



UNITED STATES DEPARTMENT OF STATE  
AND THE BROADCASTING BOARD OF GOVERNORS  
*OFFICE OF INSPECTOR GENERAL*

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Office of Inspections

September 2013

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**Inspection of  
Embassy Brasilia and Constituent Posts,  
Brazil**

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## **PURPOSE, SCOPE, AND METHODOLOGY OF THE INSPECTION**

This inspection was conducted in accordance with the Quality Standards for Inspection and Evaluation, as issued in 2012 by the Council of the Inspectors General 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 AND SCOPE**

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". The signature is fluid and cursive, with a large loop at the end.

Harold W. Geisel  
Deputy Inspector General

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## Key Judgments

- Embassy Brasilia is successfully promoting and strengthening a vibrant U.S.-Brazil bilateral relationship as Brazil becomes an increasingly important partner in world affairs. A strong executive team, headed by an experienced and talented Ambassador, has created a mission with a clear purpose and focused agenda.
- Mission Brazil has expanded rapidly to provide a platform for U.S. economic interests and increased bilateral cooperation and to meet the demand for consular services by Brazil's growing middle class. Consulate General Sao Paulo issues more nonimmigrant visas than any other U.S. consular section in the world.
- The Department of State and Mission Brazil's responses in eliminating the backlog in nonimmigrant visa applications has been remarkable. However, coordination involving two proposed consulates and the relocation of a third needs improvement. A senior growth coordinator position in the Bureau of Western Hemisphere Affairs and a growth coordinator at Embassy Brasilia are needed to keep these projects on track.
- The Consulate General Rio de Janeiro facility remains the mission's most serious concern. The search for a new facility receives less focus in both the mission and the Department of State than the situation merits.
- Economic reporting and export promotion efforts are strong. Political reporting is of lower quality and suffers from a lack of context and comment. It tends to downplay or ignore negative news.
- The public affairs section effectively supports mission goals, especially the effort to promote English instruction and to support American participation in Brazil's strategic decision to send thousands of students abroad for university study. Cultural programming suffers from the front office's lack of vision and micromanagement of grants.
- Locally employed staff morale is suffering as the congressionally mandated wage freeze makes it impossible for wages to keep pace with inflation and increased salaries in the private sector. Just as demoralizing to many locally employed staff is management's perceived lack of communication and leadership on these issues. The embassy and constituent posts are developing their own strategies to mitigate the effects of the wage freeze, but there is no evidence of a coordinated missionwide approach to the issue.

\* On August 20, 2013, the Department of State designated the consulate in Recife as a U.S. consulate general.

All findings and recommendations in this report are based on conditions observed during the on-site review and the standards and policies then in effect. The report does not comment at length on areas where the OIG team did not identify problems that need to be corrected.

The inspection took place in Washington, DC, between April 8 and May 1, 2013, and in the following locations in Brazil: Brasilia between May 2-13 and June 17-20, 2013; Rio de Janeiro and Recife between May 14-27, 2013; Salvador da Bahia between May 17-20, 2013; Belo Horizonte between May 28-29, 2013; Porto Alegre on June 3, 2013; and Sao Paulo between May 28 and June 16, 2013. Ambassador Kenton W. Keith (team leader), Ambassador Gene Christy (co-team leader), Caroline Mangelsdorf (deputy team leader), Thomas Allsbury, Betsy Anderson, Alison Barkley, Sylvia Bazala, Ronda Capeles, Pasquale Capriglione, Laurent Charbonnet, Eric Chavera, George Frederick, Michael Hurley, Mark Mayfield, Robert Mustain, John Philibin, Matthew Ragnetti, Moosa Valli and Roman Zawada conducted the inspection.

The team did not inspect the consular agencies in Manaus or Fortaleza, or the container inspection program in Santos.

## Context

Brazil is in the midst of rapid domestic development and expanding international engagement. Along with other BRICS nations (Brazil, Russia, India, China, South Africa), it is surging to new status as an economic power. Brazil is the world's seventh largest economy and the United States' eighth largest trading partner. Brazil is also the world's seventh most populous nation. Its 194 million inhabitants share a resource-rich landmass larger than the United States' 48 contiguous states. The country is intent on developing vast natural resources, diversifying its economy, and creating a globalized private sector. It is aggressively expanding commercial ties and has attracted major international events such as the 2014 World Cup and the 2016 Olympic Games. Implementing an ambitious global engagement agenda, it opened 70 new embassies or other diplomatic missions in the last decade. After 15 years of broadly distributed economic growth, a majority of Brazilians are now defined as middle class. But with rising standards of living have come rising expectations.

Widespread discontent with the government boiled over in a series of large demonstrations in multiple cities during this inspection. Due in part to outdated regulatory and tax regimes that raise costs and retard growth, economic growth was expected to slow to 2-3 percent in 2013, while inflation may reach 6 percent. Rising demand for skilled and unskilled labor has pushed up salaries, but the mission's locally employed (LE) staff has suffered under the multiyear wage freeze, a source of considerable frustration.

Mission Brazil has mirrored this growth as the U.S. Government seeks to deepen and broaden economic, political, and cultural ties. The two governments now have 30 high-level bilateral mechanisms in areas such as education, energy, aviation, defense, trade, race and gender rights, consular, and preparation for major international sporting events. The mission devotes considerable time and energy preparing substantively and logistically for these dialogues and the high-level official visitors they bring.

Mission Brazil's expansion is especially noticeable in consular sections, which have grown from 44 consular officers in FY 2011 to 112 at the end of FY 2012. The Department and the mission have devoted substantial financial and human resources to position the mission to respond to growth in the bilateral relationship and dramatically increased nonimmigrant visa (NIV) demand.

Mission Brazil also consists of large consulates general in Sao Paulo and Rio de Janeiro, a medium-sized consulate in Recife, a Foreign Commercial Service office in Belo Horizonte that also hosts a Department of State (Department) Foreign Service officer and four consular agencies. New consulates in Belo Horizonte and Porto Alegre are projected to open in the first quarter of 2015, the same year Consulate Recife is scheduled to move into a new facility. (The Porto Alegre consular agency will close when the new consulate opens.) Eleven other Federal agencies have staff in Brazil.

Total staffing in Mission Brazil is 1,418, including 510 U.S. direct-hire, eligible family member, and contract positions, and 908 LE staff positions. With the addition of Consulates Porto Alegre and Belo Horizonte and growth trends among all agencies, staffing is expected to

increase 15 percent by 2016, with 62 additional U.S. direct hires and 150 additional LE staff members.

## **Executive Direction**

Brazil is changing and the mission is changing to meet the challenges of a new and vibrant bilateral relationship under the Ambassador's leadership. Coming from Washington, where he was the Bureau of Western Hemisphere Affairs (WHA) Assistant Secretary, the Ambassador recognized the time had come for the United States to put greater focus on regional changes with strategic importance, such as Brazil's emergence as a nation with economic and political successes to support its international leadership ambitions. The mission he found when he arrived bears little resemblance to the one he will leave to a successor. It has clear purpose and a focused agenda. Staff has been augmented to support that agenda. Many facilities have been renovated or repurposed to support the mission's diplomatic efforts.

The Ambassador has the strong support of Mission Brazil staff, including employees from the mission's 11 other agencies, who view him as a skilled, language-qualified professional with an unerring personal touch. He has instilled throughout the mission the goal of reinvigorating the bilateral relationship for the 21<sup>st</sup> century. He is ably guiding a strategic shift in the U.S.-Brazil relationship, treating Brazil as a partner to work with the United States to assist other countries in military reform, law enforcement, and economic development.

The Ambassador and the deputy chief of mission (DCM) have knitted together a missionwide, interagency team that very successfully promotes U.S. interests. The "all-mission" approach to supporting U.S. companies seeking to export goods and services to Brazil is strong and coherent. Senior interagency officers described an executive team ready to intervene with the Brazilian Government, whether to press for regulatory changes, unravel trade disputes, or create access for many of the 2,867 official visitors who came to Brazil in FY 2012. They speak of a front office staff, including two office management specialists and a new staff assistant, who make an open-door policy actually work. The front office received positive reviews for the support it provided during the rapid expansion of consular services in Brazil.

The DCM coordinates operations in Consulates General Rio de Janeiro and Sao Paulo, Consulate Recife, and the Department representative at the Foreign Commercial Service office in Belo Horizonte through regular phone calls and email, weekly meetings with section heads, and interagency meetings across specific policy subjects. The DCM's most time-demanding challenge is maintaining focus on policy priorities. This is an easier task at the embassy where he has frequent interaction with staff. He has been the day-to-day implementer of the Ambassador's plan to better coordinate the components of the mission. In that role, he has been seen as micromanaging some aspects of the constituent posts' operations. The consulates general in Rio de Janeiro and Sao Paulo are run by experienced senior officers with demonstrated management and policy skills. Yet the front office has taken some even minor decisionmaking authority out of their hands. In a poorly managed move to enforce policy discipline, the DCM reviews all public diplomacy grants, no matter how small, which has resulted in delays of weeks or even months in grants for proposals such as a speaker on university reform, a common-heritage book, and a girls' soccer project. This requirement has demoralized public diplomacy staff and has led to missed opportunities and underutilization of cultural diplomacy.

**Recommendation 1:** Embassy Brasilia should discontinue its policy of requiring the deputy chief of mission to approve all public affairs grants and return authority for grant management to the public affairs officers at constituent posts, in consultation with consuls general. (Action: Embassy Brasilia)

The DCM also has taken the lead in the demanding task of dealing with staffing and resource issues stemming from the addition of 200-plus personnel to support the rapid expansion of consular services and consular expansion projects at all four existing posts. In this case, the DCM's attention to detail and management style have contributed to the smooth and effective functioning of the mission in a period of extraordinary growth.

Management of the projects to open two new consulates and the relocation of Consulate Recife's facility by both the Department and the mission, however, has not benefitted from the kind of strategic thinking that the Ambassador has provided to the expansion of the bilateral relationship. This issue is discussed in more detail later in the report.

The Ambassador and DCM strongly support the Equal Employment Opportunity program.

## **Reporting**

The mission's economic reporting is good, with an emphasis on information useful to U.S. businesses. Political reporting is lackluster and rarely contains substantive comments or analysis. Washington end-users of mission reporting were concerned that the mission downplayed or did not report negative news on Brazil's human rights, social development and inclusion, trafficking in persons, serious crime, and counterterrorism. Extensive review by inspectors of several months of mission reporting validated those concerns. The team also found reporting officers have not developed enough sources outside the government.

Consulate-produced cables that touch on sensitive or national-level issues must be cleared by Embassy Brasilia, usually by the economic or political counselor but often by the DCM and even the Ambassador. The embassy's review provides quality control and policy perspective but also appears to shade reporting to give a positive spin on political developments.

The outbreak of massive demonstrations during the inspection in virtually all major cities caught the mission by surprise, as it did the Government of Brazil. Inspectors saw the latent effects of weak contact work and a missionwide discounting of simmering social discontent in the embassy's initially slow and disorganized response to the events. In the following days, embassy and consulate political reporting staff had to develop contacts in nongovernmental political circles in order to go beyond what had already been reported in the press.

The Ambassador is aware of the criticism of overly positive mission reporting, but believes it is important for Washington to understand the opportunity presented by Brazil's political, economic, and social progress. Furthermore, he asserts that Wikileaks showed the dangers of incautiously frank commentary. Whatever the rationale, the embassy has created an impression of partiality that has weakened its credibility among Washington readers of its political reporting. The picture painted for Washington is incomplete and could be better-informed, including through strengthened contact work.

**Recommendation 2:** Embassy Brasilia should issue written guidance to reporting officers that reporting should be objective, broadly sourced, and include comments and analysis. (Action: Embassy Brasilia)

### **Morale and Communication**

The OIG team consistently heard communication cited as a problem for the mission. The most dramatic example is the dissolution of LE staff committees at the embassy and two of the three consulates. The LE staff committee in Recife continues to operate only because employees there feel the principal officer listens to them, even if she cannot take action to address their concerns.

Mission morale is deeply affected by the U.S. Governmentwide wage freeze. Long-term LE staff have been especially hard-hit as salaries are not keeping up with inflation or private sector wages, which are now rising faster than inflation. Mission management expressed concerns that LE staff would leave for higher paying jobs, but this has yet to occur. The LE staff has provided suggestions to mission management on ways to mitigate the wage freeze. Many local employees told inspectors that a lack of leadership and communication—including months-long delays in responding to their suggestions—was more demoralizing than the actual wage freeze. After an unsuccessful mission attempt to get the Department to grant an exception, it is clear that little can be done about the wage freeze in the current circumstances. The embassy and constituent posts have instituted or are researching proposals—consistent with the freeze guidelines—that could improve their situation. But the mission is not taking a comprehensive approach to mitigating the effects of the wage freeze.

***Informal Recommendation 1:*** Embassy Brasilia should re-engage with locally employed staff and committees to explore proposals to mitigate the effects of the wage freeze.

Weaknesses in communication also affect the ability of constituent posts to keep abreast of developments across the mission. For example, principal officers from the constituent posts participate in country team meetings only during occasional visits to Brasilia. Summaries of the meetings are available, but principal officers do not have the opportunity to participate, add context, or ask questions. The embassy and constituent posts have technology available to allow principal officers to participate virtually in these meetings. Their participation would reduce the perception that the embassy makes decisions that affect the consulates without consulting them.

**Recommendation 3:** Embassy Brasilia should include principal officers from the constituent posts in weekly country team meetings through digital video conferencing. (Action: Embassy Brasilia)

At the time of the inspection, the management section in Brasilia communicated with consulate management officers through email exchanges, weekly phone calls, and monthly digital video conferences with the management minister-counselor. At the suggestion of the inspectors, the management minister-counselor initiated weekly conference calls involving embassy and consulate management officers. The constituent posts welcomed this action to improve communication.

## Coordination of Strategic Planning

Embassy Brasilia developed its 2014-2016 Integrated Country Strategy report with inadequate participation by the constituent posts. The embassy asked principal officers to review the draft strategy only after the document had already been sent to Washington. Consulate General Sao Paulo took the initiative to write a local plan identifying areas where the consulate general could contribute to the Integrated Country Strategy goals, and Embassy Brasilia appropriately asked other principal officers to follow suit. This is an inadequate method for arriving at an “integrated” document. Moreover, it gives the principal officers the impression that their contributions are less valued than should be the case.

**Recommendation 4:** Embassy Brasilia should include constituent posts in the preparation of strategic planning documents, including the Integrated Country Strategy and the Mission Resource Request. (Action: Embassy Brasilia)

## *Representation and Travel Funding*

The lack of collaborative, strategic budget planning diminishes the mission’s ability to use travel and representation funds effectively. Consulate staff told inspectors they are unclear about the embassy’s priorities and have the sense that reporting from other cities in their districts is a low priority. A more transparent allocation process for travel and representational funds would help the mission determine the best uses for the very limited funds.

**Recommendation 5:** Embassy Brasilia should develop coordinated and appropriate travel and representational budgets for all mission sections. (Action: Embassy Brasilia)

The embassy’s current policy is to distribute travel and representation funds quarterly and have the constituent posts compete for additional bureau funding at year’s end. Awarding these funds depends on how well the constituent post has used its budget in the past. The policy is not well understood and makes it difficult for managers to plan ahead. In addition, the embassy does not adequately inform constituent posts of their budgets on an ongoing basis.

**Informal Recommendation 2:** Embassy Brasilia should post representation and travel budgets on its intranet site and update them weekly.

## Security

The Ambassador and DCM support the mission’s security program. With the exception of Consulate General Rio de Janeiro, mission staff said that they feel safe at home and in the workplace in spite of the serious crime that exists in the large cities.

The consulate general building in downtown Rio de Janeiro remains the mission’s key security challenge. The current facility was constructed in 1953 and is located on a busy street [Redacted] (b) (5), [Redacted] (b) (7)(F). It has been the focus of OIG recommendations for at least two decades. The mission over the years has taken the task of finding a new site seriously, expending energy and resources to solve this enduring problem. However, all proposed sites have been rejected by the Bureau of Overseas Buildings Operations (OBO). Always, the low-threat nature of Rio de Janeiro has kept the project as a low priority. After submitting several proposals in the past few

years, the staff has become frustrated with the lack of progress and what it views as changing guidance. At times, OBO favored a building site; at other times, commercial space. At the time of the inspection, the mission was not considering commercial space. Instead, it has focused on a former convention center site located on a narrow, winding two-lane road in a protected forest on the outskirts of the city. The OIG team agrees with two previous OBO and Bureau of Diplomatic Security surveys that found the site unsuitable due to security, customer access, and rezoning issues. Rio de Janeiro is now on OBO's long-range plan for a new building in 2018, and OBO has scheduled a site survey visit for summer 2013. Forward movement on this problem will require the mission's continued focus and action. Establishing a consulate general working group would be useful.

**Recommendation 6:** Embassy Brasilia, in coordination with the Bureaus of Overseas Buildings Operations and Western Hemisphere Affairs, should investigate all possibilities, including commercial office space, for a new facility for Consulate General Rio de Janeiro that meets the 2018 timeline set by the Bureau of Overseas Buildings Operations. (Action: Embassy Brasilia, in coordination with OBO and WHA)

[Redacted] (b) (5), [Redacted] (b) (7)(F)

Mission Brazil's security program is discussed in more detail in the classified annex to this report.

### **First- and Second-Tour Officers and Specialists**

The mission's 106 first- and second-tour (FAST) officers and specialists express satisfaction with the mentoring and tradecraft training they receive. All posts have active FAST committees, which, except in Consulate General Rio de Janeiro, take the lead on coordinating responses to requests for volunteers for temporary duty, control officer, and other opportunities for exposure to work outside the employee's assigned section. The missionwide "Route 66" program assigned FAST officers their own towns where they would represent the United States in visits and add to the mission's knowledge bank through their reporting. This program potentially is of great value to FAST officers' professional development. However, now that travel money is scarce, the program has diverted already insufficient funds away from core reporting responsibilities.

One of the major strengths of these new Foreign Service officers is their range of prior experience. One FAST officer has already created software that will improve consular operations. Over the last 2 years, the mission has dealt with major NIV backlogs that became a major irritant in bilateral relations. Now that the NIV applicant backlog has been eliminated and workload has diminished, the mission could challenge FAST officers and specialists to study mission processes and plans with an eye to innovative approaches. Consulate General Sao Paulo's project-oriented FAST officer mentoring program could serve as a model for the mission.

***Informal Recommendation 3:*** Embassy Brasilia should survey the resources of its first- and second-tour officers and specialists and identify individuals to lead working groups to review processes and plans for the next fiscal year.

### **Constituent Posts**

All three consulates have grown to handle increasing NIV demand. The consulates provide strong economic and business reporting, but less impressive political reporting. All are coping with morale issues stemming from the wage freeze.

#### ***Consulate General Rio de Janeiro***

Rio de Janeiro is emblematic of the new Brazil. Oil and gas revenue flows into state coffers, and private sector executives from around the world arrive every day seeking to gain a share of the \$400 billion plus that Brazil is expected to invest in energy exploration and development before 2020. The city is reclaiming its civic pride, which was lost when a new national capital was established in Brasilia 53 years ago. Indeed, the world appears to be taking special notice of Rio de Janeiro: the Pope visited in summer 2013, and the city is hosting the World Cup in 2014 and the Summer Olympic Games in 2016. The burgeoning middle class' desire for tourist visas to the United States resulted in long consular waiting lines and a subsequent expansion of consular facilities, putting strains on the consulate general that are only now easing. A regular flow of official U.S. visitors leaves Consulate General Rio de Janeiro struggling to maintain its reporting and management duties.

Washington end-users value the consulate general's reporting on the burgeoning energy sector. Rio de Janeiro is drawing attention for its active civil society and social development, including a popular effort to pacify its *favelas* (shantytowns that are often pockets of poverty prone to drug violence and gang control). Consulate General Rio de Janeiro's weekly round-up has done a good job reporting on the progress Brazil is making in areas such as racial inclusion, trafficking in persons, and human rights. As with the rest of the mission, however, Rio de Janeiro reporting has been less thorough documenting negative developments.

The consul general is respected by his staff for his leadership, judgment, and low-key management style. He advances U.S. business interests and has worked with Foreign Commercial Service to help U.S. companies successfully compete for market share in the energy sector. The consul general is a strong supporter of the public affairs section, meeting personally with all Brazilian participants in exchange programs, which enhances the programs themselves and provides an important source of feedback. The consul general's single greatest challenge will be finding a new, more secure facility. To date, he has not dedicated enough time and energy to this issue.

#### ***Consulate General Sao Paulo***

Sao Paulo is Brazil's business capital and home to a large U.S. business community. Reporting has been strong on economic and business issues, and the consul general is regarded by the business community as an important interlocutor. He is a fluent Portuguese speaker and a skilled briefer on Brazilian macroeconomics, the regulatory environment, and the challenges that

face American business in Sao Paulo and southern Brazil. The consular operation has expanded rapidly to meet enormous tourist and business visa demand.

The expansion of Brazil's economic reach has increased public attention to ills, such as money laundering, corruption, finance of terrorism, and the presence of Hezbollah. Reporting on these topics has been less than thorough, however. Limited travel funding has hindered first-person reporting and contact work in the five states that make up the Sao Paulo consulate district.

The consul general's calm, steady management style is appreciated by his staff. He is an excellent mentor, and Sao Paulo's program for the FAST officers and specialists could serve as a model for the rest of the mission. But like the embassy front office, he does not make effective use of his cultural section resources. Given his Portuguese skills and outreach abilities, he could be a key component of the more sophisticated cultural strategy recommended by the OIG team.

### *Consulate Recife*

Recife, located in Brazil's northeast, has a consular district that includes 8 states and 40 million people. Even this relatively poor part of Brazil has experienced dramatic economic growth and expansion of its middle class, leading to a surge in demand for NIVs and an explosion of commercial opportunities. In response, Consulate Recife has expanded its consular services and outreach. When OIG last inspected Mission Brazil in 2007, Consulate Recife staffing included 3 U.S. direct hires and less than 20 LE staff members. Since 2011, U.S. direct-hire staffing has grown to 21 and LE staff has tripled. Foreign Commercial Service filled a new U.S. direct-hire position in 2013.

The consulate operates in a converted private residence that is too small for current operations. To accommodate increased consular services and staff growth, consulate management staff in the last 3 years subdivided and repurposed every space, an arrangement that several long-serving staff characterized as being stuffed like sardines in a can. The Department plans to build a new consulate but the original completion date of late 2013 has slipped to the first quarter of 2015. Given the nearly 2 years more that consulate staff will work in cramped and unhealthy conditions, inspectors discussed with mission leaders the lease of temporary office spaces to relieve pressure and improve working conditions.

***Informal Recommendation 4:*** Embassy Brasilia should identify and fund rental of temporary office spaces in Recife to relieve overcrowding until new consulate facilities are completed.

Consulate Recife's principal officer has become the mission's expert on northeast Brazil and expanded outreach and commercial promotion among influential Brazilians. Dynamic and self-assured, the principal officer is admired in the consulate for her skill in promoting the priorities of the Ambassador, the regional bureau, and the Department. Her leadership within the consulate has not been as successful. The LE staff respect her, and FAST officers welcome her attention to their professional development. But she has conveyed to consular officers, who make up a majority of American staff, and to inspectors her dislike for consular and management matters. This attitude undermines the consular officer's respect for her and sets a poor example for consulate section chiefs, several of whom are in leadership positions for the first time. Inspectors counseled her regarding these issues.

The embassy has asked the Department to raise the grade level of the principal officer position to FS-01 and to elevate the consulate to consulate general status. The cases made for both requests were sound.

## **Mission Growth**

The mission is growing to respond to Brazil's rapid emergence as an international economic and political power and a concomitant expansion of U.S.-Brazil engagement. Between 2002 and 2012, Brazil moved from the world's 15th to 7th largest economy as measured in gross domestic product. During that period, the number of middle-class Brazilians grew by 36 million, an increase of more than 50 percent. This growth has led to dramatic increases in travel to the United States, where Brazilian visitors spent more than \$9 billion in 2012, making them our fifth largest source of visitor spending.

The most visible area of expansion has been Brazilians' demand for tourist and business visas. Visa adjudications went from fewer than 200,000 in 2004 to more than 1 million in 2012. Brazilian travelers to the United States increased from 400,000 in 2004 to about 1.5 million in 2011. The number of American consular officers in the mission quadrupled, while the number of LE staff increased by almost 140 percent.

The Department's and Mission Brazil's response to the visa backlog and related bilateral issues has been remarkable and provides a template for how to handle similar situations in the future. The Department, including WHA, the Bureau of Consular Affairs (CA), OBO, the Bureau of Diplomatic Security, and the Foreign Service Institute, marshaled resources to fix shortcomings and acted quickly to put changes into place. CA identified some of the Department's best consular managers to serve as Brazil's minister-counselor for consular affairs and to lead the mission's consular sections. The bureaus provided adequate funding. The Department used its limited noncareer appointment (LNA) mechanism for 18 new consular interviewers with language skills to meet demand. Existing facilities were renovated and expanded. A new consulate facility in Recife and new consulates in Belo Horizonte and Porto Alegre are on the drawing board.

Not all aspects of the growth process have gone smoothly or on schedule. Completion of the Belo Horizonte and Porto Alegre projects and the replacement of Recife's inadequate facility are more than a year behind schedule. Staff identified in accord with the original timeline are arriving without clear job responsibilities, facilities, or housing to receive them. Unneeded vehicles have arrived and are in storage. In Porto Alegre, the Department will pay at least \$1.5 million in rent for a new consulate space before the first contractor arrives to begin work. Inadequate coordination and communication among various Department and mission elements are primarily responsible for delays and instances of mismanagement of the growth process.

### **Senior Department Coordinator for Mission Expansion**

Presidents Obama and Rousseff announced in April 2012 that the United States would open new consulates in Brazil. Their announcement, as well as an Executive Order<sup>1</sup> that preceded it, resulted from an urgent need to meet expanding demand for U.S. visas. Now the

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<sup>1</sup> *Executive Order 13597: Establishing Visa and Foreign Visitor Processing Goals and the Task Force on Travel and Competitiveness (January 19, 2012)* included as top goals for the Department: increase nonimmigrant visa capacity in China and Brazil by 40 percent, and ensure that 80 percent of nonimmigrant visa applicants worldwide are interviewed within 3 weeks of receipt of application.

NIV backlog of past years is gone. Wait times have fallen from 120 days to approximately two. Consular section expansions in Brasilia, Rio de Janeiro, and Sao Paulo, and cramming additional consular officers into Recife's existing facility, made this turnaround possible. There is no more space to expand in the existing facilities. Opening new consulates and moving to a new facility in Recife are crucial if the mission is to meet projected visa demand.

The mission asserted in 2011 that five new consulates would be needed to meet visa demand. Only two—Belo Horizonte and Porto Alegre—have Department and congressional approval. WHA and bureaus and offices that report to the Office of the Under Secretary for Management are the key Department elements involved in Mission Brazil's growth. Their ability to maintain focus on the steps required to meet the two presidents' announcement has varied. CA has been consistently engaged up to the level of the assistant secretary, providing human and financial resources to meet visa demand and expand facilities. The Bureau of Human Resources and the Foreign Service Institute both went the extra mile to provide and train new consular staff. The Bureau of Diplomatic Security has engaged in assessing and preparing to provide security support for all sites.

WHA's executive office has been engaged, but it has not taken leadership in managing the Department's response to the decisions to add two consulates and move the Consulate Recife facility. As the Benghazi Accountability Review Board report<sup>2</sup> reinforced, regional bureaus may share in the responsibility for responding to overseas mission needs, but they are unique in bearing responsibility for every aspect of mission support. OBO, which has sole responsibility for leasing or purchasing new facilities, funding many aspects of the mission's expansion plans, and providing construction oversight, has been inconsistent in the level of attention and resources it has given.

The director of the WHA executive office has served as a key point of contact for Embassy Brasilia's management section on expansion issues. The director is supported by a deputy, a post management officer, and, as needed, others in the executive office. However, the director and his deputy have a wide range of responsibilities to support the entire bureau and cannot devote full time to Brazil. No one in the executive office works exclusively on Brazil issues.

To address the explosive growth of U.S. interests in China, the Department prepared two reports<sup>3</sup> that looked at the resources available and required to manage U.S. interests at diplomatic facilities in China. The second report cited the Bureau of East Asian and Pacific Affairs' creation of a new Senior Foreign Service deputy executive director position to focus solely on China initiatives and resource requirements. Over time, a retired Senior Foreign Service management officer working "when actually employed" and with extensive experience in Asia assumed and continues to have this oversight and coordination role. In creating the position, the bureau understood that this person required rank, Department management experience, and singular focus. WHA compares growth processes in Brazil to those in China, but has no one in a similar position.

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<sup>2</sup> Accountability Review Board report on Benghazi (Unclassified), U.S. Department of State, Dec 18, 2012.

<sup>3</sup> *China 2000*, issued December 1996 and *Beyond China 2000*, issued June 2002.

**Recommendation 7:** The Bureau of Western Hemisphere Affairs should create a senior position in its executive office dedicated exclusively to providing oversight of Mission Brazil’s growth and coordinating with other Department offices. (Action: WHA)

### **Mission Coordination of Growth**

Embassy Brasilia’s management section is responsible for identifying actions required to open the two new consulates, replace the consulate in Recife, and expand visa operations in Brasilia, Sao Paulo, and Rio de Janeiro. For the two new consulates, the mission developed a detailed spreadsheet that identified all steps needed to open the posts, with timelines. The section hosted regular consular expansion working group meetings with elements involved in mission expansion, bringing in the representative from Belo Horizonte via conference calls. These meetings have helped the mission track progress, identify issues, and seek Department action or decisions. Until the OIG team pointed out the problem, Consulate Recife had not been included in these working group meetings, resulting in incomplete communication about Recife-specific issues.

While coordination efforts in Embassy Brasilia have identified and addressed many expansion-related issues, mission management tend to defer to OBO or allow decisions to go unreviewed or opportunities to be lost. Currently, the embassy’s minister-counselor for management affairs and its management officer have overlapping responsibilities for various aspects of growth management. Because of other responsibilities, the two officers have not given sufficient strategic-level attention to these would-be consulates or to the project in Recife.

In Belo Horizonte, deference to OBO and mission officers’ irregular travel led to several months’ delay in recognizing opportunities that had potential to speed the process and reduce costs. Similarly, the mission has not responded adequately to the need for temporary office spaces in Recife and Belo Horizonte. The decision to bring the staff intended for Belo Horizonte and Porto Alegre to Brasilia and Sao Paulo respectively will add new layers of complexity to the preparations for opening both consulates. The assigned principal officers face the prospect of spending 2 years of a 3-year tour unable to carry out the assignments for which they were selected—a potential waste of human and financial resources.<sup>4</sup> Decisions in Washington, such as the Under Secretary for Management’s determination that visa fees could not be used to fund temporary office spaces in Belo Horizonte and Porto Alegre, as well as infrequent visits by Washington-based OBO and the Bureau of Diplomatic Security, explain some of these shortcomings. The absence of anyone in Embassy Brasilia dedicated solely to providing day-to-day oversight of the new consulates’ development and reporting regularly to mission leadership contributed to missed opportunities and miscommunication. This shortcoming needs to be addressed without delay.

**Recommendation 8:** Embassy Brasilia, in coordination with the Bureau of Western Hemisphere Affairs and the Bureau of Human Resources, should create a position in the Brasilia management section dedicated to providing day-to-day oversight of all new consulate facilities and operations until they are operational. (Action: Embassy Brasilia, in coordination with WHA and DGHR)

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<sup>4</sup> The Department estimates the annual cost of an overseas U.S. direct-hire position to be \$570,000.

Based on the announced intention to open new consulates by the end of 2013, WHA and the Bureau of Human Resources identified and assigned personnel to fill principal officer, management officer, and regional security officer positions in Porto Alegre beginning in April 2013, and in Belo Horizonte between June and August 2013. An officer, originally assigned to staff an American Presence Post, has been based in Belo Horizonte since June 2012. At the time of the inspection, the mission did not have either an agreed name for these consulates-in-waiting or a clear statement of work to identify roles and responsibilities for the assigned staff.

The experience of the officer working in Belo Horizonte demonstrates the shortcomings of inadequate planning. That officer has operated as an adjunct to Consulate General Rio de Janeiro, where she is assigned, and has relied on both the consulate general and the embassy to provide administrative, information technology, and security support. She has not, however, consistently received clear guidance on where to look for support and has had to cobble together travel, representation, and operating funds, sometimes spending her own funds to pay, for example, an official phone bill. Before the inspection, there were no separate budgets, other than travel, for the interim operations in Belo Horizonte or Porto Alegre. The lack of established and written guidance related to support and operations of the consulates-in-waiting has been inefficient and created potential for assigned personnel to make unauthorized commitments.

***Informal Recommendation 5:*** Embassy Brasilia should develop standard operating procedures and separate operating budgets for the Belo Horizonte and Porto Alegre staff located in Embassy Brasilia and Consulate General Sao Paulo.

The officer in Belo Horizonte, identified as a public affairs officer in embassy documents, also handles non-public diplomacy activities. She has carried out successful public diplomacy activities and has followed embassy guidance to engage in outreach activities and build a base of contacts. She also supported Department and mission teams searching for the new facility, and more recently, served as the embassy's scout in searching for temporary office space. She juggled well many target-of-opportunity taskings from the embassy that are outside public diplomacy and outreach duties. Local officials have come to think that her informal presence and self-designation as "consul for Minas Gerais" constitutes a de facto consulate, albeit one that has neither official standing nor ability to provide consular services. Relying on her presence and energy, and in the absence of a clearly defined role, the mission has been able to adopt an approach of benign neglect with respect to support and mission creep. Based on this example, the mission's identification and assignment of officers without clearly defined duties working in offices with vague statements of purpose creates potential for confusion about the purpose and expectations of the officers assigned to those posts before they open officially.

***Informal Recommendation 6:*** Embassy Brasilia should prepare statements of purpose for the temporary offices in Belo Horizonte and Porto Alegre and work requirements statements for U.S. direct-hire and locally employed staffs in those transitional offices, and request concurrence from Department bureaus and offices involved in the mission's growth.

## **Mission Staffing**

International Cooperative Administrative Support Services (ICASS) staffing has kept up with mission growth. However, staffing and workload are unevenly matched in some

administrative support sections. With centralization of financial management functions in Brasilia, an eighth LE accountant and a third U.S. direct-hire position may be needed there. At Consulate General Rio de Janeiro, housing and leasing challenges point to upgrading the housing clerk to a full housing assistant position. Embassy Brasilia and Consulate General Sao Paulo need housing make-ready coordinators. Mission Brazil's consolidated warehouse at Consulate General Sao Paulo employs only four warehousemen, while the much smaller embassy warehouse in Brasilia has seven. Embassy Brasilia's information technology total user footprint is 20 percent larger than Consulate General Sao Paulo, but it is supported by twice as many information systems administrators. Failure to match human resources with operational needs results in inadequate customer service and internal controls.

**Recommendation 9:** Embassy Brasilia should complete an analysis of its International Cooperative Administrative Support Services staffing and make adjustments as needed. (Action: Embassy Brasilia)

There are 108 vacant LE positions in Mission Brazil. At Consulate General Sao Paulo, two of six drivers, two of six warehouse laborer positions, and three facilities management positions are vacant. One of three housing positions at Embassy Brasilia is vacant. To stay within sequestration budget restrictions, the Department's policy is to fill only one of every two LE staff vacancies. To comply with this one-for-two policy, WHA approves every LE vacancy filled within the bureau. In addition, WHA had imposed its own double jeopardy rule to discourage frivolous requests. If WHA denied a request to fill a vacancy, even within sequestration guidelines, the requesting post will lose funding for that position permanently. Mission staff told inspectors that this policy made them hesitant to request that LE staff vacancies be filled. After inspectors raised this issue with WHA, the bureau rescinded the policy as this inspection was ending.

## **Policy and Program Implementation**

### **Consular Programs**

Two years ago, Mission Brazil faced a backlog of more than 220,000 applicants waiting for an NIV interview and wait times of up to 120 days for an appointment. The wait times had become a source of serious friction in the U.S.-Brazil bilateral relationship. U.S. businesses pushed for improvements, conscious of a statistic that claimed one U.S. travel and tourism job was created for every 65 additional international visitors to the United States. Executive Order 13597, which set priorities to increase consular capacity in China and Brazil and to reduce NIV backlogs around the world, helped to break through logjams and ensure that Mission Brazil and its consular team got the staff and resources they needed. The consular team in Mission Brazil successfully eliminated the NIV backlog. The way the team achieved this dramatic turnaround holds some important lessons for the Department about how to deal with workload demand.

First, the mission and the Department made sure that the posts had sufficient resources, including adequate U.S. direct-hire and LE staffing. The Department adapted its LNA hiring mechanism to recruit visa adjudicators to supplement the many FAST officers assigned to Brazil. Both LNA and FAST employees required training and developmental opportunities, which mission staffing levels did not always allow for in the past. WHA and Mission Brazil also made sure that staffing in the management section grew along with the increase in consular staff to provide appropriate levels of support. Now that the backlogs are under control, adequate staffing levels enable the mission to provide temporary duty support for consular sections in other posts around the world.

Second, the minister-counselor for consular affairs and other consular leaders in Mission Brazil essentially created an innovation laboratory, encouraging and testing new ideas, quickly adopting the successful ones, and extending them to all consular sections in the country. Managers implemented a culture of continuous improvement, using process mapping and metrics to assess the sections' work, eliminate unnecessary steps, and improve customer service. FAST officers on temporary duty assignments use those opportunities to introduce Brazil's process improvements to the posts they visit, extending the effects of the lessons learned from managing growth in consular workload in Brazil.

## **Innovative Practice: Computer Application to Rapidly Process Waiver of Interview Cases**

**Innovative Practice:** Computer Application to Rapidly Process Waiver of Interview Cases

**Issue:** Processing NIV cases for which an interview is waived can be time consuming. Officers have to individually open the files, wait for them to load, and enter repetitive annotation language.

**Response:** An officer at Consulate General Sao Paulo developed an application that opens an entire batch of files at once, inserts standard annotations, and otherwise sorts the cases for more efficient processing.

**Result:** The application resulted in much faster processing of NIV cases and an overall saving in officer time.

### ***Limited Noncareer Appointment Consular Adjudicators***

To address a critical need for additional consular NIV adjudicators in Brazil, the Department created a pilot program to hire Portuguese speakers as LNAs. Under the program, which became permanent during this inspection, the Department appoints LNAs for an initial 13-month period (changed to 18 months for future LNAs). The Department can extend this appointment for up to 5 years, based on supervisor evaluations, a review process in Washington, and the needs of the service. Although LNAs are fully integrated into consular operations, they are not career Foreign Service officers. Those who wish to join the Foreign Service must follow the normal hiring procedures.

The program has been successful. It has added a group of 18 language-qualified visa adjudicators with extensive experience and knowledge of Brazil into the consular sections in Embassy Brasilia and Consulates General Rio de Janeiro and Sao Paulo. At the time of the inspection, the initial groups of LNAs had completed their first appointment period; all but one were recommended for continued employment.

The Department hires LNAs specifically for NIV adjudication. They generally do not rotate into other units inside or outside the consular section, as do career Foreign Service officers, but they are eligible for temporary duty assignments to other posts to assist with NIV adjudications. LNAs in Brazil have completed numerous temporary duty assignments at embassies ranging from Bogota to Abuja to Beijing.

Because the Department hired LNAs specifically for their fluency in Portuguese, they were not tested in other languages. More than half the LNAs interviewed claim to have sufficient ability to do visa work in Spanish or another language. The lack of documented language scores means the Department does not have full knowledge of its employees' capabilities. Experienced LNAs qualified in Spanish or other languages could help smooth the expansion of the LNA program.

**Recommendation 10:** The Foreign Service Institute, in coordination with the Bureau of Consular Affairs, should provide language testing for limited non-career appointees who wish to have additional language test scores on record with the Department of State. (Action: FSI, in coordination with CA)

The Department plans to continue using the LNA program to meet an increasing need for NIV adjudicating officers. The passage of comprehensive immigration reform legislation would also likely require additional visa adjudicators. The Department cannot fill this need by expanding the number of career Foreign Service officers—unlikely in the near term in any case—as no career path exists for such a large number of consular officers. To facilitate LNA hiring and to alert the Department to any potential difficulties, embassies need to report on the activities of the LNAs in the field. Mission Brazil is drafting a comprehensive message to the Department on the LNA program.

**Informal Recommendation 7:** Embassy Brasilia should complete and send to the Department its report on the consular limited non-career appointee program in Brazil.

### ***Global Support Strategy***

Global Support Strategy is a worldwide contract to provide NIV applicants with information, appointments, biometric and fee collection, and document delivery. The contract's estimated total value over 10 years is \$2.8 billion. Of this, an estimated \$186 million will be spent in Brazil during the first 6 years of the contract.

Consular managers told the inspection team that they do not have access to contract documents. They are therefore unable to determine whether the contractor is meeting the required service standards and are uncertain about what perceived deficiencies to report to the contracting officer's representative. CA has yet to issue guidance to consular managers outlining the service standards the contractor is responsible for maintaining. Nor has CA issued instructions about how to monitor and improve the performance of the contractor or report deficiencies to the contracting officer's representative.

**Recommendation 11:** The Bureau of Consular Affairs, in coordination with the Bureau of Administration, should issue guidance to consular managers defining the service standards for Global Support Strategy contractors and explaining how to monitor and report deficiencies to the contracting officer's representative. (Action: CA, in coordination with A)

Consular officers in all posts in Brazil conduct weekly visits to the contractor's applicant service centers where there are consulates and biweekly visits to those centers located in other cities to observe operations and assess them, using variations of a checklist available on the CA Web site. Some posts file completed checklists on a SharePoint site where they are available to consular management and staff. Some posts use the completed checklist as an agenda for their weekly discussions with applicant service center managers. Not all posts use the checklists to identify performance issues for discussion with the contracting officer's representative.

***Informal Recommendation 8:*** Embassy Brasilia should require each of its consular section managers to analyze the reports of the weekly visits to Global Support Strategy contractor's applicant service centers, identify recurring issues, and report them to the contracting officer's representative.

CA has provided closed-circuit television monitors for installation at the applicant service centers so that consular managers can observe operations. The monitors require a dedicated Internet network. Not all posts in Brazil have the necessary networks. Without the ability to observe contractor operations, consular managers lack a means of verifying that the contractor is conducting work correctly.

**Recommendation 12:** Embassy Brasilia should place closed-circuit television monitors into service at all the contractor's applicant service centers in Brazil. (Action: Embassy Brasilia)

### ***Consular Leadership and Management***

The consular sections' necessary focus on growth and improving NIV production has come at the cost of some fundamentals of consular management. For example, FAST officers and even some consular managers rarely log in to the Department's classified computer system to stay current with classified information. Many do not have active credentials to access the system.

**Recommendation 13:** Embassy Brasilia should require all its consular officers to maintain active credentials for access to the classified system. (Action: Embassy Brasilia)

The Department in 2012 rapidly increased consular staffing in Brazil to deal with the NIV processing backlog and future increased demand. Most of the new positions are FAST officers rather than mid-level managers. The NIV deputy chiefs in Consulates General Rio de Janeiro and Sao Paulo manage as many as 14 FAST officers, too many to effectively supervise, counsel, and rate. CA analysis indicates that Consulate Recife and Embassy Brasilia are overstaffed for current demand. Mission Brazil proposes reprogramming several positions to create additional manager positions: two deputy chiefs in Consulate General Sao Paulo, one deputy in Consulate General Rio de Janeiro, and a full time, mid-level American citizens services position in Embassy Brasilia. The inspectors support the reprogramming of these positions within Brazil.

Some employee evaluation reports, including those for FAST officers, were not completed in a timely manner. Supervisors did not devote enough time to evaluation duties, including counseling FAST officers about the employee evaluation report process. Most consular officers and LE staff told inspectors that they receive timely feedback and counseling from their supervisors. However, not all supervisors document counseling sessions in the online performance management system.

***Informal Recommendation 9:*** Embassy Brasilia should require all consular supervisors to comply with the requirement to document counseling sessions in the automated performance management system.

The LE staff members in Consulate General Sao Paulo's NIV unit serve on teams under the leadership of an LE supervisor, who prepares their performance ratings for subsequent review by an officer. Consular officers serve 4-6 month rotations as the reviewing officer for all LE staff on the team. Because LE staff evaluations are due at the same time every year, an officer who recently rotated into the leadership role may be required to prepare a reviewing statement for a local employee without sufficient time to observe the employee's performance. Assigning officers to review designated LE staff members' performance at the beginning of the rating cycle, would improve the effectiveness of the evaluations.

***Informal Recommendation 10:*** Embassy Brasilia should assign each locally employed staff member on the nonimmigrant visa unit teams a performance reviewing officer at the beginning of the rating period.

There is robust communication among and within Mission Brazil's consular sections, but the OIG team noted gaps in internal communication. For example, although most of the posts have SharePoint sites, they save frequently used documents to shared folders that are not widely accessible.

***Informal Recommendation 11:*** Embassy Brasilia should maintain and post consular policies, procedures, calendars, reports, metrics, and other documents on a SharePoint site accessible by consular officers and locally employed staff.

Consulates General Sao Paulo and Rio de Janeiro do not hold regular meetings to discuss adjudication standards, a practice that would help officers improve their ability to make and document their decisions on visa cases.

***Informal Recommendation 12:*** Embassy Brasilia should require all consular sections to hold periodic meetings to review visa adjudications.

### ***Consular Facilities***

To cope with the visa load while new consulates are being planned, OBO added six windows in Embassy Brazil's consular section, doubling the NIV interviewing capacity. All six have a work surface approximately 29 inches high, the height of a wheelchair accessible window, rather than OBO's standard of 37 inches. These low windows create uncomfortable, inefficient work spaces for officers conducting multiple interviews.

**Recommendation 14:** The Bureau of Overseas Buildings Operations, in coordination with Embassy Brasilia, should install interview windows that are the standard 37 inches high. (OBO, in coordination with Embassy Brasilia)

The American citizens services workspaces at Embassy Brasilia are scattered among those of the NIV unit. The officer in charge of American citizens services does not have a separate office. This situation does not allow adequate privacy for telephone calls and discussions of sensitive cases involving American citizens or protect personally identifiable information included in documents prepared in the unit, such as passports and consular reports of birth abroad. The American citizens services unit needs to be segregated from the NIV workspace.

**Recommendation 15:** Embassy Brasilia, in coordination with the Bureau of Overseas Buildings Operations, should construct a privacy wall to enclose the American citizens services unit. (Action: Embassy Brasilia, in coordination with OBO)

### *Nonimmigrant Visas*

On at least one occasion, a consular manager, doing a routine check, discovered that an officer had overlooked derogatory information in the lookout system and issued an NIV to an ineligible applicant. Guidance in the, 9 *Foreign Affairs Manual* (FAM) Appendix G discusses this kind of mistaken issuance and requires the post and the Department to take corrective actions. When the manager discovered the error, the visa was still at the Global Support Strategy contract facility. The section was able to recover the visa and cancel it. Post noted, however, that the guidance in 9 FAM, Appendix G, 101.3 (c) says, in part: “In the event that you detect a visa lookout accountability violation, you should take immediate steps to prevent the visa from leaving the consular section and cancel it ... (i)n the event that you have already sent the visaed passport back to the applicant, you must take immediate steps to revoke the visa, and you must report the apparent visa lookout accountability violation to (the Visa Office) for its review.” In this case, while the passport had left the section, it was still in the custody of the contractor. The Department instructed the embassy that the matter was a violation that it should report as required in the regulation. The FAM provision is unclear on this point.

**Recommendation 16:** The Bureau of Consular Affairs should amend the provision in 9 *Foreign Affairs Manual*, Appendix G, 101.3 (c) to clarify at what point a passport is considered to have left the consular section. (Action: CA)

Mission Brazil officers sometimes receive requests for assistance in expediting the return of passports that are in process in the NIV unit. In some cases, officers have contacted the consular section directly, even though they had not submitted a referral for those cases. The visa referral system described in 9 FAM, Appendix K, Exhibit I, states that the visa referral mechanism is the only appropriate method for mission staff to advocate on behalf of visa applicants and that “references for applicants or communications seeking to influence consular processes made outside of the referral process, whether to an applicant or a member of the consular section, will be construed as an attempt to bypass the referral system and are in all cases inappropriate.”

**Recommendation 17:** Embassy Brasilia should issue standard language that staff members can use in responding to requests for expedited return of passports. (Action: Embassy Brasilia)

## **Innovative Practice: Secondary Adjudication Windows**

### **Innovative Practice:** Secondary Adjudication Windows

**Issue:** NIV adjudicators frequently encountered cases at the interview window that required additional scrutiny for possible grounds of ineligibility or referral to the fraud prevention unit. Time was lost as adjudicators performed the necessary research or sought assistance from colleagues.

**Response:** Mission Brazil examined its process and concluded that referring applicants with complex cases immediately to a secondary window staffed by an experienced adjudicator could help maintain service standards while ensuring that the cases receive the necessary extra scrutiny.

**Result:** Applicants receive better customer service, while the secondary adjudicators gain additional experience and deepen their knowledge of visa law and regulations.

### ***Fraud Prevention Programs***

Mission fraud prevention units coordinate closely with one another. They conduct training for the NIV units and provide training for local airport security personnel, often in coordination with the assistant regional security officer-investigations (ARSO-I). The Foreign Service national investigators in Embassy Brasilia and Consulate General Sao Paulo have significant expertise but do not participate in the training to the extent they should.

***Informal Recommendation 13:*** Embassy Brasilia should require that fraud prevention units use locally employed staff to help train consular officers and staff and Brazilian airport personnel.

Mission Brazil is conducting a waiver-of-interview pilot program under provisions set out in 9 FAM 102. Part of this regulation sets forth conditions under which consular officers may not waive the interview. One such condition requires interviews for applicants from "high fraud areas," a term that is subject to interpretation. The four posts in Brazil do not agree on the definition and are uncertain how to apply this provision. One option under discussion involves giving individual officers latitude to interpret this provision. Such latitude could lead to inconsistent standards for waiving the interview.

**Recommendation 18:** The Bureau of Consular Affairs should revise 9 FAM 41.102 N9.2 to clarify the definition of high-fraud groups and areas. (Action: CA)

A FAST officer on a 6-month rotation leads the fraud prevention unit in Embassy Brasilia's consular section. The incumbent is the sole fraud prevention manager at the embassy. The same situation exists at Consulate Recife. Consulates General Sao Paulo and Rio de Janeiro each have a full-time, mid-level fraud prevention manager. Fraud prevention is an important, complex function that requires developing and maintaining contacts with local law enforcement and other officials. Six months is insufficient to learn the responsibilities and develop the expertise and contacts necessary to function effectively. Moreover, rotational fraud prevention

managers on 6-month rotations do not always receive the fraud prevention training offered at the Foreign Service Institute, making the learning curve even steeper.

***Informal Recommendation 14:*** Embassy Brasilia should assign fraud prevention officers in the Embassy Brasilia and Consulate Recife consular sections to 1-year rotations.

### ***Assistant Regional Security Officer-Investigations***

CA and the Bureau of Diplomatic Security expanded the ARSO-I program in Brazil along with the growth in consular staffing. The investigators work well with the consular sections. A deputy ARSO-I will arrive in Brasilia in 2014 to oversee the four investigators currently in Embassy Brasilia and Consulates General Sao Paulo and Rio de Janeiro. Each of the programs adheres to the memorandum of understanding between the Bureau of Diplomatic Security and CA. Brazil also has a missionwide standard operating procedure governing the ARSO-I program.

An ARSO-I has been assigned to Consulate Recife with a tour of duty beginning in May 2014. There is no space in the current consulate facility to accommodate this position, and the move to the new facility is unlikely before 2015. The memorandum of understanding between the Bureau of Diplomatic Security and CA recommends that an ARSO-I be provided with physical office space. Facilities are not available for this officer to conduct fraud investigations without risk of compromise.

**Recommendation 19:** The Bureau of Diplomatic Security, in coordination with the Bureau of Human Resources, should delay the arrival in Recife of the assigned assistant regional security officer-investigations until adequate office space is available. (Action: DS, in coordination with DGHR)

### ***American Citizens Services***

Brazil's resident American citizen population of more than 200,000 is growing, and with it the demand for services. Consulate General Sao Paulo has a full-time, mid-level unit chief, with a part-time, mid-level unit chief in Consulate General Rio de Janeiro and an entry-level unit chief in Embassy Brasilia. Mission Brazil proposes replacing the entry-level unit chiefs with mid-level officers. The unit chiefs coordinate their work through regular conference calls. The mission holds in-country conferences when possible. Exchanges of locally employed staff would further harmonize American citizens services.

### **Political and Economic Reporting and Analysis**

Mission Brazil's reporting officers cover a large and populous country that is undergoing rapid change and is of great interest to Washington policymakers. Brazil's many high-level U.S. official visitors and some 30 formal, bilateral dialogues are successfully pushing ahead an ambitious policy agenda. The substantive and logistical support they demand reduces officer resources available for more traditional reporting on economic, political, and environment, science, technology, and health (ESTH) developments. Sequester-related constraints in travel budgets have reduced first-hand reportage of conditions outside of a handful of major cities. Lack of representational funds makes contact development more difficult.

Mission Brazil nevertheless produces a steady stream of spot, economic and political, and mandated reporting, which Washington end-users told inspectors are used in analysis produced for the White House and other senior officials. Mandated reports are generally on time and comprehensive.

Economic and political reporting officers throughout the mission actively support the front office's "one team" approach to promotion of U.S. exports. Other U.S. Government agencies within the mission praised their economic and political colleagues for contributing personnel resources and astute economic and political advice to help U.S. companies gain market share in Brazil.

### ***Reporting Guidance and Coordination***

The political and economic counselors in Embassy Brasilia direct the reporting effort for the entire mission, including reporting sections in the three constituent posts. An ESTH counselor separately heads up a very small embassy section.

Consulate reporting plans are linked to mission priorities. These plans, however, are only loosely coordinated with the embassy. Constituent posts do not have sufficient input into the national reporting plan to allow the particular competencies and perspectives to be reflected in the planning. The consulates are uncertain of reporting priorities and their role in meeting them.

**Recommendation 20:** Embassy Brasilia should incorporate input from constituent posts in preparing the national reporting plan. (Action: Embassy Brasilia)

### ***Political Reporting***

Political cables are of fair quality. They tend to be narrowly-sourced and lack analysis. Officers do not have robust networks of critical, outside contacts. Political cables rarely contain comments or explanations about why the information is important. Officers at constituent posts expressed the concern that Embassy Brasilia's management of reporting prevents creative, substantive reporting from the consulates. The resulting tension engenders resistance to embassy guidance. This issue is discussed in more detail in the Executive Direction section of this report.

### ***Economic Reporting and Trade Promotion***

Economic reporting is good, especially Embassy Brasilia's analysis of the implications for U.S. companies of new government policies and infrastructure projects. Consulate General Sao Paulo produces sophisticated and well-sourced macroeconomic and financial reporting. Economic officers work closely with the Treasury attaché in Brasilia, and the Foreign Commercial Service and Foreign Agricultural Service representatives in the mission. The embassy economic section chairs a monthly interagency meeting and teleconference with all four posts, as well as Washington-based Department of Commerce and U.S. Trade Representative officials, to coordinate export promotion activities. This unusually robust and inclusive mechanism pays off with smoother relations with Washington policy agencies.

### ***Environment, Science, Technology and Health***

At the time of the inspection, the embassy's ESTH office consisted of a counselor, one first-tour FAST officer, two LE staff members and one eligible family member hired for her background in environmental issues. In addition to reporting on ESTH issues, the counselor brought the very active petroleum and energy portfolios with her when she transferred from the economic section. Temporarily moving petroleum and energy to ESTH was reasonable under these circumstances, but in the medium-term it would make sense to move responsibility for that important economic portfolio back to the larger economic section. Considering the importance and potential breadth of the U.S.-Brazil ESTH and energy agendas, it appears that the ESTH office's personnel resources will provide inadequate substantive coverage and support of visitors in the months ahead.

***Informal Recommendation 15:*** Embassy Brasilia should review the personnel structure of the office of environment, science, technology and health to determine how best to distribute portfolios and workload and recommend whether personnel increases are necessary.

### ***Narcotics/Rule of Law***

The Bureau of International Narcotics and Law Enforcement plans to close its office in Brasilia and release the staff in summer 2014, although the embassy had not received formal notification at the time of the inspection. Should the office close, significant legislatively mandated reporting and project monitoring responsibilities will remain, including the on-site inspection of nearly 700 items of U.S. Government equipment throughout the country. This responsibility will fall to the economic and/or political reporting sections, which are not sufficiently staffed or funded to allow officers to fulfill these responsibilities.

**Recommendation 21:** The Bureau for Western Hemisphere Affairs, in coordination with the Bureau of Narcotics and Law Enforcement Affairs and Embassy Brasilia, should provide Embassy Brasilia with sufficient resources to fulfill its legislated responsibilities for oversight if the Bureau of International Narcotics and Law Enforcement Brasilia office closes. (Action: WHA, in coordination with INL and Embassy Brasilia)

### **Public Diplomacy**

With expanded bilateral relations, the public affairs environment has changed dramatically since the last OIG inspection in 2007. Mission Brazil's public affairs staff has deployed an array of public diplomacy tools to take advantage of presidential initiatives to expand educational exchanges and English instruction. Public diplomacy programs include input from constituent posts and are listed among the key goals of the Integrated Country Strategy. The public affairs information office has developed an innovative approach to social media, although this could be improved by a more missionwide approach.

The section is hampered by bureaucratic bottlenecks in the public affairs' program support unit and has a weak cultural diplomacy program.

Mission Brazil's public affairs section has had notable successes developing youth, educational, and English teaching partnerships. In July 2011 the President of Brazil announced a "Science Without Borders" program to send 101,000 Brazilians abroad by 2015 for higher

education. The section, using the full array of public diplomacy tools, convinced the Government of Brazil to send 5,300 students to the United States beginning in January 2012. Another 7,300 students are expected to complete the study program in 2013. One key to the success of Science Without Borders was to increase English language instruction within Brazil. The public affairs section in 2012 began coaching university-level faculties on the latest instructional methods. The section also established a program, financed by Brazil, to send more than 1,000 high school English instructors to the United States for training.

Now that successful educational exchange programs are underway, it is time to take a fresh look at how best to use other public diplomacy tools, such as sports diplomacy, social media, speakers, and engagement with the private sector. The upcoming World Cup and Olympics offer important public diplomacy opportunities. The mission's superb LE cultural specialists can facilitate mission engagement with senior intellectual and cultural leaders. The mission should develop a strategy to achieve such engagement aimed at engaging the ambassador and senior mission leadership with intellectual and opinion leaders in Brazil; demonstrating to Brazilians their shared cultural heritage with Americans; increasing high quality cultural programs; and through music, sports, and social media reaching out to underprivileged youth who are rarely included in educational exchanges.

**Recommendation 22:** Embassy Brasilia should implement a cultural diplomacy strategy to engage the mission with cultural elites and opinion leaders. (Action: Embassy Brasilia)

### *Section Management*

Mission Brazil's public diplomacy staffing is inadequate given educational exchanges, English language training, and the need to conduct a fuller range of public diplomacy programs. Six vacant LE public affairs positions have not been filled due to the sequester.

The public affairs section has not given sufficient attention to several important issues. Shortcomings include outdated position descriptions, bottlenecks in the budget office, over-centralization of social media resources, underfunding cultural diplomacy programs, overstaffing the Information Resource Center, and inadequate training.

Public affairs staff told inspectors that they are sometimes surprised to find that their political/economic colleagues have been assigned to traditional public diplomacy topics such as sports diplomacy, social media, and public diplomacy programs on law enforcement and women's issues. Mission leadership does not explain why these responsibilities shifted. Better coordination between the political/economic and public affairs sections would allow both sections to better accomplish mission goals.

**Informal Recommendation 16:** Embassy Brasilia should better integrate public affairs and political/economics staffs by requiring that officers attend each other's weekly staff meetings.

The public affairs program support unit consists of two local employees responsible for processing public affairs grants, travel authorizations, and procurements and for approving petty cash transactions. Direct-hire and LE staff complain that this unit is a bottleneck for public diplomacy financial transactions. Section staff members sometimes pay double and triple the

initially quoted air ticket price, as the program support unit often delays purchase of tickets until the day before the flight. Making broader use of blanket travel orders within a fixed geographical area and on a quarterly basis would remove a level of approval from the travel authorization process and provide the section better control over staff travel.

***Informal Recommendation 17:*** Embassy Brasilia should expand its use of blanket travel orders for public affairs staff.

***Informal Recommendation 18:*** Embassy Brasilia should reissue instructions and train public affairs staff on the missionwide air travel processing system.

The program support unit is overwhelmed by the volume of work, as even the most minute functions are centralized in Embassy Brasilia. For example, a program support specialist at the embassy signs each portion of a grant payment rather than turning this function over to grants officers representatives at constituent posts.

***Informal Recommendation 19:*** Embassy Brasilia should require grants officers representatives, rather than the program support specialist, to approve the second and third payments of a grant, once grants funds are certified as sufficient.

The program support unit does not clearly communicate to constituent posts changes to regulations that govern financial transactions. The program support specialist delays payments and approvals when proper procedures are not followed. Rather than providing this information by phone and email, it would be more effective for the specialist to conduct face-to-face tutorials, either through visits to the constituent posts or by digital video conferences.

***Informal Recommendation 20:*** Embassy Brasilia should provide financial training and tutorials to staff at constituent posts through regular visits or via digital video conferences.

The program support unit is converting paper grants files to electronic forms to be stored on SharePoint. The end result will be a more transparent system, but it is a time-consuming and inefficient process due to the considerable backlog of files. Currently, the program support specialist and her assistant input data when they have time. Delegating this task to a clerical worker would allow the program support unit to focus on more important matters.

***Informal Recommendation 21:*** Embassy Brasilia should delegate the conversion of the contents of hard-copy grants files to a clerical specialist.

The public affairs officer arrived in Brasilia in summer 2011. He has since travelled in-country more than 30 times, including 12 trips to Sao Paulo. His absence from Embassy Brasilia necessitates extra administrative duties for immediate subordinates to manage the public affairs section at a time when it is implementing major changes. Allowing mid-level and FAST public affairs officers to travel more often would improve management and morale in Embassy Brasilia and provide more developmental possibilities.

***Informal Recommendation 22:*** Embassy Brasilia should implement a travel plan in the public affairs section that affords travel opportunities to more junior officers.

### *Information Office*

The information office adequately monitors Brazilian media, producing a daily English language news summary incorporating input from all constituent posts, mostly from newspapers, but also from television and social media. Rio de Janeiro is the hub for television broadcasting in Brazil, while Sao Paulo is the center for social media companies. The embassy works with affiliates located in Brasilia to respond to inquiries and to schedule press activities rather than through the consulates general's information sections. The embassy information office coordinates only certain elements of the media function missionwide, and no longer meets with consulate staff weekly by digital video conference.

The country information officer's work requirements state that he should coordinate the media relations work of the three American information officers in the consulates general and with the public affairs officer in Consulate Recife. The embassy does not always respond quickly to constituent post inquiries about guidance on breaking news stories in their cities. The embassy's information officer is consumed by embassy duties such as scheduling media outreach for the Ambassador and DCM, attending thematic working group meetings, and creating a plan to rework the audio-visual staff in addition to producing the daily news summaries. Delegating responsibility for specific sectors to the constituent information officers will be a more logical division of labor and improve the delivery of the embassy's unified message.

**Recommendation 23:** Embassy Brasilia should implement a plan to distribute more responsibilities of the information office to constituent posts. (Action: Embassy Brasilia)

### *Social Media*

Embassy Brasilia's information officer and social media assistant coordinate social media missionwide. Recent public opinion polling in Brazil indicates that 61 percent of the Brazilian public has a favorable view of the United States.<sup>5</sup> Polling also indicates that Facebook is the dominant social media.<sup>6</sup>

Many large constituent posts at other missions have their own Facebook page. Social media outlets are concentrated in Sao Paulo, with 70 percent of the embassy's Facebook followers living there. Centralizing social media by channeling content through the embassy allows for a unified mission message but loses the opportunity to connect with a wider audience more interested in local news at each of the consulates general.

At nearly 100,000 followers, the embassy Facebook is relatively popular. By giving each constituent post its own Facebook page, these numbers would increase. Sao Paulo has a distinct personality and post activities are underreported due to Brasilia's limit (as suggested by the Bureau of International Information Programs) of only 2-3 missionwide Facebook posts per day. Consulates General Rio de Janeiro and Sao Paulo information staff currently lack the technical capabilities to manage effectively their own Facebook pages. Looking ahead to a time when

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<sup>5</sup> U.S. Department of State Office of Opinion Research: Public Opinion in Perspective: Brazil, May 2013.

<sup>6</sup> U.S. Department of State Office of Opinion Research: Brazilians Are Avid Social Media Users, July 2012.

public affairs can hire the necessary staff, Embassy Brasilia could help the constituent posts to establish their own Facebook pages.

**Recommendation 24:** Embassy Brasilia, in coordination with the Bureaus of Western Hemisphere Affairs and International Information Programs, should implement a plan to establish Facebook pages for Consulates General Rio de Janeiro and Sao Paulo. (Action: Embassy Brasilia, in coordination with WHA and IIP)

Embassy Brasilia runs a “new media group” that brainstorms ideas under the information officer’s supervision and the daily oversight of the social media assistant. Together, the group makes judgments about the best platforms to maximize the appeal of particular mission messages, measure the results, and experiment with the latest social media tools. Although the group is open to wider participation, only the public affairs staff participates.

**Informal Recommendation 23:** Embassy Brasilia should recruit new participants for the new media group, especially among first- and second-tour officers and specialists.

### ***Information Resource Center***

The Information Resource Center is a small library and information center that services 1,500 online contacts and hosts a small number of walk-in visitors. It is supervised by the information resources officer with 6 local employees. It is located in Casa Thomas Jefferson, a binational center in Brasilia that is one of 38 such institutions in the country. The binational centers’ primary task is teaching English (16,000 students at Casa Thomas Jefferson). About half of the binational centers receive grants from the Bureau of International Information Programs under the American Spaces designation.

In a new development, Casa Thomas Jefferson has asked the Information Resource Center to pay about \$13,500 per month rent for the space. This amount is in addition to the center’s annual budget of \$450,000 for maintenance, security guards, staff salaries and distribution of hard-copy magazines to other binational centers in Brazil.

The Information Resource Center is overstaffed. Attendance varies greatly from month to month, averaging about 10-12 people per day. One employee commented that 90 percent of the visitors are school-age children from Casa Thomas Jefferson who come to play video games. Resources can be better spent on other public affairs needs.

**Recommendation 25:** Embassy Brasilia, in coordination with the Bureau of International Information Programs, should close the Information Resource Center at Casa Thomas Jefferson. (Action: Embassy Brasilia, in coordination with IIP)

### ***Regional English Language Office***

The regional English language office consists of one direct-hire specialist and one assistant to cover the entire country. The regional English language officer travels about 40 percent of the time and is responsible for six English language fellows. These specialists, three of whom are funded by the Brazilian state of Pernambuco, are American English teachers who train Brazilian teachers in the latest methodologies.

The Brazilian Ministry of Education and private-sector organizations frequently ask Embassy Brasilia for assistance with English language instruction. The regional English language office is not adequately staffed to provide more than the basic assistance. Adding a second assistant would allow the embassy to accommodate more of these requests and expand its English language instruction for underprivileged students.

**Recommendation 26:** Embassy Brasilia, in coordination with the Bureau of Educational and Cultural Affairs, should hire a second locally employed regional English language office assistant. (Action: Embassy Brasilia, in coordination with ECA)

The regional English language officer is a one-country position. The incumbent is fluent in Portuguese, but the position is not language designated. Because of the limited English spoken in Brazil, the regional English language officer needs proficiency in Portuguese.

**Recommendation 27:** The Director General for Human Resources, in coordination with Embassy Brasilia and the Bureau of Educational and Cultural Affairs, should add language designation to position number 61111229. (Action: DGHR, in coordination with Embassy Brasilia and ECA)

**Resource Management**

<b>Agency</b>	<b>U.S Direct Hires</b>	<b>U.S Local Hires</b>	<b>LE Staff</b>	<b>Total Staff</b>	<b>Total Funding FY2012</b>
<b>Department of State</b>					
Diplomatic & Consular Program	89	4	33	126	\$16,685,937
ICASS	23	23	463	509	\$31,485,800
Public Diplomacy	17	3	54	74	\$7,761,076
Diplomatic Security	15	7	36	58	\$5,672,466
Security Engineering Office Technical Officer Exchange	3	0	1	4	\$342,890
H/L Visa Fraud	3	0	0	3	\$226,286
Marine Security	18	0	0	18	\$926,512
Representation	0	0	0	0	\$112,802
OBO	2	0	5	7	\$16,660,477
Narcotics and Law Enforcement	2	0	5	7	\$2,602,060
Consular Affairs	131	33	173	337	\$13,807,871
<b>Department of Agriculture</b>					
Foreign Agriculture Service	4	0	8	12	\$457,675
Agency Trade Office	1	0	0	1	\$513,314
Animal and Plant Health Inspection Service	2	0	2	4	\$2,500,000
<b>Department of Defense</b>					
Defense Attaché Office	22	0	5	27	\$1,636,755
Office of Defense Cooperation	0	0	0	0	\$235,000
Military Liaison Office	33	0	7	40	\$610,000
<b>Department of Justice</b>					
Drug Enforcement Administration	29	0	7	36	\$2,091,485
Legal Attaché's Office	3	0	1	4	\$445,520
<b>Department of Homeland Security</b>					
Transportation Security Administration	1	0	1	2	\$112,005
Container Security Initiative	4	0	5	9	\$425,000
Customs and Border Protection	2	0	1	3	\$219,955
Immigration and Customs Enforcement	5	0	0	5	\$806,000
Secret Service	2	0	2	4	\$680,000
<b>Foreign Commercial Service</b>					
Patent and Trade Office	1	0	2	3	\$456,959
International Trade Office	11	0	51	62	\$5,644,842
<b>USAID</b>					
Missions Operating Expenses	3	0	18	21	\$1,478,442
<b>Department of Health and Human Services</b>					
Centers for Disease Control and	0	0	4	4	\$549,200

Prevention					
Food and Drug Administration	1	0	1	2	\$4,500
Office of Global Affairs	1	0	1	2	\$85,900
<b>Department of Transportation</b>					
Federal Aviation Administration	1	0	1	2	\$263,360
<b>U.S. Congress</b>					
Library of Congress	1	0	14	15	\$1,415,371
<b>Department of Treasury</b>					
Office of International Affairs	1	0	2	3	\$200,327
<b>Department of the Army</b>					
Force Protection Detachment	4	1	3	8	\$656,003
Technical Analysis Team	3	0	0	3	\$10,000
Office of Security Cooperation	1	0	2	3	\$198,000
<b>Totals</b>	<b>439</b>	<b>71</b>	<b>908</b>	<b>1,418</b>	<b>\$117,979,790</b>

Source: Embassy Brasilia.

### Mission Management Overview

Management sections have coped well with rapid growth throughout the mission. Their efforts provided the foundation for consular success. With growth slowing somewhat, it is time to review administrative processes across the mission to improve customer service and the best use of resources. Accounts receivable, vouchering, and housing assignment and make-ready processes need review and improvement.

Embassy Brasilia in 2012 acquired a new deputy management counselor position, which also functions as the embassy management officer. Work requirements for the management counselor and deputy are almost identical because of the focus on mission growth and the need for a backup management counselor. The result is confusion among subordinates, lack of accountability for results, and duplication of effort. One solution would be to make the deputy responsible for management of Embassy Brasilia, and the counselor responsible for mission coordination and oversight.

**Informal Recommendation 24:** Embassy Brasilia should eliminate duplication in the work requirements statements of the management counselor and the deputy management counselor.

### General Services Operations

General services units across the mission have successfully managed the major challenges of supporting mission growth. However, newly hired employees have yet to be trained in either technical or customer service skills. Staff vacancies left unfilled due to sequestration and WHA hiring restrictions have led the mission to outsource some support services. OIG questionnaire and survey results indicate a high satisfaction with most services.

### ***Contracts***

Contracts over the \$3,000 micropurchase threshold comply with Federal Acquisition Regulation clause 52.222-50 pertaining to trafficking in persons.

Several designated contracting officer's representatives have yet to take required training and do not provide adequate contractor oversight. Contracting officers are not informed by the representatives, in writing, of performance deficiencies or schedule changes and delays. According to 14 Foreign Affairs Handbook (FAH)-2 H-142, alerting the contracting officer of any issues in the contractor's performance is the contracting officer's representative's responsibility. Department policy states that only employees with adequate training should be appointed as contracting officer's representatives.

**Recommendation 28:** Embassy Brasilia should require initial and refresher training for designated contracting officer's representatives. (Action: Embassy Brasilia)

### ***Procurement***

The mission's latest ICASS customer satisfaction survey rated the procurement units' performance below worldwide averages. Two factors, both products of rapid mission growth, explain the relatively low scores. First, four of the six procurement agents are new and have not received required training. Second, the procurement staff does not follow up on the status of customer purchases.

The management section has addressed the first factor by requiring the new employees to enroll in the Foreign Service Institute online acquisition courses. It addressed the second by providing information sessions on the procurement process to customers and staff, and it has instituted procedures to provide timely and consistent feedback to their clients.

### ***Property Management***

The general services office manages nonexpendable and expendable supply programs well, and ICASS customer satisfaction levels exceed worldwide averages. Embassy Brasilia's small onsite warehouse is well organized, and outfitted with appropriate racking and mechanical handling equipment. Consulate General Rio de Janeiro's warehouse has sufficient and organized storage space. Internal controls are adequate.

### ***Consolidated Warehouse***

In a missionwide consolidation, Embassy Brasilia and Consulate General Rio de Janeiro and Consulate Recife moved the bulk of their warehouse operations to Consulate General Sao Paulo's government-owned compound, which includes substantial warehouse space. The embassy and Consulate General Rio de Janeiro retain small amounts of furniture, appliances, and expendable supplies on site. This consolidation saves approximately \$200,000 annually in rent of the former off-site facility in Brasilia.

## *Housing*

The interagency housing board process works well. In Embassy Brasilia, the housing board has corrected deficiencies in the housing assignment process that led to complaints of inequitable housing in the past.

General services and facility management operations were unprepared for the mission's rapid growth. Embassy Brasilia's housing and facility management units were understaffed. They consequently outsourced some of the make-ready process, but failed to adequately oversee the contractor's work. The newly arrived supervisory general services officer and the interagency housing board are working to improve the housing assignment process in Embassy Brasilia.

Make-ready of housing is improving, but some residences were dirty and in need of repair when new employees arrived. According to ICASS uniform service standards, customers should move into housing that is clean, safe, and in good repair. Besides a negative impact on morale, poor make-ready work exposes residents to risk of injury. The new position of housing coordinator in Consulate General Rio de Janeiro has been key to its success in improving the housing make-ready process there.

**Recommendation 29:** Embassy Brasilia should require that mission housing is clean, safe, and in good repair upon occupancy. (Action: Embassy Brasilia)

**Informal Recommendation 25:** Embassy Brasilia should establish housing coordinator positions at the embassy and at Consulate General Sao Paulo.

## *Government-Owned Properties in Brasilia*

Embassy Brasilia maintains 20 government-owned residential properties, the majority purchased in the 1960s. A few have been refurbished but many need complete renovations. All are currently in use. The interagency housing board requested that the general services office and facility maintenance unit develop a rotating plan to take one house at a time out of service for renovation. The embassy has yet to put this plan into effect due to lack of funding.

The Department continues to operate under a mandate from the Congress and the Government Accountability Office to dispose of excess and unneeded properties as well as oversized housing. Properties that are vacant without approved plans for renovation or reuse are not being put to optimal use.

**Informal Recommendation 26:** Embassy Brasilia should assess all U.S. Government-owned properties and develop a strategy to renovate them.

## *Motor Pool*

The mission as a whole is careful of driver hours, but due to understaffing at Consulate General Sao Paulo, motor pool drivers are required to work a single shift in excess of 10 hours in one day. In a sample pay period, drivers at the consulate general worked 87 hours of overtime, most in excess of the 10-hour-per-day limit stipulated by the Department's Motor Vehicle Safety

Management Policy. Not observing the Department's safety policy for driver shifts results in a higher risk of vehicle accidents.

**Recommendation 30:** Embassy Brasilia should limit the number of hours worked by motor pool drivers to no more than 10 hours per day. (Action: Embassy Brasilia)

Vehicle dispatch and other motor pool communications are conducted by cell phone. Using radios enables drivers to simultaneously hear the dispatcher and one another. Radios are important to efficient motor pool operations, cut down on distracted driving by overuse of cell phones, and are a critical tool if the cell phone network goes down.

**Informal Recommendation 27:** Embassy Brasilia should equip dispatchers and motor pool vehicles with radios.

Consulate Recife's motor pool driver medical certifications are outdated. The consulate is working with Embassy Brasilia to have a medical practitioner visit post to conduct the required physical exams. Per 14 FAM 432.4 c. (4) (a), motor pool and incidental drivers must be medically certified every 2 years. Not adhering to the regulation puts drivers and passengers at risk.

**Informal Recommendation 28:** Embassy Brasilia should comply with the Department of State requirement for drivers to be medically certified every 2 years.

### ***Self-Drive Policy***

Consulate Recife's principal officer self-drives U.S. Government vehicles on personal errands. Mission Brazil's motor vehicle policy states that any transportation by the Ambassador or principal officer is automatically defined as for "business purposes." However, the Department definition of "business purposes" is limited to employees such as chauffeurs whose work requirements include driving. Per 14 FAM 433.1, "chiefs of mission and principal officers are strongly discouraged from self-driving." Unauthorized self-driving of official vehicles puts the driver at risk of personal liability for property damage, personal injury, or death claims resulting from accidents.

**Recommendation 31:** Embassy Brasilia should bring its motor vehicle policy into compliance with the Department of State's guidance on conducting personal business in a U.S. Government vehicle. (Action: Embassy Brasilia)

### ***Travel***

Travel services are centralized in Consulate General Sao Paulo because international airline and hotel companies are headquartered in that city. The travel manager does a good job of leveraging the mission's high travel volume to negotiate favorable air fares and hotel rates.

By piloting the E2 Travel Services online booking tool, Mission Brazil is poised to realize even more substantial cost savings. Relatively few travelers use the tool. Per 14 FAM 513, travelers are expected to make a conscientious effort to minimize travel costs. The cost of a ticket booked online is \$6.49 versus the \$31.49 charged by the Department's travel agent,

Carlson Wagonlit. If 80 percent of Mission Brazil's travelers booked online for eligible trips, the mission would save approximately \$85,000 per year.

**Recommendation 32:** Embassy Brasilia should require the use of the online booking tool for official travel. (Action: Embassy Brasilia)

Brazil is the third most visited mission in Latin America by U.S. officials, hosting 2,867 visitors in FY 2012. The resulting workload diminishes the time officers have to focus on their core duties. Consulate General Rio de Janeiro recently established a visitors unit to handle logistics. Employees report that the unit is functioning well and has reduced the time they spend on logistics, freeing them to focus more on their core functions. Good management entails appropriately matching resources to mission needs and maximizing resources to effectively accomplish the organization's mission. By allowing staff to be pulled away from core duties on a regular basis, Embassy Brasilia and Consulate General Sao Paulo risk undermining priority work.

*Informal Recommendation 29:* Embassy Brasilia should complete a cost-benefit analysis of establishing visitors units in Embassy Brasilia and Consulate General Sao Paulo and share the results with the ICASS council.

## Facility Management

Support from Embassy Brasilia's facility office to the constituent posts has been good. The embassy controls all routine maintenance funding, but has responded fully to emergencies, such as the recent flooding in Consulate General Sao Paulo. All other funding comes directly from OBO and has been adequate. The facility managers communicate regularly by digital video conference.

ICASS survey results for Embassy Brasilia and Consulates Rio de Janeiro and Recife are lower than average but higher for Consulate General Sao Paulo. Employees in Embassy Brasilia complain of the absence of feedback on appointments, workmen not showing up or showing up unexpectedly, and unexplained delays in making repairs. The section has only one work order clerk, despite the tremendous growth in staff and residences.

*Informal Recommendation 30:* Embassy Brasilia should assign a second clerk in the embassy facilities section.

Many LE maintenance employees in Embassy Brasilia and the constituent posts have a poor working knowledge of English. Residents report having difficulty communicating with the maintenance employees when they arrive to make repairs. Currently, only Embassy Brasilia and Consulate Recife offer English language courses to LE staff.

*Informal Recommendation 31:* Embassy Brasilia should make English language courses available to LE maintenance staff missionwide.

## Human Resources

Embassy Brasilia has missionwide responsibility for human resources issues. Relations between the embassy and consulates on the whole are good, but there are occasional differences, and standard procedures are sometimes unclear or lacking. The embassy approves all personnel decisions, including staff terminations, and sometimes overrules the consulates. There are no agreed-upon guidelines regarding employee discipline nor has the embassy issued standard operating procedures to be followed when terminating an employee. In one case, lack of communication resulted in the embassy reinstating an employee Consulate General Sao Paulo had terminated, creating ill-feeling and lingering mistrust between the officers involved.

**Recommendation 33:** Embassy Brasilia should implement standard operating procedures for locally employed staff discipline, including terminations. (Action: Embassy Brasilia)

Embassy Brasilia's human resources section received slightly below average scores on the 2013 ICASS customer satisfaction survey as well as the overall OIG workplace and quality of life questionnaire scores. The scores for the constituent posts were also lower. Respondents complained that the embassy human resource section's customer service is poor and the support it provides to the consulates has been uneven.

There are widespread complaints about the embassy human resources office. The OIG team heard of queries not being acknowledged or going unanswered. Employees at Consulates General Sao Paulo and Rio de Janeiro complained about receiving incorrect information. One employee at Consulate General Sao Paulo waited for 1 year for the embassy to upgrade the position, even after it was approved by the consulate general's classifier. During that time and despite repeated efforts, the embassy human resources office did not respond. ICASS service standards mandate timely responses to customer inquiries. Providing untimely, poor-quality services diminishes mission performance.

**Informal Recommendation 32:** Embassy Brasilia should implement service standards for the human resources office.

Mission Brazil lacks a training plan for LE staff and is only beginning to compile training data. No system is in place to prioritize training needs. Many employees hired during the growth surge have not had the fundamental initial training to prepare them for their work. The result is diminished productivity.

**Recommendation 34:** Embassy Brasilia should solicit training needs from across the mission, and implement a comprehensive training plan. (Action: Embassy Brasilia)

Most embassy LE staff position descriptions are up to date, but those at Consulates General Sao Paulo and Rio de Janeiro are not. More than half of the public affairs position descriptions missionwide were inaccurate or out of date. With the recent growth in staffing, local employees at the consulates have been assigned additional responsibilities that are not reflected in their position descriptions and position classifications. The position classification for the embassy's LE telecommunications field engineer states that he supervises more employees than is actually the case, possibly leading to an inflated grade. Outdated position descriptions are a

general shortcoming that will require the action of the employee, supervisor, and the human resources officer to resolve per 3 FAH-2 H-441.4.

**Recommendation 35:** Embassy Brasilia should review all locally employed staff position descriptions and update those that are not current and reclassify those positions as needed. (Action: Embassy Brasilia)

### ***Eligible Family Member Employment***

Embassy Brasilia has an effective eligible family member employment program. Of 95 eligible family members, 24 are employed in the embassy and 19 on the local economy. The embassy's hiring process is fair and transparent. The embassy organizes regular workshops to keep prospective job seekers informed of positions available both inside and outside the embassy. The consulates have smaller programs, with fewer eligible family member positions. In Sao Paulo, where many American companies are located, Portuguese language requirements limit outside employment.

### ***Official Residence Expense Staff***

Because staff payment books constitute official contracts under Brazilian law, Mission Brazil does not produce employment agreements for household staff of the Ambassador, DCM, and the principal officers at the constituent posts. There is no management policy that provides guidance regarding official residence expense staff. When inspectors asked household staff for their contracts, they produced their payment books but had no information on such items as health insurance or social security. As evidenced by sample management policies and employment agreements on the Department Web site, the Department encourages posts to develop official representation expense staff employment agreements. By not documenting responsibilities of the employee and the employer, ambassadors, DCMs, and principal officers are at risk of noncompliance with local and U.S. labor law and regulations.

***Informal Recommendation 33:*** Embassy Brasilia should implement a missionwide policy on official residence expense staff, including employment agreements.

### ***Post Language Program***

The mission has an active post language program. Staff complained about the lack of organization in the embassy's program, especially about the many unannounced absences and unplanned or extended leave taken by instructors. To improve the post language program and increase accountability, the embassy's human resources office is implementing attendance and scheduling changes.

### ***Equal Employment Opportunity***

Mission Brazil has a large and effective program, with seven American counselors and seven LE staff liaisons. There are no pending cases.

The embassy provides program information via management notices and bulletin board displays throughout the mission. An Equal Employment Opportunity page on Mission Brazil's

SharePoint site lists the embassy's Equal Employment Opportunity policies and provides links to Department resources.

## **Financial Management**

Budget planning and accounting are centralized at Embassy Brasilia. Travel vouchers are outsourced to the Department's Post Support Unit. Each post receives invoices and prepares payment vouchers, and then sends them to the embassy for funding. Inspectors observed satisfactory unannounced cash counts of Class B cashiers in Embassy Brasilia and Consulate General Sao Paulo. Inspectors were unable to observe cash counts in Consulate General Rio de Janeiro due to the cashier's absence in the lead-up to the vice president's visit to Brazil and in Consulate Recife due to flooding.

### ***Late Invoice Payments***

Due to Brazil's history of hyperinflation, the deadline for local invoice payments is sometimes only a few days. Brazilian law does not mandate a specific invoice payment deadline. Each vendor has its own invoice payment policy, and late payment penalties are often negotiable. LE staff members claim that Brazilian businesses negotiate better terms of payment than does the mission. By not negotiating late payment deadlines, the U.S. Government loses money.

***Informal Recommendation 34:*** Embassy Brasilia should negotiate favorable payment terms with all vendors.

Although Mission Brazil has improved its payment process for bills such as utilities and condominium fees, it is slow to pay other vendor invoices due to haphazard receipt of invoices and slow voucher examination. The embassy and each consulate have devised their own methods of tracking the last two payment process steps of certifying payment and ordering the check, but do not track the critical first steps from the receipt of invoice to the end of the voucher examiners' work. The tracking methods are incompatible with each other and with the Department's Ariba procurement tracking system. Because no one monitors the entire payment process, only vendor complaints alert managers to languishing invoices. Per 4 FAH-3 H-422.3, the billing office shall identify and solicit late invoices. Lack of an efficient monitoring system results in the embassy paying penalties, friction with vendors, and lack of accountability for late payments.

**Recommendation 36:** Embassy Brasilia should use the approved Ariba system to monitor the payment process from invoice receipt to final payment. (Action: Embassy Brasilia)

**Recommendation 37:** Embassy Brasilia should develop performance standards for each step of the invoice payment process and hold employees accountable for their performance. (Action: Embassy Brasilia)

***Informal Recommendation 35:*** Embassy Brasilia should complete an analysis of late fees missionwide for FY 2013 and share the results with the Interagency Cooperative Administrative Support Services council.

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

The ICASS process works well. It is managed by Embassy Brasilia with full participation in the budget committee and the ICASS council by appropriate personnel across the mission. However, Embassy Brasilia's financial management office provides funding to ICASS service providers without sharing the comprehensive budget. Budget decisions should be negotiated by all concerned service providers to maximize mission resources and encourage advance planning.

***Informal Recommendation 36:*** Embassy Brasilia should coordinate budget planning by providing funding information to all International Cooperative Administrative Support Services providers and establishing consensus on spending priorities.

### ***Outsourcing Vouchers***

Embassy Brasilia currently outsources travel vouchers, but not payment vouchers. The average cost to process a voucher in-house is \$37.61 per strip code. Regional financial support units charge \$12 per strip code to process vouchers. The Global Financial Services office in Charleston states that outsourcing voucher processing is optional and should be determined locally. Not choosing the appropriate voucher processing method is costly to the U.S. Government.

**Recommendation 38:** Embassy Brasilia should determine whether outsourcing payment voucher processing would result in cost savings, and share the study with the Interagency Cooperative Administrative Support Services council.(Action: Embassy Brasilia)

### **Information Management**

Information management operations are well managed. Staffing is adequate, and the section has done a good job of scaling to accommodate new support requirements following the growth in consular staff. The information management officer, who had the benefit of prior experience in other information management capacities in Brazil, has provided solid leadership. The section has developed innovative local applications and has pursued centralization or consolidation to increase efficiency. There is room for improvement in overall communication and coordination between the embassy information management section and those of the consulates. The absence of travel funding has hampered efforts to support the consulates, even for mission-critical equipment. Information security functions are performed adequately.

The embassy is seeking to establish a regional information systems security officer position, which the OIG team supports. Inspectors found areas for improvement, many of which management was already aware of or taking action to mitigate.

### ***Mail Operations***

The mail room at Consulate General Sao Paulo has a history of weak management and inefficient operations. The current mail room supervisor has made great strides in redressing those issues and instituting efficient work processes. The current American information management staff also has made significant progress resolving longstanding personnel issues.

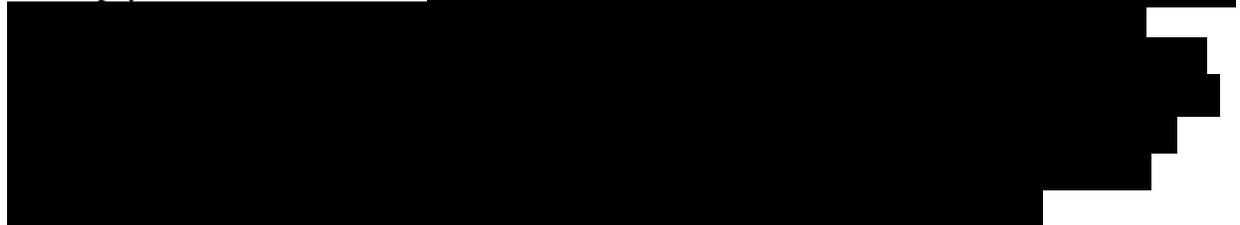
The OIG team found a number of instances of unauthorized use and abuse of the mail program at Consulate General Sao Paulo, which lacks internal controls. The embassy issued a management notice in 2010 specifying authorized usage. Due to employee turnover in the past 3 years, this notice should be reissued. Only authorized personnel who meet the criteria identified in 14 FAM 724.2 may use the diplomatic post office. An updated diplomatic mail policy would inform consulate staff of approved usage and regulations and reduce the likelihood of abuse.

**Recommendation 39:** Embassy Brasilia should update and redistribute a missionwide mail policy that establishes internal controls for authorized usage of the diplomatic mail program. (Action: Embassy Brasilia)



**Recommendation 40:** [Redacted]

New visa applicant pre-processing procedures involve applicants visiting external facilities operated under the Global Support Strategy contract. Applicants who qualify for a waiver of interview submit their passport, a printout of their online application, and a receipt for online payment of their visa fee. [Redacted]



**Recommendation 41:** [Redacted]

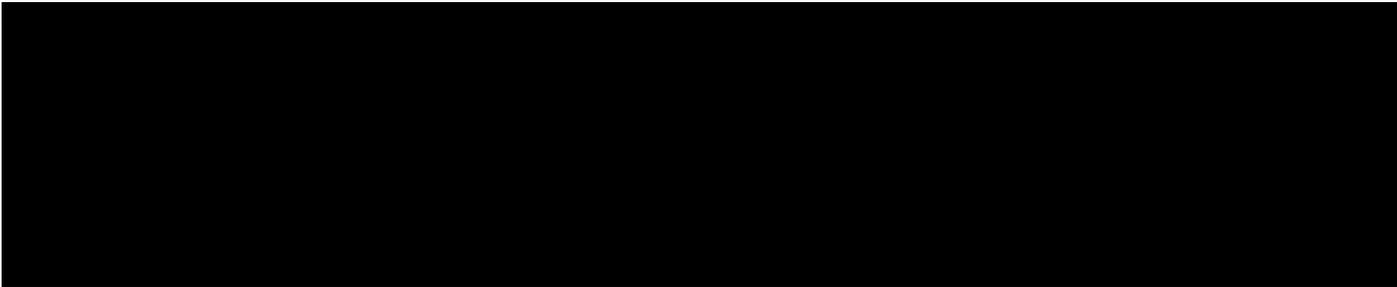
*Diplomatic Post Office*

Mission Brazil's diplomatic post office was converted from a military post office and so is permitted to operate without host-nation approval requirements under 14 FAM 761.1. This framework offers little clarity to the mission on rights and responsibilities. Conflicting policies have not helped the issue. In accordance with 14 FAH-4 H-113, all posts are listed as Category C and must use the diplomatic post office for personal mail. Embassy Brasilia has issued a management notice instructing mission personnel to use the unclassified pouch for personal items. Consulate General Sao Paulo has reiterated that instruction to its community as well, citing instances of items being damaged in the diplomatic post office.

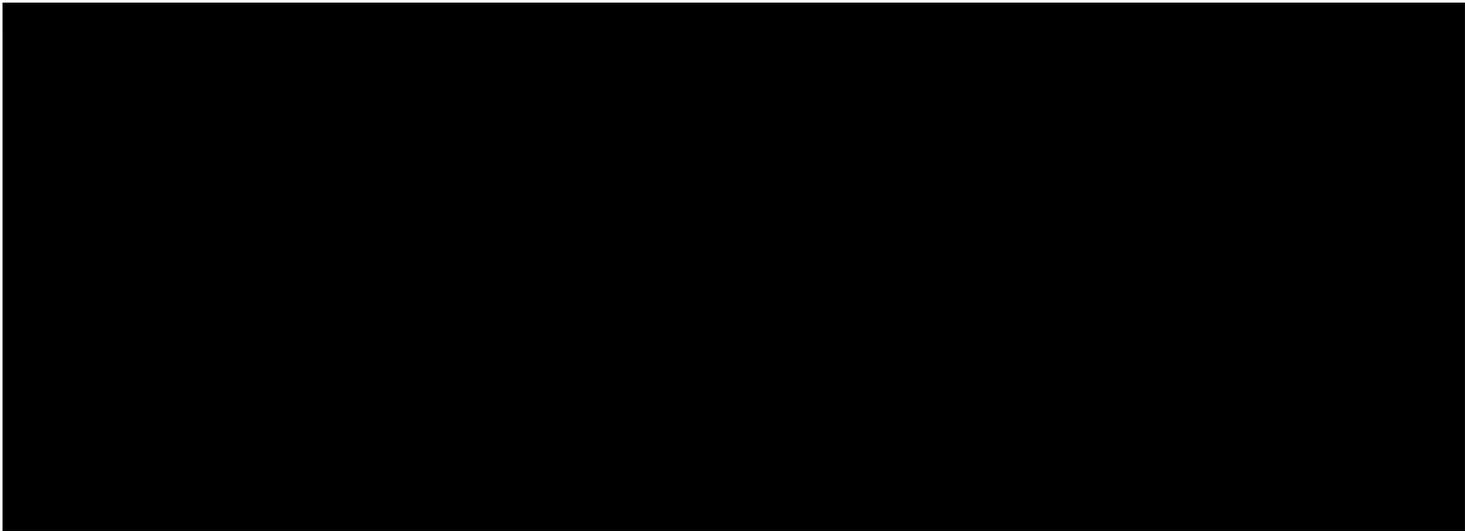
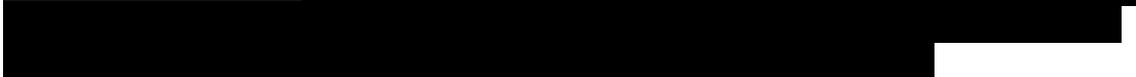
**Recommendation 42:** Embassy Brasilia, in coordination with the Bureau of Administration, should clarify the mission policy for personal use of the diplomatic post office and unclassified pouch to bring it into line with Department of State regulations. (Action: Embassy Brasilia, in coordination with A)

The hub for the diplomatic post office was recently moved to Consulate General Rio de Janeiro from Embassy Brasilia. The consulate general's diplomatic post office is too small to handle the volume of mail if all mission personnel were to use it rather than the diplomatic pouch for personal mail. Remodeling the mail room to eliminate the anteroom would provide additional space.

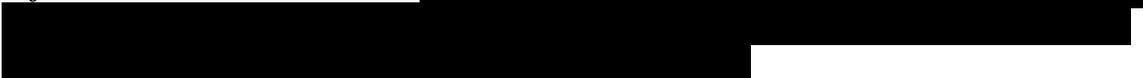
**Informal Recommendation 37:** Embassy Brasilia should direct Consulate General Rio de Janeiro to modify the mail room layout to better accommodate pouch bags and mail sorting.



**Recommendation 43:**



**Informal Recommendation 38:**



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<sup>7</sup> *Inspection of Embassy Brasilia and Constituent Posts, Brazil*, Report No. ISP-I-08-15A, March 2008.

### ***Telephone Operations***

Telephone operations missionwide have been generally well managed and include innovations that have helped to promote mission cohesion. Mission staff widely praised a recent initiative to reprogram the telephone private branch exchanges to allow for four-digit extension dialing missionwide. There have been some challenges, including with the threat recorders, which are detailed in the security annex. The next initiative planned is to consolidate switchboard operations at a single site.

### ***Cellular Phone Contract***

Embassy Brasilia negotiated a missionwide contract for cellular phone service through the company Telecom Italia Mobile. Only Consulate General Rio de Janeiro opted out. The contract was to include centralized billing and local sales company representatives, but this has not happened. While a central contract is often a best practice, here it became a worst-case scenario as the selected carrier has provided unreliable service, which poses a communication vulnerability in the event of an emergency. Consulate General Sao Paulo would like to switch to another company with a better performance record. Telecom Italia Mobile currently has a termination fee in excess of \$30,000. Embassy Brasilia plans to wait until later in 2013—the end of the second option year—to make any switch to avoid those costs. Coordination between the embassy and the consulates will be necessary in making a sound decision.

### ***Embassy Brasilia***

The information systems center at Embassy Brasilia is well run and has met increased workload ably over the last 3 years.

The information systems center currently has one programmer to develop and maintain local applications. The senior programmer currently supports approximately 36 applications, including SharePoint sites, databases, and Web site interfaces. Applications such as the automated customs and shipping system have garnered wide praise from embassy customers. Despite this, few of the applications have been disseminated to or implemented by the constituent posts. The applications themselves are generally developed using a prototyping methodology and are documented informally in SharePoint. One followed a more rigorous waterfall approach with strict control gates. The documentation shared with inspectors indicated that none of the applications had been recorded in ITAB/iMatrix, the Department's repository for reporting systems information in accordance with the Federal Information Security Management Act.

***Informal Recommendation 39:*** Embassy Brasilia should require the consulates to make use of Embassy Brasilia's locally developed software applications.

***Informal Recommendation 40:*** Embassy Brasilia should update the Department's Information Technology Asset Baseline/iMatrix system with records for each of the locally developed applications.

Embassy Brasilia does not have off-site storage of OpenNet backups. Because of the volume of data generated by the embassy, it has tried a variety of methods to create full backups,

including tapes and removable hard drives. The latest effort involves a secondary Jetstor storage area network array housed in a cage in the embassy warehouse. This unit is connected by fiber-optic cabling to the main server room and creates a backup from the main Jetstor unit that takes incremental snapshots of Embassy Brasilia's OpenNet network. The warehouse cage is not a good solution for information systems center storage as it does not have adequate climate or access controls. The presence of the second backup unit, which maintains a full online backup of the embassy's network, means the space is subject to the same physical security requirements as a computer room as required by 12 FAM 629.4.

**Recommendation 44:** Embassy Brasilia, in coordination with the Bureaus of Western Hemisphere affairs and Information Resource Management, should implement alternative means for secure off-site storage of network backups. (Action: Embassy Brasilia, in coordination with WHA and IRM)

### *Consulate Recife*

Consulate Recife has two systems administrators who have done an excellent job maintaining systems operations despite a doubling of their user base. One administrator also performs mail duties, due to a vacancy. The management officer who supervises the systems staff does not have the necessary background to understand network operations or rate the administrators' performance. Designating Embassy Brasilia's information systems officer as the reviewer of the LE systems staff would provide better technical oversight over the management officer's assessment and keep the embassy better informed of consulate information management issues.

**Informal Recommendation 41:** Embassy Brasilia should designate the information management officer in Brasilia as the reviewing officer for the systems staff at Consulate Recife.

Consulate Recife has two dedicated Internet networks that do not comply with Department regulations under 5 FAM 872.2, which require embassies to register all dedicated Internet network connections. The consulate must justify dedicated Internet networks by demonstrating a clear need that cannot be met by the unclassified network. If not appropriately managed and justified, dedicated Internet networks divert information management resources from the Department's OpenNet network. Lack of appropriate management exposes government-owned computers to cyber threats.

**Recommendation 45:** Embassy Brasilia should register all dedicated Internet networks at Consulate Recife with the Bureau of Information Resource Management. (Action: Embassy Brasilia)

### *Consulate General Rio de Janeiro*

Information management operations at Consulate General Rio de Janeiro are ably managed despite difficult circumstances. The building's physical infrastructure is old and dilapidated, there was a gap of almost 1 year in one of the two direct-hire information management positions, and the consulate general hosts the highest number of official visits in the region.

The consulate general building presents unique challenges to information management operations, especially related to cabling and other infrastructure components. A team from the Bureau of Information Resource Management surveyed the building in September 2012 and detailed numerous shortcomings. A planned enterprise integrity & refurbishment project should correct the issues to the extent possible in the current facility. Additional challenges presented by the physical infrastructure to controlled access areas are detailed in the security annex.

The information systems center provides effective systems support for consulate users and handles the visitor workload well, despite their limited staff and space for staging the equipment deployed to accommodate visitors and frequent office moves. The information systems storage room is normally stacked to the ceiling with boxes, with the overflow stacked in already tight office space.

***Informal Recommendation 42:*** Embassy Brasilia should designate additional storage space for the information systems center at Consulate General Rio de Janeiro.



***Informal Recommendation 43:*** Embassy Brasilia should direct Consulate General Rio de Janeiro to address the findings in the draft regional computer security officer report.

One of the personal challenges facing American staff missionwide is the daunting task of navigating the Brazilian bureaucracy and commercial representatives necessary to establish residential Internet and telephone service. Because of this, the mission has established procedures to assist newly arrived American staff with the initial Internet and telephone installation and setup in their residences. However, Consulate General Rio de Janeiro is unique in that its telephone operator spends approximately 80 percent of her time dealing with these issues, including handling personal billing anomalies subsequent to initial setup. She also assists spouses with phone setup and support. Guidance in 15 FAM 166 does not authorize such services beyond the initial setup.

**Recommendation 46:** Embassy Brasilia should direct Consulate General Rio de Janeiro to stop providing support from consulate personnel to assist American staff in resolving issues involving personal Internet and telephone services. (Action: Embassy Brasilia)

### ***Consulate General Sao Paulo***

Consulate General Sao Paulo's information systems center has absorbed the increase in workload and system users due to consular growth. Systems staffing is roughly half that of Embassy Brasilia, which does not have the same level of consular operations demand. Consular systems need constant support, which will require continued involvement by management moving forward. As in Consulate General Rio de Janeiro, U.S. direct-hire staffing has also been

a challenge. For almost 1 year, the unit was led by a second-tour specialist whose strong performance coincided with critical stages in the mission's growth process.



***Informal Recommendation 44:*** [Redacted]

The telephone technician who maintains the consulate general's telephone network has never received formal telephone training during his 13-year tenure. The telephone network's complexity warrants formal training at the Foreign Service Institute. The lack of formal training limits the technician's ability to provide support services and maintain the telephone network.

***Informal Recommendation 45:*** Embassy Brasilia should provide training at the Foreign Service Institute for the telephone technician at Consulate General Sao Paulo.

## Quality of Life

Community liaison office services at all posts in Mission Brazil were highly rated in customer service questionnaires.

The health units at the embassy and consulates function well. Inspectors agree with the Office of Medical Services and mission management that, with the growth of the mission, Embassy Brasilia should be staffed with a regional medical officer.

Mission Brazil's school program is rated as the best in the region. The regional security office has performed security assessments for possible Soft Target Program support. Mission leadership is actively involved in school board representation, but finding room for its students is a continuing challenge. To their credit, mission management has been proactive in working with the Office of Overseas Schools to find solutions and reinforce school relationships.

The Employee Special Services Association operates only in Embassy Brasilia and Consulate General Sao Paulo. The Office of Commissary and Recreation Affairs conducted a review of both associations' operations in February 2013 and provided training to board members. The associations are complying with recommendations of the Office of Commissary and Recreation Affairs on reporting and documentation requirements. The management officers at the embassy and the consulate function as the Ambassador's representatives to the association board of directors.

## Management Controls

### *Chief of Mission Certification*

The annual certification of internal controls is thorough and includes certification that mission managers completed risk assessment questionnaires as part of the process. [Redacted] (b) (5), [Redacted] (b) (7)(F)

### *Separation of Duties*

In Embassy Brasilia, invoices are received by the ordering office or the procurement office. In Consulates Rio de Janeiro and Recife, the procurement staff receives invoices from the vendors. Consulate General Sao Paulo recently established the financial management office as the designated billing office.

Per 4 FAH-3 H-413.5 b. (1) and (3), purchasing goods and services should be separated from examining invoices and preparing vouchers. State cable 57938 dated April 12, 2013, emphasizes the importance of the financial management office taking responsibility for invoices. Violation of separation of duties increases the risk of error, waste, and wrongful acts.

**Recommendation 47:** Embassy Brasilia should designate the post financial management offices as the billing offices for all mission transactions. (Action: Embassy Brasilia)

### *Subcashiers*

Embassy Brasilia's Class B cashier was unable to produce records of unannounced cash counts for subcashiers. In accordance with 4 FAH-3 H-397.1-2, unannounced verifications of a cashier must be conducted monthly, regardless of the amount of the cash advance. Per 4 FAH-3 H-394.3 a., the regulations which apply to the Class B cashier's use of the operating cash advance also apply to subcashiers. This guidance includes requiring that verification officers complete exhibit 12C of the cashier user guide and include a copy with the subcashier records. Lack of oversight invites fraud.

**Recommendation 48:** Embassy Brasilia should require monthly cash counts of subcashiers and hold the Class B cashier accountable for maintaining full and current documentation of subcashiers. (Action: Embassy Brasilia)

### *Locally Employed Staff Certifying Officer*

Embassy Brasilia has not conducted the voucher reviews of the LE certifying officer as mandated by 4 FAH-3 H-065.2-2. This lack of oversight could result in undiscovered errors and increases the potential for fraud.

**Recommendation 49:** Embassy Brasilia should bring oversight of the locally employed staff certifying officer into compliance with Department of State regulations. (Action: Embassy Brasilia)

### ***Locally Employed Staff Overtime Compensation***

Mission Brazil paid over \$1 million in LE staff overtime costs in FY 2012. Two individuals received more than \$25,000 each in overtime pay. Per 4 FAH-3 H-525.1-2, the management officer must establish controls for accurate and timely recording and reporting of time and attendance. The mission's designation of responsibilities delegates responsibility for time and attendance to the financial management officer. Nobody monitors LE staff overtime. Because no one is accountable for controlling overtime costs and procedures, anomalies and improper overtime approvals go unchallenged. Though overtime has virtually stopped due to sequestration, proper oversight will be needed once overtime is again in use.

**Recommendation 50:** Embassy Brasilia should designate one individual to oversee locally employed staff overtime compensation missionwide. (Action: Embassy Brasilia)

***Informal Recommendation 46:*** Embassy Brasilia should complete an overtime analysis for FY 2012 and share the results with supervisors and with the Interagency Cooperative Administrative Support Services council.

### ***Ethics***

Mission Brazil solicits American companies for donations in support of the mission's July 4 official celebrations. The majority of the firms are located in Sao Paulo, and the burden of solicitation falls on the consulate general. FAST officers, almost exclusively from the consular section, place follow-up calls to companies to ask for donations. These officers also adjudicate visa applications for employees of these same companies, which could create the appearance of a conflict of interest.

**Recommendation 51:** Embassy Brasilia should refrain from assigning officers from within the consular sections to the task of soliciting donations for July 4 celebrations. (Action: Embassy Brasilia)

### **Consular Management Controls**

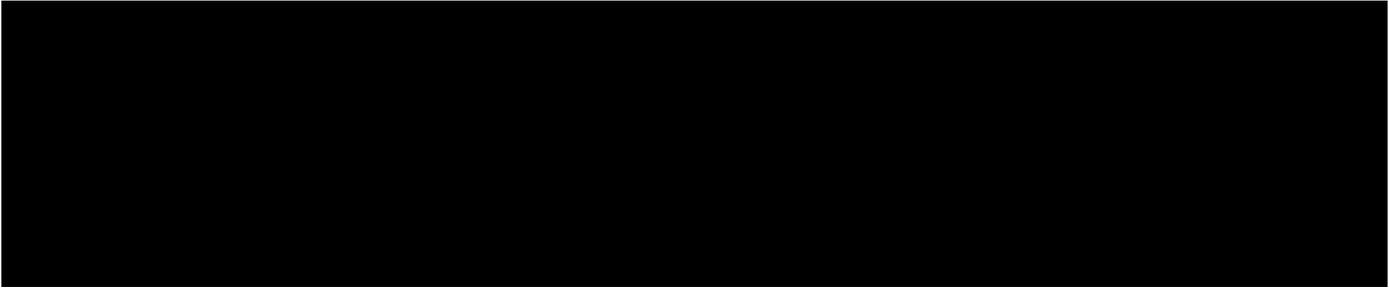
The consular collections process in Consulates General Sao Paolo and Rio de Janeiro does not allow sufficient time for the consular subcashier to deposit and the Class B cashier to prepare the required receipt for funds at the end of the work day. In Consulate General Rio de Janeiro, the Class B cashier's work hours end early, which does not allow sufficient time for the deposit and accounting for consular collections. Guidance in 7 FAH-1 H 734.4 requires that the process allow adequate time for daily reconciliation, delivery, counting and receipting for the day's collections. The Bureau of Comptroller and Global Financial services in its Cashier User Guide requires Class B cashiers to issue OF-158 collection receipts as the only valid receipt for funds collected. Failure to correctly receipt for collections is a vulnerability and could compromise the process.

**Recommendation 52:** Embassy Brasilia should establish a work schedule that allows consular subcashiers to close for business one hour before the end of the work day. (Action: Embassy Brasilia)

**Recommendation 53:** Embassy Brasilia should implement a cashier work schedule that allows for the consular collections to be accounted and receipted on the day of collection. (Action: Embassy Brasilia)

Consulate General Sao Paulo's consular subcashier and alternate subcashiers do not have cash advances for making change. Nor do they have combination lock cash boxes to which they have exclusive access.

***Informal Recommendation 47:*** Embassy Brasilia should provide cash advances and combination lock boxes to its consular subcashier and alternate subcashiers and issue new designation letters reflecting the amounts of the cash advances.



**Recommendation 54:** [Redacted]

## List of Recommendations

**Recommendation 1:** Embassy Brasilia should discontinue its policy of requiring the deputy chief of mission to approve all public affairs grants and return authority for grant management to the public affairs officers at constituent posts, in consultation with consuls general. (Action: Embassy Brasilia)

**Recommendation 2:** Embassy Brasilia should issue written guidance to reporting officers that reporting should be objective, broadly sourced, and include comments and analysis. (Action: Embassy Brasilia)

**Recommendation 3:** Embassy Brasilia should include principal officers from the constituent posts in weekly country team meetings through digital video conferencing. (Action: Embassy Brasilia)

**Recommendation 4:** Embassy Brasilia should include constituent posts in the preparation of strategic planning documents, including the Integrated Country Strategy and the Mission Resource Request. (Action: Embassy Brasilia)

**Recommendation 5:** Embassy Brasilia should develop coordinated and appropriate travel and representational budgets for all mission sections. (Action: Embassy Brasilia)

**Recommendation 6:** Embassy Brasilia, in coordination with the Bureau of Overseas Buildings Operations and Western Hemisphere Affairs, should investigate all possibilities, including commercial office space, for a new facility for Consulate General Rio de Janeiro that meets the 2018 timeline set by the Bureau of Overseas Buildings Operations. (Action: Embassy Brasilia, in coordination with OBO and WHA)

**Recommendation 7:** The Bureau of Western Hemisphere Affairs should create a senior position in its executive office dedicated exclusively to providing oversight of Mission Brazil's growth and coordinating with other Department offices. (Action: WHA)

**Recommendation 8:** Embassy Brasilia, in coordination with the Bureau of Western Hemisphere Affairs and the Bureau of Human Resources, should create a position in the Brasilia management section dedicated to providing day-to-day oversight of all new consulate facilities and operations until they are operational. (Action: Embassy Brasilia, in coordination with WHA and DGHR)

**Recommendation 9:** Embassy Brasilia should complete an analysis of its International Cooperative Administrative Support Services staffing and make adjustments as needed. (Action: Embassy Brasilia)

**Recommendation 10:** The Foreign Service Institute, in coordination with the Bureau of Consular Affairs, should provide language testing for limited non-career appointees who wish to have additional language test scores on record with the Department of State. (Action: FSI, in coordination with CA)

**Recommendation 11:** The Bureau of Consular Affairs, in coordination with the Bureau of Administration, should issue guidance to consular managers defining the service standards for

Global Support Strategy contractors and explaining how to monitor and report deficiencies to the contracting officer's representative. (Action: CA, in coordination with A)

**Recommendation 12:** Embassy Brasilia should place closed-circuit television monitors into service at all the contractor's applicant service centers in Brazil. (Action: Embassy Brasilia)

**Recommendation 13:** Embassy Brasilia should require all its consular officers to maintain active credentials for access to the classified system. (Action: Embassy Brasilia)

**Recommendation 14:** The Bureau of Overseas Buildings Operations, in coordination with Embassy Brasilia, should install interview windows that are the standard 37 inches high. (OBO, in coordination with Embassy Brasilia)

**Recommendation 15:** Embassy Brasilia, in coordination with the Bureau of Overseas Buildings Operations, should construct a privacy wall to enclose the American citizens services unit. (Action: Embassy Brasilia, in coordination with OBO)

**Recommendation 16:** The Bureau of Consular Affairs should amend the provision in 9 *Foreign Affairs Manual*, Appendix G, 101.3 (c) to clarify at what point a passport is considered to have left the consular section. (Action: CA)

**Recommendation 17:** Embassy Brasilia should issue standard language that staff members can use in responding to requests for expedited return of passports. (Action: Embassy Brasilia)

**Recommendation 18:** The Bureau of Consular Affairs should revise 9 FAM 41.102 N9.2 to clarify the definition of high-fraud groups and areas. (Action: CA)

**Recommendation 19:** The Bureau of Diplomatic Security, in coordination with the Bureau of Human Resources, should delay the arrival in Recife of the assigned assistant regional security officer-investigations until adequate office space is available. (Action: DS, in coordination with DGHR)

**Recommendation 20:** Embassy Brasilia should incorporate input from constituent posts in preparing the national reporting plan. (Action: Embassy Brasilia)

**Recommendation 21:** The Bureau for Western Hemisphere Affairs, in coordination with the Bureau of Narcotics and Law Enforcement Affairs and Embassy Brasilia, should provide Embassy Brasilia with sufficient resources to fulfill its legislated responsibilities for oversight if the Bureau of International Narcotics and Law Enforcement Brasilia office closes. (Action: WHA, in coordination with INL and Embassy Brasilia)

**Recommendation 22:** Embassy Brasilia should implement a cultural diplomacy strategy to engage the mission with cultural elites and opinion leaders. (Action: Embassy Brasilia)

**Recommendation 23:** Embassy Brasilia should implement a plan to distribute more responsibilities of the information office to constituent posts. (Action: Embassy Brasilia)

**Recommendation 24:** Embassy Brasilia, in coordination with the Bureaus of Western Hemisphere Affairs and International Information Programs, should implement a plan to

establish Facebook pages for Consulates General Rio de Janeiro and Sao Paulo. (Action: Embassy Brasilia, in coordination with WHA and IIP)

**Recommendation 25:** Embassy Brasilia, in coordination with the Bureau of International Information Programs, should close the Information Resource Center at Casa Thomas Jefferson. (Action: Embassy Brasilia, in coordination with IIP)

**Recommendation 26:** Embassy Brasilia, in coordination with the Bureau of Educational and Cultural Affairs, should hire a second locally employed regional English language office assistant. (Action: Embassy Brasilia, in coordination with ECA)

**Recommendation 27:** The Director General for Human Resources, in coordination with Embassy Brasilia and the Bureau of Educational and Cultural Affairs, should add language designation to position number 61111229. (Action: DGHR, in coordination with Embassy Brasilia and ECA)

**Recommendation 28:** Embassy Brasilia should require initial and refresher training for designated contracting officer's representatives. (Action: Embassy Brasilia)

**Recommendation 29:** Embassy Brasilia should require that mission housing is clean, safe, and in good repair upon occupancy. (Action: Embassy Brasilia)

**Recommendation 30:** Embassy Brasilia should limit the number of hours worked by motor pool drivers to no more than 10 hours per day. (Action: Embassy Brasilia)

**Recommendation 31:** Embassy Brasilia should bring its motor vehicle policy into compliance with the Department of State's guidance on conducting personal business in a U.S. Government vehicle. (Action: Embassy Brasilia)

**Recommendation 32:** Embassy Brasilia should require the use of the online booking tool for official travel. (Action: Embassy Brasilia)

**Recommendation 33:** Embassy Brasilia should implement standard operating procedures for locally employed staff discipline, including terminations. (Action: Embassy Brasilia)

**Recommendation 34:** Embassy Brasilia should solicit training needs from across the mission, and implement a comprehensive training plan. (Action: Embassy Brasilia)

**Recommendation 35:** Embassy Brasilia should review all locally employed staff position descriptions and update those that are not current and reclassify those positions as needed. (Action: Embassy Brasilia)

**Recommendation 36:** Embassy Brasilia should use the approved Ariba system to monitor the payment process from invoice receipt to final payment. (Action: Embassy Brasilia)

**Recommendation 37:** Embassy Brasilia should develop performance standards for each step of the invoice payment process and hold employees accountable for their performance. (Action: Embassy Brasilia)

**Recommendation 38:** Embassy Brasilia should determine whether outsourcing payment voucher processing would result in cost savings, and share the study with the Interagency Cooperative Administrative Support Services council. (Action: Embassy Brasilia)

**Recommendation 39:** Embassy Brasilia should update and redistribute a missionwide mail policy that establishes internal controls for authorized usage of the diplomatic mail program. (Action: Embassy Brasilia)

**Recommendation 40:** [Redacted] (b) (5), [Redacted] (b) (7)(F)

**Recommendation 41:** [Redacted] (b) (5), [Redacted] (b) (7)(F)

**Recommendation 42:** Embassy Brasilia, in coordination with the Bureau of Administration, should clarify the mission policy for personal use of the diplomatic post office and unclassified pouch to bring it into line with Department of State regulations. (Action: Embassy Brasilia, in coordination with A)

**Recommendation 43:** [Redacted] (b) (5), [Redacted] (b) (7)(F)

**Recommendation 44:** Embassy Brasilia, in coordination with the Bureaus of Western Hemisphere affairs and Information Resource Management, should implement alternative means for secure off-site storage of network backups. (Action: Embassy Brasilia, in coordination with WHA and IRM)

**Recommendation 45:** Embassy Brasilia should register all dedicated Internet networks at Consulate Recife with the Bureau of Information Resource Management. (Action: Embassy Brasilia)

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**Recommendation 53:** Embassy Brasilia should implement a cashier work schedule that allows for the consular collections to be accounted and receipted on the day of collection. (Action: Embassy Brasilia)

**Recommendation 54:** [Redacted] (b) (5), [Redacted] (b) (7)(F)

## List of 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.

***Informal Recommendation 1:*** Embassy Brasilia should re-engage with locally employed staff and committees to explore proposals to mitigate the effects of the wage freeze.

***Informal Recommendation 2:*** Embassy Brasilia should post representation and travel budgets on its intranet site and update them weekly.

***Informal Recommendation 3:*** Embassy Brasilia should survey the resources of its first- and second-tour officers and specialists and identify individuals to lead working groups to review processes and plans for the next fiscal year.

***Informal Recommendation 4:*** Embassy Brasilia should identify and fund rental of temporary office spaces in Recife to relieve overcrowding until new consulate facilities are completed.

***Informal Recommendation 5:*** Embassy Brasilia should develop standard operating procedures and separate operating budgets for the Belo Horizonte and Porto Alegre staff located in Embassy Brasilia and Consulate General Sao Paulo.

***Informal Recommendation 6:*** Embassy Brasilia should prepare statements of purpose for the temporary offices in Belo Horizonte and Porto Alegre and work requirements statements for U.S. direct-hire and locally employed staffs in those transitional offices, and request concurrence from Department bureaus and offices involved in the mission's growth.

***Informal Recommendation 7:*** Embassy Brasilia should complete and send to the Department its report on the consular limited non-career appointee program in Brazil.

***Informal Recommendation 8:*** Embassy Brasilia should require each of its consular section managers to analyze the reports of the weekly visits to Global Support Strategy contractor's applicant service centers, identify recurring issues, and report them to the contracting officer's representative.

***Informal Recommendation 9:*** Embassy Brasilia should require all consular supervisors to comply with the requirement to document counseling sessions in the automated performance management system.

***Informal Recommendation 10:*** Embassy Brasilia should assign each locally employed staff member on the nonimmigrant visa unit teams a performance reviewing officer at the beginning of the rating period.

***Informal Recommendation 11:*** Embassy Brasilia should maintain and post consular policies, procedures, calendars, reports, metrics, and other documents on a SharePoint site accessible by consular officers and locally employed staff.

***Informal Recommendation 12:*** Embassy Brasilia should require all consular sections to hold periodic meetings to review visa adjudications.

***Informal Recommendation 13:*** Embassy Brasilia should require that fraud prevention units use locally employed staff to help train consular officers and staff and Brazilian airport personnel.

***Informal Recommendation 14:*** Embassy Brasilia should assign fraud prevention officers in the Embassy Brasilia and Consulate Recife consular sections to 1-year rotations.

***Informal Recommendation 15:*** Embassy Brasilia should review the personnel structure of the office of environment, science, technology and health to determine how best to distribute portfolios and workload and recommend whether personnel increases are necessary.

***Informal Recommendation 16:*** Embassy Brasilia should better integrate public affairs and political/economics staffs by requiring that officers attend each other's weekly staff meetings.

***Informal Recommendation 17:*** Embassy Brasilia should expand its use of blanket travel orders for public affairs staff.

***Informal Recommendation 18:*** Embassy Brasilia should reissue instructions and train public affairs staff on the missionwide air travel processing system.

***Informal Recommendation 19:*** Embassy Brasilia should require grants officers representatives, rather than the program support specialist, to approve the second and third payments of a grant, once grants funds are certified as sufficient.

***Informal Recommendation 20:*** Embassy Brasilia should provide financial training and tutorials to staff at constituent posts through regular visits or via digital video conferences.

***Informal Recommendation 21:*** Embassy Brasilia should delegate the conversion of the contents of hard-copy grants files to a clerical specialist.

***Informal Recommendation 22:*** Embassy Brasilia should implement a travel plan in the public affairs section that affords travel opportunities to more junior officers.

***Informal Recommendation 23:*** Embassy Brasilia should recruit new participants for the new media group, especially among first- and second-tour officers and specialists.

***Informal Recommendation 24:*** Embassy Brasilia should eliminate duplication in the work requirements statements of the management counselor and the deputy management counselor.

***Informal Recommendation 25:*** Embassy Brasilia should establish housing coordinator positions at the embassy and at Consulate General Sao Paulo.

***Informal Recommendation 26:*** Embassy Brasilia should assess all U.S. Government-owned properties and develop a strategy to renovate them.

***Informal Recommendation 27:*** Embassy Brasilia should equip dispatchers and motor pool vehicles with radios.

**Informal Recommendation 28:** Embassy Brasilia should comply with the Department of State requirement for drivers to be medically certified every 2 years.

**Informal Recommendation 29:** Embassy Brasilia should complete a cost-benefit analysis of establishing visitors units in Embassy Brasilia and Consulate General Sao Paulo and share the results with the ICASS council.

**Informal Recommendation 30:** Embassy Brasilia should assign a second clerk in the embassy facilities section.

**Informal Recommendation 31:** Embassy Brasilia should make English language courses available to LE maintenance staff missionwide.

**Informal Recommendation 32:** Embassy Brasilia should implement service standards for the human resources office.

**Informal Recommendation 33:** Embassy Brasilia should implement a missionwide policy on official residence expense staff, including employment agreements.

**Informal Recommendation 34:** Embassy Brasilia should negotiate favorable payment terms with all vendors.

**Informal Recommendation 35:** Embassy Brasilia should complete an analysis of late fees missionwide for FY 2013 and share the results with the Interagency Cooperative Administrative Support Services council.

**Informal Recommendation 36:** Embassy Brasilia should coordinate budget planning by providing funding information to all International Cooperative Administrative Support Services providers and establishing consensus on spending priorities.

**Informal Recommendation 37:** Embassy Brasilia should direct Consulate General Rio de Janeiro to modify the mail room layout to better accommodate pouch bags and mail sorting.

**Informal Recommendation 38:** [Redacted] (b) (5), [Redacted] (b) (7)(F)

**Informal Recommendation 39:** Embassy Brasilia should require the consulates to make use of Embassy Brasilia's locally developed software applications.

**Informal Recommendation 40:** Embassy Brasilia should update the Department's Information Technology Asset Baseline/iMatrix system with records for each of the locally developed applications.

**Informal Recommendation 41:** Embassy Brasilia should designate the information management officer in Brasilia as the reviewing officer for the systems staff at Consulate Recife.

**Informal Recommendation 42:** Embassy Brasilia should designate additional storage space for the information systems center at Consulate General Rio de Janeiro.

***Informal Recommendation 43:*** Embassy Brasilia should direct Consulate General Rio de Janeiro to address the findings in the draft regional computer security officer report.

***Informal Recommendation 44:*** [Redacted] (b) (5), [Redacted] (b) (7)(F)

***Informal Recommendation 45:*** Embassy Brasilia should provide training at the Foreign Service Institute for the telephone technician at Consulate General Sao Paulo.

***Informal Recommendation 46:*** Embassy Brasilia should complete an overtime analysis for FY 2012 and share the results with supervisors and with the Interagency Cooperative Administrative Support Services council.

***Informal Recommendation 47:*** Embassy Brasilia should provide cash advances and combination lock boxes to its consular subcashier and alternate subcashiers and issue new designation letters reflecting the amounts of the cash advances.

## Principal Officials

<b>Title</b>	<b>Name</b>	<b>Arrival Date</b>
Ambassador	Thomas A. Shannon	02/10
Deputy Chief of Mission	Todd C. Chapman	06/11
Constituent Posts:		
Rio de Janeiro Consul General	John S. Creamer	08/12
Sao Paulo Consul General	Dennis Hankins	08/12
Recife Principal Officer	Usha Pitts	08/11
Chiefs of Sections:		
Management	Charles H. Grover	07/11
Consular	Donald Jacobson	07/11
Political	Stefanie Amadeo	07/12
Economic	James Dudley	08/10
Public Affairs	John Matel	06/11
Regional Security (acting)	Kevin O'Connor	06/12
Narcotics Affairs	Matthew Sandelands	07/11
Environment, Science, Technology & Health	Kirsten Schulz	07/12
Office of Regional Affairs	Craig Russell	08/11
Other Agencies:		
Foreign Agricultural Service	Robert Hoff	08/11
Animal and Plant Health Inspection Service	Mark Prescott	07/09
Department of Defense	Eric Snadecki	06/12
Defense Attaché Office	Sam Prugh	05/10
Foreign Commercial Service	Brian Brisson	07/12
Drug Enforcement Agency	Alexander Toth	02/09
Federal Bureau of Investigation/Legal Attaché	Rick Cavalieros	08/11
U.S. Agency for International Development	Lawrence Hardy	03/11
Department of Treasury	William Lindquist	01/13
Federal Aviation Administration	Michael W. Brown	07/12

## Abbreviations

ARSO-I	Assistant regional security officer-investigations
CA	Bureau of Consular Affairs
DCM	Deputy chief of mission
ESTH	Environment, science, technology, and health
FAH	Foreign Affairs Handbook
FAM	Foreign Affairs Manual
FAST	First- and second-tour
ICASS	International Cooperative Administrative Support Services
LE	Locally employed (staff)
LNA	Limited noncareer appointment
NIV	Nonimmigrant visa
OBO	Bureau of Overseas Buildings Operations
WHA	Bureau of Western Hemisphere Affairs



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