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

# Report of Inspection

Embassy Kinshasa,  
Democratic Republic  
of the Congo

Report Number ISP-I-09-36A, May 2009

## ~~IMPORTANT NOTICE~~

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## PURPOSE, SCOPE AND METHODOLOGY OF THE INSPECTION

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

### PURPOSE

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

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

### METHODOLOGY

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



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

*Office of Inspector General*

PREFACE

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

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

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

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

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

Harold W. Geisel  
Acting Inspector General

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- As U.S. engagement with the Democratic Republic of the Congo has grown, and U.S. development assistance has resumed, the size of the U.S. embassy in Kinshasa has increased greatly and is scheduled for further growth in the next several years. Future growth of embassy program staff needs to be adjusted to the embassy's ability to provide security and administrative services.
- Nonimmigrant visa interviews scheduled off-site appear to exceed the number of machine-readable visa fees collected off-site by about ten percent over the past nine months. The discrepancy needs to be investigated and procedures changed to prevent recurrence of the problem.

The inspection took place in Washington, DC, between January 21 and February 6, 2009, and in Kinshasa, Democratic Republic of the Congo, between February 9 and 24, 2008. Ambassador Joseph G. Sullivan (team leader), Paul R. Smith (deputy team leader), Perry Adair, William Booth, Ernest J. Fischer, Matthew Koch, Pete Stella, Dan Stofko, and Dennis Thatcher conducted the inspection.

## CONTEXT

The Democratic Republic of the Congo, formerly known as Zaire, is the third-largest country in Africa, roughly the size of the United States east of the Mississippi River. Richly endowed with natural resources, the Democratic Republic of the



Congo has the potential to develop an economic base that could support an increasing standard of living for its population of approximately 66 million. Yet, the country has been devastated by decades of dictatorship, war, and corruption. The Democratic Republic of the Congo has made significant steps toward rebuilding in recent years, yet it continues to be threatened by rebel insurgents in the eastern provinces and deeply entrenched corruption. Even though there have been steady incremental increases in the quality of life, per capita GDP was \$166 in 2007 and average

life expectancy only 43 years. The World Bank's Ease of Doing Business Index rates the Democratic Republic of the Congo as the most difficult country in the world in which to do business.

The 1999 Lusaka Peace Accord laid the foundation for the formation of a transitional government in 2003, the adoption of a new constitution in 2005, and national and local elections. In 2006, Joseph Kabila became the Democratic Republic of the Congo's first democratically elected president. His government is now haltingly establishing democratic institutions and attempting to establish security throughout the country.

The Democratic Republic of the Congo is important to Africa. The nine countries that share its borders cannot achieve peace and security within their own territories without a durable peace in the Congo. The difficulty of establishing stability in this region has resulted in a growing international humanitarian and security presence including a UN peacekeeping force of 17,000 troops, the United Nation's largest in the world.

The U.S. Government's principal policy goals in the Democratic Republic of the Congo are to promote regional peace and stability, improved governance, and economic reform, and to provide humanitarian relief. The United States is the country's largest bilateral donor, committing over \$700 million in peacekeeping, humanitarian, and development assistance in FY 2008 alone, of which over \$200 million is managed bilaterally. The remaining \$700 million is administered through multilateral organizations, notably the United Nations, World Bank, and Global Fund for AIDS, Tuberculosis, and Malaria.

U.S. Embassy Kinshasa has 63 American direct-hire employees plus 11 personal services contract positions. It includes the Department of State, U.S. Agency for International Development (USAID), Department of Defense, and the Centers for Disease Control (CDC) located on three compounds. Steady mission growth since 2007 has resulted in a lack of office space, and more growth is projected. Recent plans to begin construction of a NEC have now been pushed back to 2014 because of the inability to find a suitable site.

## EXECUTIVE DIRECTION

Embassy Kinshasa's foremost policy goal is to promote peace in the conflictive eastern Congo, essential for achieving stability in the entire region of Africa's Great Lakes. The Embassy has also set forth goals to advance just and democratic governance in the Democratic Republic of the Congo, promote economic growth and stability, to improve the Congo's capacity in health, education and social services, to provide humanitarian assistance to the conflict-affected population in eastern Congo, to build trust and understanding through public diplomacy, and to assure the security and functionality of embassy facilities and of Mission employees and American citizens.

The Ambassador and the deputy chief of mission (DCM) have directed a large part of their focus to the first policy goal over the last several years in coordination with the Department and other embassies in the region. In late 2008 and early 2009, the Democratic Republic of the Congo Government and armed forces engaged in unprecedented cooperation with the previously adversarial governments and armed forces of Uganda and Rwanda in the pursuit and disarmament of rebel groups from these countries with bases in eastern Congo. Some tenuous progress has been achieved, but conflict continues and the humanitarian consequences of that conflict present major challenges to U.S. efforts to provide assistance to the affected population. The Ambassador and the DCM exercise strong leadership in every aspect of the Embassy's efforts to promote peace in eastern Congo. They work with the Democratic Republic of the Congo Government, the United Nations, African and European governments, and other U.S. embassies in the region. They also mobilize and coordinate the efforts of several U.S. Government agencies to promote demobilization and peace, and to deliver humanitarian assistance. At times, the Department did not keep the Embassy well informed of likely developments affecting the Congo, and this made the Embassy's effective engagement more difficult. In addition, visiting officials sometimes did not provide clearance on messages reporting on their meetings, resulting in information gaps for Washington and consumers in other embassies in the region. The Ambassador and the DCM took the lead in establishing a small U.S. presence in the eastern city of Goma and obtained the necessary embassy and Department support to permit the safe and efficient operation of this important presence.

The Embassy submitted its Mission Strategic Plan (MSP) for FY 2011 in February, 2009, and its basic framework and goals track closely with the previous year's MSP. The Democratic Republic of the Congo is a country which needs almost everything, and the Embassy Kinshasa MSP sets forth ambitious goals to address almost every need. In order to execute the Embassy's goals, the MSP proposes an increase of five Department positions (three from the Bureau of Diplomatic Security) and 19 other U.S. Government positions for FY 2011. Progress in some areas, such as provision of humanitarian assistance and delivery of health and social services has been impressive. Progress in other areas such as strengthening of democratic institutions, education, and economic growth in the wake of the world economic crisis is mixed or negative. The embassy's ability to address so many policy goals and carry out so many programs is limited by the need to provide (b) (2)(b) (2) administrative support and functional facilities for the increased numbers of staff.

The Ambassador and the DCM have extensive African experience and know U.S. programs well. They work well together to achieve U.S. policy goals and to represent U.S. interests with the Democratic Republic of the Congo Government, the United Nations, and other diplomatic missions. The Ambassador and the DCM are in close contact with the Department and regional embassies through e-mail and telephone and also participate in a weekly telephone conference call with the officer in Goma.

The Ambassador and the DCM recognize the importance of public diplomacy and the need for an Embassy-wide public diplomacy strategy. The Ambassador has initiated a monthly on-the-record meeting with the Congolese media to discuss U.S. policy issues. His first such meeting during the inspection received broad and positive coverage.

Trade promotion is problematic in a country as hard to do business in as the Congo. The Ambassador has a periodic roundtable with representatives of American businesses and investors, and advocates on behalf of U.S. companies with the Democratic Republic of the Congo Government.

The Embassy has a weekly country team meeting that involves all Embassy agencies and sections and addresses the full range of issues. A recently instituted, weekly reporting offices' meeting, attended by the Ambassador and the DCM, has been very useful in ensuring improved sharing and coordination. This, and other meetings, could also help in addressing a perceived lack of sufficient feedback from the executive office by some reporting offices.

The executive office is open and accessible, and the Ambassador has reached out to American and FSN staff by hosting each section at his residence. The DCM carries the larger portion of internal management responsibilities, while the Ambas-

sador carries the larger portion of outside representational responsibilities. The Ambassador and the DCM have each had to shoulder the load alone for months at a time due to unavoidable circumstances. While able acting DCMs have stepped up to the role, this Embassy is too busy to be without an Ambassador and a DCM for long.

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The National Security Decision Directive (NSDD) 38 process for approving new positions in the embassy functions properly, and the Ambassador approves new positions only after certifying that the position is necessary, that the space, security, and administrative conditions are appropriate, and that relevant ICASS costs will be paid. The effectiveness of the NSDD-38 mechanism is limited, however, (b) (2) (b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2) (b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2) The Ambassador has the authority to apply NSDD-38 procedures to personal services contractors but has not done so to date. Moreover, the Embassy and USAID continue to seek additional foreign assistance funds, which will require more staff to carry out additional program management responsibilities at a time when (b) (2)(b) (2) (b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2)

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The Embassy has a significant number of entry-level generalists and specialists, but has no mentoring program for these officers. The most recent directive from the Director General, dated February 21, 2006, emphasizes the important role the Chief of Mission and DCM should play in entry-level officer development.

**Recommendation 2:** Embassy Kinshasa should institute a mentoring program for all entry level generalist and specialist officers under the direction of the deputy chief of mission and take into account the entry-level officers' recommendations for program suggestions of maximum benefit to them. (Action: Embassy Kinshasa)

## EQUAL EMPLOYMENT OPPORTUNITY

The executive office provides full support to the Embassy's Equal Employment Opportunity (EEO) program.

## SECURITY

The Ambassador and the DCM recognize the importance of security in Embassy Kinshasa, and support the strong security program of the regional security officer. Because of the poor maintenance record of local airlines, the Ambassador has prohibited Embassy employees from using local carriers with resultant difficulties in getting around this large country.

## U.S. PRESENCE IN GOMA

The city of Goma in eastern Congo is located a 2.5 hour flight by UN aircraft and is unreachable by any other safe transport from Kinshasa. Goma is on the border with Rwanda and close to military clashes and consequent population flights in that region. The United States has been present in Goma with temporary duty (TDY) political and humanitarian representation since October 2007 in response to the request of Democratic Republic of the Congo President Kabila to the U.S. Government. USAID humanitarian officers, a political officer, and rotating diplomatic security officers have been based full-time in Goma since November 2008. In order

to diminish costs and provide a safer location, the Embassy leased, furnished, and helped secure, with Department support, a residence and small compound for these permanent officers and frequent TDY visitors.

## The Stakes and the Timeframe

Although Goma would not be the U.S. Government's first choice for a consulate in the Democratic Republic of the Congo, the situation in the Goma area encompasses the most significant U.S. interests and objectives in the Congo: regional and domestic stability and conflict, humanitarian assistance to the war-affected population, human rights and movements of refugees and internally displaced people. In addition to being the city closest to ongoing Rwanda/Congo military operations, Goma is the center of the UN presence in the east, and provides access through the United Nations to areas and populations affected by Ugandan operations against the Lord's Resistance Army in the remote northeast Democratic Republic of the Congo. Goma is also a frequent stop for visiting congressional and congressional staff delegations. The Embassy estimates, and the OIG team agrees, that the United States will need a political and humanitarian presence in Goma for the next three to five years.

## Inspection

The OIG team that visited Goma confirmed the excellent work being done by personnel there in representing U.S. interests with the UN peacekeeping mission, other diplomatic missions, local authorities and the many humanitarian nongovernmental organizations and the voluminous reporting that keeps an avid Washington and regional readership informed. The OIG team also confirmed the outstanding management and security support provided by Embassy Kinshasa in leasing, equipping, and securing a compound of two houses for the political officer and TDY personnel. The position of political officer in Goma is currently filled on a permanent basis by an officer officially assigned to Kinshasa, who receives full meals and incidental expenses in Goma. The regional security office in Kinshasa and the Bureau of Diplomatic Security in Washington support Goma with TDY security officers and the FY 2011 MSP proposes a new assistant regional security officer position for Goma.

## Security

Military clashes in October 2008 got very close to Goma, and resulted in a temporary evacuation across the border and a travel alert to American citizens, but more recently, military engagements have been at significant distance from the city. The Embassy has done a good job in upgrading the residential compound to provide adequate security for that purpose. (b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2)

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**Recommendation 3:** Embassy Kinshasa, in coordination with the Bureaus of African Affairs, Diplomatic Security, Overseas Buildings Operations and Human Resources, should regularize the status of the Goma office as a small, medium-term, secure, and functional presence. (Action: Embassy Kinshasa, in coordination with AF, DS, OBO, and HR)

## POLICY AND PROGRAM IMPLEMENTATION

### POLITICAL AFFAIRS

The political section reports on all events of political significance in the Democratic Republic of the Congo, and actively supports MSP goals. The OIG team recommends the establishment of a refugee coordinator position in Goma, as well as the establishment of a law enforcement working group. The OIG team made an informal recommendation that regional reporting be strengthened and noted that it does not support Embassy Kinshasa's MSP request for an International Narcotics and Law Enforcement Affairs (INL) position.

In July 2006, the Democratic Republic of the Congo held its first free and democratic elections. More than 25 million voters cast ballots electing then-transitional government president Joseph Kabila as president. The Kabila administration identified five areas requiring particular attention: education; health; infrastructure; water/electricity; and job creation. The Government has made little progress in these areas, however, in large part because of continuing insecurity and intermittent resumption of armed conflict in several eastern provinces. Several illegal foreign and Congolese militias have operated in these areas for more than a decade. Many of these groups have illegally exploited and exported Congolese natural resources to fund their efforts and have committed gross human rights violations—including killings, rapes, and forced child soldier recruitment—in areas under their control. Fighting has continued until the present, however, with the United States, European Union, and United Nations all seeking to promote a lasting peace.

### Staffing

The political section consists of four officers, one office management specialist (OMS), and three locally employed (LE) staff assistants, one of whom oversees the Ambassador's Special Self-Help fund (SSH) program. One LE staff position is currently vacant. The political section is adequately staffed. The Embassy's draft FY 2011 MSP submission contains a request for an additional INL position to implement U.S. Government-funded reforms of the Congo National Police; given the limited scope of ongoing INL programs in country (a single \$1.5 million grant

program), OIG does not support the establishment of an INL position at this time. The MSP also proposes the establishment of a full-time refugee coordinator position based in the eastern city of Goma. The Department's Bureau of Population, Refugees and Migration currently has \$34 million in funds earmarked for Congo programs. It is difficult for the Regional Refugee Coordinator based in Kampala to effectively monitor ongoing programs in the Congo based on the one or two visits a year the coordinator can make.

**Recommendation 4:** The Bureau of Population, Refugee and Migration Affairs should develop and implement a plan to conduct program monitoring/oversight visits to the eastern Congo a minimum of three times annually. (Action: PRM)

## Reporting and Analysis

The political section has performed admirably in covering and reporting on the broad spectrum of political issues of significance in the Democratic Republic of the Congo. Reporting on humanitarian and refugees issues is particularly strong. During preinspection survey meetings, Washington consumers praised Embassy Kinshasa political reporting, particularly that from the Goma political officer and USAID Disaster Assistance Response Team.

OIG identified only one area, regional coverage, where reporting is relatively weak. The Democratic Republic of the Congo is a vast country, but current political reporting essentially focuses only on the eastern conflict region and events in the capital. Several Washington consumers noted that “the U.S. Government can win the East—but still lose the Congo.” The political section's reporting plan reflects the need for regional reporting, but these objectives are not being realized. Although travel to other regions of the Congo may be complicated due the lack of safe air connections, staff vacancies, and budget constraints, political reporting in areas outside of Kinshasa and the east is not adequate and should be strengthened. The OIG team made an informal recommendation.

## Operations and Advocacy

The political section received high marks from Washington offices for its responsiveness and support. Several Department bureaus praised political section support for a number of high-level visits to the Democratic Republic of the Congo. Other

offices expressed appreciation for informal political section monitoring of Washington-run assistance programs underway in the Congo. From all indications, communications between Kinshasa and Washington are excellent.

The Leahy amendment and policies developed to implement the amendment prohibit the use of foreign assistance funds to assist foreign security forces where there is credible evidence such forces have committed gross human rights violations. The Leahy vetting process determines whether there is such evidence prior to providing assistance. Department offices expressed satisfaction with the Embassy's Leahy vetting practices. The political section manages an active and effective Leahy vetting program. An embassy Leahy vetting standard operating procedure has been prepared, and the section's OMS has received Leahy vetting training. The section is to be commended for taking the initiative to vet names through UN databases in the Congo as well.

The political section effectively oversees administration and management of the SSH small grants program; most projects are in the \$4,000–\$10,000 range. SSH funding, which totaled \$100,000 in FY 2007, dropped sharply in FY 2008 to \$40,000. Similarly, Kinshasa's Democracy and Human Rights Fund small grants funding, was cut entirely in FY 2008. SSH application forms—in both English and French—are posted on the Embassy's Internet to facilitate nongovernmental organizations and other interested parties submitting proposals for review. A mission SSH committee, chaired by a political officer and the SSH coordinator, determines which proposals should be recommended to the DCM and Ambassador for approval. Embassy Kinshasa arranges signing ceremonies to heighten awareness of the program. The SSH coordinator conducts field visits to ongoing projects whenever possible, and endeavors to follow-up by other means for projects located in areas distant from Kinshasa. When feasible, the Ambassador also visits SSH projects. Information regarding ongoing SSH is reported annually to Washington.

## Goma Operations

During the inspection, OIG personnel traveled to Goma, met with the Goma political officer and accompanied him to a number of meetings. The officer, experienced in Africa, is Embassy Kinshasa's senior representative vis-à-vis Congolese and international authorities in Goma. He serves as the primary reporting officer on the regional conflicts in the eastern Congo. As the eyes and ears of the U.S. Government in a conflict-torn region, he sends in daily reports to the political section in Kinshasa, which then adds its own input, puts the reports into cable format, and transmits them to Washington, thus providing hungry Washington consumers with conflict-related reporting from this extremely isolated part of the Congo. He also

reports by telephone to offices in the Departments of State and Defense, as well as to other embassies in the region.

The Goma officer has forged strong bonds with UN officials, European governments, nongovernmental and religious organizations, international media, and civil authorities. He attends the UN forces daily military briefing to remain current on UN operations and has accompanied UN officials to visit conflict zones throughout eastern and northern Congo. He has provided invaluable assistance to visiting Members of Congress and Congressional staff with interest in issues related to the conflict, humanitarian assistance, refugee affairs, sexual and gender-based violence, child soldiers, and trafficking in persons. The U.S. Government presence in Goma is successfully advancing U.S. foreign policy interests in the region.

## Law Enforcement and Counterterrorism

The regional security office is the only law enforcement-related presence at Embassy Kinshasa. The Embassy has neither a functioning law enforcement working group nor a counterterrorism working group. In preinspection survey meetings, however, State Department officials with counterterrorism responsibilities indicated there are no significant issues of counterterrorism concern in the Democratic Republic of the Congo. One issue of potential nonproliferation concern will be addressed in the section on economic affairs.

Per 2007 State 108166, the intent of establishing LEWGs is to better coordinate the combined capabilities of U.S. law enforcement agencies and other relevant offices to share information with each other across the broad range of law enforcement issues, and to help foreign partners combat terrorism. OIG notes that some posts conduct their LEWGs and Visas Viper meetings concurrently. Such a periodic focus on law enforcement issues could also be accomplished at the recently instituted reporting officers' meeting.

**Recommendation 5:** Embassy Kinshasa should establish a law enforcement working group. (Action: Embassy Kinshasa)

## ECONOMIC AFFAIRS

Embassy Kinshasa's economic section has done an excellent job in addressing the wide range of economic and commercial issues of importance in the Democratic Republic of the Congo. Section personnel have worked in support of mission goals toward increasing economic growth and improving the investment climate. The OIG team recommended elimination of the economic section's OMS position and made an informal recommendation to strengthen regional and environmental reporting.

The Democratic Republic of the Congo is home to a vast potential of natural resources and mineral wealth. Nevertheless, it is one of the poorest countries in the world. Decades of pervasive corruption and misguided policy have created a dual economy and the informal sector now dominates the economy. The current worldwide financial crisis has taken its toll on the Congo, whose economy is dependent upon exploitation of natural resources. As prices of mineral commodities have fallen, the mining sector has contracted. It is estimated that the Democratic Republic of the Congo Government operates with only a few days of foreign currency reserves. The Democratic Republic of the Congo faces a challenging economic environment in 2009, to include significantly lower economic growth than expected, balance of payments gaps, potential inflation, and unrealistic spending levels in its 2009 budget.

### Staffing

The economic section consists of three officers, one OMS, two LE staff assistants, and one LE commercial assistant. Although the officer complement of the section is adequate to address all necessary issues, current staffing levels do not justify a dedicated OMS for the section. Although the Embassy may wish in the future to combine the economic and political sections (OIG is neutral on this issue at this time), the OMS currently assigned to the political section should be able to smoothly assume responsibility for providing support to economic section officers.

**Recommendation 6:** Embassy Kinshasa should eliminate the office management specialist position in the economic section. (Action: Embassy Kinshasa)

## Reporting and Analysis

With the exceptions noted below, the economic section has done an excellent job in addressing key issues of interest and concern. Section officers actively participate in the Embassy's regular meeting of reporting officers. Washington consumers indicated that they believe Embassy Kinshasa economic reporting is generally good. Several offices and agencies praised section reporting on the China-Democratic Republic of the Congo investment/development deal. Other offices mentioned economic reporting on the International Monetary Fund program and on the mining sector as being especially useful and informative. One agency described a section cable on child labor as "just what we needed."

One exception is regional economic reporting, which is a noticeable weakness in the section's overall reporting effort. Several Washington consumers expressed a desire for more economic reporting from outside of Kinshasa, for example, the mineral-rich areas in the vicinity of Lubumbashi. An OIG review supported such assessments. While recognizing the same complications that were noted earlier in this report regarding political section reporting, OIG, nevertheless, believes, Embassy reporting should be strengthened in the economically important regions of the Congo. The OIG team made an informal recommendation.

During the preinspection survey, Washington consumers indicated that, with regard to environment, science, technology, and health issues in the Democratic Republic of the Congo, most Bureau of Oceans, Environment, and Science interactions with Embassy Kinshasa are directly with USAID's Central African Regional Program on the Environment, a regional USAID program office that coordinates the Congo Basin Forest Partnership. The Congo Basin Forest Partnership is an international association of governments, international organizations, private sector, and civil society representatives aimed at enhancing the sustainable management of forests in the Congo Basin region. OIG review of section reporting revealed that front channel reporting on environment, science, technology, and health issues is lacking. The OIG team made an informal recommendation that the economic section engage with the Central African Regional Program on the Environment and relevant offices in Bureau of Oceans, Environment, and Science to strengthen section reporting.

## Advocacy

Washington consumers gave the economic section high marks for its support of advocacy issues. One U.S. Government agency specifically noted the section's successful efforts in working with the Democratic Republic of the Congo Government to obtain the approvals necessary to initiate a program on child labor in the Congo.

Another office praised section efforts in behalf of a nonproliferation objective involving return of a nonfunctioning Congolese nuclear research reactor under the Global Threat Reduction Initiative. The section has worked closely with Washington offices on this issue and provided excellent support to a U.S. Government delegation that visited the Democratic Republic of the Congo for negotiations.

Economic section officers advocate actively on behalf of U.S. business in the Congo. The Ambassador meets regularly with American business representatives and hosts a business roundtable meeting at his residence every two months, with full economic section participation. In 2007, the Democratic Republic of the Congo launched a complete review of mining contracts that had been entered into under previous governments. This process has been opaque and little information has been provided to foreign investors involved in these contracts, including American investors. Economic section officers have assisted and counseled U.S. business representatives throughout this difficult process. As this report is written, the economic section chief and commercial LE staff assistant are in South Africa receiving commercial training that will further enhance assistance to U.S. firms.

## FOREIGN ASSISTANCE

The assistance/cooperation relationship between the United States and the Democratic Republic of the Congo continues to deepen. Overall, the United States provides more than \$700 million annually in foreign assistance to the Democratic Republic of the Congo, of which more than \$200 million is in the form of bilateral assistance for development, military cooperation, and humanitarian activities; the remainder is largely provided through contributions to multilateral organizations, including the United Nations. The U.S. Government supports the UN mission in the Democratic Republic of the Congo by providing approximately \$300 million to UN peacekeeping forces. The United States is currently the largest bilateral donor to the Congo.

In FY 2008, USAID continued to implement extensive development programs in the sectors of health, education, democracy and governance, economic growth, peace and security, environment, and social protection.

U.S. military assistance to the Democratic Republic of the Congo also increased in 2008. For example, the United States is supporting the establishment of a rapid reaction force battalion to enable the Congo to respond to pressing security threats from illegal armed groups and develop a model around which future professional

units can be formed. Congolese institutional military capacity was improved by providing a senior American military advisor to the Ministry of Defense and by supporting training for 650 brigade and battalion level officers.

Many of these military assistance programs are managed by the Department's Bureau of African Affairs' (AF) Office of Regional and Security Affairs, with support from embassy Kinshasa's recently established Office of Security Cooperation and other embassy offices. The Office of Regional and Security Affairs effectively manages its programs in Kinshasa through regular communications with embassy offices in Kinshasa and Goma. From discussions in Kinshasa, however, it became evident that project responsibilities (government technical monitor, contracting officer's technical representative, for example) are not clear to all embassy action officers.

U.S. foreign assistance in FY 2008 included more than \$9 million in National Defense Authorization Act (Section 1207) resources, which are used to support military justice, civilian justice, border policing, and local government strengthening activities. The Department's Office of the Coordinator for Reconstruction and Stabilization (S/CRS) has oversight responsibility for these programs. USAID Kinshasa and/or the Bureau of African Affairs, with support from Embassy Kinshasa's Office of Security Cooperation, coordinate field implementation.

It is clear that S/CRS is actively engaged in overseeing applications of section 1207 funds in the Democratic Republic of the Congo. In November 2008, S/CRS sent a "scoping mission" to Kinshasa and Goma to explore how S/CRS might further support U.S. Government efforts to promote security, stability, and reconstruction in the eastern part of the country. In June 2008, S/CRS and USAID cohosted a three-day Interagency Conflict Assessment Framework application workshop in Washington to identify key elements of the conflict in the Democratic Republic of the Congo. S/CRS receives quarterly reports from USAID Kinshasa on the status of section 1207 funds/programs.

Although there appear to be good vertical channels of communication in Embassy Kinshasa with regard to the U.S. Government foreign assistance effort, the quality of horizontal communication between sections is less effective. Because multiple elements within the Embassy may have overlapping programs involving the same Congo actors or institutions, effective horizontal communication is vital to effective overall management of these programs. The OIG team made an informal recommendation that Embassy Kinshasa establish regular meetings that include all Embassy staff who are involved in the foreign assistance effort.

Embassy executive office oversight of the large and complex USAID programs in the Democratic Republic of the Congo is effective. The Ambassador and USAID mission director maintain excellent communications. Generally, non-USAID assistance programs are managed by Washington, with Embassy policy officers being asked to provide some degree of informal oversight and support. For example, the economic section has facilitated a Department of Labor \$5 million grant to a non-governmental organization on child labor, while the political section has provided oversight on an INL-managed \$1.4 million grant to a nongovernmental organization on border police capacity.

With the exception of the Ambassadors SSH Fund grants, a small Bureau of Population, Refugees, and Migration-funded Taft Fund grant to repair a hospital, and—when funding is available—Democracy and Human Rights Fund grants, State Department policy officers/employees do not formally manage foreign assistance programs. No Department policy officers are designated as grant officer representative, contract officer representative, or contract officer's technical representative. There are no antiterrorism assistance programs in the Democratic Republic of the Congo. While the Office of Security Cooperation chief understands he may in fact be the designated government technical monitor for some military assistance programs managed by AF's Office of Regional and Security Affairs, it is unclear whether that designation is official, and there is some confusion surrounding program responsibilities. Officers engaged in monitoring and oversight of Washington-managed assistance programs coordinate regularly with Washington offices.

## President's Emergency Plan for AIDS Relief

Another U.S. Government assistance program of importance in the Democratic Republic of the Congo is the President's Emergency Plan for AIDS Relief (PEPFAR). Under the PEPFAR program, the U.S. Global AIDS Coordinator is appointed by President Obama to coordinate and oversee the U.S. response to HIV/AIDS, including to ensure coordination among U.S. Government agencies and to approve all activities aimed at combating HIV/AIDS. Under a new mechanism for HIV/AIDS partnering, PEPFAR has designated the Democratic Republic of the Congo as a compact country, whereby the United States and Democratic Republic of the Congo reach a nonbinding agreement on key results to be achieved over the next five years. While USAID and CDC lead the PEPFAR effort in Kinshasa, Defense Department and public diplomacy offices are also engaged.

PEPFAR funding in FY 2008 totaled approximately \$30 million and is expected to remain at that level for the next few years. Overall HIV prevalence in the Congo is estimated at roughly two percent. The Embassy has developed a strong PEPFAR

program that focuses on four high prevalence and high population urban settings: Kinshasa; Lubumbashi; Bukavu, and Matadi. The PEPFAR program also integrates with, and leverages the, USAID Investing in People portfolio, including health, education, and social protection for vulnerable populations.

PEPFAR supports a broad range of services in the Democratic Republic of the Congo, including prevention, care and support, treatment, orphans and vulnerable children, human resources for health, and health systems strengthening. Prevention activities are focused on prevention of sexual transmission as well as prevention of mother-to-child transmission. In addition, there is ongoing support for counseling and testing services. In the area of care and support, PEPFAR funds basic care and support services, as well as programs for TB/HIV co-infection and for orphans and vulnerable children. PEPFAR does not purchase antiretroviral drugs for treatment, but there is close collaboration with other donors, such as the Global Fund and the World Bank, that do. In health systems strengthening, PEPFAR focuses on integrating quality HIV service delivery into the existing health care system.

PEPFAR has contributed to the development of key documents (including the National HIV Framework) and policies on counseling and testing, prevention, orphans and vulnerable children, TB/HIV, and mother-to-child transmission programs. The U.S. Government also works with to promote donor coordination and is providing assistance to the Democratic Republic of the Congo's Ministry of Social Affairs to develop a national orphans and vulnerable children assessment to produce a national action plan. Health systems strengthening efforts also include capacity and institutional strengthening of indigenous organizations that provide counseling and testing, services to orphans and vulnerable children, and care and support services in multiple geographic areas. PEPFAR participated in an assessment of the Congo's pharmaceutical and logistics system, addressing critical problems with availability of quality medical supplies. The search for a PEPFAR coordinator in Kinshasa is over, but the new coordinator has not yet assumed her duties. While this position will be filled through a USAID personal services contract, the coordinator will report to both the executive office and to the U.S. Global AIDS Coordinator.

The Ambassador and DCM strongly support PEPFAR efforts in the Democratic Republic of the Congo. The Ambassador chaired a series of meetings involving all embassy elements to draft the PEPFAR compact document. The Ambassador also played an active role in the identification and selection of the new permanent PEPFAR coordinator. The executive office holds regular meetings with the temporary PEPFAR coordinator, the CDC chief of party, and the USAID mission director.

## PUBLIC DIPLOMACY

Despite the severity of conditions in the Democratic Republic of the Congo – extreme poverty, inadequate schools, a population traumatized by a decade of conflict – there are many Congolese who hunger for information and tools to improve themselves and are comfortable in looking toward the Embassy for assistance. Kinshasa’s public affairs section (PAS) uses this receptive environment well and focuses on those programs and efforts that are in line with the Embassy’s MSP goals, meet real needs, and have real effect. PAS conducts a number of active programs, including one of the Department’s largest English language teaching programs. The two greatest challenges that limit full effectiveness of the public diplomacy effort in the Congo are short staffing and, as already noted with other elements of embassy operations, the difficulty of traveling outside of Kinshasa.

The PAS is located in the joint administrative office (JAO), about a 10 minute drive from the chancery, and consists of the public affairs officer (PAO), assistant PAO, a program development officer, and ten LE staff positions. While relatively new to the Foreign Service, the PAO brings significant skills from a former public affairs profession. She served for two years as assistant PAO in Kinshasa before being assigned as PAO in 2007. The assistant PAO position that she vacated has remained unfilled for several months. Although AF has attempted to provide coverage of this vacancy through TDY assignments, the PAO is still required to carry all of the management, and most of the broad program load alone. The program development officer position is new and will be filled by an entry-level officer during the spring of 2009. The PAO meets weekly with all PAS staff and conducts an email survey of all staff each morning to review the day’s priorities.

The PAO has free access to both the Ambassador and DCM. She is included in all country team meetings, meets with the DCM weekly, and chairs a recently created embassy public diplomacy committee. PAS maintains a public diplomacy plan tied to specific MSP goals, but there is currently no plan to ensure mission-wide, public-diplomacy coordination. The PAO attempts to work with all embassy elements to coordinate effective public diplomacy coverage of U.S. Government efforts in the Congo but with mixed success. Some programs receive broad, positive coverage by local and national media, while others receive very little. The OIG team made an informal recommendation that the Embassy use the public diplomacy committee to develop a plan for mission-wide public diplomacy coordination.

## President's Emergency Plan for AIDS Relief Support

PAS has worked closely with CDC to increase public awareness of HIV/AIDS issues under the PEPFAR program. A series of TV mini-dramas dealing with HIV issues entitled "Nothing but the Truth" was broadcast by one of the country's most popular networks. A similar program was produced on the issue of violence against women in the Congo. PAS worked with several prominent Congolese musicians who composed songs devoted to HIV education and performed them in several public concerts. DVDs of both the TV series and concerts are distributed to schools throughout the country.

## Educational Exchanges

PAS manages a small, but active educational exchange program. Under the Fulbright Academic Exchange program, one Congolese senior scholar and five junior scholars travel to the United States each year, and two American senior scholars travel to the Democratic Republic of the Congo. PAS selects one participant for the Humphrey program each year, two for the Summer Institute program, and an average of 18 each year for the International Visitor program. The nomination of participants for these programs is open to all elements of the Embassy and the final selections are made by a committee chaired by the PAO. PAS recently organized the embassy's first alumni association for participants of all U.S. Government exchange programs. The association meets frequently, has approximately 500 members, and is organizing its first public event, a seminar on free access to government information, a topic of concern to many in the Congo.

## Information Outreach

Two LE staff assistants monitor the local media, and produce a daily summary for distribution to embassy personnel and AF. A daily summary of international media treatment of Congolese issues is also produced. One LE staff member maintains the Embassy's website in both English and French with daily updates. PAS provides broad distribution of French language podcast programs produced by International Information Programs (IIP), places them on the Embassy website for downloading, and distributes CD copies to local media. Most are rebroadcast by local radio stations.

The Embassy does not have a unified database for the development of guest lists or management of information outreach. Each section, including the Embassy protocol assistant, maintains separate contact lists, in most cases in the form of calling cards or computer word documents. The development of guest lists is both labor-intensive and inaccurate.

**Recommendation 7:** Embassy Kinshasa should develop one database for the management of contacts and make it available for input by all elements of the mission. (Action: Embassy Kinshasa)

## Information Resource Center

The information resource center (IRC) is located at the JAO in a building just inside the main gate and close to PAS. The IRC is available for research by appointment to embassy academic, government, and nongovernment contacts. It is managed by two LE staff positions -- the IRC director and an assistant. The IRC director manages all electronic information services and the assistant maintains the book and periodical collections and day-to-day operations. A regional information officer based in Washington, DC, visits Kinshasa once a year to provide training and consultation. The IRC maintains a collection of 2,200 books, 60 periodicals, and eight computer terminals with Internet access. The IRC annual plan is up to date and directly linked to MSP goals. Before having access to the center, new contacts must complete an Internet research training course that is provided one day a week. Approximately 140 contacts conduct research at the center each week. The IRC also provides research support to contacts by phone and email, and often receives up to 50 requests a day, especially from the parliament. The IRC is experiencing a steady increase in visitation and remote service requests to the point that other aspects of IRC operations are not being adequately covered. Visits by the director to target audience institutions to promote the center have decreased and the development of information outreach materials has suffered. The OIG team made an informal recommendation that the Embassy create one additional LE information specialist position to help with public outreach information demands.

## American Corners

The Embassy currently has two American corners in the Democratic Republic of the Congo, one in Kinshasa and a second in the southern city of Lubumbashi. Both are located at prominent universities, and both coordinate their work through

the IRC. The American Corner in Kinshasa serves a large number of university students. It hosts a weekly showing of American films as well as a weekly English language lecture series that has the active participation of embassy officers.

However, the picture in Lubumbashi is not good because the partner organization, the University Library of Lubumbashi, is not honoring its portion of the partnership agreement. The library does not perform required upkeep of the facility or maintenance of equipment. On one occasion, the American Corner was robbed of equipment and vandalized. The university has also chosen to charge significant fees for the use of books and computers within the American Corner, which is prohibited in the joint agreement. Records of those receipts are not shared with the Embassy. The regional information officer registered her concern about this issue following a visit in April 2008, but the problem continues to exist. University library management continues to be unresponsive to concerns voiced by the PAO.

**Recommendation 8:** Embassy Kinshasa should terminate its partnership agreement with the University Library of Lubumbashi for noncompliance and close the American Corner at that location. (Action: Embassy Kinshasa)

## Congo American Language Institute

The Congo American Language Institute was established in 1962 by Embassy Kinshasa to provide quality English language training to government officials, professionals, and students preparing for studies abroad. The staff consists of 43 LE English language specialist employees, most of whom are drawn from the academic community. The institute currently offers a six-level program of intensive English instruction to more than 6,000 students a year, generating approximately \$1 million in recycling funds. The institute also provides educational advising services and administers a variety of English language and educational tests. The Embassy has experienced recent difficulties in receiving recycling funds. This issue is discussed in the financial management section of this report.

## CONSULAR OPERATIONS

Embassy Kinshasa's basic consular objectives in the FY 2011 MSP focus on protecting American citizens. The OIG team found that the section provides competent and timely services. The consul supplies clear consular functional and managerial supervision. The section works closely with other mission elements and with the Bureau of Consular Affairs. Section morale, professionalism, and training levels are high as a result of the consul's efforts. To expand the section's potential and productivity, it should develop, seek funding for, and implement an outreach, representation, travel, and reporting plan targeting key individuals and sites within the Congo. This would enhance the section's nonmandatory consular reporting effort and expand the Embassy's scope. The OIG team made an informal recommendation on this issue.

Embassy Kinshasa's consular files are not maintained in compliance with Records Management Handbook standards. Many items are obsolete. The section does not uniformly use the TAGs system. The OIG team made an informal recommendation to improve the files.

Two full-time American officers, one eligible family member employee, and five LE staff work in the consular section. Embassy Kinshasa has only one commissioned and qualified back-up consular officer to manage the section and perform services during the consul's and vice consul's absences. The OIG team made an informal recommendation that the Embassy should identify at least one additional back-up consular officer.

Consular priorities center on assisting resident American citizens and carefully evaluating visa applicants. Visa services consume most consular resources. The OIG team observed consular staffers providing effective and courteous service to American citizens and visa applicants. American citizens encountered by the OIG team in venues outside the Embassy expressed unanimous appreciation for consular staff attitude, availability, and fast service. Consular management encourages staff to complete Foreign Service Institute distance learning courses and enroll in continuing consular education workshops. All staff members have participated in training exercises within the past two years.

Until recently, Embassy Kinshasa supplied most consular services for U.S. Embassy Brazzaville. When Embassy Brazzaville moved into its NEC in January 2009, it began to provide the complete range of consular services. A regional consular officer based in Johannesburg, South Africa, is responsible for advising and assisting these consular sections. However, the close geographic proximity, legacy case histories, and shared employee experience suggest that Embassy Kinshasa's consular

section remain in a mentoring relationship with Embassy Brazzaville's consular unit for some time. The OIG team made an informal recommendation on this.

## American Citizen Services

An estimated 1,500 American citizens live in the Democratic Republic of the Congo (mainly around Kinshasa) and a few American tourists visit the country annually. Residents primarily include missionaries and business representatives. Americans encounter incidents that range from minor hassles to serious crimes. The section maintains good relationships with host country authorities to help resolve such matters. Embassy Kinshasa does not have a written Consular Disaster Assistance Handbook. The OIG team made an informal recommendation that the Embassy should prepare one.

Consular staff travels outside Kinshasa several times a year, usually to Lubumbashi or Goma. The country's size and transportation difficulties limit the section's service potential.

During FY 2008, the Embassy processed one American citizen death, 220 U.S. passport requests, and a few consular reports of birth applications. E-mail messages link the section to Americans resident in the district. Because of the unpredictable political situation, the section wisely invests effort in maintaining a warden system to inform U.S. citizens of potential problems. The section sends e-mail messages to key American residents and specific institutions who then forward the message to other citizens. Back-up communication system options include telephonic and radio message distribution.

## Visa Services

The visa unit adjudicated approximately 1,800 immigrant and diversity immigrant visa applications and 4,800 nonimmigrant visa applications in FY 2008. The 827 diversity immigrant visa applications handled in Kinshasa pose special challenges. A Congressionally mandated program, diversity visas benefit persons of nationalities historically underrepresented in past immigration into the U.S. Applicants must meet specific standards to be eligible for the lottery-type selection process. Consular staff must verify that lottery winners satisfy diversity visa eligibility requirements and that family relationships conferring derivative benefits really exist. Substantiating applicants' claims requires careful vetting of successful applicants, and, at Embassy Kinshasa, about 30 percent of the applicants fail to qualify.

The inspection revealed several hundred immigrant visa files that had languished as long as 20 years without action. During periods of civil unrest in the Congo, a number of immigrant visa files were safe-havened and then returned to the consular section over intervening years. Applicants have not taken action on these applications so these may be considered as abandoned applications. Potential beneficiaries may not know of their immigrant visa eligibility. The Bureau of Consular Affairs provides clear guidance on termination procedures for inactive applications in 9 FAM 42.83 and notes. Embassy Kinshasa's consular section has not complied with consular file maintenance requirements, established a procedure for dealing with these immigrant visa files, confirmed that proper termination notification ensues, and properly disposed of them.

**Recommendation 9:** Embassy Kinshasa should implement a plan to dispose of abandoned immigrant visa files. (Action: Embassy Kinshasa)

The consul and vice consul emphasize the need for lawful and fair eligibility adjudication. Limited economic opportunities contribute to the failure of 20 percent of immigrant visa and 30 percent of first time nonimmigrant applicants to qualify for American visas. Obviously, fraud ranks high on the visa unit's concerns. The staff verifies information and investigates suspicious cases but has few opportunities to look into cases outside Kinshasa. Two LE staff use about one-half of their time in antifraud work.

## Visas Viper Program

The Visas Viper Program requires that information on "people who may threaten the welfare of the United States" held by any mission element be shared with the consular section for submission to the Department, which reviews reports to identify names for inclusion in the Automated Visa Lookout System. Embassy Kinshasa's Visas Viper committee meets and submits reports regularly although there are few submissions.

## Consular Section Space and Access

Office and waiting space appears adequate for the current consular workload. Just outside the chancery's public consular section entry, a shelter seats about 20 clients. Wheelchair bound persons must have help to enter the interior waiting space, which seats about 30 people. Clogged municipal drains outside the chancery compound wall cause flooding during Kinshasa's torrential rainstorms. Frequently, standing water actually inhibits entry into consular waiting areas, floods exterior and some

interior waiting space, and causes electrical failure and safety hazards. Such leaks have damaged the consular equipment and offices. OIG made an informal recommendation to correct this problem.

In spite of this condition, the consular staff attempts to provide a clean and welcoming interior waiting room. A child play area exists, and applicants have access to a public toilet. Four ballistic teller windows provide interview security.

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Maintenance is a major challenge as the roof requires nearly constant repair, and much of the plumbing, HVAC (heating, ventilation and air conditioning), and electrical systems are from the 1950's with makeshift upgrades. According to the facilities manager, the chancery is "an accident waiting to happen." In fact, several incidents of actual or potential electrical fires have occurred, including one during the visit of the OIG team. Moreover, the consular section is subject to frequent flooding, which not only disrupts operations, but has also resulted in damage to computer equipment.

In consideration of the many deficiencies of the old chancery, the Bureau of Overseas Buildings Operations (OBO) scheduled a NEC project for FY 2008, but the project has been postponed until FY 2014. OBO was in final stages of negotiation on a site where the NEC could be located, but the owner balked and the deal fell through in July 2007. Since that time, the Embassy has devoted considerable effort in searching for a suitable site and had identified three potential properties.

However, OBO informed the Embassy in December 2008, that the NEC project would be postponed until FY 2014, citing the aborted property deal and an overall shortage of funding. In its appeal to OBO, the Embassy expressed disappointment after devoting so much effort to the property acquisition. (b) (2)(b) (2)  
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The OIG team concurs with the Embassy position regarding the urgent need for a NEC. Even if the actual NEC project cannot be moved forward to the next two or three years, OBO should move aggressively to acquire a suitable property. The Embassy believes that the current owners are still open to negotiations, but may have other interested buyers and will not wait several more years for an offer from the U.S. Government. With the security imperative of locating a NEC in the Gombe district, only three properties are viable options at this time, including one that is adjacent to the current chancery. Without prompt action, these parcels could be sold to other parties, and the lack of other options might delay the NEC even beyond FY 2014.



place and Quality of Life Questionnaire for this inspection were slightly below the average of 47 posts previously inspected, both for overall running of the management section, as well as for customer service orientation. The 2008 ICASS customer satisfaction survey was somewhat better however, with scores for Embassy Kinshasa just slightly below both the AF and worldwide average. Embassy management recognizes the need to improve ICASS services and has made this a management goal in the FY 2010 MSP.

The management section is under the direction of a highly competent officer who has the confidence of the Ambassador and DCM, and an excellent working relationship with his staff. Experienced personnel fill key positions such as the senior general services officer (GSO), information management (IM) officer and facilities manager. Relatively inexperienced but talented officers serve in such other important positions as assistant GSO, financial management officer (FMO), and Foreign Service health practitioner. The Embassy has been without a U.S. direct-hire human resources (HR) officer since 1991, but the HR section has performed well under the direction of an exceptional long-serving expatriate. With the pending retirement of this individual, the Department reestablished the U.S. direct-hire position, and the incumbent is slated to arrive in June 2009. Eligible family members also fill key positions such as community liaison office (CLO) coordinator and staff nurse in the health unit.

The LE staff includes Congolese nationals and a few resident expatriates. The more experienced of these LE staff serve important leadership roles within several management subunits. Long-time expatriate staff members provide knowledge, continuity, and experience in support of the motor pool, housing program, and medical unit. However, many of the subordinate staff are inexperienced, untrained, or lack requisite job skills, and their performance does not always meet expectations of supervisors or customers.

## Rightsizing

In anticipation that a NEC would be constructed during FY 2008, the Embassy prepared a rightsizing review for the Under Secretary for Management's Office of Rightsizing in March 2005. The rightsizing review was updated in July 2006 to reflect proposed reductions in the projected staffing levels from 2005. The current number of authorized U.S. direct-hire positions is 63, but the MSP for FY 2011 projects an increase to 83. With such substantial increases in program staffing proposed over the next few years, particularly in USAID, the management section will require

additional staffing and resources if they are to meet the MSP goal of providing quality support services that mission staff expect and deserve. An updated rightsizing review would identify the appropriate ICASS staffing profile to support this growing mission.

**Recommendation 12:** Embassy Kinshasa, in coordination with the Bureau of African Affairs, should submit an updated rightsizing review to the Office of Policy, Rightsizing, and Innovation in order to identify additional International Cooperative Administrative Support Services positions required to support proposed staff growth in the mission. (Action: Embassy Kinshasa, in coordination with AF and M/PRI)

**Recommendation 13:** Embassy Kinshasa, in coordination with the Bureau of African Affairs, should engage the Bureau of Human Resources to expedite the staffing of such additional positions identified in the updated rightsizing review to ensure that new support personnel are in place before the arrival of new program staff. (Action: Embassy Kinshasa, in coordination with AF and DGHR)

## Facilities Management

The facilities management section is under the direction of an experienced facilities manager who arrived at post in October 2008. He reports directly to the management counselor and supervises a large staff of technicians and laborers. Their task of maintaining office and residential buildings is greatly complicated by the decrepit condition of buildings, decaying infrastructure, limited availability of parts and services, transportation problems, and staff who often lack the desired skill sets and training.

Given the general conditions under which the facilities management staff operates, it is no surprise that there is a considerable degree of customer dissatisfaction with the quality of maintenance and repair for both the office buildings and residences. Respondents to OIG's questionnaire rated chancery maintenance among the lowest of services, well below the average of 47 posts that OIG had previously inspected. The quality of residential maintenance and repair rated only slightly higher but still well below the average rating from 47 prior posts.

The facilities manager recognizes the need for improvement, and is taking several measures to upgrade the effectiveness of operations. He is awaiting shipment of an order for \$30,000 worth of hand tools and plans to replace obsolete power tools as well. He would also like to have a fleet of small vans that can transport his staff to worksites, along with their tools and ladders.

## Safety, Health, and Environmental Management Program

The Embassy has a Safety, Health, and Environmental Management program that covers many of the prescribed activities for promoting safety in the workplace and home. These include monitoring, reporting, establishing post policies, and providing guidance to the mission community. In assessing post management's attention to fire and safety measures, respondents to OIG's questionnaire rated post slightly above average but still below the average score of 47 posts previously inspected.

As the post occupational safety and health officer, the facilities manager cited some areas where improvements are needed, such as providing protective gear for maintenance staff and replacing fire extinguishers that are beyond their expiration date. Another action that could raise the profile and set priorities for the Safety, Health, and Environmental Management program would be to have more frequent meetings. The OIG team made an informal recommendation.

## General Services

The general services office is under the direction of a capable third-tour senior GSO with experience in hardship posts. The assistant GSO is serving his first tour in a management position but displays a high degree of motivation and organizational skills in his work. Continuity and experience are provided by a cadre of competent LE staff in first-line supervisory positions, including veteran LE expatriates managing the motor pool and housing operations.

The GSO faces the formidable task of regularizing operations and reestablishing internal controls that were neglected during the years of civil disorder, while meeting the ongoing support requirements of an expanding mission in a chaotic and difficult environment. Much progress has been made in tightening internal controls, reestablishing proper procedures, and improving compliance with U.S. Government and State Department regulations.

Despite the conscientious efforts to observe proper procedures by most general services staff, several elements of general services operations received below average ratings and comments from mission staff, particularly shipping and customs, travel, and motor pool operations.

The management counselor and senior GSO recognize that much improvement is required, and both are taking active measures to address the deficiencies. The workload will soon increase with the planned addition of several more American staff in the Embassy. Without additional American supervision in the section, it will become increasingly difficult to support mission requirements and maintain effective internal controls.

## Housing

Despite some concerns expressed over the condition and size of leased housing, Embassy personnel rate the overall suitability of housing at Embassy Kinshasa as about average. The OIG questionnaire results were slightly below the average of 47 posts inspected recently, while the FY 2008 ICASS customer survey results were virtually the same as both the AF and worldwide averages.

The housing pool consists of a few single-family houses with private yards, but most personnel reside either in multi-unit housing compounds or apartment buildings. For security reasons, embassy housing is located within a very limited radius of the chancery in the Gombe district and must meet rigorous standards for physical security. The Interagency Housing Board assigns housing for all incoming personnel, in consideration of special needs or expressed preferences, contingent upon the timing of arrivals and vacancies.

Residential lease costs in Kinshasa are very high, particularly in the Gombe area where all mission staff must reside. Some landlords are willing to make necessary upgrades and fulfill their contractual obligations for major maintenance and repairs, but others are reluctant to undertake any improvements or repairs. Even when the landlords are willing to do so, delays or poor quality of the work often require follow-up by embassy facilities maintenance staff.

## Motor Pool

Embassy Kinshasa has been served by a consolidated motor pool since ICASS absorbed USAID vehicles and drivers at the beginning of FY 2007. Even with this infusion of assets, the current ICASS motor pool inventory is in deplorable condition and barely adequate for current mission needs. Many of the vehicles are beyond

their intended life-cycle and in poor condition because of the terrible quality of the roads and difficulty in maintaining U.S.-manufactured vehicles. Horrible traffic throughout the city further complicates the task of transporting mission staff and dependents in a timely and dependable manner.

Under such circumstances, it is not unexpected that motor pool operations received very low rankings from mission personnel. Respondents to OIG's questionnaire for this inspection rated the motor pool well below the average of 47 posts previously inspected, for both responsiveness and maintenance/upkeep of vehicles. The 2008 ICASS customer satisfaction survey reflected similar results, with scores for Embassy Kinshasa well below both the AF and worldwide average. Of particular note was the precipitous drop in the FY 2008 results over those of the preceding three years, possibly attributable to increased customer demand and consolidation of USAID assets with the ICASS motor pool.

The planned expansion of Embassy staffing will greatly increase the demands for both official and other authorized use of motor pool assets, but support for this expanding operational requirement will be difficult to provide unless the vehicle fleet is upgraded and expanded. Post management recognizes the need for such action, and has made some initial progress in doing so. Given the likelihood of continuing constraints in program and ICASS funding however, this will be a multiyear process, requiring careful planning to identify and procure the appropriate number and type of vehicles. So far, the embassy has not insisted that necessary funding be provided as a condition of approval for further staffing increases, in order that vehicles and drivers are in place to support the growing mission community.

**Recommendation 14:** Embassy Kinshasa, in coordination with the Bureau of African Affairs, should develop and implement an accelerated plan for replacing the oldest vehicles in the motor pool fleet, as well as for expanding the fleet to accommodate additional transportation requirements resulting from mission growth. (Action: Embassy Kinshasa, in coordination with AF)

**Recommendation 15:** Embassy Kinshasa should develop and implement a policy that allows for approval of additional program positions only with assurance of advance funding for procuring vehicles and hiring drivers to support the additional staff and dependents. (Action: Embassy Kinshasa)

## Customs and Shipping

Of all ICASS services, customs and shipping received the lowest ratings and most negative comments on OIG's questionnaire. In fact, the score was only about half that of the average for 47 posts previously surveyed. On the other hand, the FY 2008 ICASS customer survey rated shipping and customs only slightly less than the average score of posts in AF and worldwide. However, the FY 2008 ICASS survey ratings for this service were down substantially from the high marks registered from FY 2005 through FY 2007.

Customers complained strongly because their household effects and personal vehicles were not available to them for as much as six months after arriving at post. This is the result both of lengthy shipping times and a very cumbersome customs clearance process once shipments arrive in country. Some of the shipping delay resulted from the Department's unilateral decision to change the mode of household effects and personal vehicle delivery to Kinshasa, sending them via surface ship to Congo rather than via airfreight from Antwerp. Once the Department realized how long surface shipments really took, they reversed the decision despite the much higher cost of airfreight. This has reduced the shipping time, but newcomers still believe that general services takes too long to clear their items through customs.

Being without household effects has a very detrimental effect on newcomer morale, but the unavailability of their vehicles creates problems in another ICASS service. The regional security officer decreed that taxis are too unsafe and dangerous, so newcomers must rely on the motor pool for all transportation until their personal vehicles arrive. However, the aging motor pool does not always have enough vehicles and drivers available to meet the needs of customers in a timely manner, which has in turn given them a low opinion of this service as well.

The new assistant GSO recognizes that his office cannot meet the needs of customers without being more proactive, paying attention to details, refining shipment tracking, and improving communication with customers. Prior to his arrival, the shipping office was not providing regular updates about shipments, but he has introduced a "Friday update" report to inform customers of the whereabouts of their shipments. He also understands the importance of managing expectations, carefully explaining the customs clearance process when newcomers check in, and avoiding any predictions about the length of time for shipping and clearance.

Post management is also undertaking several measures in hopes of streamlining the customs clearance process. A meeting is scheduled with embassy freight handling contractors to determine why they are not meeting their contractual deadline

of 15 days for preparing and delivering paperwork to Congolese officials. Post will also insist that the contractors expedite all shipments by using the Embassy's permit giving priority handling to diplomatic shipments. Post is pursuing another promising initiative to establish an embassy warehouse at the airport where incoming household effects could be brought for clearance upon arrival, thus avoiding much of the delays and other problems resulting when shipments are stored in the Democratic Republic of the Congo Government-owned warehouse.

## Property Management and Warehousing

The sole warehouse facility for the entire mission is located on the JAO compound. It is large enough to store the inventory of furniture and furnishings maintained for all agencies. Upon his arrival, the new assistant GSO encountered several deficiencies with warehouse operations and has taken a number of corrective measures. He has upgraded the facility by patching roof leaks and installing rain gutters, mounting new lights to improve safety and security, and replacing termite-infested wood shelves with metal shelving. He is also installing more storage bins with proper labels, ensuring that all items are entered in WEBPASS inventory records, and enforcing strict documentation procedures for inventory receipt or issuance.

The ICASS council is nearing final agreement to establish residential furniture and appliance pools for all agencies except the Department of Defense. This will reduce the amount of inventory that must be stored, simplify record keeping, avoid frequent movement of assets when residential occupancy changes, and minimize the loss or damage to items during movement.

Mission staff gave ratings slightly below average for the adequacy of expendable and nonexpendable supplies. The FY 2008 ICASS customer survey rated administrative supply slightly below the AF and worldwide averages, while nonexpendable supplies were slightly below the worldwide average but higher than the AF scores. OIG's questionnaire ranked Kinshasa slightly lower than the average of 47 previous inspections for both the adequacy of expendable supplies and the suitability of household furnishings.

## Contracting and Procurement

The senior GSO has direct responsibility for contracting and procurement, capably assisted by a senior LE staff assistant with over 20 years experience and a resident expatriate American, both of whom have contracting warrants. The Embassy has several major contracts, including: 1) a local guard services contract worth \$8.1 million over four years; 2) a three-year contract for LE staff medical care valued at

\$1.6 million; and 3) a five-year contract for shipping and customs handling services with an estimated cost of \$7.6 million, awarded to three separate contractors. There are also contracts of lesser cost for gardening and trash collection. The Embassy also contracts with a local commercial agency for travel support services, as noted below.

## Travel Services

Post uses a local commercial agency to provide travel services, and the agency has travel clerks on-site in the mission. Despite the convenience, many staff members are unhappy with the quality and timeliness of the service. Respondents to OIG's questionnaire ranked travel among the lowest of the ICASS services, well below the average of 47 posts previously inspected by OIG. The embassy was exploring the possibility of converting to the GSA travel contract under Carlson-Wagonlit but found that the existing bandwidth would not support the use of the Carlson-Wagonlit E2 travel system. Accordingly, the embassy will soon resolicit the contract for another local travel agency.

## Administrative Support for Goma Operations

Embassy Kinshasa has provided excellent management support thus far to the Goma operation. An exceptional property was located and secured under a three-year lease for \$108,000 per annum. This walled compound is situated on the shores of Lake Kivu, just yards from the Rwandan border, and has provided suitable residential quarters and workspace for TDY personnel. The compound includes two furnished residences, one where the long-term TDY Embassy political officer resides, and the other that features six separate bedrooms and common living areas for other TDY visitors. The Embassy has also provided an emergency generator to maintain power during frequent outages and has equipped the compound with a full complement of unclassified communications equipment, including cell phones, laptop computers, and radios.

At the present time, the political officer is not overly burdened with management responsibilities. The Embassy handles most of the financial responsibilities associated with this residence, but the incumbent has been given a \$1,000 petty cash fund for small purchases. The Embassy uses ICASS funding to pay the lease, utilities, and security guard service, while a separate allotment of program funds for Goma covers subscriptions for telephone, computer, and satellite dish services, as well as for travel, an LE driver, and vehicle fuel and maintenance. With the arrival of a long-term TDY staff member from USAID, plus an expected increase in short-term TDY

visitors, the administrative burden on the political officer will likely become a distraction from his primary duties. To maximize the use of his time and skills, it would be advantageous to have a full-time LE staff member to provide administrative support to the Goma operation.

**Recommendation 16:** Embassy Kinshasa should hire a full-time locally employed staff member to handle all administrative tasks for managing the house and supporting the temporary duty occupants in Goma. (Action: Embassy Kinshasa)

The Ambassador has established a policy that TDY staff must stay at the Goma residence when space is available, while overflow visitors are permitted to stay at regional security office-approved hotels. Each visitor is charged \$100/night to stay at the guest house, which is applied to offset the ICASS lease cost. Optional for TDY visitors is a \$10 daily meal charge that is given to the cook to purchase food and prepare meals. Although the TDY quarters are secure, clean, and relatively comfortable, post should upgrade the amenities to meet the needs of TDY guests. The OIG team made an informal recommendation that the Embassy provide better lighting, bedding, and toiletries at the Goma guest quarters.

Under current circumstances, the actual nature of the political officer assignment is not readily apparent to potential bidders. When the incumbent officer was preparing his bid list, the position in Goma was listed as an FS-01 political officer position in Kinshasa. Only after inquiring did he learn that the incumbent would spend most of the tour in Goma. The designation of this as a Kinshasa position could confuse potential bidders and also discourage some who would be interested in a position in Goma but not in Kinshasa.

Another issue resulting from this unique arrangement is that of allowances. Since the position is assigned to Embassy Kinshasa, the incumbent receives the post allowance and differential for Embassy Kinshasa, as well as 15 percent danger pay during his time in Goma. He also receives the full \$74 meals and incidental expenses portion of the Goma per diem. He has already received an unaccompanied baggage shipment in Goma and will soon receive a limited household effects shipment. The OIG team made an informal recommendation that, at that time, the Embassy should either reduce or totally eliminate the meals and incidental expenses allowance.

There are some administrative benefits to giving the Goma presence a more formal designation. It would be possible to accurately list the political job and sub-

sequent positions as Goma vacancies. This would be more transparent to bidders, possibly increasing the degree of interest in the position. With an official posting to Goma, the staff assigned there would not receive meals and incidental expenses.

## FINANCIAL MANAGEMENT OPERATIONS

There are eight positions in financial management providing very good budget and fiscal support services. In addition to the FMO, there is a financial specialist, cashier, two voucher examiners, two account technicians and an eligible family member financial assistant. One voucher examiner position was recently vacated, and the FMO does not plan to replace the person. The financial specialist is an alternate certifying officer with authority to certify vouchers up to \$20,000. Overall financial management services, particularly cashiering, received high scores on the OIG questionnaires. Post funding was adequate.

OIG reviewed representation and official residence expense payments. Official residence expense vouchers included overtime for staff who worked afterhours to serve at official and nonofficial functions. Although most of the recent vouchers had a separate fiscal strip charging representation funds, it was difficult to determine which hours were devoted to representation events. OIG suggested that the hours worked for representation events be clearly noted on the receipts to ensure proper accounting charges. Also, the most recent management instruction on representation allowances was dated November 4, 2005. OIG made an informal recommendation that the per capita limits be reviewed to verify whether the costs for at home and restaurant entertainment are still valid.

Embassy Kinshasa participates in the revenue-generating recycling program using the funds received from approximately 6,000 students per year taking English language courses at the Congo American Language Institute. Almost \$1 million in recycling funds was received in FY 2008. These funds are used to pay the salaries of 43 LE teachers and staff and to purchase required textbooks and educational materials. In FY 2009, the public affairs section expects to receive over \$1 million in recycling funds. However, the PAO has not responded to STATE telegram 123046, dated November 19, 2008, that requests the Annual Call for Participation in the Recycling Program. Once the embassy submits its estimate of annual receipts to AF's Executive Office, the bureau provides approval and establishes the ceiling on receipts for the fiscal year.

**Recommendation 17:** Embassy Kinshasa should respond to STATE telegram 123046 and submit the Annual Call for Participation in the Recycling Program. (Action: Embassy Kinshasa)

There is not enough coordination between the FMO and PAO on the status of recycling funds as well as funds for the PEPFAR. OIG suggested that the FMO consult more regularly, at least quarterly, with the PAO on the status of funds and obligations associated with Global HIV/AIDS and other foreign-operations funded programs.

## Public Diplomacy Grants

The Embassy Kinshasa's PAS receives PEPFAR funds for outreach programs to combat HIV/AIDS in the Democratic Republic of the Congo. PAS received \$430,320 in PEPFAR funds in FY 2008. More than \$350,000 of these funds was spent on grants to SmallPower Productions for planning and producing a series of TV programs and supervising distribution activities aimed at combating HIV/AIDS. Because the PAO only has grant authority up to \$25,000, there were 15 individual grants made to SmallPower for the same amount of \$24,980. This labor intensive effort to divide up the grants not to exceed the PAO's grant authority generates excess paperwork and is much too labor intensive for the PAO, FMO, and the grantee. OIG referred the PAO to the grants policy directive for warrant requirements and procedures on how to request an increase in her grant authority. Level I grant authority can be authorized from \$100,000 to level 3 of \$250,000 depending on the amount of grants training and education.

**Recommendation 18:** Embassy Kinshasa should review the requirements for grant warrants and request an increase in grant authority for the public affairs officer commensurate with the qualifications of the public affairs officer. (Action: Embassy Kinshasa)

The PAO was not aware of the requirement for full and open competition in awarding grants in accordance with 1 FAM 212.2. The Grants Policy Directive number 5 lists the exceptions to competition for public diplomacy grants but still requires a justification for limited or no competition to be documented in the grant folder.

**Recommendation 19:** Embassy Kinshasa should prepare a justification for issuance of grants when there is limited or no competition in solicitation and award. (Action: Embassy Kinshasa)

## INTERNATIONAL COOPERATIVE ADMINISTRATIVE SUPPORT SERVICES

The Department of State is the mission's single ICASS service provider. The Department pays 66 percent of ICASS costs. The ICASS council holds regular quarterly meetings or whenever there is a need for the council to review a draft management policy or meet to discuss the ICASS budget. During the last meeting held in November 2008, the council approved the furniture and appliance pool.

The ICASS customer satisfaction questionnaire survey showed a decrease in overall scores from 4.33 in FY 2007 to 3.84 in FY 2008. The American personnel services, cashiering, and CLO received the highest scores; whereas shipping and customs, and motor pool services received much lower scores.

To address complaints from customers, the ICASS council created a new position, the ICASS customer representative, who started in October 2008. The customer representative helps to resolve issues between the customers and the service providers and facilitates communications for service delivery, particularly in the areas of shipping and customs clearance of household effects, unaccompanied baggage, and personal vehicles, and any other ICASS services. The ICASS customer representative is also involved in implementing e-services, the electronic work order system at post; the collaborative management initiative; and updating ICASS service standards.

OIG questioned the ICASS council chair about the effectiveness of the ICASS consolidation that resulted in the transfer of 22 USAID employees from USAID to STATE/ICASS. Kinshasa is currently designated as a third tier post for consolidating administrative services between State and USAID. USAID disbanded its motor pool, facilities maintenance, procurement, and travel operations, and transferred their personnel and consolidated services to ICASS. Three drivers still remain at the USAID compound but are part of ICASS motor pool.

It is evident from the ICASS customer service satisfaction questionnaire that the quality of services has decreased. While duplicative services have been eliminated with consolidation, according to the respondents to OIG's questionnaire, more work

needs to be done to improve the quality of service, change some negative attitudes, and enhance employee morale. The assessment revealed a need for more customer service training for Embassy general services staff. Embassy management is considering online customer service training.

**Recommendation 20:** Embassy Kinshasa, in coordination with the Foreign Service Institute, should provide customer service training to staff. (Action: Embassy Kinshasa, in coordination with FSI)

Embassy management is attempting to reopen the Embassy's warehouse at the airport to avoid having to pass through the Democratic Republic of the Congo Government holding area to facilitate faster clearance of shipments. The GSO has implemented use of the Geographical Tracking System program in the motor pool to monitor the locations of vehicles via the GPS to better manage fleet movement and driver assignments.

The FY 2010 MSP requested one additional ICASS position and \$1.7 million in recurring and nonrecurring costs. The FY 2011 MSP requests no new positions for ICASS but \$1.6 million in nonrecurring costs. However, it does project a net increase of 11 positions for USAID. These staffing increases will require additional administrative support. Additional ICASS staff will be needed to maintain an adequate level of service if the mission continues to grow. This issue is discussed with recommendations in the Executive Direction and Management Operations sections of this report.

## HUMAN RESOURCES

A long-term, American LE staff HR specialist heads the section, which includes five local staff, including two HR assistants, two HR clerks, and an administrative clerk. OIG confirmed the high level of services provided by HR as indicated on the OIG questionnaire. Personnel files for American staff are complete, and employee work requirement statements are current. Some LE position descriptions need to be reviewed and updated. The section is updating the LE handbook and has recently published an updated administrative instruction on the post awards policy. OIG made an informal recommendation that the section also update and reissue policies and procedures on spousal employment.

Since the last OIG inspection in 2002, Embassy Kinshasa has increased by 126 employees (12 American direct-hire, 14 U.S. local-hire, and 100 LE staff). The American direct-hire to LE staff ratio increased from 4.5 to 5.3.

## Delinquent Employee Performance Reports

Within-grade increases are sometimes delayed because of late receipt of employee performance reports. HR has a tracking system for monitoring submissions of employee performance reports. At the time of the inspection, there were six delinquent employee performance reports, with two overdue more than 90 days. Only one reminder had been sent out from HR.

**Recommendation 21:** Embassy Kinshasa should establish procedures that will provide timely completion of performance evaluations for the locally employed staff, including holding supervisors formally accountable for this responsibility in their work requirements statements and employee evaluation reports. (Action: Embassy Kinshasa)

## Regional Support for Embassy Brazzaville

The HR specialist provides regional support to Embassy Brazzaville but has not made a visit since the Embassy reopened in its new chancery. Three LE staff from the HR office at Embassy Brazzaville each visited Embassy Kinshasa for about a month from July to October. The memorandum of agreement between the two missions calls for quarterly visits to Brazzaville. OIG stressed the need to maintain the frequency of these visits.

**Recommendation 22:** Embassy Kinshasa should schedule quarterly visits for its human resources specialist to Embassy Brazzaville to provide human resource technical assistance and support. (Action: Embassy Kinshasa)

## American Allowances

The post differential report was submitted in September 2008 and was under review in the Bureau of Administration's Office of Allowances at the time of the inspection. Because of the current security situation in Democratic Republic of the Congo, embassy management believes that the differential should be increased to 30 percent.

Post allowance is currently at 42 percent and the Embassy is not scheduled to submit an updated retail price survey until 2010. However, given the general consensus among American employees and spouses over the high cost of food and services, and high rate of inflation, an off-cycle submission may be warranted.

## Locally Employed Staff Compensation and Benefits

The last salary increase was implemented in March 2008. LE staff in grades 1-8 received a four percent increase and grades 9-12 a nine percent increase. The results of the latest LE staff salary survey were released by the Bureau of Human Resources during the inspection. Embassy management and other agencies are reviewing the funding requirements to arrive at a recommended salary increase level.

Poor quality health care is among the most serious concerns of the Embassy's LE staff. Health care coverage for LE staff has deteriorated over the years. Medical equipment is outdated, and supplies are limited. The Embassy contracts a local provider to provide medical coverage for LE staff, but the quality of service is mixed at best. There is no provision covering medical evacuation travel in the event of a catastrophic emergency. One employee had to be medically evacuated to South Africa, and the Embassy community took a collection to help cover expenses. Within this environment, catastrophic health insurance for the LE staff is needed.

**Recommendation 23:** Embassy Kinshasa, in coordination with the Bureau of Human Resources, should establish a catastrophic health insurance plan for locally employed staff. (Action: Embassy Kinshasa, in coordination with DGHR)

When LE staff members retire, they receive only one year of continued health coverage under the contract with the local clinic. According to the LE committee, this is contrary to local prevailing practice. The OIG team encouraged embassy management to explore options for providing continued LE staff health coverage.

## INFORMATION MANAGEMENT

Embassy Kinshasa's IM staff operates a thorough IM and information systems security program. The IM section effectively manages all of its IM and security requirements. This includes proper standard operating procedures, systems documentation, random checks of files, and segregation of key IM functions and duties. Providing adequate IM services within the Congo is a challenge. Nevertheless, Embassy management and staff rate the IM customer service above average.

Three full-time American employees handle the Embassy's unclassified and classified systems. They are also responsible for the telephone, radio, unclassified mail, diplomatic pouch, and switchboard operations. An IM specialist acts as the post information system security officer and the IM officer is the assistant information system security officer.

Three LE staff members assist with the unclassified computer operations. There are two telephone operators, one telephone technician, and one radio technician. Five LE staff assistants manage the Embassy mailroom.

The IT staff provides information management and systems security support on two compounds, the chancery and the JAO, approximately two miles from each other. There are approximately 120 client workstations used by the 14 Americans and 215 LE staff who work at JAO. The IT staff at the chancery support approximately 81 workstations, 14 servers, and dozens of network and desktop printers. USAID is located in a third separate building located a half mile from the chancery and operates its IT equipment with USAID personnel.

### Radio Program and Inventory Oversight

The radio program and associated inventory has no American oversight. Due to large staffing gaps in the American IM section, the radio section has not had the oversight needed to assist staff and ensure the post radio inventory is correct. With the large LE staff, American staff, and motor pool, embassy Kinshasa has hundreds of expensive radios. This equipment needs oversight on inventory operations. Inventory records are currently incomplete, and it is not possible to evaluate their accuracy.

**Recommendation 24:** Embassy Kinshasa should provide American direct-hire oversight to the radio section with particular emphasis on keeping the radio inventory accurate and up to date. (Action: Embassy Kinshasa)

## Goma Communications

The Goma staff has been limited to mobile phones as its only communication option. The embassy has purchased a Broadband Global Area Network terminal that was being installed during the inspection. This equipment will provide voice and data connectivity independent of the Congo infrastructure. A Broadband Global Area Network system is also installed at the Ambassador's residence alternate command center.

The Goma staff has ultra high frequency radio equipment for local communications. High frequency radio equipment has been purchased that will provide the long-range radio capability needed to communicate with Embassy Kinshasa or neighboring missions such as Kigali. The OIG team made an informal recommendation that the Embassy test both of these new systems regularly to ensure dependable communications.

## Information Systems Oversight

Three qualified LE staff assistants provide unclassified information systems support at the JAO building. The American IM staff are located at the chancery. LE staff at JAO have not had the necessary supervision to ensure that all systems tasks are completed correctly and on time. OIG made an informal recommendation to address this issue.

## Embassy Intranet Site

Embassy employees ranked the embassy intranet site on their questionnaires. The principle complaint is that much of the material is out of date. This web site often provides the first impression a person may receive while considering bidding on Kinshasa. The OIG team made an informal recommendation to update the site.

## Telephone System

In October 2008, OBO and (Foreign Post Telephone) FPT installed a refurbished Mitel SX 2000 Light telephone system in the chancery. The adequacy of the Embassy's telephone system was ranked low on OIG's questionnaires, in large part because the system does not provide voice mail or phone tree capability. The Department is aware of this, and modules to provide these services are being sought.

## Embassy Mailroom

The Embassy mailroom was recently moved from a hallway at the chancery into two prefabricated containers on the embassy compound. The new mailroom does not provide adequate space to accommodate mailroom staff (b) (2)(b) (2) (b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2) The Embassy can obtain a third container and is prepared to do the work to expand the facility itself but does not have adequate funding.

**Recommendation 25:** Embassy Kinshasa, in coordination with the Bureau of African Affairs, should enlarge the mailroom. (Action: Embassy Kinshasa, in coordination with AF)

The Embassy has put in place the necessary screening procedures and instructions for processing incoming local mail and handling possible suspicious materials. The embassy received an envelope of suspicious powder in October 2008, handled the incident correctly, (b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2) (b) (2)(b) (2)(b) (2)(b) (2)(b) (2) OIG made an informal recommendation that the embassy should maintain an adequate supply of the necessary supplies.



# QUALITY OF LIFE

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## EQUAL EMPLOYMENT OPPORTUNITY/FEDERAL WOMEN'S PROGRAM

The EEO counselor, who completed the required training program in March 2008, stated that no employees have registered formal EEO complaints or sought EEO counseling since she assumed her duties. During the inspection, the counselor began work on publicizing and explaining general EEO provisions mission-wide. One LE staff member has received training to provide an EEO type resource for LE staffers as authorized by 97 State 53229, dated March 24, 1997. A newly appointed Federal Women's Program coordinator stated that no one has requested her assistance with program issues. The coordinator has begun to develop outreach and other programs related to the program. The Embassy publicized EEO and Federal Women's Program contacts, materials and guidance during the inspection. Embassy management fully endorses both programs. American employees generally rated mission EEO sensitivities as a positive quality on their workplace and quality of life questionnaires.

## HEALTH UNIT

The medical unit provides primary care to American staff and family members at both Embassies Kinshasa and Brazzaville, as well as to Kinshasa LE staff suffering from work-related injuries or illnesses. There are no adequate medical care facilities on the local economy that can provide secondary care for more serious conditions. For such cases, post coordinates with Embassy Pretoria for medical evacuations to South Africa.

The medical unit is staffed by an experienced Foreign Service nurse practitioner, an LE nurse, an eligible family member nurse, and an LE lab technician. There is also an expatriate American physician who serves as post medical advisor. Current professional staffing is adequate for the serviced populations, but the Embassy wants to add a receptionist to handle telephone calls and other routine tasks now performed by one of the nurses. A regional medical officer and a regional medical officer psychiatrist based in Embassy Nairobi provide service to both Kinshasa and Brazzaville.

The medical unit is located in the chancery compound and consists of private offices, examination rooms, a patient day room, a laboratory, and a separate secure store room for drugs and supplies. Controlled substances are properly stored in a locked cabinet, with access tightly controlled and limited to dispensing authorities. Patient records are also maintained with the appropriate measures to limit access and protect confidentiality. During a recent post visit, the regional medical officer verified that controlled substances and patient records were being managed in accordance with Department regulations.

## COMMUNITY LIAISON OFFICE

A CLO coordinator serves the Embassy Kinshasa community. The coordinator is paid for a 40 hour work week but often spends additional hours per week on her duties. She is compensated for such additional hours with compensatory time or regular duty pay. CLO activities include preparing and maintaining welcome and orientation materials, nominating sponsors for new arrivals, advising employees on local conditions, offering general guidance and a sympathetic ear, organizing social events for staff and family members, managing a lending library, and maintaining emergency plans. The coordinator prepares and distributes a biweekly newsletter, which includes columns from various embassy sections and items of general interest. The coordinator serves on the emergency action committee and the housing board,

and assists with ensuring that residences for new arrivals are made ready. Although the coordinator attempts to arrange trips for the community outside the capital, the difficulty in traveling outside of Kinshasa severely limits the possibilities. Embassy employees rated the CLO as highly effective and positive in their personal questionnaires and interviews. Given the size and anticipated growth of the embassy community, the OIG team made an informal recommendation that the Embassy plan for a future CLO co-coordinator position.

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(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6) and there is a high degree of satisfaction among mission staff regarding the quality of the education provided at this school. In fact, OIG’s questionnaire shows satisfaction with (b)(2)(b)(6) to be well above the average score of 47 posts previously inspected. Moreover, educational quality ranked third among 53 categories evaluated by Embassy Kinshasa staff.

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The Department has provided (b)(2)(b)(6) with considerable grant funding to support faculty salaries, professional development, and purchase of educational program materials. The FY 2007 grant was \$57,620 and the grant for FY 2008 was \$61,270. (b)(2)(b)(6) is requesting \$125,000 for FY 2009. The Department has also awarded grants for upgrading physical security of the (b)(2)(b)(6) campus, including a total of \$170,000 in FY 2008 for an emergency generator

The Embassy is well represented on the (b)(2)(b)(6) school board. The board consists of seven voting members, four of which must be American citizens, including one representative from the mission. The board also includes an ex officio position for the ambassador’s representative, which is currently filled by the management counselor. Board members serve two year terms, staggered to ensure continuity from one year to the next.

## AMERICAN EMPLOYEE RECREATION AND WELFARE ASSOCIATION

American Employee Recreation and Welfare Association (AERWA) is a small operation that provides a commissary, gym, and restaurant. At the time of the inspection the commissary had a limited supply of consumables, embassy logo items, and local Congolese crafts on consignment. The bulk of its earnings come from placement of orders for consumable shipments, membership fees, and commissary items.

Its 2008 revenue was \$51,638. The net profit for 2008 was \$2,688. AERWA maintains a bank account with the State Department Federal Credit Union that had a balance of \$11,703 as of January 31, 2009. At the time of the inspection, there was \$3,832 in cash on hand. AERWA uses the Peachtree software program to produce its balance sheet and income statements. Inventory is maintained manually by the manager. OIG made an informal recommendation that the association use Quicken books as the preferred accounting software.

AERWA's charter and bylaws are dated December 2004 and June 2005, respectively. A license agreement documenting the AERWA's use of U.S. Government-owned property and logistical support provided by the Embassy was dated November 2008. The charter is currently under revision. The memorandum of understanding between the Embassy and AERWA is dated November 14, 2008, and identifies the JAO facilities made available to AERWA and the types and amount of support provided by the embassy. The Embassy pays utilities and AERWA pays for their telephone charges.

AERWA has a board of elected directors, but the only salaried AERWA employees are the full-time manager and janitor. The current manager started in June 2008.

The cafeteria on the JAO compound was closed in June 2008 for renovation and purchase of new appliances. The contract for the chef was terminated at that time, and the board is now attempting to identify and hire a new chef to provide lunch service. The OIG questionnaire scores attributed to the lack of cafeteria services and scarcity of local restaurants near to the JAO reflect that this is having a negative impact on employee morale.

**Recommendation 26:** Embassy Kinshasa should reopen the cafeteria at the joint administrative office compound as quickly as possible. (Action: Embassy Kinshasa)

The Bureau of Administration's Office of Commissary and Recreation expressed concerns about the outside auditor's report. The 2007 report did not include a statement of auditor's independence. Also, the Office of Commissary and Recreation has not received an auditor review of internal controls from Kinshasa. The OIG team made an informal recommendation.



## MANAGEMENT CONTROLS

The annual chief of mission management controls assurance statement, dated August 15, 2008, stated that the Embassy conducted risk assessments to review management controls. The management counselor is the management controls coordinator. In response to the risk assessments, the management counselor confirmed that the following actions were taken: General services updated the Real Property Application; remeasured buildings to ensure accurate ICASS workload counts; reviewed and updated real property inventories; reconciled missing property; and reconciled and certified the vehicle inventory in the Integrated Logistics Management System. Motor pool vehicle consumption is monitored and general services recently installed Geographical Tracking System devices on vehicles to monitor vehicle fleet movement and driver assignments. All work requirements statements for American employees include internal control requirements.

According to the annual chief of mission management controls assurance statement, the Embassy was in the process of completing the Annual Facility Condition Survey and the Annual Inspection Summary. Given the condition of the old chancery buildings with the recent incidents of two electrical fires and flooding in the consular section, Embassy management needs to address serious hazardous conditions. The Embassy needs to review the latest property surveys and the last Safety, Health, and Environmental Management program reports and prioritize special maintenance and repair projects that should be accomplished within the next year.

The OIG team attended a property survey meeting, and understands that the inventories for the chief of mission residence and deputy chief residence listed thousands of dollars worth of property that is either missing or improperly recorded as on hand. Post management is aware of the problem and is taking necessary steps to correct the inventory records.

The inspection identified weaknesses in consular collection procedures, use of the Suspense Deposit Abroad (SDA) account, issuing interim cash advances, and outstanding travel advances. OIG made an informal recommendation to clear outstanding travel advances, most of which needed to be reconstructed to process vouchers.

## CONSULAR AFFAIRS

The consul serves as Embassy Kinshasa's accountable consular officer and, in that capacity, implements Consular Management Handbook policies governing fees, controlled equipment, sensitive blank document supplies, and restricted computer access controls. The accountable consular officer developed a plan to dispose of outdated federal benefit checks held in the section during the inspection. Consular files and records contain outdated and extraneous items. The section developed a plan to dispose of such materials in the course of the inspection. The Embassy has a correctly written referral policy explaining system parameters and use; mission personnel have signed documents agreeing to comply with the system.

Good management practice and much Bureau of Consular Affairs guidance (06 STATE 165341, for example) require that all nonimmigrant refusals be reviewed by a supervisory officer, even if that officer does not have a consular commission. 9 FAM 41.121 PN 1.2-8 recommends that the refusing officer's direct supervisor serve as the reviewing officer. The verification process should be completed on the day of the refusal or as soon as administratively possible. Further, the Foreign Affairs Manual states that spot-checks of approved nonimmigrant visa applications must be made. Review of Embassy Kinshasa's Consolidated Consular Data Base reveals that the consul reviews the vice consul's decisions but that the DCM (the consul's supervisor) has not established procedures to consistently review the consul's decisions. During the inspection, the DCM began to fulfill the requirements.

**Recommendation 27:** Embassy Kinshasa should implement procedures for complying with required nonimmigrant visa refusal and issuance decision review policies. (Action: Embassy Kinshasa)

Consular cash and receipt handling procedures within the consular section and the embassy's class B cashier meet Consular Management Handbook specifications. The accountable consular officer and consular subcashier and their alternates correctly perform their duties. The accountable consular officer and subcashier designations are in order. Review of randomly selected consular accounts revealed no bookkeeping errors.

Beginning in March, 2008, the Embassy contracted with a Kinshasa bank to collect machine-readable visa (MRV) fees for most applicants and schedule their non-immigrant visa application appointments. This is the Bureau of Consular Affairs-endorsed method to reduce consular fee handling and appointment scheduling workloads within consular sections.

OIG's review of the bank-to-embassy receipt reconciliations generated for these transactions revealed possible discrepancies. The number of visa interviews actually performed appears to exceed the number of MRV fees collected from one to 40 percent per month between April 2008 and January 2009. To date, the potential discrepancy dollar amount could be as much as \$15,000. While some variance may be expected because applicants fail to appear for their interviews, the fact that the number of interviews exceeds the number of fee receipts raises concern. Although time allotted for this inspection did not allow sufficient time for the OIG team to fully examine this issue, it requires correction. Given widespread host country corruption, the OIG team believes that the embassy should perform MRV fee collection and accountability in-house. This condition will require the embassy to develop and use an Internet-based visa appointment system. The Embassy should determine whether fees are actually missing and attempt to recover them. Because the embassy must notify the public of the changes before they become effective, must organize a visa appointment system, and arrange to collect the fees within the consular section, the OIG team finds that (based on local conditions) transition to in-house MRV fee collection may require as much as two to three months.

**Recommendation 28:** Embassy Kinshasa should terminate its existing machine-readable fee collection/nonimmigrant visa appointment contract and resume in-house fee and appointment processing. (Action: Embassy Kinshasa)

**Recommendation 29:** Embassy Kinshasa should determine whether machine-readable visa fees are actually missing and, if so, attempt to recover them. (Action: Embassy Kinshasa)

## FINANCIAL MANAGEMENT

### Suspense Deposit Abroad

The suspense deposit abroad account showed several balances dating back to 2003. OIG discovered that \$443 represented a deposit to social security in FY 2003; \$84 in FY 2004, \$1,370 in FY 2006 and \$5,167 for FY 2007 for postage stamps for the diplomatic post office. There were also three outstanding balances in FY 2008 funds deposited as follows: \$322 – Deposit from United Methodist church for transportation charges; \$419 – Deposit from U.S. Army Medical Research Institute for medical equipment for emergency preparedness; and, \$1,266 - Deposit for an Amazon book order.

According to 4 FAH-3 H-326, without a waiver, the suspense deposit abroad account may not be used to transfer funds when there is no official U.S. Government purpose for the transaction. Situations where it would generally not be appropriate to use the suspense deposit abroad account include deposits from individuals for transfer to nongovernmental organizations operating outside the host country and any deposit or transfer on behalf of an international organization, private individual, or private organization.

**Recommendation 30:** Embassy Kinshasa, in coordination with the Bureau of Resource Management, should request a waiver to the 4 FAH-3 H-326 to allow for the use of the suspense deposit abroad account for nonofficial U.S. Government payments. (Action: Embassy Kinshasa, in coordination with RM)

### Cashier Interim Advances

There were two long outstanding interim advances of cash from the class “B” cashier that had not been cleared. There was a transmittal for \$200 in counterfeit currency that had been sent to the Secret Service office in Paris that has been open since March 2008. The second item was an outstanding voucher submission for CDC, apparently for the monkey pox project, from September 2008 in the amount of \$11,268 that cannot be processed because CDC has not provided fiscal data.

**Recommendation 31:** Embassy Kinshasa should clear all outstanding interim advances. (Action: Embassy Kinshasa)



**Recommendation 9:** Embassy Kinshasa should implement a plan to dispose of abandoned immigrant visa files. (Action: Embassy Kinshasa)

**Recommendation 10:** The Bureau of Overseas Buildings Operations, in coordination with Embassy Kinshasa, should immediately intensify efforts to conclude acquisition of an appropriate property for the Kinshasa new embassy compound, sending a real estate specialist to work with post management in preparing and negotiating the transaction. (Action: OBO, in coordination with Embassy Kinshasa)

**Recommendation 11:** The Bureau of Overseas Buildings Operations, in coordination with Embassy Kinshasa, should dispatch a team of specialists to identify the most urgent maintenance and repairs at the chancery and other buildings, assist the embassy in preparing scopes of work and other necessary documentation, and expedite funding in order that the Embassy can initiate work as soon as possible. (Action: OBO, in coordination with Embassy Kinshasa)

**Recommendation 12:** Embassy Kinshasa, in coordination with the Bureau of African Affairs, should submit an updated rightsizing review to the Office of Policy, Rightsizing, and Innovation in order to identify additional International Cooperative Administrative Support Services positions required to support proposed staff growth in the mission. (Action: Embassy Kinshasa, in coordination with AF and M/PRI)

**Recommendation 13:** Embassy Kinshasa, in coordination with the Bureau of African Affairs, should engage the Bureau of Human Resources to expedite the staffing of such additional positions identified in the updated rightsizing review to ensure that new support personnel are in place before the arrival of new program staff. (Action: Embassy Kinshasa, in coordination with AF and DGHR)

**Recommendation 14:** Embassy Kinshasa, in coordination with the Bureau of African Affairs should develop and implement an accelerated plan for replacing the oldest vehicles in the motor pool fleet, as well as for expanding the fleet to accommodate additional transportation requirements resulting from mission growth. (Action: Embassy Kinshasa, in coordination with AF)

**Recommendation 15:** Embassy Kinshasa should develop and implement a policy that allows for approval of additional program positions only with assurance of advance funding for procuring vehicles and hiring drivers to support the additional staff and dependents. (Action: Embassy Kinshasa)

**Recommendation 16:** Embassy Kinshasa should hire a full-time locally employed staff member to handle all administrative tasks for managing the house and supporting the temporary duty occupants in Goma. (Action: Embassy Kinshasa)

**Recommendation 17:** Embassy Kinshasa should respond to STATE telegram 123046 and submit the Annual Call for Participation in the Recycling Program. (Action: Embassy Kinshasa)

**Recommendation 18:** Embassy Kinshasa should review the requirements for grant warrants and request an increase in grant authority for the public affairs officer commensurate with the qualifications of the public affairs officer. (Action: Embassy Kinshasa)

**Recommendation 19:** Embassy Kinshasa should prepare a justification for issuance of grants when there is limited or no competition in solicitation and award. (Action: Embassy Kinshasa)

**Recommendation 20:** Embassy Kinshasa, in coordination with the Foreign Service Institute, should provide customer service training to staff. (Action: Embassy Kinshasa, in coordination with FSI)

**Recommendation 21:** Embassy Kinshasa should establish procedures that will provide timely completion of performance evaluations for the locally employed staff, including holding supervisors formally accountable for this responsibility in their work requirements statements and employee evaluation reports. (Action: Embassy Kinshasa)

**Recommendation 22:** Embassy Kinshasa should schedule quarterly visits for its human resources specialist to Embassy Brazzaville to provide human resource technical assistance and support. (Action: Embassy Kinshasa)

**Recommendation 23:** Embassy Kinshasa, in coordination with the Bureau of Human Resources, should establish a catastrophic health insurance plan for locally employed staff. (Action: Embassy Kinshasa, in coordination with DGHR)

**Recommendation 24:** Embassy Kinshasa should provide American direct-hire oversight to the radio section with particular emphasis on keeping the radio inventory accurate and up to date. (Action: Embassy Kinshasa)

**Recommendation 25:** Embassy Kinshasa, in coordination with the Bureau of African Affairs, should enlarge the mailroom. (Action: Embassy Kinshasa, in coordination with AF)

**Recommendation 26:** Embassy Kinshasa should reopen the cafeteria at the joint administrative office compound as quickly as possible. (Action: Embassy Kinshasa)

**Recommendation 27:** Embassy Kinshasa should implement procedures for complying with required nonimmigrant visa refusal and issuance decision review policies. (Action: Embassy Kinshasa)

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## 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.

### Executive Direction

The executive office does not have enough informal communication with embassy staff.

**Informal Recommendation 1:** Embassy Kinshasa implement ways for the Ambassador and the deputy chief of mission to visit embassy staff more frequently in their several work sites and create more opportunities for the Ambassador and deputy chief of mission to interact informally with American family members.

### Political Affairs

Political reporting covering areas outside the eastern conflict region and the capital is insufficient.

**Informal Recommendation 2:** Embassy Kinshasa should increase regional political reporting.

### Economic Affairs

Economic reporting covering economically important regions outside the capital is insufficient.

**Informal Recommendation 3:** Embassy Kinshasa should adjust its reporting plan and increase regional economic reporting.

Environmental, science, technology and health reporting is insufficient.

**Informal Recommendation 4:** Embassy Kinshasa should increase environmental, science, technology, and health reporting.

## Foreign Assistance

Communication between embassy sections on U.S. Government foreign assistance programs is inadequate.

**Informal Recommendation 5:** Embassy Kinshasa should hold regular meetings involving all embassy actors in the U.S. Government foreign assistance effort.

## Public Diplomacy

Embassy Kinshasa does not have an overall mission policy for coordinating public diplomacy.

**Informal Recommendation 6:** Embassy Kinshasa should use the public diplomacy committee to develop a mission-wide public diplomacy coordination.

Current information resource center staffing of two locally employed staff positions is not adequate to handle the growing demands of the information outreach program.

**Informal Recommendation 7:** Embassy Kinshasa should create one additional locally employed staff information assistant position to help with the increasing public outreach information demands.

## Consular Affairs

Embassy Kinshasa now has only one commissioned and qualified back-up consular officer to manage the section and perform services during the consul's and vice consul's absence.

**Informal Recommendation 8:** Embassy Kinshasa should formally identify at least one additional back-up consular officer.

Embassy Kinshasa's consular files are not maintained in compliance with Records Management Handbook standards. Many items are obsolete. The TAGs system is not uniformly used.



**Informal Recommendation 14:** Embassy Kinshasa should maintain an advisory relationship between its consular section and Embassy Brazzaville's consular section with close collaboration for up to a year when a more general relationship may be appropriate.

## Management

The Goma TDY quarters lack the amenities required for the comfort of long-term TDY residents.

**Informal Recommendation 15:** Embassy Kinshasa should provide better lighting, bedding, linens and toiletries for the Goma temporary quarters.

The Safety, Health and Environmental Management committee has not met often enough to provide direction and oversight to the program.

**Informal recommendation 16:** Embassy Kinshasa should schedule and conduct more frequent Safety, Health and Environmental Management committee meetings.

The Embassy Kinshasa political officer is on an extended TDY to Goma, but has received a shipment of unaccompanied baggage and will soon receive a limited shipment of household effects.

**Informal recommendation 17:** Embassy Kinshasa should reduce the meals and incidental expenses portion of the per diem allowance or discontinue it altogether after the temporary duty officer receives his household effects shipment.

## Human Resources

Embassy Kinshasa does not have a current management instruction on procedures for spousal employment.

**Informal Recommendation 18:** Embassy Kinshasa should update and reissue policies and procedures on spousal employment.

## Financial Management

The current management instruction on representation allowances was dated November 4, 2005.

**Recommendation 19:** Embassy Kinshasa should review the per capita limits to verify whether the costs for at home and restaurant entertainment are valid and update the management instruction accordingly.

There are six outstanding travel advances that have not been cleared due to lack of voucher submission.

**Informal Recommendation 20:** Embassy Kinshasa should clear all outstanding travel advances.

AERWA uses the Peachtree software program to produce its balance sheet and income statements.

**Informal Recommendation 21:** Embassy Kinshasa should advise the American Employee Recreation and Welfare Association to use Quicken books as the preferred accounting software for managing finances and maintaining inventory.

The 2007 audit report for AERWA did not include statements of auditor's independence or an assessment of its internal controls.

**Informal Recommendation 22:** Embassy Kinshasa should advise the American Employee Recreation and Welfare Association to ensure that the auditor's report includes statements of auditor's independence and an assessment of its internal controls.

## Information Management

Goma has not tested all of its newly acquired communications equipment.

**Informal Recommendation 23:** Embassy Kinshasa should ensure that Goma staff regularly test and use the high frequency radio and Broadband Global Area Network terminal equipment after it is installed.

American IM staff are not performing proper oversight of LE system staff.

**Informal Recommendation 24:** Embassy Kinshasa should provide frequent and sufficient supervisory oversight of the locally employed system staff.

The embassy intranet site is not up to date.

**Informal Recommendation 25:** Embassy Kinshasa should update its intranet site.

The new telephone system does not provide voice mail.

**Informal recommendation 26:** Embassy Kinshasa should ensure that voice mail and other features are provided with their newer telephone system.

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### Quality of Life

The embassy community is large and expected to grow substantially over the next several years.

**Informal Recommendation 28:** Embassy Kinshasa should plan for a future community liaison office co- coordinator position.

## PRINCIPAL OFFICIALS

<b>Position</b>	<b>Name</b>	<b>Arrival Date</b>
Ambassador	William J. Garvelink	11/07
Deputy Chief of Mission	Samuel V. Brock	08/07

### **Chiefs of Sections:**

Management	Craig L. Cloud	08/07
Consular	David W. Boyle	09/08
Political	Phillip R. Nelson	08/08
Economic	Elizabeth Jaffe	08/08
Public Affairs	Katya Thomas	08/05
Regional Security	Christopher K. Gu	08/08

### **Other Agencies:**

Centers for Disease Control	Gianluca Flamigni	01/07
Defense Attaché Office	LTC Scott Womack	08/08
Office of Security Cooperation	COL Thomas A. Crowder	08/08
U.S. Agency for International Development	Stephen M. Haykin	08/07



## ABBREVIATIONS

AERWA	American Employee Recreation and Welfare Association (in Kinshasa)
AF	Bureau of African Affairs
CDC	Centers for Disease Control
CLO	Community liaison office
DCM	Deputy chief of mission
EEO	Equal Employment Opportunity
FMO	Financial management officer
GSO	General services office
HR	Human resources
ICASS	International Cooperative Administrative Support Services
IM	Information management
INL	Bureau of International Narcotics and Law Enforcement Affairs
IRC	Information resource center
JAO	Joint administrative office (Embassy Kinshasa)
LE	Locally employed
MRV	Machine readable visa
MSP	Mission Strategic Plan
NEC	New embassy compound
NSDD	National Security Decision Directive
OBO	Bureau of Overseas Buildings Office
OIG	Office of Inspector General
OMS	Office management specialist

OVC	Orphans and vulnerable children
PAO	Public affairs officer
PAS	Public affairs section
PEPFAR	President's Emergency Plan for AIDS Relief
S/CRS	Office of the Secretary, Office of the Coordinator for Reconstruction and Stabilization
SSH	Special self-help fund
TASOK	American School of Kinshasa
TDY	Temporary duty

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