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

# Report of Inspection

Embassy Dakar, Senegal

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## KEY JUDGMENTS

- Embassy Dakar is well led and well managed; all sections cooperate toward agreed goals and receive strong administrative support. Morale is high in spite of unsatisfactory security conditions at the crowded complex of embassy buildings in downtown Dakar.
- Embassy Dakar averages over 100 visitors on temporary duty (TDY) per month, and it cannot house additional staff or agencies in its present facility. It is a natural location for regionalization in West Africa. For security reasons and to permit planning for additional regionalization, construction of a new embassy is necessary.
- Reporting and engagement in Guinea-Bissau by Embassy Dakar staff is increasing but without overall guidance or coordination. There is no secure location or policy guidance on the level of risk that is acceptable for TDY personnel to work in Bissau. In addition, the administrative support is insufficient.
- The embassy's International Cooperative Administrative Support Services (ICASS) council is paying costs associated with regional positions in Dakar. There needs to be a way to distribute the costs to the serviced posts.
- Political and economic reporting is excellent. Reporting and public diplomacy activities properly focus on Senegal's Muslim population as well as issues of democracy, transparency, and governance. The economic section workload is increasing, but the current high quality of reporting, visitor support, and program management is not sustainable with present staffing.

The inspection took place in Washington, DC, between September 14 and 30, 2005, and in Dakar, Senegal, between November 2 and 16, 2005. Ambassador Morris Hughes (team leader), Cheryl Martin (deputy team leader), Frances Jones, Gwen Llewellyn, Katherine Schultz, and Michelle Wood conducted the inspection.



## CONTEXT

Senegal is a West Africa nation bordered by Mauritania to the north and Guinea-Bissau to the south; it wraps around The Gambia, which in turn divides



much of Senegal east to west and separates the northern part of the country from the southern Casamance region. It has a population of 10.6 million people and an area of 75,955 square miles, which is slightly smaller than South Dakota. Dakar is the capital and has a growing population now estimated at three million. Senegal has a history of moderate Islam.

Senegal is the most important Francophone partner to the United States in Africa. For Senegal, the United States represents an attractive alternative to complete dependence on France. However, there is a realistic appreciation among knowledgeable Senegalese that the United States is not likely to supplant France as its principal partner any time in the foreseeable future.

The primary U.S. interests in Senegal are economic growth, combatting terrorism, promoting mutual understanding, encouraging democracy and regional stability, and enhancing access to health and education. The embassy serves as a regional platform to support other U.S. missions in West Africa and provides coverage while the U.S. Embassy in Guinea-Bissau remains closed.

U.S.-Senegalese relations are warm and continue to deepen as the United States expands areas of cooperation and seeks additional sectors of mutual benefit. Senegal is a good partner. The Senegalese leadership is sympathetic to U.S. interests and is ready to deepen the relationship. Senegal is eager to receive critical Millennium Challenge Corporation (MCC) funding and hopes to conclude a compact in 2006 that could lead to \$1.2 billion in commercial investment in the country. Senegal carefully considers potential U.S. reactions to its foreign policy

decisions, often responding favorably when the United States expresses its concerns or seeks Senegalese support, as the United States has done recently on Darfur, Sudan.

Senegal's cooperation with the United States in the struggle against international terrorism has been exemplary. This includes practical bilateral cooperation, such as achievement of Federal Aviation Administration Category 1 status, strengthening regional organizations that combat money laundering and terrorist finance, and ratification of UN counterterrorism conventions. Through the Office of Defense Cooperation and the Office of the Defense Attaché, the United States encourages and enables the Senegalese armed forces to remain an important regional partner in the global war on terror through joint and combined exercises and the Defense Counterterrorism Fellowship Program.

Senegal has become the world's ninth largest contributor of peacekeepers, with African Contingency Operations Training and Assistance-trained contingents in Côte d'Ivoire, the Democratic Republic of the Congo, Liberia, and Darfur as well as civilian police in Bosnia-Herzegovina and Haiti. U.S. military-to-military cooperation is excellent, and U.S. military training and assistance in FY 2005 exceeded \$10 million.

Senegal has increased its annual gross domestic product growth to over six percent in recent years, reduced inflation to less than one percent per annum, and increased spending on education and health to 50 percent of the 2005 budget. Nonetheless, Senegal faces severe economic and social challenges, which could become political challenges if not properly managed. Per capita income is \$540. Life expectancy is 54 years for men and 57 for women. The country's main exports are fish, peanuts, phosphates, and cotton.

The U.S. mission to Senegal is growing. At the time of the previous Office of Inspector General (OIG) inspection in 2000, there were 72 direct-hire American positions in Dakar. There are now 104 direct-hire American positions in the mission. The embassy's program budget in 2000 was \$1.19 million. It is now \$2.33 million. The Federal Bureau of Investigation is opening a three-officer section in Dakar in 2006, and the U.S. Commercial Service opened an office in 2005. Since the outbreak of unrest in Côte d'Ivoire, functions such as the diplomatic pouch service and the engineering service center moved their regional hubs to Dakar. Dakar has also taken on the position of Guinea-Bissau watcher since that embassy closed in 1998.

Of the 104 direct-hire American positions, 21 are U.S. Agency for International Development (USAID) direct hires and overseas American staff, and USAID's regional Inspector General has an additional six positions. The Department of Defense has a total of 12 staff, and also six Marines in the Marine security guard detachment. Peace Corps has five direct-hire American staff, and several other agencies, including the Federal Aviation Administration, the U.S. Commercial Service, Animal and Plant Health Inspection Service, and Treasury each has one American employee. In addition to direct hires, there are currently 99 Peace Corps volunteers in Senegal (expected to be up to 124 by the end of 2005) and 37 locally employed staff that are not counted within the embassy's human resource figures. There are 302 direct-hire Senegalese and locally employed staff members within the mission, and 13 eligible family member (EFM) positions, two of which are job shared. There are almost 2,000 American citizens resident in Senegal.



## EXECUTIVE DIRECTION

The deputy chief of mission (DCM), acting as chargé d'affaires, has led the mission since the departure of the Ambassador in August 2005. Although the President has nominated a new ambassador, she has not been confirmed by the Senate and is not expected to arrive in Dakar until early in 2006. OIG questionnaires confirm that morale is high in Dakar, and that the chargé is admired and respected for his leadership and management style. The embassy in Dakar is a positive and productive mission.

The country team is a dynamic management tool at Embassy Dakar. In addition to once-a-week meetings, Department members of the country team meet regularly to review the strategies, plans, and resources used to advance U.S. policy goals in Senegal and Guinea-Bissau. OIG attended one of these strategizing meetings in which all participants engaged in a lively discussion of resources and priorities. Dissenting views were encouraged, and new ideas were given a full hearing. It was a role model of effective brainstorming and engagement.

The Mission Performance Plan (MPP) process began with detailed consultations between mission elements. All sections and agencies represented in Senegal reviewed the previous MPP and recommend changes, including adjusting priorities and adding or deleting goals. The then Ambassador, the DCM, and the political and economic sections drew upon the U.S. International Affairs Strategic Plan, the Department Strategic Plan, and web sites and other strong MPPs to strengthen Dakar's product. The DCM assigned coordinators for each goal paper. After draft goal papers were written, the DCM convened a second meeting to review changes and solicit comments. A political section officer then entered the drafts into the database, and the country team scrubbed the draft again. The Ambassador reviewed the draft a final time before it was submitted to the Department.

The MPP is used throughout the year as a guide for discussions of priorities and resources. The management section, for example, used the MPP as the basis for an off-site at which participants looked for ways to apply new technologies and better methodology to meet MPP goals without additional staff.

Managers at post are careful to mentor new employees as well as entry-level officers. The chargé meets with entry-level officers once a quarter and, at their request, has begun a second round of meetings with the entry-level generalists. The chargé writes the reviews for all entry-level officers. The embassy has a well-diversified staff of American employees who told OIG they are pleased with the support and even-handedness of supervisors and management. Equal Employment Opportunity objectives are being fully implemented in Dakar. Interagency cooperation is very good.

## NEW EMBASSY PROJECT

Dakar is ideally situated to provide regional support to embassies throughout West and Central Africa. An informal OIG recommendation is that Dakar be looked at as a regional shipping hub for embassies in West and Central Africa. The problem is there is no space remaining in the chancery buildings for any further expansion. The USAID building has space, but is only marginally safer than the embassy and is far from the chancery.

The safety of this growing post and its potential as a regional hub lead to the conclusion that real estate must be acquired without delay and a new embassy compound project initiated as a priority. Further discussion of this issue is contained in the classified annex to this report (ISP-S-06-20A). The annex includes a formal recommendation that the Department acquire suitable property by the end of FY 2006 for Embassy Dakar's new embassy compound.

## GUINEA-BISSAU

The Ambassador in Dakar is dual-accredited to Guinea-Bissau. One of the three embassy political officers is the dedicated "Bissau watcher," and the pattern has been for that officer to spend roughly alternate weeks in Guinea-Bissau. Over the past year, coverage of Guinea-Bissau by several offices at Embassy Dakar has increased, and there is now a fairly steady stream of visitors from Dakar working on a variety of reporting and programmatic efforts involving virtually every section of the embassy and USAID. It appears that while these visits do indeed advance U.S. interests, central control of their number and scheduling could be improved.

The current support system in Bissau cannot adequately support these visits. A single Foreign Service national (FSN) who worked at the embassy before its closure in 1998 works out of a small office in the former embassy warehouse on the chancery grounds. The chancery complex and the heavily damaged former residence compound across the street are guarded and maintained by untrained locally employed staff. The FSN and any visitor share a single computer, and there are no communication links to the Embassy in Dakar beyond commercial email accounts.

The FY 2007 MPP enumerates a number of initiatives the embassy proposes for Guinea-Bissau, but OIG found no evidence that the Department has ever instructed the embassy on the desired level of U.S. engagement. In future, a decision may be made to establish a permanent U.S. presence in Bissau, either by the assignment of a small permanent staff or the formal reopening of the embassy. Either option would require significant resources to renovate the existing chancery complex or find an alternate site and to provide appropriate security. In the interim, OIG does not recommend stopping visits to Guinea-Bissau. OIG believes that action should be taken, however, to clarify U.S. aims, to create a realistic program strategy, and to improve the working conditions and the security in Bissau for staff and TDY personnel alike.

**Recommendation 1:** The Bureau of African Affairs should provide written guidance to Embassy Dakar on the reporting and program efforts it should undertake in Guinea-Bissau and, in coordination with the Bureau of Diplomatic Security, develop a plan commensurate with that guidance for creating an appropriate and safe working environment for locally employed staff and official visitors. (Action: AF, in coordination with DS)



## POLICY AND PROGRAM IMPLEMENTATION

### POLITICAL AND ECONOMIC REPORTING

Thanks to the high quality of its officers, their analytic and drafting skills, and careful targeting of the issues which most interest Washington readers, Embassy Dakar produces political and economic reporting fully the equal of that produced by missions with double the human resources.

#### Political Section

With an aging president, a still-developing democratic establishment, and the unsettled issues regarding the Casamance area in the south, Senegal's internal politics bear watching. So too does its place as an overwhelmingly Muslim, and basically open and tolerant, society poised between northern Africa and the more pluralistic nations to the south. Most Senegalese are educated in religious schools at least in their early years; in some parts of the country Arabic is more useful than French. With the recent years of conflict in Côte d'Ivoire, Dakar is increasingly the de facto head of francophone West Africa. But it is the increasing influence of Islam - including the Muslim brotherhoods - on the educational, legal, and social mores of Senegal that is notable. In many respects that influence has become the main political story.

The political section is headed by an experienced officer who, while new to West Africa and to many of its issues, has in two years created a network of religious contacts throughout Senegal that help to broaden U.S. understanding of the dynamic relationship between secular and religious powers in the country. During the cooler months of the year (December through March) he travels throughout the country visiting mosques and religious schools, gathering views from often friendly, but sometimes suspicious, religious leaders. His subsequent reporting has been uniquely informed; it is often colorful and has established a baseline on which to build future writing on Islam's influence on Senegalese life. Continued dialogue, invitations to embassy events, and participation in public

diplomacy exchange programs all help to multiply the value of his trips and deepen the relationships begun on the road. Although it appears on one level that Senegalese are becoming increasingly informed and open to new influences and ideas, these new influences include the more radical, anti-Western elements in the Islamic media. Active engagement with the Islamic community is thus increasingly important both on the informational level and as a way to counter the negative and harmful views of a few.

The section also has a recently arrived second officer responsible for much of the mandatory reporting on human rights and other issues who, at least on paper, has some economic reporting responsibilities as well. A TDY officer encumbered the third, "Bissau watcher" position at the time of the inspection. The activities of this officer are discussed in the Guinea-Bissau section of this report under Executive Direction. The political and economic section share the support provided by an office management specialist and a single FSN.

In addition to the analytical reporting on Islam and general political issues noted above, the section also handles the variety of duties that usually accrue to the political section, including an often-full schedule of visitors and the delivery of demarches. Dakar, because of its location, good transportation links to the United States and Europe, and important regional leadership role, is either the destination or stopover point for many visitors to Africa, from U.S. presidents to congressional delegations and teams from myriad U.S. government agencies. The political section shares control responsibilities for many of these visits that range from minimal contact to full-time escort duty, depending on the needs of the visitors. Senegal usually votes in accord with the African Union position on issues, limiting the likely practical effect of many demarches. Given this limitation, the section has instituted a sensible method for handling them. For the 90 percent that are addressed to the Ministry of Foreign Affairs, the section faxes copies, translated into French, to the Ministry and follows up with calls and visits as the gravity of the issue dictates.

## Economic Section

The head of the economic section handles a portfolio of exceptional range, and the current officer covers this vast territory well but is overworked. He juggles research, analysis, writing, and the handling of a significant number of visitors involved with financial, trade, commercial, and environment, science and technology issues with only very limited assistance from other reporting officers. The arrival of a U.S. Commercial Service officer from the Department of Commerce in

2005 has lessened his responsibility for commercial matters, and the two offices work closely. However, the section head and his two FSNs have little formal backup for a growing list of responsibilities.

Senegal's economy is still dominated by the provision and export of raw materials but, particularly in Dakar, also has a well-functioning communications infrastructure that in turn is making other kinds of technology-dependent concerns possible. The business climate, thanks to the lack of sound business law and practice and a significant degree of corruption, remains challenging for foreign investors. Nevertheless the country's position and transportation links make it an increasingly attractive locale for regional and multinational meetings, and positive economic developments have led to engagement with the MCC and African Growth and Opportunity Act programs. The section concentrates on investigating and reporting on several key microeconomic issues, including assisting in legal/commercial disputes involving American companies and privatization initiatives. Important macroeconomic issues include debt relief, budget transparency, and banking issues.

As the section head noted, "everyone comes through Dakar," and that fact has direct consequences for the single full-time economic officer who devotes part of virtually every week on high-level U.S. and regional visitors. Recent delegations and visits have involved personnel from the Export-Import Bank, the Overseas Private Investment Corporation, the Department of Treasury, the regional office of the Department of Agriculture, the office of the U.S. Trade Representative, the Commerce Department, the Coast Guard, the MCC, and the Federal Aviation Administration. The recent African Growth and Opportunity Act forum alone took three months of preparation. On occasion section engagement is minimal and/or limited to making appointments and administrative arrangements, but more often the economics officer is paired with the visitors for the entire length of their stay.

The section head has made seven trips to Guinea-Bissau to follow economic developments and stay in touch with World Bank and International Monetary Fund delegations engaged in preparatory work for an expected donors' conference on that "recovering state." All facets of the economic portfolio are given professional and careful attention, but staff in the economic section is spread exceedingly thin. Recognizing the important and growing workload in the section, the embassy has included a request for another full-time economics officer in the past three MPPs. An additional officer would bring Dakar into line with economic section staffing in missions of similar size and economic and/or regional importance. OIG supports this request.

**Recommendation 2:** The Bureau of Human Resources, in coordination with the Bureau of African Affairs, should approve the assignment of an additional full-time economic officer. (Action: DGHR, in coordination with AF)

## CONSULAR OPERATIONS

Thanks to the able leadership of the consular section chief (CSC), Embassy Dakar's consular section is exceptionally well managed and its operations are efficiently run. As the chargé said in his post memorandum, it is a model section. The CSC enjoys her work, and her staff is imbued with her enthusiasm and motivation to excel. She began a monthly newsletter that is widely read and is active in educating the Senegalese public and government about visa procedures, regulations, and requirements. The CSC attends the embassy's weekly country team and core staff meetings. The consular section is involved in the embassy's counterterrorism efforts. The CSC coordinates Visas Viper meetings that include reviews of efforts to combat alien smuggling and trafficking in persons. The CSC enlists the regional affairs office to brief consular unit chiefs. The chargé is supportive and visits the consular section several times per month.

### Staff

The CSC supervises three vice consuls, five FSNs, two EFMs, and a contract employee. All three vice consul positions are filled with consular core officers. Two are recently arrived and are second tour entry-level professional officers. One EFM is the fraud coordinator, and the other is a consular assistant in the American citizens services (ACS) unit until she receives her security clearance. The senior FSN left on a Special Immigrant Visa, and another FSN has been on sick leave for five months and may not return. Using peak season funds, Embassy Dakar hired an EFM for three months to bridge the gaps created by the departure and absence of these two FSNs.

## Management

In March 2005, Embassy Dakar began using USVIS, a user pays U.S. visa information call center operated by the American firm Computer Sciences Corporation in partnership with a Senegalese company called Computer Frontiers Incorporated. USVIS is open Monday through Friday, and agents speak French, English, and Wolof, a major tribal language. The consular section uses the post office to collect machine-readable visa funds.

The CSC provides a valuable service by mentoring officers posted to Guinea, Mali, Gambia, Sierra Leone, and Mauritania, five other embassies for which Dakar processes immigrant visas. The entry-level officers staffing these posts telephone and e-mail the CSC daily for help, advice, and guidance. She responds promptly and willingly. She also sends them copies of useful documents such as Dakar cables responding to taskers from the Bureau of Consular Affairs. The inexperience of entry-level officers in neighboring posts can negatively impact Dakar: if a new officer does not know how to ask for machine-readable visa funds to hire a fraud investigator, for example, Dakar is less efficient in processing immigrant visas for that post. Taking advantage of the frequent transits of the regional consular officer through Dakar, the CSC and regional consular officer recently met to discuss and coordinate the CSC's role as mentor to these less-experienced officers.

The three vice consuls rotate as unit chiefs every eight months. Each unit has clearly written standard operating procedures. The consular section is closed to the public on Fridays, a half workday, and this allows officers to catch up on tasks or work on special projects and FSNs to complete consular correspondence courses.

## Space

The consular waiting room is adequate, but there are not enough interview windows. The Bureau of Overseas Buildings Operations (OBO) has approved plans and agreed to fund the construction of a sixth window for ACS, expand the roof cover to include the new window, and rearrange an interior area to accommodate the ACS staff.

## Visas

During OIG's visit, the consular section eliminated the nonimmigrant visas (NIV) appointment backlog, thereby reducing pressure on embassy officers to write visa referrals. This next-day service should last until the period May through October when summer demand builds up B1/B2 (tourist and business) visa backlogs to four weeks. There are never backlogs for student visas. The consular section provides visa services with remarkable efficiency. On average, 100 persons seek NIV services per day. Previously, the section would adjudicate only 80 NIV applications out of 100 - the other applicants lacking photos or just wanting information. Now, because of USVIS and a receptionist/pre-screener, the consular section adjudicates the applications of nearly 100 percent of NIV applicants entering the consular section on any given day.

Embassy Dakar is responsible for immigrant visa (IV) processing for Senegal, Sierra Leone, and five other countries. The IV unit previously was overwhelmed by paperwork and case-specific inquiries. Beneficiaries of I-130 and I-129F petitions were submitting "Packet 3" documents piecemeal. Consular staff spent time determining whether an applicant was documentarily qualified, scheduling IV appointments, helping Americans file I-130 petitions, and conducting unscheduled interviews with 221(g) - those lacking necessary documentation - applicants. Now USVIS gives beneficiaries special instructions, does the work of confirming that the beneficiaries have the documents required, and schedules appointments. On a given day, the consular section previously would adjudicate the IV applications of only 30 percent of those coming for services. The rate is now almost 100 percent. USVIS also gives Americans information on preparing I-130 petitions and schedules appointments to file them.

## American Citizens Services

Embassy Dakar uses a commercial e-mailing service to get out warden messages. Both the CSC and the ACS unit chief have home access and can get messages out in 20 minutes, if necessary. The consular section has organized four town meetings in Dakar and two in Bissau in the past year. Consular staff conducted two additional town hall meetings in Senegal (in Kaolack and in Ziguinchor) and tested the Guinea-Bissau evacuation plan. There are approximately 250 American citizen tourists in Senegal at any one time. The consular section sees between five and 15 American citizens a day. The consular section has not prepared a plan for handling major accidents or disasters involving Americans. OIG informally recommended that it do so.

## Fraud Prevention

NIV applications decreased by 15 percent over the past two years, and one likely reason is Embassy Dakar's efficient anti-fraud efforts. Post has a fraud unit with a consular associate as a full-time fraud coordinator and a part-time local fraud investigator. NIV fraud involves fake supporting documents as well as backdated Senegalese entry and exit stamps to hide overstays in the United States. Senegal has a machine-readable passport, but it is easy to obtain a passport with fake biographical data, thus making passports meaningless as confirmations of identity.

Department of Homeland Security (DHS) /Immigration and Customs Enforcement representatives in Accra service Embassy Dakar, but the Accra office is unresponsive, perhaps because it is understaffed. However, the federal benefits unit coordinator works effectively with DHS representatives in Paris and Nairobi. Embassy Dakar, South African Airways, and Air France representatives also collaborated on stopping an advanced parole letter scam. At the airport in Dakar, Senegalese and other nationals would show advance parole letters that DHS had issued to foreign nationals in the United States who would then mail them to someone in Senegal. South African Airways and Air France have both requested from Embassy Dakar DHS training in document fraud and fraud interview techniques.

There is a high incidence of fraud among applicants for K1 (fiancé) and diversity visa applicants. Almost 50 percent of these cases are referred to the fraud unit. The fraud unit will soon do a validation study on K1 visas and on referrals. The CSC and fraud officer make public presentations to persuade applicants not to engage in fraud. The CSC's goal is to have a higher percentage of eligible than not eligible applicants.

Virtually all of Embassy Dakar's adoption cases involve orphans from Sierra Leone. Sierra Leone ranks fourth highest in the number of adoption visas issued for sub-Saharan Africa. The consular section issued seven IR-3 and 15 IR-4 visas for Sierra Leonean children in FY 2005. Because of rampant fraud, Dakar requests field investigations by Embassy Freetown on most of the adoption cases. Dakar also requested and received money from the Bureau of Consular Affairs to go to Sierra Leone twice a year to assist in field investigations. These investigations are lengthy, and the delays are upsetting to American adoptive parents.

In October, the Bureau of Consular Affairs paid for Dakar's fraud unit coordinator to take the weeklong Fraud Prevention for Fraud Unit Managers course at the Foreign Service Institute in Washington, giving her useful information especially on counterterrorism issues and on DHS's fraud prevention programs.

## Public Diplomacy

Dakar has, certainly by West African standards, a relatively rich informational environment. Internet service is good and easily accessible, the large and well-established University of Dakar produces graduates prominent in government and all facets of Senegalese life, and print and electronic media are widely available. Much of the rest of Senegal, however, lacks these advantages. Outside the capital, information comes through the radio, through Islamic schools, and from limited and under-financed public educational institutions.

A senior public affairs officer leads the public affairs section (PAS). He supervises two deputies, one responsible for cultural affairs and the other for press and information, and 14 FSNs. All work closely with mission leadership and other sections to ensure that public diplomacy efforts match embassy MPP goals and complement the work of the rest of the mission. Since the departure of the previous ambassador in August 2005, the public affairs officer has served as acting DCM, a position he is likely to hold until the arrival of the new ambassador. He thus has a double set of responsibilities. At present he is based in the executive office while his PAS staff works in an annex across the street from the chancery. He travels between the two buildings for hands-on supervision of the section and continues to direct the work of the section through meetings in the annex and frequent conversations with his staff.

## Muslim Outreach

Just as a main focus of Dakar's political reporting is on Senegal's Muslim community, so too is a significant share of PAS outreach directed towards the vast majority of Senegalese for whom Islam is an important part of life and self-identity. Prominent Muslim leaders have participated in exchange programs, feature prominently on guest lists for representational events, and participate in PAS discussions and programs. Outside of Dakar, Arabic is learned in Islamic schools, rather than French, and is the second language of many, including religious leaders trained in Egypt and Libya decades ago. PAS has a growing program of distributing the Arabic translations produced by the regional printing centers in Cairo and Amman. Because relatively few books in such fields as management, economics, and the

sciences are available in Arabic, these volumes have proven extremely popular with students, teachers, and religious leaders alike. Arabic translations of the Bureau of International Information Programs' "Muslim Life in America," as well as those in Senegal's two major tribal languages, have proven equally popular and are distributed widely. All these publications reach audiences, particularly outside Dakar, and help spread American culture and mores.

The public affairs officer, who has served several times in the Middle East, has found that his own Arabic language ability has enabled him to speak effectively with Muslim audiences, including religious leaders. The PAS has also established the first American Corner in Senegal, which is located in a regional cultural center in Ziguinchor in the Casamance, an area long isolated from the rest of Senegal by geography and culture.

### Exchanges and Information

A mid-level cultural affairs officer and three FSNs navigate a busy calendar of professional, educational, and cultural exchange activities. In recent years between 18 and 25 Senegalese, and a small number from Guinea-Bissau, have participated both in the International Visitor Programs focused on issues such as conflict resolution, U.S. trade with Africa, and leadership in the Muslim community, and on voluntary visitor programs. Senegal produces enough qualified and competitive nominees to be very well represented in a wide variety of Fulbright exchanges, including the Humphrey Fellowship, Senior Scholar, Visiting Specialist, and New Century Scholar programs. Most nominees are from Dakar, but the section is committed to finding nominees from the rest of the country, both to provide geographic balance and in hopes that at least some of the returned exchange participants will use their new skills in other parts of Senegal. Senegal also hosts U.S. Fulbright scholars and American speakers who are active in establishing bilateral links. Less is done in the area of cultural exchange, although a group of New Orleans-based musicians performed for several local audiences during the inspection to thank the people of Senegal for contributing to Hurricane Katrina relief efforts.

A mid-level information officer and three FSNs supervise press and information relations. The section actively engages the local media and is responsible for the considerable press coverage needed for Dakar's many high-level visits. Its monthly publication, "Panorama," highlights recent U.S. and U.S.-Senegal bilateral developments and is distributed throughout Senegal.

PAS also has an information resource center that is located in an annex about a mile from the chancery. The center is open to students and scholars and has an active program of electronic information dissemination. The center's two employees report to the information resource officer who is responsible for not only this center but also periodically visits and provides guidance to information resource centers at other embassies in the region. The information resource officer position is presently vacant. A new officer is expected to arrive in summer 2006.

### Regional Language Officer

Dakar hosts a regional language officer who works approximately half time on programs within Senegal but also travels to, and works closely with, other embassies in the region and provides guidance, training, and assistance to English language teaching efforts. In addition to training and enrichment programs for English teachers near the capital, the regional language officer has also begun outreach to the far corners of the country where there are teachers and students anxious to learn English but who have scant government support or materials with which to work.

RESOURCE MANAGEMENT

Agency	U.S. Direct-Hire Staff	U.S. Local-Hire Staff	Foreign National Staff	Total Staff	Total Funding FY 2005
State – D&CP	19	5	18	42	\$ 2,338,545
State – ICASS	10	6	152	168	\$ 6,288,900
State – Public Diplomacy	5	0	14	19	\$ 900,182
State – Diplomatic Security	12	2	5	19	\$ 1,237,321
State – Marine Security	6	0	4	10	\$ 151,635
State – Representation	0	0	0	0	\$ 62,400
State – PD Rep	0	0	0	0	\$ 12,500
State – OBO	1	0	0	1	\$ 1,393,753
Agriculture	1	0	2	3	\$ 376,000
FAA	1	0	1	2	\$ 87,264
Commerce	1	0	2	3	\$ 212,675
Treasury	1	0	0	1	\$ 157,000
DAO	5	0	2	7	\$ 335,300
ODC	2	0	3	5	\$ 216,500
Navy – FAO USMC	1	0	0	1	\$ 25,000
Navy – Olmsted	1	0	0	1	\$ 38,500
Army – FAO USA	1	0	0	1	\$ 75,000
Army -- EUCOM	2	0	0	2	\$ 70,000
EUCOM Plan	0	0	0	0	\$ 64,000
USAID – Operations	21	0	90	111	\$ 4,791,089
USAID – Assistance	0	0	0	0	\$31,097,050
USAID – RIG-OIG	6	0	4	10	\$ 1,156,960
FBI	3	0	0	3	\$ 2,890,500
<i>Totals</i>	<i>104</i>	<i>13</i>	<i>302</i>	<i>419</i>	<i>\$53,978,074</i>

Resource management is a constant challenge in Dakar. The mission has taken on additional regional responsibilities as well as two complete regional offices that moved to Dakar following unrest in Côte d'Ivoire. There is a request that Dakar take on yet another regional office. It should not agree because the mission buildings are full and there is no room for expansion. Furthermore, the office buildings do not meet minimum security requirements, and it would be irresponsible to increase the number of employees exposed to these conditions. If the Department wishes to consider additional regionalization in Dakar, it should first press forward on a new embassy compound project.

The embassy should be commended for its imaginative approach to management. Through careful planning and better use of technology, the management staff has handled a large increase in staffing at the mission with existing resources. In just five years, direct-hire American staffing has grown from 72 positions to 104. OIG believes management has handled this growth effectively, but its staff is now stretched to its limits. Growth in the future will need to include an increase in administrative support staff.

There is the prospect of a large, new program of assistance to Senegal. Senegal may sign a compact in 2006 with the MCC for a \$258 million program that could lead to \$1.2 billion in new private investment. The embassy and USAID are not involved in setting up a new office for the project in Dakar at this time. However, it seems likely that mission resources will be called on to support the MCC in Senegal which would put pressure on the mission's limited resources and require a reassessment of mission priorities as defined in its MPP.

## INTERNATIONAL COOPERATIVE ADMINISTRATIVE SUPPORT SERVICES

The ICASS council includes 21 ICASS service customers in nine U.S. government agencies and is led by the USAID OIG regional office director. The council is a cohesive, collegial team and is active in developing ways to provide service and keep costs low. In FY 2004 post held its first formal ICASS training. Follow-up ICASS training is scheduled in early FY 2006. The results of the training are apparent today in updated ICASS service standards and the revision of service criteria. The Department, USAID, and the USAID regional inspector general office have created a furniture pool. The proactive board has agreed to fund the second stage of the management certification system, ISO-9001, that was originally funded

by the Department to develop standards by which to assess the performance in the customs and shipping section. Post plans to expand the system to other management sections.

Administrative services are continually looking for ways to provide cost savings. The information management office determined they could cut the cost of leasing a landline between the general services operations building and the chancery by creating a wireless connection. Through the proactive efforts of the information management office, ICASS will save \$30,000 annually by not having to lease landlines. The information management office is getting Department approval to replace the landlines with the wireless connection. Other cost saving programs for property disposal sales and cashiering are discussed below.

ICASS bills have remained low for the past few years, which is a plus for all agencies and a tribute to the council's management. Nevertheless, the ICASS budget has increased by over 50 percent since FY 2000, reflecting staffing increases. American and FSN staffing has increased by 49 positions since FY 2000, yet ICASS staff, both American and FSN, has not grown. In part, costs have been contained by direct charging agencies for administrative services that are provided by contractors. The question facing the ICASS council is determining at what point the service provider will need to increase ICASS staffing to maintain service standards.

To keep ICASS bills from increasing the council looks at all costs. A major concern is regional ICASS positions. Embassy Dakar's experienced administrative staff is used to providing regional support to smaller missions often staffed with less experienced officers. This includes Mauritania, Cape Verde, and The Gambia, and on occasion other West Africa missions. These smaller missions in West Africa have few U.S. direct-hire administrative positions. The posts are relatively close, but travel in and out of Dakar is time consuming and most trips last a minimum of a week. In FY 2000 Embassy Dakar staff averaged 30 trips a year. In FY 2005 the number of regional trips grew to 78. Although various Department bureaus pay for the travel and per diem costs associated with these administrative support visits, Embassy Dakar loses ICASS staff time and productivity.

The ICASS system does not distribute costs to other embassies that use regional services but should do so. The current ICASS policy states that as agencies in Dakar are represented at posts serviced there is no need to develop a system to separate regional workloads for billing. When agencies approve the ICASS bills in Washington they agree to pay these costs. The ICASS service center has periodically reviewed the issue of sharing regional costs. A cost benefit analysis would

determine if Embassy Dakar's administrative costs for regional positions are excessive. The study would also review whether the distribution of workload statistics would result in more accurate billing to posts that provide regional services to other embassies.

**Recommendation 3:** The Bureau of Resource Management should prepare a cost benefit analysis on the distribution of the cost of regional administrative positions for all agencies at Embassy Dakar. (Action: RM)

## ISO-9001 - Quality Management System Certification

The Department selected Embassy Dakar to implement ISO-9001, a system of management controls based on objective criteria. Today ISO-9001 is an international reference for quality management requirements in business-to-business dealings. Quality management in ISO-9001 terms is what an organization does to fulfill the customer's quality requirements (such as ICASS service standards) and applicable regulatory requirements. At the same time ISO-9001 aims to enhance customer satisfaction and achieve continued improvement in performance.

The governing principle is to have specific criteria by which to judge performance, rather than rely on subjective and usually negative feedback. Instead of managing from the latest failure, service sections are able to see their progress by the overall statistical picture. If one customer has a problem, it is a legitimate issue. However, that same section may have completed any number of other transactions successfully. The certification is based on specific data, not a limited, subjective appraisal.

The customs and shipping section has implemented the first stage of ISO-9001 with seed funds of \$40,000 from the Department. The second stage is an outside audit to certify the system is working. The ICASS council recently agreed to fund this audit in early FY 2006. The embassy told OIG it plans to implement ISO-9001 in all general services sections. ISO-9001 could be used to evaluate a regional support base for customs and shipping. Today, Embassy Dakar provides customs and shipping service as a transit for many West African posts. The long range potential could result in significant cost savings using economies of scale as single contracts could service multiple embassies. Many companies provide customs and shipping to all of West Africa from Dakar. Resources for start-up and testing

would need to be provided by the Department. OIG strongly urges the Bureau of African Affairs and the Bureau of Administration's Office for Logistics Management to review the use of Dakar as a regional customs and shipping center.

## HOUSING BOARD

The housing program is the source of some complaints. The general services office housing unit finds suitable housing at a reasonable price that meets Department guidelines for size and lease costs. The regional security officer, in conjunction with the management officer and housing board, reviews certain available properties in the housing pool based on security criteria. The embassy attempts to locate properties in one of three areas: downtown near the embassy to reduce the commute time in a city with severe traffic congestion; further up the peninsula near the international school and the American Club; and near the USAID building and the airport. Most mission personnel live near the school and have long commute times. Housing is spread out, and does not promote a sense of community at the mission. During lease negotiations landlords are usually agreeable to safety, security, and other upgrades to meet U.S. standards but are less likely to negotiate if they have other potential tenants who will pay a higher price. As international organizations and businesses resettle in Dakar after leaving Abidjan, lease property costs in Dakar have and will likely continue to escalate. Low inflation and exchange rate gains work to post's advantage.

The embassy has an active housing board, and the real property application system is up-to-date. All housing assignments are made in accordance with Department standards, although some employees indicated housing assignments were not made equitably. No appeals were outstanding at the time of the inspection. Any reassignments by the board are due primarily to irresolvable sewage or leakage problems with a residence that cause a recurring health hazard. Before a new lease is signed, and the house assigned, the housing board conducts a site visit. Both the regional security office and the general services office maintenance unit must grant approval prior to staff occupying these new residences.

The job of finding housing that meets U.S. government standards is difficult. There are few such units on the local market. The housing handbook is up-to-date and available on line. However, OIG informally recommended that the housing preference survey be updated to ensure that incoming American employees are able to define their preferences. More detailed information will assist the housing board to match houses to needs and to give arriving staff members a better sense of the

available housing. Apartments are usually downtown and houses up the peninsula near the school. The commute times should be accurately updated.

## HUMAN RESOURCES

The personnel section is in transition and received only average ratings on OIG's workplace and quality of life questionnaires. The senior FSN was separated recently, and a replacement has not been found. Two newly hired FSNs and one experienced FSN assist a motivated human resources officer who is also responsible for regional coverage of embassies in Cape Verde, The Gambia, and Mauritania as well as the remaining local hire staff in Guinea-Bissau.

The FSN compensation plan and handbook were updated and published within the last year. Communication between management and the FSN community is good, although FSNs expressed concern that some American supervisors did not show sufficient cultural sensitivity. The management officer is aware of the problem and has scheduled training for American supervisors in cross-cultural communications. Retirement benefits continue to concern the FSNs just as they did during the inspection in 2000.

Management has discussed retirement benefits with the FSN executive committee on several occasions. A proposal to change mandatory retirement ages is before the Bureau of Human Resources' Office of Overseas Employment (HR/OE). A second proposal is being readied for HR/OE review. It would authorize severance pay for employees who choose to retire early, something that is not included in the current compensation plan. If approved by HR/OE these suggested changes will go some way to satisfy FSN concerns. OIG made note of several other compensation related issues brought forward during interviews with FSNs. Management has agreed that all of these issues will be examined when the FSN compensation plan is next reviewed.

The awards program is well managed. The post implemented the computer aided job evaluation process in January 2005 with no concerns except continuing discrepancies between similar USAID and embassy positions. WEBPASS was implanted in 2005. The embassy was selected for two pilot programs, Travel and Evaluation Management Systems and the Post Profile/HR Personnel Data Pilot Project. These programs should keep the post profile and Department human resources databases coordinated and up-to-date.

## GENERAL SERVICES OPERATIONS

A senior general services officer, two assistant general services officers, and two EFMs ably serve general services. Motor pool, customs and shipping, and housing received above average scores on OIG's workplace and quality of life questionnaire. Procurement services were slightly below the average. However, OIG noted in conversations with embassy staff that procurement services had improved. The coming months could bring further improvements as a new supervisory FSN begins work. The former supervisory FSN in procurement was terminated for cause.

The supervisory general services officer arrived at post in September 2005. He has a strong background in administration and has the experience to assess staffing and service levels. Both assistant general services officers have strong management backgrounds. OIG observed that the American and FSN staff are proactive in developing cost-saving procedures. As discussed above, the customs and shipping section was selected by the Department as the first post in the Bureau of African Affairs to implement ISO-9001, a system that requires a service to develop specific criteria and goals to determine the effectiveness and efficiency of services. The American and FSN staff in customs and shipping is working together to implement this program.

OIG noted that the motor pool had not increased in size in many years. Direct charging for contract motor vehicles services has been the method for managing an increased workload. The motor pool should be reviewed to determine if the size is sufficient given embassy growth. The mailroom is often unable to obtain a vehicle or complete a mail run due to unavailability of a motor pool driver. As a result they are unable to meet their ICASS standard to distribute all of the mail in four work-day hours. An informal recommendation was made to review the resources needed for motor pool service.

OIG found that FSN staff in procurement had worked overtime in support of the June 2005 Operation Flintlock, a U.S. European Command exercise. Other costs were reimbursed, but there was no approval for overtime because the general services officer did not submit overtime requests. The overtime should be billed to that agency and all staff paid for overtime worked. Post agreed and is paying the FSN staff for the time worked and billing the agency. The embassy is now aware that fiscal data must be provided before the service can be rendered to another government agency funded from a different appropriation.

OIG was informed about irregularities in position descriptions and reassignments of FSNs in the procurement section. The embassy is reviewing this situation to ensure that corrective action is taken. The warehouse employees as well as the drivers do not have uniforms, but OIG was told they do have safety shoes. FSN staff wear their own clothes. An informal recommendation was made to purchase uniforms and additional safety shoes for staff.

## Facilities Maintenance

A mid-level officer, in addition to managing the facilities maintenance office in Dakar, also provides quarterly site visits to Guinea-Bissau, The Gambia, Cape Verde, and Mauritania. The officer is engaged and knows his job well. He balances a cost effective managerial style with customer service, but the workload, even with the help of a new EFM employee, could justify an additional facility manager position. In part this is because the homes are spread across the city, and roads make it difficult to service houses.

Regional visits take almost a week. The travel is tedious and requires reports to be written after each visit. OIG encourages OBO to review the facilities maintenance operations at Embassy Dakar to see if enough regional duties and embassy work require another regional facilities maintenance position.

## Fire and Safety

OBO conducted a safety, health, and environmental management visit in February 2005 to provide training and guidance on the embassy safety program. Some deficiencies requiring immediate attention are being corrected, and about a third of OBO's recommendations are already completed. The embassy is committed to a good safety program and is not due for another safety, health, and environmental management training visit until 2008. Post has a comprehensive motor pool policy including chief of mission authority and mandatory use of safety belts. However, it does not require all drivers to have a physical or to restrict driver duty time to no more than 10 hours. These changes are to be incorporated into a revised policy.

## FINANCIAL SERVICES

A finance manager, seven FSNs, and one regional FSN staff the finance section. The regional FSN travels to the Gambia, Cape Verde, and Mauritania. Additionally there is one Bureau of African Affairs rover based in Dakar who travels to all African posts as requested by the bureau. The FSNs are experienced and process more than 3500 vouchers annually. The finance manager is a first tour officer with a strong finance background in the private sector. He has readily adapted to the Foreign Service and is able to provide sound advice to management on complex issues.

The section provides budgeting and voucher services for 20 accounts in nine agencies at post. Cashiering is discussed in Management Controls. Electronic fund transfers are used for FSN payroll and some vendor payments. OIG believes the embassy should fully implement electronic funds transfer for all vendors. A problem in implementation has been the vendors whose own bookkeeping is weak or nonexistent. The embassy keeps backup documentation on all vendors and should readily be able to prove payment using bank records and voucher files. A new detailed policy for billing long-term TDY staff is being drafted.

## INFORMATION MANAGEMENT AND INFORMATION SECURITY

Embassy Dakar's information management office is managed and operated by a team of knowledgeable, customer service-oriented professionals. The information management office operates and maintains the unclassified and classified networks, the cell phone program, radio program, telephone system, mailroom, and unclassified pouch. The office also provides regional network support throughout Africa and serves as the control center for weekly radio checks throughout West Africa. The office provides support to over 100 TDY personnel a month.

The information management office meets the needs of its 209 users and complies with the majority of the Department's guidelines. However, OIG found the following areas that need improvement: inefficient use of information program center resources, digital media for personal use, and lack of standard operating procedures in the mailroom.

## Information Management

The staffing pattern for the information program center in Dakar lists three information management specialist positions. The three positions are responsible for operating and maintaining the classified network, telephone system, radio program, and providing customer service. One information management specialist position has been vacant for two months and one position was moved to the unclassified systems area in 2003 to serve as the mission's information system officer. One information management specialist in the information program center is not sufficient to manage day-to-day operational requirements, the substantial number of TDY personnel that arrive at post who require classified accounts (it takes approximately two hours to create an account), radios, and the operation of an old phone system that requires significant maintenance to keep it running smoothly. The telephone system used at the embassy is outdated and has frequent problems that could be eliminated with weekly maintenance. Unfortunately, the information management specialist in the information program center doesn't have time to escort the telephone technician to perform the weekly maintenance without negatively affecting his other areas of responsibility. While OIG appreciates that the current situation is temporary, it believes that it is not critical that the embassy have an information management specialist in the unclassified area. With the information management officer providing daily oversight, the unclassified network can be effectively maintained and operated by the four well-trained experienced FSNs.

Use of government computer resources to store personal material is excessive. OIG conducted a search for non-work-related digital media and identified 133,156 files of digital media on the server. Although some items were official (pictures of representational events, self-help projects, and others) a significant amount of the total was unofficial, personal digital media being stored in network servers. Personal use of U.S. government computers is prohibited if the use results in additional charges to the government as stated in 5 FAM 723(6)(a). The cost of storing and backing up data in terms of resources and time results in additional expense.

The mailroom lacks standard operating procedures. Mail clerks are trained by the supervisor and his assistant who have operated the mailroom for over 20 years. The only operational information in the mailroom is the bulletin board that displays information on identifying suspicious mail, as well as a few 5 FAH references. 5 FAH-10 H-114.2-1 states the office supervisor or representative must develop in-house procedures for employees to access unclassified or Sensitive But Unclassified information. In this post September 11, 2001, environment it is essential that each

mailroom have standard operating procedures and appropriate Foreign Affairs Manual and Foreign Affairs Handbook guidelines as well as Department cables regarding mail and pouch. Mailroom personnel should have readily available information maintained on current operating procedures.

### Information Security

With the exception of reviewing servers, the information systems security program is effective. Servers and workstations have current patches installed, the appropriate locks and access letters are installed on the server rooms and telephone frame rooms, and embassy personnel have received current computer security awareness briefings. The embassy received a 97 percent score on compliance with the Department's security guidelines for workstations and servers for the fourth quarter of 2005.



## QUALITY OF LIFE

### INTERNATIONAL SCHOOL

(b) (6)(b) (6)(b) (6)(b) (6)(b) (6)(b) (6) has a good reputation with the embassy community, and 42 dependent children are enrolled there. ISD follows a curriculum found in most American schools. Classes are offered from preschool through grade 12. It has Middle States Association of Colleges and Schools accreditation and is seeking Council of International Schools accreditation as well. The present director has been at the school for three years, and the school board and faculty consider her to be doing a good job. She will likely remain as director for another year or two. The school acquired title to the land on which it sits in 2002. (b) (6) has a five year building and renovation plan and has just acquired an additional 1.5 acres of adjacent land. The building plan includes a new science lab, a gymnasium, a library/media center, a music-and-arts center, and a cafeteria. Meanwhile, (b) (6) will remodel part of the (b) (6)(b) (6)(b) (6)(b) (6) , which is leased to the school, to temporarily house the music and arts center.

This is the fourth year that (b) (6) has had a high school. Out of a total enrollment of 211, the high school has (b) (6) 39 students, and its graduating class this year will be six. The high school offers five advanced placement courses — more than usual for such a small enrollment.

Some parents complained to OIG about the school's unwillingness to accept students with special education requirements. In line with 32 other international schools in Africa, (b) (6) has one special education coordinator who can address mild special education needs. Finding this insufficient, some parents have enrolled their children at the (b) (6)(b) (6)(b) (6)(b) (6)(b) (6)(b) (6)(b) (6)(b) (6)(b) (6) (b) (6) . Embassy Dakar and the (b) (6) school board signed a new memorandum of understanding in April 2005 giving priority for new admissions to children of U.S. government employees, a provision willingly accepted by (b) (6) administration but resented by a few parents.

## MEDICAL UNIT

The medical unit is situated on the embassy compound, a location less convenient for some now that much of the housing has moved up the peninsula and further from the chancery. To address this, the medical unit opened a satellite unit at the USAID building north of the embassy and nearer this particular housing. It is open every afternoon Monday through Thursday.

The medical unit is not large enough, and OBO has approved funds for its expansion and remodeling. The unit is adequately staffed with a regional medical officer, two part-time nurses, a medical technologist with regional responsibilities, and a full-time receptionist. As necessary, the nurse from the (b) (6)(b) (6) helps out. Management of the unit received high marks on OIG's workplace and quality of life questionnaire.

The regional medical officer believes Dakar and other posts in the region have not had sufficient training and exercises on how to respond to emergencies. A regional emergency preparedness seminar was planned for January 2006. Among those participating will be the regional medical officer for Africa (previously the Department's director of emergency preparedness) and a representative of SOS Medecin, a Senegalese commercial emergency response company that offers services such as ambulances, paramedics, and nurses. SOS Medecin provides the bulk of medical evacuation services that the medical unit uses.

Approximately 130 patients a month seek medical unit services. Embassy Dakar averages one medical evacuation per month. The Peace Corps has a medical office in Dakar and runs medical evacuations for volunteers from 16 countries in the region.

The regional medical officer oversees the medical units of five other embassies in the region (Banjul, Nouakchott, Praia, Conakry, and Freetown) and visits these posts on average four times a year. The regional medical technician is responsible for assessing laboratory services available to posts in Niger, Burkina Faso, Mali, Togo, Cote d'Ivoire, Sierra Leone, Guinea, Gambia, Cape Verde, Mauritania, Algeria, Tunis, Morocco, and Malta. She visits each post once a year. When time permits she also gives a food-handling course and does kitchen inspections in Dakar and other posts.

## COMMUNITY LIAISON OFFICE

The community liaison office (CLO) received good scores on OIG questionnaires. Two people share the CLO coordinator function, and both are new to the job. One coordinator, the spouse of a first-tour, entry-level professional, joined in June 2005 and will serve for six months. The other joined in August 2005 and is the spouse of the Peace Corps Director. Because she will have a longer tenure, she will seek CLO training. Both use the CLO 101 Handbook and Family Liaison Office web site as guides.

Based on meetings with the chargé, the two coordinators will emphasize keeping the Marine security guard detachment integrated into the embassy community and will help Americans living in the same parts of the city to meet each other. Both understand that they are responsible for working with the regional security office and emergency action committee on emergency preparedness. Embassy families filled out confidential questionnaires that give cell phone numbers and normal daytime locations. They are kept by the CLO and are to be used only in the case of an emergency. They also record where dependent children go to school. The coordinators attend country team meetings, management office meetings, and weekly individual sessions with the management officer. OIG advised the coordinators to continue to have regularly scheduled meetings with the chargé/DCM.

## EMPLOYEE ASSOCIATION

The Embassy Community Welfare and Recreation Association (ECWRA) provides recreational facilities to its members at the American Club. This includes a large Olympic size swimming pool, children's pool, tennis courts, a children's playground, and a bar and restaurant. ECWRA has gone through administrative changes in the last year and is mentioned in the annual internal control certification as requiring corrective action. ECWRA has completed its FY 2004 audit and is conducting its FY 2005 audit. ECWRA hired a new manager and instead of hiring staff to provide programs and services, is using contractors for all services, resulting in a positive cash flow. The board is active in management decisions and looking for ways to provide additional services. Membership in ECWRA among embassy employees is low, and OIG suggested the board conduct a survey to see what other services are of interest to mission staff.



## MANAGEMENT CONTROLS

The FY 2004 annual certification by the chief of mission on management controls provided reasonable assurance that Department requirements were met. Risk assessments were conducted and actions taken to correct identified weaknesses. The management officer is designated as management controls coordinator (2 FAM 022.6).

The chief of mission identified actions being taken to correct identified deficiencies. The mission single real property manager certified that all procedures for acquisition and assignment of residential property are in place. The interagency housing board executed its functions properly, and property reports to OBO were accurate.

The mission identified two areas where management controls could be improved. One was the management of the ECWRA, the employee association. The association did not produce an annual audit report. Record keeping was not accurate, and there was no continuity in management personnel. The FY 2004 audit report was finalized in September 2005, and the FY 2005 audit report is in progress. Other changes to improve operations include hiring a general manager and using concessions to provide recreational services.

Year-end procurements are a second area where internal controls could be improved. In May all users were asked to list their requirements. These were reviewed, prioritized, and prices were obtained in advance. When funds became available, purchases were made. Controls were improved with the termination for cause of an FSN in procurement. The purchase card program had not been implemented because of a shortage of staff. The embassy is in the process of reinitiating the program.

## FINANCE

The class B cashier was reviewed and funds verified in accordance with Department requirements. Monthly cash counts were completed every year for the past two years. The embassy is in the process of contracting out cashiering services to a

local bank. This will decrease the cost of operations and free staff to perform other budgeting and vouchering functions. Contracting the cashier function is another example of progressive post policies to reduce costs.

A sample of files was reviewed for blanket purchase agreements, and documentation was available. Blanket purchase agreements are essential to efficient operation provided finance funds them at least at the quarterly level of expenditures. Other voucher payments were reviewed using a sample from the electronic financial system. Documentation was available and verified. The finance staff regularly reviewed the status of funds to reduce unliquidated obligations.

## GENERAL SERVICES OPERATIONS

The general services office developed a new cashless system for property sales. This is an innovative way to control the use of cash at property sales. An agent with Citibank sets up a temporary account for prospective bidders. All bidders must submit a registration, a users form, and a deposit to set up an account. No money changes hands, and the bidder has 10 days to deposit the cash in the temporary bank account. The procedure eliminates the large unwieldy sums of cash used at property disposal sales. OIG believes this is a practice that other missions should emulate.

**Best Practice:** A Cashless System for Property Sales

**Issue:** US embassy property sales receive large sums of cash often in different currencies. Large sales require two or more Foreign Service national cashiers and an American supervisor.

**Response:** Embassy Dakar set up a temporary account at a local bank. All bidders are required to place a deposit in the account. No money changes hands and the bidder has ten days to deposit the entire cash payment in the temporary account.

**Result:** Management control of large, often unwieldy sums of cash is eliminated.

The annual inventory of \$438,575 for expendable property and \$4.59 million for nonexpendable property was in accordance with Department standards and

within the allowed one percent variance. A spot check of nonexpendable property was conducted by OIG, and no management control weaknesses were noted. OIG noted that the inventory for appliances, in particular for the program budget, might be excessive. The embassy plans to review the numbers to determine what is a correct inventory level.

The warehouse is located in the port area and at the far end of the city from most housing. The general services office has been creative in using two satellite maintenance offices to minimize this logistical challenge. The crowded congested roads make the satellite offices cost effective and service oriented. The warehouse property is U.S. government owned and includes a large well-maintained warehouse and maintenance facilities located on a two-acre compound in the central port.

A sample of contracts was reviewed and met Department standards. The files appeared to have all the documentation required such as English translations and verification of competitive bids. However, there was no order in the files that contained multiple copies of correspondence as well as extraneous material. OIG made an informal recommendation that contract files be reorganized according to 2 FAH 2H517.



## FORMAL RECOMMENDATIONS

**Recommendation 1:** The Bureau of African Affairs should provide written guidance to Embassy Dakar on the reporting and program efforts it should undertake in Guinea-Bissau and, in coordination with the Bureau of Diplomatic Security, develop a plan commensurate with that guidance for creating an appropriate and safe working environment for locally employed staff and official visitors. (Action: AF, in coordination with DS)

**Recommendation 2:** The Bureau of Human Resources, in coordination with the Bureau of African Affairs, should approve the assignment of an additional full-time economic officer. (Action: DGHR, in coordination with AF)

**Recommendation 3:** The Bureau of Resource Management should prepare a cost benefit analysis on the distribution of the cost of regional administrative positions for all agencies at Embassy Dakar. (Action: RM)



## 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.

### Consular Operations

The consular section has not prepared a plan for handling major accidents or disasters involving American citizens.

**Informal Recommendation 1:** Embassy Dakar should have its consular section prepare a disaster plan and meet with those local and host-government officials who would be involved in responding to a major accident.

### Management Operations

The housing preference survey provides information to incoming American staff on housing in Dakar. More detailed information will assist the housing board in matching houses to needs. A better sense of the housing environment should be described. For example, apartments are usually downtown and houses are further up the peninsula near the school. Most importantly, a realistic commute time needs to be added to the survey information.

**Informal Recommendation 2:** Embassy Dakar should update the housing forms to accurately reflect living conditions in the various sections of the city.

According to information provided to OIG there has been no increase in the motor pool staff since the early 1990's. Embassy staff has increased by 49 since FY 2000.

**Informal Recommendation 3:** Embassy Dakar should review the use of the motor pool to determine if the size is sufficient given embassy growth.

Uniforms had not been purchased for FSN maintenance staff, warehouse staff, or motor pool drivers. A request for uniforms for facility staff had not been filled

using end of the year funding. The ICASS budget should include funds to regularly replace uniforms and safety shoes and not wait for end of the year spending.

**Informal Recommendation 4:** Embassy Dakar should budget annually for uniforms and safety shoes for maintenance workers, motor pool drivers, and warehouse staff.

The contract file documentation was not in order as required by 6 FAH 2H517, and files contained multiple copies of correspondence as well as extraneous material.

**Informal Recommendation 5:** Embassy Dakar should review all contract files to ensure they are orderly and information can be located as stated in Department regulations.

## Information Management and Information Security

Management of information program center resources is inefficient.

**Information Recommendation 6:** Embassy Dakar should consider redistributing the workload of one information management specialist position, reducing responsibilities for management of the unclassified systems office, and adding some duties in the information program center to ensure adequate staffing of the center at all times.

Personal use of computer resources for storage of personal material is excessive. OIG identified 133,156 official and personal digital media files on the server.

**Informal Recommendation 7:** Embassy Dakar should enforce policy on personal use of government computers and perform a clean up of the digital media on the servers.

The mailroom lacks standard operating procedures.

**Informal Recommendation 8:** Embassy Dakar should develop standard operating procedures, ensure its personnel work in accordance with those procedures and other guidance, and make appropriate Foreign Affairs Manual and Foreign Affairs Handbook references and Department cables available to mailroom personnel.

## PRINCIPAL OFFICIALS

	Name	Arrived at Post
Ambassador	(Vacant)	
Deputy Chief of Mission/ Chargé d'affaires, a.i.	Robert Jackson	9/04
<b>Chiefs of Sections:</b>		
Management	Gary Mignano	8/04
Consular	Beth Payne	6/05
Economic	Douglas Meurs	9/03
Information Management	Marc Beroud	7/05
Political	Roy Whitaker	12/03
Public Diplomacy/Public Affairs	Claud Young	10/04
Regional Security	John Bray	11/03
<b>Other Agencies:</b>		
Defense Attaché Office	LTC Scott Womack	7/04
Office of Defense Cooperation	LTC Christopher Brown	7/04
Animal and Plant Health		
Inspection Service	Cheryl French	6/04
Federal Aviation Administration	Ed Jones	2/05
U.S. Commercial Service	Cynthia Griffin-Greene	8/04
U.S. Agency for International Development	Olivier Carduner	6/03
Peace Corps	Malcolm Versel	8/02
Treasury Department	Susan Strawn	2/05



## ABBREVIATIONS

ACS	American citizens service
DCM	Deputy chief of mission
Department	Department of State
DHS	Department of Homeland Security
CSC	Consular section chief
EFM	Eligible family member
FSN	Foreign Service national
HR/OE	Bureau of Human Resources' Office of Overseas Employment
ICASS	International Cooperative Administrative Support Services
ISD	International School of Dakar
IV	Immigrant visa
MCC	Millennium Challenge Corporation
MPP	Mission Performance Plan
NIV	Nonimmigrant visa
OBO	Bureau of Overseas Buildings Operations
OIG	Office of Inspector General
PAS	Public affairs section
TDY	Temporary duty
USAID	U.S. Agency for International Development

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