced public affairs officer (PAO) heads the section and is supported by an information officer, cultural affairs officer (CAO), and public diplomacy officer. The public diplomacy officer position, devoted to Malaysian youth and Muslim outreach, was vacant at the time of the inspection, but an officer was scheduled to arrive soon. One EFM assistant supports all areas of the section, as needed. A capable and experienced corps of 15 LE staff members – many of whom have worked 20 or more years in public affairs – provides the backbone of the section. A 16th LE staff position was recently created with Bureau of Educational and Cultural Affairs (ECA) funding to develop contacts with the alumni of U.S. funded exchanges.

Communication within PAS is very good, as is morale. The American and LE personnel occupy one office area within the embassy and many of the LE staff share program responsibilities and fill in for each other during absences. The American staff actively seeks input from LE colleagues at all levels of program management. The section meets once a week to discuss upcoming programs, but instead of the standard practice of the PAO chairing the meeting, the chair rotates each week among the American and LE staff. Weekly meeting agendas are built around a detailed public diplomacy implementation plan and discussions are productive. The LE staff is very supportive of this PAO initiative and reports that it makes them feel that their ideas have value. The EFM assistant is responsible for maintaining the Mission Activity Tracking system and receives most of the input from LE staff members responsible for each program. During the calendar year leading up to the inspection, 169 completed programs had been entered into the system.

The CAO serves as the principal embassy grants officer and the PAO is the alternate. Officers throughout the embassy serve as grant officer representatives. During FY 2009, the embassy issued 29 grants for a total of \$293,828, plus three Ambassadors Cultural Preservation Foundation grants totaling \$34,700. The OIG team's review of a sampling of 25 FY 2009 and FY 2010 grants showed the grant records were in good shape, with clear evidence of project completion and results in each file.

Information Outreach

Malaysian authorities continue to exert substantial control over the media and the country has some of the toughest censorship laws in the world. Malaysian media sharply criticize U.S. policy in the Middle East, Iraq, and Afghanistan. Access to individuals within the media establishment can be a challenge for PAS officers, and placement of material is often very difficult. The information officer has led a tenacious effort to broaden contact with the media that has produced results. A recent TV Co-op delivered an award winning television series highlighting the experiences of Malaysian youth on a USG-funded high school exchange program. PAS has received funding to do a second series on the same topic later this year. During the past calendar year, PAS arranged more than 100 media events, many involving the former Ambassador. PAS produces a daily summary of the Malaysian media for the embassy and Washington readers.

There are almost 17 million Internet users in Malaysia (approximately 65 percent of the population), and electronic information outreach is an embassy priority, particularly in communicating with the country's youth. PAS operates an Information Resource Center (IRC) in the embassy that is not open to the public but provides electronic reference service and some information outreach to specific contacts. One LE staff assistant maintains embassy Internet websites in both English and Malay and both are kept up to date. Another LE staff assistant maintains an active embassy Facebook site that, at the time of the inspection, had more than 900 members. PAS uses this platform to promote Department electronic initiatives, such as Global Pulse, ASEAN Voices, Opinion Space, and America.gov Web chats. The LE assistant draws on the expertise of officers throughout the embassy to respond to questions or comments from Facebook members. The IRC posts on the embassy website and Facebook page a monthly Article Alert summary as well as the Issue in Focus series the IRC in Bangkok produces. In its FY 2012 MSRP, the embassy requested one additional American officer to coordinate the social media outreach effort. The OIG team does not believe that this additional position is needed. In reviewing current

PAS staff workload, as the section expands its use of social media outreach there are existing human resources the section can draw on, including the public diplomacy officer responsible for youth and Muslim outreach and the EFM assistant.

Under the supervision of the CAO, the IRC coordinates the program and information activities of six regional American corners, known in Malaysia as Lincoln corners. All Lincoln corners are located in public libraries, and all operate under memoranda of understanding with the embassy. At the time of the inspection, the embassy was preparing to open a seventh Lincoln corner in the regional capital of Penang.

Although the embassy is increasing transmission of policy related information through its website and Facebook, the IRC provides specific policy information to key contacts. The IRC has developed information distribution lists for PAS contact groups, primarily within the media and educational communities, but service to contacts of other embassy elements is irregular. PAS intends to broaden its information outreach service to all embassy contact groups but faces one significant challenge: the incompatibility of the contact data bases used within the mission. PAS uses one system; the rest of the embassy uses another, and they are not compatible. PAS must manually enter embassy contact information into its data base before it can serve those contacts through the IRC. The result is that many embassy contacts are not being served. The embassy protocol section must spend time manually entering PAS contact information into its data base to complete guest lists for embassy functions. The use of one contact data base within the embassy would increase efficiency.

Recommendation 2: Embassy Kuala Lumpur should adopt one contact data base system for use mission-wide. (Action: Embassy Kuala Lumpur)

Speaker and Exchange Programs

PAS has an experienced cultural section staff that carries out a broad range of speaker and exchange programs. In keeping with the MSP, Muslim and youth outreach is a high priority. PAS effectively combines guest speakers, embassy officers, and digital video conferencing to produce three to four speaker programs a month on MSP topics. PAS works closely with other missions in the region to share speaker assets on issues of common interest, and when embassy officers travel, the section organizes speaking events for them at the regional Lincoln corners. English language teaching provides the basis for much of the embassy's outreach to Muslim youth. PAS sponsors English camps for Malaysian youth and is currently providing scholarships for 140 youth in conservative Islamic areas to study English under the English Access Micro-scholarship program. Forty-five Malaysian youth attended high school

in the United States under the Youth Exchange and Study program during FY 2010, and 12 attended Study of the U.S. Institute programs. The DCM chairs the mission International Visitor Leadership Program committee. Thirty-five Malaysians participated in the program during FY 2009.

Fulbright Commission

MACEE was established in 1963 by written agreement between the two governments to conduct the Fulbright Academic Exchange Program in Malaysia. The agreement must be renewed every ten years. The last agreement was signed in 1995 by Secretary of State Christopher and then Malaysian Minister of Education (now Prime Minister) Najib. That agreement expired in 2005, and despite five years of negotiations, has not been renewed. When the agreement expired, the Malaysian government discontinued its modest annual contribution of approximately \$60,000 and did not reappoint Malaysian members of the bi-national board of directors that oversees MACEE operations. The board of directors no longer meets and the annual Malaysian financial contribution has been held in escrow since 2005. Nevertheless, MACEE, under the direction of an American executive director and staff of nine, has continued to manage a wide range of Fulbright programs and an active student advising center. ECA's annual contribution to MACEE for FY 2010 was \$750,000 for the core Fulbright program plus approximately \$166,000 to support educational advising and other programs. This funding sent 17 Malaysian students and scholars to the United States and nine Americans to Malaysia. Although Malaysian federal government contributions have ceased, the regional government of Terengganu contributes 75 percent of the cost to bring Americans to the region for one year under the Fulbright English Teaching Assistant program. During FY 2010, 14 Americans participated in this program.

Despite the continuing survival of the Fulbright program in Malaysia, the lack of a bilateral agreement and board of directors threatens the viability of the program. Although PAS, and particularly the CAO, work closely with MACEE to select and prepare the best possible participants for the Fulbright programs, financial oversight has been minimal. The PAO and CAO recently began monthly meetings with the MACEE director, and a non-PAS embassy officer serves as the unofficial treasurer for MACEE with authority to co-sign checks over \$500. Nevertheless, in the absence of a bilateral agreement and board of directors, oversight of MACEE financial and management operations has suffered. Administrative overhead costs, estimated at 37 percent by MACEE and close to 50 percent by ECA, in either case, are considerably higher than the 20 percent maximum recommended in section 306 of the current

Fulbright operating guidelines. This high percentage may, in part, be caused by the discontinued Malaysian government contribution, but is nevertheless of concern to ECA.

The conclusion of a new bilateral agreement and establishment of a board of directors should be a higher Embassy Kuala Lumpur priority. Successive PAOs have led negotiations on the U.S. side and several drafts have been exchanged over the years, without final agreement. Shortly before conclusion of the inspection, the PAO received communication from the Malaysian side that they are in agreement with the last draft exchanged several weeks ago. Given the years of stalemate on this agreement, the embassy should move quickly toward conclusion and signing.

Recommendation 3: Embassy Kuala Lumpur, in coordination with the Bureau of Educational and Cultural Affairs and the Office of the Legal Adviser, should move quickly to conclude a new binational agreement for the Malaysian-American Commission on Educational Exchange and ensure uninterrupted operation of the Fulbright Exchange Program (Action: Embassy Kuala Lumpur, in coordination with ECA and L)

CONSULAR AFFAIRS

Under the management of a knowledgeable chief and a third-tour deputy, the consular section handles the full range of consular services with nine highly experienced LE staff assistants, two EFM assistants, and five first- and second-tour officers. The size of the staff is appropriate for the workload.

Consular Management

The section set reasonable goals for FY 2010, and is achieving most of those goals. It smoothly implemented the online nonimmigrant visa application process; met with travel agent organizations, airlines, security officers, and airport security; helped with document checks at the airport; visited the American community in Penang; hosted a consular leadership development conference; and, held a day-long emergency exercise for consular leadership day. The section chief is working with the Department and with the Malaysian government on a memorandum of understanding to share criminal name check data, modeled on the agreement already in place between Malaysia and Australia. The section nominated two Malaysian immigration officers who participated in an international visitor leadership program on trafficking issues. The section works well with the rest of the mission.

ELOs assigned to the section perform a variety of tasks, rotating through visa and American citizens services duties as well as answering email queries from the public. Officers are sometimes able to work in the embassy sections corresponding with their primary skill codes. More should be done to train them. Management uses a collegial, hands-off approach with inexperienced officers, when they could better use their experience to guide and educate the ELOs and help them develop essential skills. Visa interviews are formulaic rather than individualized. Officers request documents when better-crafted interviews would allow immediate decisions. In one case, the deputy consular chief doubted the wisdom of an ELO's inclination to issue a tourist visa to a child in the process of adoption, but allowed the visa to be issued anyway. The adoption petition was later denied for cause.

Recommendation 4: Embassy Kuala Lumpur should implement a program that provides entry level consular officers adequate training and mentoring. (Action: Embassy Kuala Lumpur)

American Citizen Services

Few American tourists visit Malaysia, and the 13,000 business visitors and resident Americans do not need many emergency services. During the past several years there were few deaths, repatriations, or arrests. A program offering residency and tax breaks to foreign retirees has brought many Australians and New Zealanders to live in Malaysia, but few Americans.

Visa Services

More than 90 percent of nonimmigrant and immigrant visa applications are approved, but visa processing is complicated by mandatory security advisory opinion (SAO) requirements that affect more than 13 percent of successful applicants and take days or weeks to clear. Consular employees telephone applicants when clearances are received, but customers still call the section repeatedly to check on their cases. Some U.S. missions with large SAO numbers provide daily updates on their public Web sites via privacy-secured access, allowing customers to learn at their convenience if their applications have cleared and visas can be issued. The same system could notify American passport applicants – nearly 1,000 yearly in Kuala Lumpur – that their documents are ready.

Recommendation 5: Embassy Kuala Lumpur should provide visa and passport applicants with privacy-secured, online access to daily updates on the status of their applications. (Action: Embassy Kuala Lumpur)

Officers informally pass to one another the knowledge of how to handle SAO cases, but only written standard operating procedures, per 7 FAH-1 H0645.3, ensure quality control and consistency as officers come and go. There are some written procedures, and more are in process. These should include clearing SAOs and watchlists, as well as immigrant and nonimmigrant visa processing, documenting citizenship, issuing emergency U.S. passports, and others.

Recommendation 6: Embassy Kuala Lumpur should write and implement standard operating procedures for key consular processes. (Action: Embassy Kuala Lumpur)

Officers throughout the mission use the visa referral system to obtain nonimmigrant visas for their contacts. Guidance on the use of the system was issued through a management notice in July, 2009. There were more than 300 referrals in that year. According to 9 FAM Appendix K, and a Kuala Lumpur management notice, “communication regarding a visa referral may be made only to the consular section chief, or in the case of Class B referrals, the designated managerial consular supervisor.” In Kuala Lumpur, however, local employees of referring offices frequently telephone consular employees to ask about or to press for issuance of referred applications. This violation of policy can cause an officer’s referral privileges to be suspended.

Recommendation 7: Embassy Kuala Lumpur should fully implement all elements of its visa referral system as required by 9 FAM. (Action: Embassy Kuala Lumpur)

Consular Fraud

An ARSO-I position was recently assigned to Kuala Lumpur. The OIG team believes that this position should be eliminated.

According to the DS Office of Overseas Criminal Investigations, which manages the ARSO-I program, the criteria used to determine whether a mission should have an ARSO-I include:

1. Total visas issued,
2. Total applicants refused,
3. Total adjudicated,
4. Percentage refused,
5. CT ranking of the Security Environment Threat List, and
6. Post interest.

The NSDD-38 for this position states, “The primary task of the ARSO-I is to conduct criminal investigations related to passport and visa fraud.”

With a mid-sized applicant pool of about 35,000, the overall adjusted visa issuance rate in Kuala Lumpur is over 90 percent, and higher for Malaysian citizens. The nonimmigrant overstay rate, confirmed by validation studies, is less than 2 percent. A review of one year’s visa applications found fewer than a dozen refusals on criminal grounds, about 50 confirmed overstays, and 11 refusals for fraud. A few plainly untruthful fiancé petitions were returned for revocation. The section has seen no U.S. passport application fraud. Three page-substituted U.S. passports were taken from Chinese travelers by airline security personnel in the two years prior to the inspection. Reporting consistently describes a low-fraud environment.

Kuala Lumpur’s FY 2009 MSP did not mention a need for an ARSO-I. The FY 2010 and FY 2011 MSPs and FY-2012 MSRP mentioned a possible ARSO-I but did not request the position. The most recent rightsizing review did not mention an ARSO-I. The consular section is not included in the law enforcement working group, reflecting the mission’s belief that consular fraud is not a serious problem. The mission has no plan for this officer’s work requirements that would equal 40 hours per week, 80 percent of which must be spent on consular issues. Consular management told the OIG team that it does not need an ARSO-I.

Although there is concern that members of terrorist organizations transiting through Malaysia might apply for visas in Kuala Lumpur, the OIG team sees no evidence that such potential risks cannot be addressed with existing resources at this time.

The Bureau of Consular Affairs requires that an ARSO-I be assigned to any post where the Immigration and Customs Enforcement division of the Department of Homeland Security establishes a visa security unit. Such a unit was proposed for

Kuala Lumpur in 2005 but was declined by the Ambassador. The Department of Homeland Security still wishes to place a unit in Kuala Lumpur sometime in the future but has no immediate plans to do so. If and when it makes an NSDD-38 request, the Department and Embassy Kuala Lumpur can address whether the visa security unit and an ARSO-I presence are warranted at that time.

Recommendation 8: Embassy Kuala Lumpur, in coordination with the Bureau of Human Resources, should not fill the assistant regional security officer for investigations position in Kuala Lumpur and should eliminate it. (Action: Embassy Kuala Lumpur, in coordination with DGHR)

The section performs validation studies, provides training to airport and air-line security personnel, and occasionally helps to check travel documents during flight boarding, but does not report these activities. The three page-substituted U.S. passports mentioned above were only discussed by email. The Bureau of Consular Affairs' Standard Operating Procedure 54, the Fraud Prevention Manager Checklist, states that a fraud unit "reports to Washington and other interested posts on trends and patterns, especially those that concern overall fraud conditions at post, as well as successful actions to counter fraud."

Recommendation 9: Embassy Kuala Lumpur should report consular fraud work, including confiscation of travel documents, validation studies, significant meetings, and training events, to appropriate Department offices and regional missions by cable. (Action: Embassy Kuala Lumpur)

Visas Viper

The Visas Viper committee is coordinated by a consular officer, chaired by the DCM, and meets and reports monthly. It submitted the names of suspect individuals in the year before the inspection, including checking whether the individuals held valid U.S. visas, as required after December 2009.

RESOURCE MANAGEMENT

Agency	U.S. Direct-Hire Staff	U.S. Local-Hire Staff	Locally Employed Staff	Total Staff	Total Funding FY 2010
State – D&CP	57		17	74	\$3,191,000
State – ICASS Traditional	6	12	75	93	\$3,820,800
State – Public Diplomacy	4	1	18	23	\$857,796
State – Diplomatic Security	4		61	65	\$1,260,699
State – Marine Security	6		3	9	\$96,548
State – Representation					\$24,000
State – OBO					\$2,703,147
Foreign Commercial Service	3		10	13	\$739,119
Defense Attaché Office	10		2	12	\$364,790
Office of Defense Cooperation	3		7	10	\$528,100
Foreign Agricultural Service	1		5	6	\$298,230
Drug Enforcement Administration	3		1	4	\$253,250
Federal Bureau of Investigation	3		0	3	\$130,550
Department of Homeland Security	6		1	7	\$211,960

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Agency	U.S. Direct-Hire Staff	U.S. Local-Hire Staff	Locally Employed Staff	Total Staff	Total Funding FY 2010
State – Public Diplomacy Representation					\$16,400
EXBS	1		1	2	\$109,645
Totals	107	13	201	321	\$14,606,034

Overview

Embassy Kuala Lumpur’s resources are generally adequate to meet current mission requirements. Addressing real property issues is a concern. Over the past several years, both U.S direct hire and local staffing have increased to a point where the 27-year-old chancery is approaching its space limitations. Accommodating increased staffing has already complicated the layout of controlled access areas. A major rehabilitation project is planned to address these and other concerns, but funding is far from certain. Other options may have merit in the short run. The embassy has improved its housing pool by leasing more apartments and giving up resource draining single family residences.

Management operations and services are generally satisfactory. Some in the community registered dissatisfaction with some services and lukewarm acceptance of others, as evidenced by the scores provided on the OIG’s workplace and quality of life questionnaire. The post language program, family employment opportunities, and the awards program received the lowest scores. Embassy Kuala Lumpur’s FY 2010 overall International Administrative Cooperative Support Services (ICASS) satisfaction results score of 3.96 is in line with that of the Bureau of East Asian and Pacific Affairs (EAP) and is an improvement over its 2009 results.

MANAGEMENT OPERATIONS

Management staff, under the direction of an experienced management counselor, perform well and have achieved successes. Management processes, including NSDD-38 requests, MSRP reporting and rightsizing, appear well managed. Recent NSDD-38 requests have been approved after due diligence. Future requests will

require greater scrutiny because of office space limitations. The 2006 rightsizing review projected a modest gain of 10 positions, including three U.S. direct-hire positions and seven additional LE staff. Actual increases were higher.

ICASS functions adequately, but has had to operate without a budget committee or working groups. ICASS council members are critical of ICASS costs and services to include customs clearance and residential maintenance. The ICASS chairman noted that the council would like management to identify monetary savings achieved by the move from single family residences to apartments. An informal recommendation addresses the need for an ICASS budget committee to be established and for more engagement between service providers and the ICASS council.

Regional Support

Embassy Singapore provides medical and human resources support to the embassy. Embassy Bangkok provides communications/systems and psychiatric support. With the exception of human resources, all support is reported to be adequate. Opportunities for other functions to be performed more cost effectively regionally are not apparent. Embassy Kuala Lumpur provides security engineering services to Embassy Singapore.

Human Resources

The human resources office has steadily improved its performance since the arrival of a new human resources specialist in 2008. Historically an underachiever, the office's 2010 ICASS customer services survey scores equaled regional and exceeded worldwide averages for American personnel and LE staff services. Moreover, its average scores were at or above those for the mission's service provider as a whole. The office handles the personnel needs of a mission with 107 American officers and specialists and 214 LE staff. The management officer serves as the human resources officer and is responsible for strategic planning and most requirements for American employees. The office has six LE staff positions, including the human resources specialist, and receives regional support from Embassy Singapore.

The mission was not successful in its recent attempt to add an American direct-hire human resources officer, even though EAP authorized the position in 2009. The ICASS council did not approve the proposal because a few of the smaller member agencies, with little need for the American direct-hire services the incumbent would provide, determined they could not afford the position. The incoming management

counselor has human resource experience, and the OIG team believes the human resources office can meet current embassy needs if it receives more vigorous support from its regional service provider.

The management office considers Embassy Singapore's regional human resources support to be excellent in many ways. It provides timely online consultations and visits on occasion. However, the management officer and ICASS council members believe regional support could include more days per visit and more visits per year. Human resources office issues bear this out. In addition, the inspection team found that regional officers' trip reports could be more descriptive of office conditions and document better office needs. Regional human resources support is being provided without a memorandum of understanding.

Recommendation 10: Embassy Kuala Lumpur, in coordination with Embassy Singapore, the Bureau of East Asian and Pacific Affairs, should execute a memorandum of understanding for regional human resources support. The agreement should provide a minimum of four site visits per year and include performance standards. (Action: Embassy Kuala Lumpur, in coordination with Embassy Singapore and EAP)

(b) (2)(b) (2) the absence of a bilateral work agreement, jobs in the local economy are not available to family members. The embassy has pushed the Malaysian government for agreement, but with no success. EFMs seeking employment exceed the number of available positions. There are currently 13 EFM positions in the mission; five of these are security escorts. All local vacancies are open to EFMs and the community liaison office informs families of them. Many of the higher level program jobs require a working knowledge of the local language, but most spouses lack the requirement. The OIG team recommended informally that the embassy take advantage of the improved bilateral relationship to press the Malaysian government for a bilateral work agreement.

The human resources office faces additional challenges as well. Issues include staffing local-hire positions in a timely manner, at best a 90-day process and security driven. Processing identification cards is difficult because of its low priority in the foreign ministry's bureaucracy. Issues in training and the awards program are discussed below. Recommendations for improvement in assimilating policies and procedures and completing certain personnel management procedures are discussed later in the management controls section of the report.

Training

The embassy does not have a formal training plan. Setting up American and LE staff training is primarily left to individual employees. As a result, some training opportunities for LE staff have been overlooked. The human resources office recently began an initiative introducing individual development plans to help LE employees grow professionally and train for better positions within the embassy. The OIG team recommended informally that the management officer encourage American managers and LE staff supervisors to draft individual development plans for LE staff.

Despite having access to an excellent teacher, the Malaysian language program for American employees has been a disappointment for some students. Classes were forced to end in December 2009, in the middle of a term, and did not resume until March 2010 because of poor budget planning. Concerns about the management of the program were voiced by a number of students. The OIG team made informal recommendations that the embassy establish better management of the language training program to decrease the risk of program interruptions.

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points could be combined into one project element and given priority. Classified access area colocation within the existing chancery through better space/furniture planning could remedy this issue until a chancery addition is constructed. Space/furniture planning has already allowed for newly arrived personnel to be accommodated in existing space.

Recommendation 12: The Bureau of Overseas Buildings Operations should phase in elements of the Major Rehabilitation Project for Embassy Kuala Lumpur with priority given to constructing the Marine security guard quarters, new service consular access control, sally port, and pedestrian and vehicular traffic access points. (Action: OBO, in coordination with Embassy Kuala Lumpur)

In the last two years, the embassy has made a serious effort to move employees and their families from single family residences to apartments. Today, most employees are housed in apartments. This year's transfer cycle should complete the transition. Apartment complexes generally have 24-hour guard service, on-site maintenance crews, swimming pools, gyms, and underground parking. In addition to the Chief of Mission residence, the DCM residence, and MSGQ, there are seven other government-owned residences.

The move to apartments increased leasing costs by 20 to 30 percent but reduced electricity costs and maintenance outlays. The embassy follows the OBO rental benchmark initiative program and submits lease waiver requests only for rental properties over \$50,000 a year. Five rentals exceed the benchmark. Monthly electricity bills of \$1,000 or more are the norm for apartments because air-conditioning units are in service much of the time. Electricity bills for single family residences are generally higher.

Lease agreements clearly state landlord maintenance responsibilities. Apartments in the housing pool tend to be modern and generally have more responsive landlords, which reduces reliance on the embassy facilities management. However, landlord responsiveness throughout the housing pool is not consistent and in some cases is very poor. The embassy continues to apply pressure to improve landlord responsiveness.

FACILITIES MANAGEMENT

The facilities management office operates adequately, although staff proficiency is uneven, in some cases because of inadequate training. The facilities manager recognizes staff limitations and has begun training and mentoring for each of his skilled tradesmen. This effort is beginning to show some positive results but will need to continue. Because there are a limited number of capable contractors in Kuala Lumpur, there are few opportunities to contract for air-conditioning, electrical, and plumbing services.

The 17-person facilities management office is appropriately sized for this mission, which includes the government-owned chancery, club house, chief of mission's and DCM's residences, MSGQ, and seven residences. There are 78 short-term leased residences, for which the section has responsibility for residential safety, health, and fire prevention. The transition to apartments has lessened but not eliminated the section's residential workload and allowed it to concentrate efforts elsewhere. Currently, those efforts are directed at the vacant chief of mission residence. The ICASS council would benefit from learning more about facilities maintenance office operations, the obstacles it faces, and its accomplishments. Housing maintenance received only a fair grade on the OIG questionnaire.

The embassy's safety and occupational health program is under the supervision of the facilities manager, who serves as the post occupational safety and health officer. There are plans to make the program more comprehensive and the assistant more engaged.

GENERAL SERVICE OFFICE

The general services office (GSO) functions effectively under the strong leadership of the supervisory general services officer. The ICASS council recently agreed to the office's requests for a receiving clerk and a procurement clerk. Staffing appears appropriate.

Housing

The housing section has been extremely busy in its efforts to acquire more apartment leases. To its credit, the effort appears to have gone smoothly. Finding apartments that accept pets or have large kitchens is difficult. Apartments generally furnish all appliances, though GSO provides a second refrigerator. Despite high

leasing costs, housing received only modest praise (3.7 out of 5) on the OIG questionnaire and requests for changes in housing assignments occur even though assignments take into consideration employee preferences. For their part, GSO and the Interagency Housing Board operate appropriately. The housing appeals process, with DCM involvement, appears transparent and is well documented in the housing board meeting minutes and GSO submissions. A test of data reported on the Real Property Application system was found to be accurate.

GSO and facilities maintenance generally instruct employees to contact them via work orders for residential maintenance and repairs. The Housing Handbook states that: “In apartment complexes where the landlord is required by the lease to provide maintenance, the occupant can request repair services directly from the management.” Several employees have expressed confusion with the work order process and clarification is required. An informal recommendation addresses this issue.

Motor Pool

The motor pool performs well and is highly regarded by the respondents to the OIG questionnaire. It includes a supervisor, dispatcher, and nine drivers. The ambassador has one dedicated driver and the Marine security detachment has its own dedicated drivers.

A review of documentation and discussions with the general services officer revealed that the embassy motor vehicle fleet has no Department-owned program vehicles. Program vehicles are intended for the transportation of program personnel and property, and it is apparent that the embassy’s motor vehicle fleet lacks sufficient program vehicles. ICASS vehicles have been used in the place of program vehicles. Once Embassy Kuala Lumpur completes the Fleet Review and Increase Request Form, the Motor Vehicles Branch of the Bureau of Administration is required to respond. That office is responsible for funding and replacing Department-owned program vehicles. According to 14 FAM 438.3, replacement of program motor vehicles is based on the size and composition of post fleets as well as vehicle age, mileage, and condition.

Recommendation 13: The Bureau of Administration should determine the appropriate number of program vehicles for Embassy Kuala Lumpur and provide them accordingly. (Action: A, in coordination with Embassy Kuala Lumpur)

Property and Warehouse Management

The property and warehousing section performs adequately, but improvements are necessary. A recently approved receiving clerk position should bolster the eight-person staff that includes five warehouse employees. The warehouse and expendable supply operation appear to be functioning effectively, even though there is no receiving area. One should be established at the warehouse. An informal recommendation addresses this requirement.

The 2009 property management report indicated a nonexpendable inventory shortage of \$48,474, a significant loss. Property disposal and survey reports accurately addressed the loss. The 2008 property management report reported a nonexpendable inventory shortage of \$20,072. Property losses of these amounts are a clear indication that nonexpendable property management is not adequate. GSO needs to place greater emphasis on sound property management. An informal recommendation addresses this requirement.

Procurement

The procurement section operates effectively, although timeliness is an issue. Approximately 50 percent of purchases are filled outside the country. Delivery times, which can be lengthy, often lead to customer frustrations. A review of selected procurement records identified no problem areas. The embassy recently hired a new procurement supervisor and approved an additional clerk position, which will increase the staff to five. The new position and the discontinuance of procurement assistance to the office of defense cooperation for its numerous military exercises should allow the section to perform better. Implementation of the integrated logistics management system later this year should also help. The new supervisor has initiated a number of procedures to improve performance. The inspection team encouraged the supervisor to meet with the ICASS Council to explain his plans for the section. Service and construction contracts over \$2,500 include the appropriate antitrafficking language. Because there may be a high risk for trafficking in this region, the embassy will need to remain vigilant.

Transportation and Customs

The four-person transportation and customs section performs effectively, although the ICASS council is critical of the lengthy customs clearance process. The involvement of five ministries in this process contributes to the delays. Further delaying the process, customs clearance requests are not automatically routed among all ministries. GSO must physically carry requests from one ministry to the next.

Increasingly, based on current costs, the Seattle Dispatch Agency is directing the embassy to contract locally for pack and crate services rather than use the international bill of lading method. GSO plans to re-compete its three indefinite quantity/indefinite delivery pack and crate contracts to facilitate the direct procurement method.

This section is also responsible for travel. The year-old travel management contract provides two on-site travel coordinators. The fee structure in the new contract is less expensive than the former contract and has resulted in savings.

FINANCIAL MANAGEMENT

The financial management office is a strong performer. Financial management services received high scores on OIG questionnaires. A highly regarded financial management officer and a very professional LE staff of 11 operate the office, managing allotments in 2009 totaling almost \$14 million for the Department and six other agencies. The office also provides vouchering and cashiering services to all agencies at the embassy and LE staff payroll services for most other agencies. The staff is responsive to customers, knowledgeable about the regulations, and conscientious about observing required management controls. Funds management within the unit is strong. The unit has consistently displayed effectiveness in establishing, liquidating, and monitoring obligations.

An EAP-funded regional financial management specialist resides at the embassy and spends about half of his time on embassy business. This employee also has certification authority and certifies vouchers when the financial management officer is not available. Appropriate internal controls are established that include regular spot checks of the specialist's certifications.

A recent OBO audit resulted in several corrective adjustments to special maintenance and improvement projects. The auditor made recommendations for a variety of program improvements, including use of checklists and more proper reporting for project completion. The OIG team recommended informally that the financial management officer disseminate a management instruction on OBO budgeting and program requirements for maintenance and construction funding. This would be useful for better coordination between the facilities maintenance section and the financial management office in managing this high risk area.

Findings and recommendations on post differential allowance are detailed in the management controls section of the report.

SECURITY

In the absence of a regional security officer in Kuala Lumpur, the numerous security programs of the mission were ably managed by the acting regional security officer for over a year. The newly arrived regional security officer has now assumed responsibility for the management of the embassy's security program. He meets one-on-one with the chargé and acting DCM on a weekly basis. Further information and details on the embassy's security program is included in the classified annex of this report.

INFORMATION MANAGEMENT

Embassy Kuala Lumpur operates a comprehensive information management and information systems security program. The information management officer effectively handles the embassy's information management and security requirements. In June, the Foreign Agricultural Service, the office of defense cooperation, and other tenant agencies that had their own systems will join the unclassified network. ICASS scores indicated that customer service was weak, although according to OIG questionnaires, customers are satisfied with computer support and service. However, with the projected increase in the customer base, service may deteriorate. In order to maintain customer satisfaction and provide expanded service, the section may require additional resources. This inspection identified one area in which the section can address the need for resources by increasing the staff. Additional recommendations are listed in the classified annex report.

The embassy's information technology section includes four American direct-hire employees and one American EFM, who provide unclassified and classified systems support for approximately 232 workstations, 11 servers, and 341 user accounts. Nine additional LE staff members provide support for unclassified systems, telephone, and mailroom functions. The staff provides support to the chancery, chief of mission residence, the MSGQ, and outlying buildings on the compound.

Staffing Shortfall

The information program officer also performs the duties of the information systems officer. With one officer handling both duties and with staffing gaps and an increase in customer base from other agencies, the section will encounter difficulties in providing customer service and keeping up with technical enhancements. For example, cabling is an antiquated twisted pair "daisy chain" and will be switched to

fiber optic. SharePoint will be upgraded soon and there are other projects on the horizon. The office must focus on upgrades, installation projects, and maintaining customer service. Currently, two LE staff members provide unclassified network support for telephone, eService, and walk-in customers, but they have little time to keep up at this medium size but fast growing mission. The information management officer requested an additional LE full-time position to provide training to end users and support the information systems center. The position was funded during the OIG inspection but it is not filled.

Recommendation 14: Embassy Kuala Lumpur should hire one full-time local employee to support unclassified computer operations and train end users. (Action: Embassy Kuala Lumpur)

Embassy Change Control Board

Embassy Kuala Lumpur has established a local information technology change control board. However, the board contains only members of the information management section. Per 5 FAM 862.2 “The local change control board should consist of a chairperson and added members as appropriate”. IM should include a representative from another section, such as public affairs, in order to avoid conflict of interest and to adequately reflect embassy requirements. The OIG team informally recommended that the embassy include an additional member on the change control board.

QUALITY OF LIFE

MEDICAL UNIT

The well-equipped and staffed medical unit receives high marks from the community for the primary care it provides. A new Foreign Service health practitioner, expanded space, and new diagnostic equipment are contributing factors. Health unit operations and emergency preparedness equipment, supplies and procedures are appropriate. Staffing includes a nurse and an administrative assistant. The regional medical officer visits twice a year and this is considered sufficient, despite the complexities of providing care to a 264-patient population that includes many with Class 2 clearances and approximately 98 children. Embassy staffing includes five returnees from postings to war torn areas. The regional psychiatrist visits once a year and tends to stay longer. Local medical care and infrastructure in Kuala Lumpur are highly regarded. Singapore is the medical evacuation destination.

COMMUNITY LIAISON OFFICE

The community liaison office is highly regarded by the community. The coordinator works 40 hours a week. She is assisted by one LE staff assistant, whose duties include helping prepare the weekly newsletter. The embassy is considering contracting newsletter editing to a spouse. The coordinator successfully pursues her eight areas of responsibility. The embassy's major holiday events, despite the coordinator's efforts, are not well attended by the LE staff, even though the LE staff association noted the need for more community events.

AMERICAN EMPLOYEE WELFARE ASSOCIATION

Employee association activities are adequate, but changes need to be made in managing its food service operation. The association operates a small commissary and is responsible for a food services agreement for the chancery's cafeteria. The association's revenue is generated almost exclusively by the sale of duty-free alcohol; profits and accumulated earnings are used to fund embassy-wide events. The associa-

The lower schools are at a site separate from the high school. Both sites accommodate students and function well. The school has identified a new site for a combined campus and awaits government clearances to acquire the land and begin construction. The school has accumulated an impressive net asset reserve to help fund this ambitious project.

MANAGEMENT CONTROLS

The Ambassador's memorandum regarding assurance on management controls, dated August 14, 2009, states that Embassy Kuala Lumpur's systems of management controls, taken as a whole, comply with the Comptroller General of the United States standards and the Department's objectives and does not identify any deficiencies in inventory controls. It also states that assets are safeguarded against waste, loss, unauthorized use, or misappropriation. The OIG team found the representations concerning real and personal property management and inventory to be accurate.

A solid management controls program exists at the embassy. The management office considered all embassy sections in its examination and identified and reported two exceptions in the memorandum. To its credit, the embassy has worked to resolve the exceptions. Management controls are in place and functioning well at the embassy with correctable weaknesses in the human resources and financial management offices.

Human Resources Policies and Procedures

Management notices and instructions for employment related topics have not been archived and made available on the intranet. Thus, important management information is not accessible to the mission at large. Moreover, many of the operative notices are outdated and do not provide reliable guidance. For example, the mission's local recruitment policy dates back to March 2006. The OIG team recommended informally that the human resources specialist's work and development plan be amended to require periodic updating of human resources policies and procedures documents.

Recommendation 17: Embassy Kuala Lumpur should write, disseminate, and archive relevant human resources office policies and procedures, and publicize policy and procedure documents on the embassy's intranet. (Action: Embassy Kuala Lumpur)

Performance Measurement Procedures

The mission completed a timely employee evaluation report cycle for all American officers and specialists during the inspection. However, in the past, the management

section has had difficulty completing American personnel work requirements statements within the prescribed time. The OIG team made an informal recommendation to address the problem.

Post Differential Allowance

The time-keeping function at the embassy is performed in the financial management office. Employees responsible for administering American allowances were not familiar with all the post differential termination rules under the Department of State Standardized Regulations 500 series. Allowance terminations were made only for rest and recuperation travel to the United States. The office never considered terminating post differential for other travel to the U.S. for personal leave, temporary duty, training, and medical purposes as required under the regulations. As a result, over the years the Department has overpaid post differential allowance to many travelers.

After learning of the error, the financial management office began a review to determine instances when post differential was incorrectly paid during 2009 and 2010. The review was not complete at the end of inspection. Errors were attributable, in part, to the failures of the office to comprehend the need to terminate the allowance. In addition, the lack of written policies and procedures governing time-keeping processes in allowance termination and awareness in the American community for termination requirements and officers' obligations to inform timekeepers of required changes (see 4 FAH-3 H-533.10-3 c.) contributed to the exceptions. The OIG team recommended informally that the financial management office prepare written policies and procedures for use in administering post differential allowances.

Recommendation 18: Embassy Kuala Lumpur should issue a management instruction reminding employees of the requirements and circumstances to terminate post differential when traveling to the United States. The instruction should explicitly state employees' obligation under 4 FAH-3 H-533.10-3 c. to communicate affirmatively to the embassy any travel that requires termination of post differential. (Action: Embassy Kuala Lumpur)

Recommendation 19: Embassy Kuala Lumpur should review all American direct-hire official and personal travel for fiscal years 2009 and 2010 to determine post differential eligibility and seek reimbursement for instances of overpayment. (Action: Embassy Kuala Lumpur)

LIST OF RECOMMENDATIONS

- Recommendation 1:** The Bureau of East Asian and Pacific Affairs, in coordination with the Bureau of Democracy, Human Rights, and Labor, should fund the FSI training of non-State Department personnel in the new INVEST program for Leahy vetting. (Action: EAP, in coordination with DRL)
- Recommendation 2:** Embassy Kuala Lumpur should adopt one contact data base system for use mission-wide. (Action: Embassy Kuala Lumpur)
- Recommendation 3:** Embassy Kuala Lumpur, in coordination with the Bureau of Educational and Cultural Affairs and the Office of the Legal Adviser, should move quickly to conclude a new binational agreement for the Malaysian-American Commission on Educational Exchange and ensure uninterrupted operation of the Fulbright Exchange Program (Action: Embassy Kuala Lumpur, in coordination with ECA and L)
- Recommendation 4:** Embassy Kuala Lumpur should implement a program that provides entry level consular officers adequate training and mentoring. (Action: Embassy Kuala Lumpur)
- Recommendation 5:** Embassy Kuala Lumpur should provide visa and passport applicants with privacy-secured, online access to daily updates on the status of their applications. (Action: Embassy Kuala Lumpur)
- Recommendation 6:** Embassy Kuala Lumpur should write and implement standard operating procedures for key consular processes. (Action: Embassy Kuala Lumpur)
- Recommendation 7:** Embassy Kuala Lumpur should fully implement all elements of its visa referral system as required by 9 FAM. (Action: Embassy Kuala Lumpur)
- Recommendation 8:** Embassy Kuala Lumpur, in coordination with the Bureau of Human Resources, should not fill the assistant regional security officer for investigations position in Kuala Lumpur and should eliminate it. (Action: Embassy Kuala Lumpur, in coordination with DGHR)

Recommendation 17: Embassy Kuala Lumpur should write, disseminate, and archive relevant human resources office policies and procedures, and publicize policy and procedure documents on the embassy's intranet. (Action: Embassy Kuala Lumpur)

Recommendation 18: Embassy Kuala Lumpur should issue a management instruction reminding employees of the requirements and circumstances to terminate post differential when traveling to the United States. The instruction should explicitly state employees' obligation under 4 FAH-3 H-533.10-3 c. to communicate affirmatively to the embassy any travel that requires termination of post differential. (Action: Embassy Kuala Lumpur)

Recommendation 19: Embassy Kuala Lumpur should review all American direct-hire official and personal travel for fiscal years 2009 and 2010 to determine post differential eligibility and seek reimbursement for instances of overpayment. (Action: Embassy Kuala Lumpur)

INFORMAL RECOMMENDATIONS

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

Political Section

LE staff in the political section would be more effective if they were given feedback from political officers more often after the officers' meetings with Malaysian Government officials and if they were brought into such meetings when suitable.

Informal Recommendation 1: Embassy Kuala Lumpur should ask the political section to provide suitable feedback to its locally employed staff after the meetings of political officers with Malaysian Government officials and include the locally employed staff in meetings when appropriate.

There is often a fine line between political and economic analysis and reporting. Greater interchange and information-sharing between the political and economic sections will benefit the analysis and reporting of both.

Informal Recommendation 2: Embassy Kuala Lumpur should conduct periodic joint meetings of the political and economic sections, including the locally employed staff, to promote further information-sharing, coordination, and collegiality between the two sections.

The embassy's cable clearance process is overly restrictive.

Informal Recommendation 3: Embassy Kuala Lumpur should authorize the political and economic counselors to approve routine cables.

The embassy's biographic reporting relies heavily on the political section alone and particularly on one LE staff member within the section.

Informal Recommendation 4: Embassy Kuala Lumpur should broaden and deepen the embassy's biographic program by requiring all sections and agencies to contribute.

Resource Management

Embassy Kuala Lumpur does not have an ICASS budget committee or working groups to examine ICASS services. The ICASS council does not have a full understanding of the work performed by ICASS service providers.

Informal Recommendation 5: Embassy Kuala Lumpur should establish an ICASS budget committee and working groups to review the work of ICASS service providers.

Because of the absence of a bilateral work agreement, family members are not able to work in the local economy.

Informal Recommendation 6: Embassy Kuala Lumpur should take advantage of the improved bilateral relationship with the Malaysian government and continue to press at the highest possible level for the conclusion of a bilateral work agreement.

The embassy does not have a training plan. Setting up American and LE staff training is primarily left up to individual employees. Some training opportunities for LE staff have been overlooked.

Informal Recommendation 7: Embassy Kuala Lumpur should encourage American managers and LE staff supervisors to promote individual development plans for LE staff.

The Bahasa Malaysia language program for Americans has been a disappointment for some. Classes ended December 2009, in the middle of a term, and did not resume until March 2010 because of budgeting issues.

Informal Recommendation 8: Embassy Kuala Lumpur should budget for language training in ways that decrease the risk of program interruptions.

Concerns were shared that the mission's Malay language program was not well managed.

Informal Recommendation 9: Embassy Kuala Lumpur should establish Malay language program guidelines and management procedures.

More cash has been made available for fall cycle awards than for awards in the spring cycle. This disparity is a source of complaint.

Informal Recommendation 16: Embassy Kuala Lumpur should develop an internal control technique to ensure timely completion of American personnel work requirements statements.

Failure to terminate post differential allowances was attributable in part to the lack of written policies and procedures governing timekeeping processes in allowance termination.

Informal Recommendation 17: Embassy Kuala Lumpur should prepare and implement written policies and procedures for use in administering post differential allowances.

PRINCIPAL OFFICIALS

Position	Name	Arrival Date
Ambassador	Vacant	
Deputy Chief of Mission/ Chargé d'Affaires	Robert G. Rapson	07/08
Chiefs of Sections:		
Administrative	Michael R. Dugan (acting)	06/09
Consular	Charles J. Wintheiser	08/08
Political	Brian D. McFeeters	07/09
Economic (Acting DCM)	Matthew J. Matthews	08/07
Public Affairs	Marrie Y. Schaefer	07/08
Regional Security	Timothy Leeds	05/10
Other Agencies:		
Foreign Agricultural Service	David W. Cottrell	07/07
Department of Defense	Col. Yeong T. Pak	01/08
Office of Defense Cooperation	Lt.Col. Stephen C. Ma	05/09
Foreign Commercial Service	Nasir A. Abbasi	07/08
Drug Enforcement Agency	John F. Hoke	08/08
Department of Justice	Gregory J. Gilmartin	05/09
Department of Homeland Security	Andrew Wessner	05/08

ABBREVIATIONS

ARSO-I	Assistant regional security officer for investigations
BBG	Broadcasting Board of Governors
CAC	Consular access control
CAO	Cultural affairs officer
CSI	Container security initiative
DCM	Deputy chief of mission
DS	Bureau of Diplomatic Security
EAP	Bureau of East Asian and Pacific Affairs
ECA	Bureau of Educational and Cultural Affairs
EFM	Eligible family member
ELO	Entry-level officer
FSI	Foreign Service Institute
GSO	General services office
ICASS	International Cooperative Administrative Support Services
IRC	Information resources center
LE	Locally employed
MACEE	Malaysian-American Commission on Educational Exchange
MSGQ	Marine security guard quarters
MSP	Mission Strategic Plan
MSRP	Mission Strategic and Resource Plan
NSDD-38	National Security Defense Directive 38
OBO	Bureau of Overseas Buildings Operations

PAO	Public affairs officer
PAS	Public affairs section
SAO	Security advisory opinion
UNHCR	United Nations High Commission for Refugees

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