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

Report of Inspection

Embassy Gaborone,
Botswana

Report Number ISP-I-05-38A, September 2005

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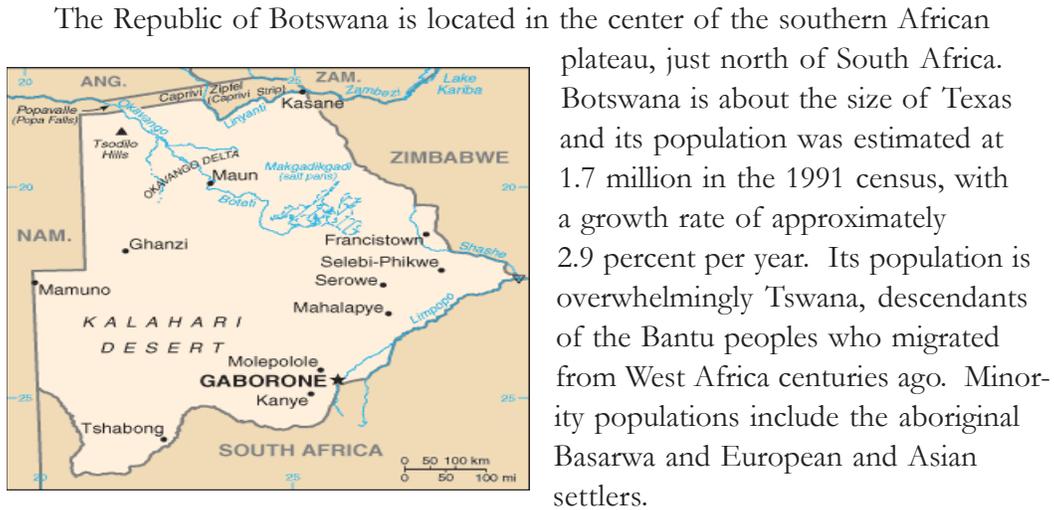
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KEY JUDGMENTS

- Embassy Gaborone effectively manages bilateral relations between the United States and Botswana. One embassy focus is on implementing the President's Emergency Plan for AIDS Relief (PEPFAR); another is increasing U.S. trade and investment in Botswana. The mission also successfully oversees a range of regional programs that have doubled the size of the U.S. government work force in Botswana.
- The Ambassador's leadership is authoritarian, and staff believes dissent is unwelcome. The relationship between the Ambassador and the deputy chief of mission (DCM) is collaborative but personally strained, and the DCM is marginalized from executive direction of the mission. The strong top-down leadership of the Ambassador inhibits the growth of a collegial team spirit among the American staff.
- The embassy's advocacy efforts with policymakers on issues other than PEPFAR and trade and investment are limited. Political and economic reporting is insightful and well crafted, but policymakers and analysts would like to have more of this reporting.
- Embassy Gaborone has experienced sizable growth in the last 15 years and continues to request additional positions. Embassy Gaborone and the Bureau of African Affairs (AF) are requesting new positions for an economic/commercial officer and a health practitioner. The Office of Inspector General (OIG) supports the need for a commercial officer to replace a Diplomatic Readiness Initiative position but does not support the need for a health practitioner position. Instead, OIG believes the embassy requires the services of a direct-hire office management specialist (OMS) for the DCM. The Bureau of Consular Affairs has programmed a consular associate replacement position for Botswana. OIG believes the embassy needs only one consular officer and should reprogram the existing consular position to cover the commercial function.

CONTEXT



Formerly the British protectorate of Bechuanaland, Botswana gained independence in 1966. Since then, Botswana has been an oasis of political and economic stability in the southern African region and in the forefront of regional cooperation and integration. It is a member of the Southern African Customs Union and a founding member of the Southern African Development Community (SADC). SADC is headquartered in Gaborone, and its mandate is the promotion of regional, economic, social, and political integration.

The government of Botswana is a multiparty, constitutional democracy governed by a British-style parliamentary system. The bicameral legislature consists of a National Assembly and an advisory House of Chiefs. As their first order of business after a parliamentary election, members of the parliament elect the president. The judicial system is separate and independent from the legislative and executive branches. The 10,000-strong Botswana Defense Force and the National Police are under civilian control. The ruling Botswana Democratic Party secured an easy victory in the election of October 2004, and President Festus Mogae was reelected.

Four decades of uninterrupted civilian leadership, progressive social policies, and significant capital investment have made Botswana one of the most dynamic economies in Africa. Mineral extraction, principally diamond mining, dominates economic activity, although tourism is growing due to the country's conservation practices and extensive nature preserves.

Relations between Botswana and the United States are cordial and based on shared values. Helping Botswana confront the HIV/AIDS challenge is a major focus of the relationship. The HIV/AIDS infection rate is 39 percent, one of the world's highest, and almost half of all persons ages 25 to 29 are infected. The United States will provide over \$40 million in FY 2005 to combat HIV/AIDS in Botswana. Other major goals of the United States in Botswana are to promote trade and investment between the United States and Botswana/southern Africa and to strengthen Botswana's ability to detect, prevent, and respond to terrorism.

The U.S. mission in Gaborone has grown substantially over the past few years and now hosts eight federal agencies with 66 authorized direct-hire positions and 354 locally employed (LE) staff spread over eight sites. Three regional entities, the International Broadcasting Bureau (IBB), International Law Enforcement Academy (ILEA), and RCSA, are part of the mission.

EXECUTIVE DIRECTION

LEADERSHIP

The Ambassador has been in Botswana since January 2003, has extensive experience in Africa, and has also been executive director of AF. The Ambassador enjoys the highest respect in Botswana, where he developed and fostered senior-level contacts, including with the nation's president and vice president. These allowed him to consolidate and invigorate U.S. relations with Botswana. He moves easily and effectively throughout government, diplomatic, and private sector circles and is a frequent public speaker. The Ambassador, whose activities receive high visibility through media coverage, has defined the mission's top priorities clearly. Those priorities are: Botswana's troubling health situation, with a special emphasis on HIV/AIDS prevention, treatment, and counseling; and the growth of U.S. trade and investment in Botswana.

The Ambassador directed an inclusive process to develop the Mission Performance Plan (MPP), which reflects the mission's top two priorities. The mission's interagency coordination in the two priority areas is a model of effectiveness and inclusion, according to all agencies working on these portfolios. Some mission colleagues working on other activities identified in the MPP would like to see additional chief of mission focus on their issues. A review of the Ambassador's activities over the past two years, however, demonstrates his engagement in governance, environmental, counterterrorism, and military issues. For instance, he successfully pressed Botswana to sign an Article 98 agreement (a bilateral nonsurrender agreement protecting American citizens from the International Criminal Court). In addition, he observed training under the Africa Contingency Operations Training and Assistance program and organized the first tri-ministerial environmental meeting on the Okavango Delta. Despite his and the mission's best efforts, the government of Botswana continues to rebuff U.S. appeals for participation in international or regional peacekeeping operations. The Ambassador has also been unable to convince the U.S. government to consider holding a troika meeting with the SADC as a way of inching U.S.-SADC relations forward, despite the complications wrought in those ties by U.S. policy toward Zimbabwe.

Regarding mission leadership and management, staff assessments provided on OIG questionnaires and repeated in interviews depict the Ambassador as an authoritarian leader who dislikes dissent and has marginalized the deputy chief of mission (DCM). The questionnaires describe a top-down leader who is focused on issues of interest to him personally and dismissive of countervailing views and opinions. The Ambassador has attempted to mold his team around the concept of "Team Botswana," but several colleagues say no mission team has coalesced around this theme. The Ambassador responded thoughtfully to these views, countering that he sees himself as open to hearing discordant views and, in the face of disagreement, is always prepared to explain his position. OIG believes the Ambassador's strong personality has interfered with the ability of Embassy Gaborone's workforce to develop a strong team spirit.

Despite this, Embassy Gaborone is achieving most of its stated goals, and U.S.-Botswana relations are healthy and growing. With this in mind, OIG counseled the Ambassador on actions he might take to address staff concerns, empower employees on their issues, and strengthen the performance of colleagues who are committed to working with the executive office.

The DCM has been at post since August 2004. Immediately on arrival, she was appointed the interagency coordinator for the mission's emergency plan working on HIV/AIDS, to which the United States committed \$40 million in FY 2005 under PEPFAR. In her first week, she spoke at a daylong planning conference and met with all the stakeholders - government of Botswana, United Nations, international donors, and nongovernmental organizations - to ensure that U.S. activities were integrated into the overall HIV/AIDS effort. Other U.S. agencies involved - USAID, CDC, and Peace Corps - spoke positively of the DCM's role as the mission's interagency coordinator.

The DCM has also focused on developing the skills of the American staff. Noting on arrival that the mission lacked an entry-level mentoring program, she consulted with entry-level staff and developed a written program. However, the program has had mixed results, as described later in this report. She has also promulgated an open-door policy and expressed her desire to coach and advise staff, meeting regularly with entry-level personnel and others throughout the mission.

On questionnaires and in interviews, mission staff gave low marks to the DCM's qualities of leadership and management. Although a number of employees noted that she was marginalized and had virtually no room for action (the Ambassador was seen as taking all decisions), some colleagues also described her as not well organized and having a tendency to focus on small issues and not give clear overall direction. OIG counseled the DCM on good management practices and the need to be more of a buffer between the staff and the hard-charging Ambassador. OIG also encouraged the DCM to use the occasion of a change in post leadership (at an as yet unspecified date) to better define her position while acting as chargé d'affaires and to ensure that she positions herself to work effectively with the incoming Ambassador.

The DCM has had no full-time OMS since she arrived. In fact, no direct-hire, American OMS position is on the books. The position has traditionally been filled with an eligible family member (EFM). Under the present configuration, two EFMs share the job, although neither is a professional OMS. This lack of strong office management support contributes to the absence of effective organization in the office. This issue is also discussed in the Rightsizing section of this report.

Recommendation 1: Embassy Gaborone should request, and the Bureau of African Affairs should establish, an office management specialist position to support the deputy chief of mission. (Action: Embassy Gaborone, in coordination with AF)

REGIONAL PROGRAMS

Despite the embassy's relatively small size, its executive office has responsibility for the oversight of several significant regional programs. This regional oversight is complex and introduces management challenges that other missions of a similar size do not experience. The executive oversight of these programs is impressive.

Although USAID no longer has a bilateral program with Botswana, the agency has located its RCSA in Gaborone. The regional USAID office is large, with more than 100 employees, and encompasses both operational services and program support for countries throughout the region. An element attached to the center that is of particular significance to the executive office is USAID's economic competitiveness hub, an activity managed by contractors. The hub aims to enhance

southern Africa's economic growth and development within a global economy. With the support of the hub, the Ambassador has been particularly active in promoting U.S. trade and investments in Botswana. The future of the regional office and the hub is currently the subject of intense discussions in Washington and Gaborone. At issue is a decision on whether the RCSA will remain in Botswana or move to USAID facilities in Pretoria, South Africa. USAID's own management assessment in early 2005 offered partial solutions that satisfied no one. The Ambassador supports RCSA's continued presence in Botswana, along with the competitiveness hub. The large USAID footprint in Gaborone is also important to the government of Botswana. The Ambassador, however, is realistic; he recognizes that the decision must be based on a cost-benefit analysis. Mission officials anticipate a decision before the end of FY 2005. Pending the outcome, efforts to combine services between USAID and the Department, begun in earnest in January 2005, are on hold.

In 2003, ILEA opened in Botswana as a joint venture between the governments of the United States and Botswana. Located on the compound of the Botswana Police Academy, ILEA supports the building of criminal justice institutions in Africa, strengthening cooperation among African law enforcement against narcotics and crime, and training African law enforcement officials to combat transnational crime, including terrorism, trafficking in persons, and money laundering. The academy replicates two other such institutions, one in Bangkok and one in Budapest. Department oversight of the ILEA program rests with the Bureau of International Narcotics and Law Enforcement Affairs, but a number of U.S. law enforcement agencies participated in the program's needs assessment, curriculum development, and program delivery. ILEA in Botswana operates under the leadership of the U.S. Federal Law Enforcement Training Center, a part of the Department of Homeland Security. The Ambassador's support of ILEA is appropriate; he has participated in graduations there and views ILEA as the U.S. flagship for counterterrorism efforts in Africa.

The Department's Bureau of Oceans and International Environmental and Scientific Affairs (OES) selected Embassy Gaborone as one of its 12 regional environmental hubs. The regional environmental and health officer (REHO) works in the chancery building in an office separate from the political/economic/commercial section. The Ambassador named the current incumbent as the operational coordinator of the embassy's interagency implementation of PEPFAR, and over 80 percent of the officer's time is now PEPFAR-focused. OES supports the HIV/AIDS focus of the embassy's interagency work, but also wants the REHO to be

able to devote most of his time to OES activities. As discussed in the Regional Environmental Hub section of this report, OIG supports finding an alternative method to provide PEPFAR coordination, freeing the REHO to focus on the OES agenda.

The Botswana IBB transmitting station, the subject of a separate inspection report, provides medium- and short-wave broadcasts for Voice of America (VOA) programs to sub-Saharan Africa. The station has recently taken on the added responsibility of providing technical and contracting support to IBB's Office of Marketing and Program Placement, in coordination with its regional office in South Africa. The government of neighboring Zimbabwe has opposed the special programming that VOA transmitted to Zimbabwe from Botswana beginning prior to the early 2005 elections in Zimbabwe. Embassy Gaborone has had to intervene with the government of Botswana to avoid possible changes in VOA programming or its mode of transmission from the station.

Gaborone is the location of the secretariat for SADC, and the Ambassador is the U.S. representative to SADC. The U.S. government's interaction with SADC is complicated by disagreements between SADC member states and the United States over U.S. policy toward Zimbabwe. In effect, U.S. engagement with SADC is frozen because U.S. policy is not to engage with Zimbabwe, and SADC's policy is not to work with nations that do not work with all SADC members. The Ambassador is pressing Washington to find ways to reopen engagement. The embassy sees a possible window of opportunity when the government of Botswana takes over the chairmanship of SADC later in 2005.

INTERAGENCY COOPERATION

Agencies represented at Embassy Gaborone include the Department of State (Department), Department of Defense, USAID, CDC, Peace Corps, Department of Homeland Security, and IBB. There is strong interagency coordination of those agencies involved in the embassy's main goals.

The embassy's first goal is working on HIV/AIDS. Botswana received a \$40 million PEPFAR allocation in FY 2005. Other organizations also have committed substantial money to HIV/AIDS relief, including the Gates-Merck Foundations, United Nations, and government of Botswana. Demonstrating strong leadership, the Ambassador in 2003 established a U.S. interagency emergency plan team to

direct the HIV/AIDS efforts of mission sections, including CDC, USAID, Peace Corps, and the Office of Defense Cooperation (ODC). The Ambassador appointed the DCM as overall coordinator for the effort, with the REHO providing operational coordination. Other agencies have spoken positively of the Ambassador's strong leadership and the DCM's coordination.

The U.S. mission interagency emergency plan team established a highly participatory process under the auspices of the Botswana Global Fund Country Coordinating Mechanism, to ensure that U.S. efforts on HIV/AIDS were coordinated with those of the government of Botswana, international organizations, and other stakeholders. Workshops and working groups with nearly 100 technical experts came into existence and met over two months. Senior, technical, U.S. mission representatives provided linkage to each group. The government of Botswana endorsed the resulting plan, and both Washington and the UN office in Geneva have cited the experience as a model of coordination and buy-in. Embassy coordination with Washington on this demanding program has generally been good. In interviews, officers working on PEPFAR said S/GAC often does not meet its own deadlines and sends requests having deadlines that are too short to allow full interagency coordination. As an example of poor program support, some officers pointed to S/GAC's inability to identify a funding mechanism for ODC's construction of voluntary testing centers, an important part of the mission's PEPFAR plan.

Interagency coordination has also been good on several fronts relative to MPP goals. Peace Corps, whose volunteers work exclusively on HIV/AIDS, described coordination with the U.S. mission as the best it has experienced. USAID and ILEA officials offered similar positive comments. Coordination on military issues is less close because there are no scheduled meetings with military personnel at post. OIG counseled the executive office on the need to open channels of communication and provide effective guidance to all agencies and offices at the mission.

ENTRY-LEVEL MENTORING PROGRAM

Embassy Gaborone has an entry-level mentoring program, which was established by the current DCM after her arrival in 2004. Noting the absence of a formal written program, the DCM, who directs the program, met with entry-level officers as a group and individually to solicit their suggestions. These were developed into a written program circulated for clearance and issued to all entry-level officers.

The program focuses on mentoring, broadening the employees' experience, and providing training. It includes learning experiences, such as serving as note-taker at official meetings, carrying out demarches with the host government, speaking at public functions, attending representational events, and working on special projects. The DCM described mentoring, both on a group and individual basis, as an important part of the program.

The DCM emphasized her commitment to mentoring and helping entry-level officers. Entry-level staff said they have periodic meetings with the DCM, but only one seemed aware of the written program, and several employees said the mentoring program is a formalistic fulfillment of a Department requirement, not a significant career aid.

Foreign Service generalists said an effective mentoring program directed by the DCM would help their careers, but Foreign Service specialists said they looked to their home bureaus in areas such as security and information technology for mentoring and career advice. The specialists at this post believe the DCM could not be expected to have the career-path knowledge to do effective mentoring in their specialties.

Apprised of these views, the DCM recirculated the mentoring program document and committed to meeting with entry-level staff to discuss with them the most effective ways she could mentor and help them in their careers.

MORALE

Morale at Embassy Gaborone is fair to poor. Among the American staff, community morale scores on OIG questionnaires were somewhat low. In addition, a number of American employees and family members said their morale was not high. Many pointed to the leadership situation in the executive office and the lack of communication within the mission as reasons. Others described Gaborone as dull or boring. The recently hired community liaison office (CLO) coordinator, however, is improving embassy morale. In addition, a turnover in leadership, expected to occur in the summer of 2005, may further improve morale.

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FACILITIES

The executive office focuses attention on the multiple facilities that make up Embassy Gaborone. The task is complicated by the dispersed nature of the U.S. government facilities and the diversity of functions each agency performs.

The chancery opened in 1989. Its compound consists of a chancery building and annex separated by a closed courtyard and several utility buildings. The compound houses all Department offices except the health unit, as well as those of the Defense attaché and ODC. Despite its relatively recent construction, the chancery does not easily accommodate all of the offices. A basement that was not intended to be workspace now holds many administrative functions. Early in 2004, the embassy asked for and received a visit by a Bureau of Overseas Buildings Operations (OBO) space-planning team. The team's report proposed realignment of existing space and the possibility of constructing an additional building in the interior courtyard as a regular capital project. The Bureau of African Affairs, Executive Office (AF/EX), however, has not approved this project, so it has not yet found its way into OBO's Long Range Overseas Building Plan. The embassy expects no major construction in the foreseeable future. OIG assesses that, although some offices in the chancery are cramped, overall space availability is workable in the mid-term. Further space realignments are possible if the Department's offices experience significant growth, which is unlikely.

Each of the other U.S. operations in Botswana is in separate facilities. Three of these sites are in Gaborone: RCSA, CDC, and the Peace Corps. A fourth, ILEA, is 30 miles outside the capital and the fifth, the Botswana transmitting station of IBB, is several hours by car north of the capital. Specifics on these sites are:

- RCSA's spacious three-building complex, about a mile from the chancery, is adequate for the entire USAID workforce of more than 100 people and provides a conference room for large embassy gatherings. Although mission officials are aware of the shortcomings of this facility, USAID is reviewing the future of its RCSA operations and whether the RCSA office will remain

in Botswana at all or relocate to South Africa. If the agency determines that the RCSA will remain, the office will relocate to as-yet-identified facilities in Gaborone.

- CDC's building, a couple of miles from the chancery, is collocated with facilities owned and operated by the government of Botswana's Ministry of Health. CDC recently renovated and extended this building to accommodate almost its entire staff. CDC'S LE staff occupy separate research clinics in Gaborone and in Botswana's second largest city, Francistown, which is some 270 miles north of the capital.
- Peace Corps' headquarters is in a very attractive commercial facility on the southern outskirts of Gaborone, about three miles from the chancery.
- ILEA's newly constructed campus is in Otse, some 30 miles south of the capital and includes an administrative block, two classroom blocks, four residential blocks, and a common room. The entire project is collocated with the Botswana Police Academy and shares many of the academy's facilities, such as the dining room and pool.
- IBB's Botswana transmitting station, which began broadcasting in 1981 as the VOA relay station, is at Moepeng Hill, 12 miles from the town of Selebi-Phikwe in Botswana's Central Province, which is about a four-hour drive from Gaborone.

OIG addresses the security programs provided for the chancery compound and the off-site locations in a separate classified report.

POLICY AND PROGRAM IMPLEMENTATION

MISSION PERFORMANCE PLAN

The DCM encouraged full interagency participation in the MPP process and was assisted in the technical details, such as inputting the data onto the MPP web site, by the management and financial management officers. She drafted the chief of mission statement and country overview, and other mission sections drafted the goal papers, collaborating as necessary. Once the entire plan was cleared by the DCM, the mission held an offsite meeting. The meeting, led by the DCM and attended by the Ambassador, discussed the plan and determined that it was cohesive. With changes, the Ambassador cleared the final product.

Although the MPP largely reflects embassy priorities and staff effort, it does not include important democracy, governance, and regional security advocacy work that the embassy must conduct with the government. Furthermore, the goal paper on environmental protection leaves the mistaken impression that considerable embassy staff time is devoted to advancing environmental strategies. OIG suggested that post develop an umbrella goal paper on democratic systems and practices so that the MPP more accurately reflects U.S. democracy and good governance, economic development and sustainability, and environmental priorities. The DCM-coordinated annual reporting plan provides an effective framework to guide sections' reporting on major policy issues. The post's travel and representation plans reflect the Ambassador's active role. The embassy convenes biweekly and monthly meetings to chart progress and refine tactics on its first priority, global health. However, there is no regular coordination between sections and agencies responsible for advancing the other goal papers. As a result, there is little horizontal strategic planning, and sections and agencies are not fully aware of each other's activities and cannot take advantage of synergies.

The Ambassador's assertive advocacy with the government on HIV/AIDS and trade and investment is effective. His frequent public appearances and media interviews have translated into national renown, giving him significant political capital and public respect. The Ambassador has devoted less time to advocacy

with the government on such sensitive political issues as democracy and governance concerns and the human rights and economic situation of the Basarwa people. More difficult bilateral relations could lie ahead if concerns grow about Botswana democracy and governance, and OIG believes that advocacy in these areas is not sufficient. In addition, the embassy's advocacy is not as effectively integrated as it could be. At times, the Ambassador has not communicated important policy or program information to his staff. As it strengthens embassy policy coordination and advocacy on the non-HIV/AIDS MPP areas, the embassy should determine the contacts and levels of relationships that should be developed to advance policy priorities. The political/economic/commercial section (PEC) is integrated into the MPP, but regular meetings on goal papers would enhance the PEC's effectiveness in advocacy.

Recommendation 2: Embassy Gaborone should update its Mission Performance Plan so that it more accurately reflects advocacy efforts, institute regular meetings on goal papers with implementing staff so that they may chart progress and refine tactics, and plan and conduct the contacts needed at various levels to advance policy priorities. (Action: Embassy Gaborone)

POLITICAL AND ECONOMIC AFFAIRS

Although the PEC section drafts insightful analysis and useful spot cables, Washington policymakers and analysts say they want more embassy reporting and analysis with broader sourcing. The PEC section's reporting is generally well written, clearly organized, and comprehensive, and often forward-looking. However, the reporting rarely conveys embassy policy suggestions or advocacy intentions. Few cables indicated that the source of the information was a conversation with an embassy official or assistant, leaving the mistaken impression that the embassy was recycling public information. Virtually every cable, including routine reporting on the delivery of a demarche, had received the Ambassador's clearance. Sometimes, there were unexplained delays in moving cables through the executive office. OIG discussed with the executive office and the PEC section a number of ways the embassy could improve reporting and made informal recommendations for written guidance and document tracking. OIG praised the "Botswana Issues in Review" weekly meetings that the PEC section chief coordinates for officers and LE staff of all of the embassy's reporting sections.

The PEC section chief effectively manages and communicates with the two entry-level officers. The section is appropriately staffed, and its EFM political assistant has done an excellent job organizing the paper political and economic files and is ready to begin on the commercial files. OIG provided some ideas on moving toward electronic filing, giving other sections and agencies read-only access, and archiving. If the embassy cannot replace the commercial officer when his tour ends, it will have to cut back its PEC work significantly. PEC section officers and LE staff have strong substantive skills, and the officers would be even more effective if they knew courtesy Setswana, the working language of Botswana. The LE political assistant, EFM Self-Help and Democracy and Human Rights Fund coordinator, and the part-time EFM political assistant are not contributing as actively as they could to contact development, analysis, and reporting. OIG made an informal recommendation to improve their participation. Proposed FY 2005 budgets are not sufficient to enable PEC section officers and LE staff to carry out more active travel and representation plans.

COMMERCIAL AFFAIRS

From 2003 to 2004, U.S. exports to Botswana doubled from \$24.7 million to \$51.6 million, and imports to the United States from Botswana more than quintupled, from \$13.7 million to \$73 million. The Ambassador assigned an entry-level officer full-time to commercial activities to promote trade and investment work. This officer spends roughly 40 percent of his time making contacts and drafting commercial, investment climate, and sectoral reports. He devotes another 40 percent of his time promoting U.S. exports and direct investment, supporting the 50 to 75 U.S.-affiliated companies in Botswana, responding to commercial inquiries, and advocating and reporting about two business disputes involving U.S. firms. The remaining 20 percent of his time is spent on economic development and diversification, including the encouragement of female entrepreneurship.

The first-tour commercial officer is in a Diplomatic Readiness Initiative position (intended as a one-time-only position), and has in one year generated solid accomplishments, including assisting in over \$2 million in U.S. equipment purchases and convening a first-rate conference. At this conference, U.S. trade policy and promotion agencies worked with commercial officers from the entire region. Despite agreement of the Departments of State and Commerce on Foreign Commercial Service support in nonpresence posts, the embassy's commercial officer and his LE commercial assistant receive minimal support from Foreign Commercial Service

officers in South Africa. OIG provided a number of suggestions on how the commercial officer could manage the LE commercial assistant more effectively, reduce routine commercial inquiries, and improve file management.

The Ambassador requested in the FY 2007 MPP that a position to promote two-way trade and investment remain in post's staffing complement. The Department's MPP feedback cable instructed the post to retain the requested economic/commercial officer in the MPP, and presumably AF/EX included this position in its Bureau Performance Plan. OIG supports the embassy's request, an issue also addressed in the Rightsizing section of this report.

REGIONAL ENVIRONMENTAL HUB

Embassy Gaborone hosts one of the 12 worldwide, regional, environmental hubs coordinated by OES. OES and AF established the regional environmental hub in Gaborone in 2000, giving it responsibility for developing regional approaches to environmental issues at the diplomatic level for ten countries in southern Africa. In 2003, the embassy assigned the REHO responsibility for day-to-day coordination of the high-priority, high-profile, bilateral PEPFAR program. The REHO receives high marks from embassy and interagency colleagues for his energetic, skilled, day-to-day coordination of this vital but complicated program. However, he is able to spend at best only 10 to 20 percent of his time on the program and has one of the two LE staff in the section to advance his regional environmental hub mandate. This redirection of a regional officer does not accord with 2 FAM 114.1 and 2 FAM 114.8, which state that the chief of mission, through the management officer, can only give the officer administrative direction. The Department makes the officer's program assignments.

OES indicated that it fully appreciates the impact of HIV/AIDS in Botswana, the technical and political complexities involved, and the strain PEPFAR coordination places on the embassy. OES noted that, although it is extremely supportive of PEPFAR, OES would reluctantly have to consider moving the REHO position elsewhere if the REHO cannot devote his time to his regional environmental hub mandate. S/GAC indicated that some embassies have secured S/GAC funding for locally contracted PEPFAR operational coordinators. S/GAC believes that a local hire provides program continuity and a wealth of local knowledge.

S/GAC said after the inspection that it supports funding such a day-to-day coordinator. OIG recognizes that the process of recruiting such a coordinator in Botswana with the necessary high-level managerial, coordination, interpersonal, communication, and health skills could be time consuming. It will also require that the embassy work closely with S/GAC on the timing of funding to begin conducting a thorough recruitment process as soon as possible. Once the coordinator is hired, the REHO will be able to devote his time to the regional environmental mandate for which his position was created and funded.

Recommendation 3: Embassy Gaborone, in coordination with the Office of the Global AIDS Coordinator, should request in its fiscal year 2006 country operations plan, that the Coordinator fund and hire an operational coordinator for Embassy Gaborone for the President's Emergency Plan for AIDS Relief. (Action: Embassy Gaborone, in coordination with S/GAC)

When he can take time from PEPFAR coordination, the REHO and the environmental LE staff coordinate with other embassies, USAID, government, and bilateral and multilateral partners to advance trans-boundary projects to conserve water and wildlife and build the capacity of governments and nongovernmental organizations. The regional environmental hub's priority projects include negotiation of a \$10 million initiative in support of the Tropical Forest Conservation Act, the potential \$120,000 Okavango and Upper Zambezi River Basin Conservation Area initiative, and the \$30,000 of community-based natural resource management work with USAID. However, the MPP's goal paper on environmental protection gives the mistaken impression that considerable embassy time is devoted to advancing bilateral environmental work. In fact, such work would be better included as part of a more comprehensive goal paper.

The REHO skillfully mentors and manages his two LE staff and is backed up by the PEC section. OIG was impressed by the section's team spirit, effective internal communication, and sophisticated planning. To manage the section's often overwhelming workload, hub staff meet each week to coordinate priorities and tasks. Each employee contributes to monthly and quarterly activity plans that are regularly updated. OIG supports the hub staff's suggestion that the REHO and the embassy's Self-Help/Democracy and Human Rights Fund coordinator meet regularly. Hub staff expressed frustration, however, that the Department of Energy initiated two ambitious programs that it did not implement, damaging the section's relationships with important officials. OIG encouraged the REHO to request the assistance of OES and the regional desk in determining the status of these programs.

The embassy's travel, training, and representation budgets are strained. Embassy Gaborone's base funding budget does not specify an amount for non-PEPFAR environmental hub staff travel. The embassy's proposed travel plan for FY 2005 reflects an environmental hub request for funding travel within Africa that is ten times greater than that of political/economic officers and twice that of any other of the embassy's reporting officers. The REHO's travel will increase, since he is just beginning to fulfill his highest priority hub responsibilities for ten countries in southern Africa. Environmental hub staff say they would like even more travel and training funds, so that they could attend conferences and workshops. After the inspection, OES and AF/EX agreed with OIG that, once OES and the REHO agree on a draft budget, OES would provide the information to AF/EX. AF/EX will annotate the budget allocation cable with how much funding has been designated for the hub's regional environmental mandate, including the amount OES and the REHO budgeted for hub staff travel in support of the mandate.

Recommendation 4: The Bureau of African Affairs, in coordination with the Bureau of Oceans and International Environmental and Scientific Affairs, should inform Embassy Gaborone of how much funding is in post's base for the regional environmental and health officer and the regional environmental hub staff to perform regional environmental and health activities, including travel, unrelated to the President's Emergency Plan for AIDS Relief. (Action: AF, in coordination with OES)

PUBLIC DIPLOMACY

The embassy's experienced public affairs officer (PAO) has a nuanced understanding of Botswana's public diplomacy environment and uses the full range of public diplomacy tools in public affairs section¹ (PAS) programming. The PAS skillfully supports several dozen exchanges and speakers annually, has strong relationships with host country media, and works effectively with international and U.S. media. Public diplomacy is well integrated into the MPP. The PAS will be able to support MPP goals and objectives more proactively when the embassy implements OIG's recommendation to convene meetings of all staff who are implementing all MPP goal papers. Department funding of a modest American Corner at the

¹ In this report, public diplomacy refers to the function of engaging, informing and influencing key international audiences. The public affairs section at an embassy directs public diplomacy.

University of Botswana would give the embassy the broader public outreach it currently lacks. The PAS staff is not organized or cross-trained to conduct programming efficiently, and this burdens the PAO with routine and backup functions. (The PAS is addressing some of OIG's technical and administrative findings.) The PAS provides minimal support for IBB's transmitting station, and IBB staff does not need much PAS support because neither IBB nor the PAS are involved in the content of broadcasts.

The executive office is concerned that public diplomacy programming is not sufficiently dynamic. During the first half of FY 2005, the PAS conducted an average of ten activities a month, including eight speakers, both live and via digital videoconference. In FY 2004, the PAS coordinated the exchanges of three Botswana Fulbright scholars, six U.S. Fulbrighters, ten international visitors, and one voluntary visitor. The PAS also sent eight Botswana (the plural name for Botswana citizens) to the United States on an exchange program to observe U.S. national political party conventions. Much of this programming supported initiatives proposed by the executive office, Washington, or other sections and agencies. Although the PAS staff and the executive office meet weekly, the PAS staff is not integrated sufficiently into embassy planning to be able to propose ways to enhance contacts with key audiences. PAS input on scheduling Washington visitors is limited to arranging press conferences. In the Policy and Program Implementation portion of this report, OIG recommended that the embassy convene regular meetings with the sections that are implementing mission goal papers. The PAS staff should be included in these MPP-focused meetings, as well as in meetings on Washington-visitor programming.

The PAS has strong relationships with host country media and works effectively with international and U.S. media. The AF public diplomacy office praised PAS media coordination. In each of the first six months of FY 2005, the PAS arranged on average one high-circulation media interview of the Ambassador, coordinated more than three press events, and issued ten press releases. Although the PAS successfully places into the media items with local content, it has had difficulty influencing public opinion on broader U.S. policies. Botswana's government-dominated media rarely develop independent reporting on international policy topics because Botswana are primarily interested in local and regional news. Although generally favorable to Americans, Botswana opposed U.S. military action in Iraq and can be suspicious of U.S. motives. The nation has one university with a nascent liberal arts program, and the few nongovernmental organizations with national reach are weak and underfunded. To operate more effectively in this

complicated environment, OIG suggested that the PAS take more advantage of strategic follow-up programs and focus groups and expand its exchange-alumni activities. In addition, more robust coordination with other sections and agencies would identify additional programming opportunities.

Even when the PAS suggests more programming, several factors hamper implementation. The PAS receives only small installments of its funding during the first six months of every fiscal year, compelling it to find time-consuming workarounds or to postpone programming. Programming partners are few and have little capacity, shifting much of the burden for arranging events onto the PAS. Programs must be planned with long lead times to take into account the local custom of time-consuming, extensive consultation. Partners within and outside the government are already overstretched and have difficulty taking on new projects. In the first half of FY 2005, the PAS supported a number of imaginative and high-profile ambassadorial initiatives to advance mutual understanding, including coordinating the Martin Luther King Day "I Have a Dream" essay contest, selecting vanguard women leaders, and promoting Christmas in April. Although these activities constituted only one-quarter of PAS activities during the first six months of FY 2005, they took up more than half of staff time. The PAS and executive office would benefit from working more closely together to ensure that the time invested in initiatives yields the desired impact.

The PAS staff is not currently organized to conduct programming efficiently. The PAO supervises seven LE staff. OIG concurs with AF that the assistant PAO position, which the embassy requested in its MPP, should not be a bureau priority. With the exception of the two information resource center (IRC) LE staff, there are no teams. As a result, the PAO works individually with six LE staff. Back-up relationships are not functional and staff is not fully cross-trained, forcing the PAO to fill in during frequent LE staff absences. Because of societal obligations and generous host government labor laws, LE staff in the PAS have been out of the office on various kinds of leave for an average of over three months a year for the past two years. Furthermore, workloads are not evenly divided. The PAO is unable to strategize because she is burdened with routine tasks that should be performed by the cultural affairs and information affairs assistants, who are similarly weighed down in routine duties that could be performed by the secretary and administrative assistant. The secretary and administrative assistant are underused, and their position descriptions are largely unchanged from when the U.S. Information Agency was an independent agency with its own administrative staff. There is no effective backup for the audio-visual LE staff member.

Recommendation 5: Embassy Gaborone should develop and implement a written plan to reprogram and cross-train the public affairs section staff. (Action: Embassy Gaborone)

The IRC staff actively supports public outreach and embassy information needs, but the IRC attracts few high-priority customers. Like the rest of PAS, the IRC would be able to implement more proactive programming and bring more targeted visitors into the IRC for information programs and training sessions were the staff better integrated into PAS teams and embassy policy discussions. The IRC is open to the public an average of five hours per week on two afternoons and receives an estimated 60 visitors a week, 90 percent of them undergraduates seeking to study in the United States. When the IRC checked out books (before the enhanced post-September 11, 2001, security procedures), it hosted over 150 users twice a week. The IRC director also schedules appointments and assists an average of five primary contacts a week with database searches that primarily relate to finding U.S. partners. The regional information resource officer's biannual visits and support have enhanced the IRC's effectiveness. OIG concurs with the regional information officer's recommendation that that the IRC and other PAS staff begin keeping statistics on their numbers and types of visitors and telephone calls to refine programming.

OIG strongly supports AF funding for an American Corner in Botswana, one of the few countries in sub-Saharan Africa with no American Corner. Wide public access is no longer feasible for the IRC, leaving the embassy with no effective venue to engage Botswana on U.S. policy and values. The AF public diplomacy office says it has insufficient funding to approve the proposal that the PAS submitted for \$21,000 to create an American Corner at the University of Botswana. In the meantime, the embassy is building periodical stands to display general interest periodicals at the University of Botswana and has begun to conduct regular programs in the university library.

The PAO is addressing a number of technical administrative issues identified by OIG. First, PAS is improving its files for the five grants issued per year, which total less than \$5,000. Grant files reviewed by OIG did not include a running grants summary or the annual submission on grant activity. One of the five grants issued in FY 2004 and two of the four FY 2005 grants completed for more than 30 days lacked reports, and there was no documentation in the file on PAS efforts to obtain reports. Second, the PAS procured and funded the service contract for the PAS fax. Although the PAS funds its program equipment, the PAOs lost their

procurement authority in October 1999. A recommendation on unauthorized procurements is in the Management Controls section of the report. Third, roughly one-quarter of the PAS-coordinated press releases from all mission elements OIG reviewed were not posted correctly on the embassy's public web site. The IRC director has largely taught herself and her deputy the content-management system used to post to the web site. Until the embassy funds the advanced content-management system training that the regional information resource officer has recommended for over a year, OIG suggests that the PAO work with the Department to obtain training by telephone.

In this report, OIG informally recommended that the financial management section provide monthly reports of the status of public diplomacy funds, facilitating the PAO's ability to respond to quick-turnaround programming requests. In the information technology section of the report, OIG recommended that the information management section improve its customer service, including its support of the PAS and PAS-specific applications. The IRC has not been able to use the American Embassy Suite of Programs database installed on PAS computers to distribute information by e-mail. In addition, the PAS has recurring problems with using this database to enter biodata on exchange grantees, and during the inspection the PAS was unable to enter biodata. The IRC's public access terminals need greater information technology support to address continuing speed, virus, and security concerns.

CONSULAR OPERATIONS

Assisted by one local-hire employee and a part-time consular assistant and backed-up by the commercial officer, the consular officer provides efficient service to nonimmigrant visa (NIV) and American citizens services customers. The consular work area is sufficient, but the consular officer does not have a line-of-sight view from his desk to the work area. The public waiting area is small and may not serve future needs. The main concerns in NIV work are the increase in third-country nationals applying for visas and the fact that Canadian authorities have detected counterfeit Botswana passports. The visa referral system works well, and the DCM reviews the consular officer's visa decisions. There are consular contributions in the MPP. The section has tight internal management controls, although the backup officer is not doing weekly reconciliations of the machine-readable visa foils. (See the Management Controls section of this report). Furthermore, public

inquiries in the section take up too much time. There is an effective warden system, and the consular officer has good contacts with those in Botswana who would handle disasters.

Staffing

Until 2004, the consular officer was also the commercial officer. At that time, the section had a consular associate who was authorized to adjudicate visas. In 2004, the embassy received a one-time Diplomatic Readiness Initiative position to cover the commercial function, a position that will lapse in 2006. The embassy said its commercial portfolio would not revert back to the single consular officer in 2006. An FS-04 consular associate replacement position for Embassy Gaborone is on the AF list of FY 2005 new consular positions. OIG believes that, although the embassy needs one full-time consular officer, a second one would not be an efficient use of resources unless the current consular position can be reprogrammed to another embassy function that has a need for increased staff. (See the Rightsizing section of this report).

Space

The consular work area is not spacious, but is adequate. The public waiting area has room for only 18 customers, which means that on NIV interviewing days some applicants must wait outside the embassy. This will present a problem if the number of visa applicants increases. OBO has provided plans for a new embassy annex, which would address future space needs of the consular section, but AF/EX has not approved the plans and no construction is anticipated. (b) (2)

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Management

The consular section has few embassy-specific standard operating procedures. The Consular Management Handbook, Chapter 6, requires these management tools, and they are especially important in small sections since they ensure consistency.

Recommendation 6: Embassy Gaborone should establish and implement written standard policy and operating guidance for consular procedures. (Action: Embassy Gaborone)

The consular officer estimates that 30 percent of the section's time is spent on public inquiries. OIG advised the officer that the 2004 consular package statistics did not accurately capture how much time was spent on public inquiries. A user-pays telephone answering system would not be commercially feasible in Botswana, and a telephone-tree answering system will not be possible until FY 2007 when the embassy upgrades its telephone system. OIG made an informal recommendation to alleviate this problem.

Nonimmigrant Visas

The number of NIV applications has risen 86 percent since 1995, but has not increased in the last three years. In FY 2004, the section handled 2,380 applications. The principal issue in NIV adjudication is the high percentage of third-country nationals applying for visas. In FY 2004, 46 percent of NIV applicants were not citizens of Botswana. This is an increase of six percent over the previous three years and is expected to continue to rise. These cases require more lengthy interviews and add to the attention the officer must devote to antifraud efforts.

The consular section was scheduled to introduce a computer-controlled NIV appointment system in June 2005, which will allow the section to better control the flow of NIV applicants. However, many Botswana lack access to a computer or the knowledge of how to enter data. Making some computers available to the public in the embassy could result in a heavy flow of applicants who must be processed through embassy security checks. OIG informally recommended that the embassy also investigate the possibility of off-site fee collection through a local bank.

Antifraud/Border Security

Although it is difficult to obtain a legitimate Botswana passport fraudulently, counterfeit passports are a concern. In 2004, Canadian immigration authorities detected 69 counterfeit Botswana passports. The consular officer and regional security officer (RSO) have worked together on some fraud cases and meet at the monthly Visas Viper session and elsewhere to discuss issues common to their sections. The significant number of third-country nationals coming into the

country from Zimbabwe and other countries warrants close cooperation between the RSO and the consular officer. OIG shared with both officers the cable 04 State 3360 concerning diplomatic security and consular affairs cooperation and suggested they meet more frequently to exchange information and share contacts in the host government. The consular officer was scheduled to attend antifraud training at the Foreign Service Institute in June 2005.

American Citizens Services

The embassy has 22 wardens and uses e-mail to keep in touch with the 650 registered Americans in Botswana. The Emergency Action Plan is well crafted, but OIG suggested that it include the consular officer in the accident response team and list him as one of the last officers at the mission, in the event of a drawdown. The consular officer has good contacts with local government officials, airline managers, and others who would be involved in handling major accidents, such as airplane crashes.

INTERNATIONAL BROADCASTING BUREAU

Botswana Transmitting Station

The IBB's Botswana transmitting station does a good job of accomplishing its mission with technical, administrative, and political support from Embassy Gaborone. The station is struggling with human resource challenges, related in part to compensation issues, that have reduced staff skill and experience levels and contributed to management controls vulnerabilities.

The Botswana transmitting station is valued at over \$23.5 million, has a fiscal year budget allocation of over \$1.6 million, and a staff authorization of two Foreign Service officers and 25 LE staff in technical and administrative positions. Currently, there are two LE staff vacancies. The station provides medium wave and short wave broadcasts for U.S.-funded, nonmilitary, international VOA programs broadcast to sub-Saharan Africa. Recently, the station began providing regional technical and contracting support to the IBB Office of Marketing and Program Placement, in coordination with its regional office in Johannesburg, South Africa.

Embassy Gaborone's leadership and the manager of the transmitting station have a close relationship that facilitates the achievement of U.S. interests in the region. The station manager or his deputy attends country team meetings about once a month. The transmitting station is very pleased with ICASS services and with embassy support at all levels and from all sections with which it has regular contact, especially the executive office, financial management office, RSO, and general services office (GSO). The transmitting station does have a problem with the recruitment and retention of technical and administrative staff, however. This issue, and its effect on staff skill and experience levels and management controls, is dealt with in detail in a separate OIG report produced for the Broadcasting Board of Governors.

The government of Zimbabwe is opposed to the special, USAID-funded programs being transmitted to Zimbabwe from the Botswana station. These programs began some months prior to the early 2005 elections in Zimbabwe and continue. This matter has required the intervention of Embassy Gaborone to avoid possible changes in VOA programming and its mode of transmission from the Botswana transmitting station, as the government of Botswana reacts to pressure from its larger and less-democratic neighbor, with which it shares a 640-kilometer common border. So far, the embassy has succeeded.

RESOURCE MANAGEMENT

Agency/Funding Source	U.S. Direct-Hire Staff	U.S. Local-Hire Staff	Locally Employed Staff	Total Staff	Total Funding (\$000)
State – D&CP ²	10	2.5 ³	7	19.5	1,048
State – ICASS	4	1 ⁴	69	74	2,439
State – Public Diplomacy	1	0	7	8	380
State – Diplomatic Security	3	.5	2	5.5	1,130
State – Marine Security Guard	6	0	4	10	112
State – Representation	0	0	0	0	36
State – OBO	1	0	0	1	498
Defense Attaché	3	0	1	4	211
ODC	3	0	2	5	346
USAID	17	2	82 ⁵	101	21,650
CDC	7	2	131	140	10,600
Peace Corps	3	1	13 ⁶	17	1,386
IBB	2	0	26	28	1,799
ILEA	3	0	10	13	2,005
U.S. Department of Agriculture	3	0	0	3	
Total	66	9	354	429	43,640

RIGHTSIZING

Embassy Gaborone has experienced sizable growth in the last 15 years, bringing its total staff to around 430, including 66 U.S. direct-hire positions. The embassy continues to request additional positions. In the draft of its most recent MPP, the mission requested one economic/commercial officer position, one OMS, one assistant PAO, and one health practitioner. At the request of AF/EX, which stated that the two positions would not make it into the Bureau Performance Plan, the

²Diplomatic and Consular Programs

³One full-time employee and three half-time employees

⁴Two half-time employees

⁵Includes third-country national employees and U.S. personal services contractors

⁶Includes 12 personal service contractors and one local hire

embassy removed its requests for an assistant PAO and OMS. OIG fully supports having a commercial officer at Embassy Gaborone, as described in the Policy and Program Implementation section of this report.

OIG believes that the OMS position to support the DCM should be put back into the MPP. As noted in the section of this report on executive direction, the DCM would benefit from the organizational assistance of an OMS, and the executive office should have at least two professional office managers who can provide backup for each other. In addition, OIG does not believe that post operations require an assistant public affairs officer.

After reviewing the health unit operations at Embassy Gaborone, OIG does not think that the post needs a health practitioner position. A health practitioner would be able to write prescriptions and provide primary care, including diagnoses. The health unit now requests that the regional medical officer (RMO) write prescriptions and fax them to Gaborone. Patients are referred to local physicians for diagnosis. There is insufficient demand for services to warrant a U.S. health practitioner, and services that a health practitioner could provide are adequately covered by referrals to the RMO and the use of local medical resources. Additional information on the health unit is included in the Quality of Life section of this report.

Two staffing changes will upset the balance in consular and commercial workload. OIG concluded that Embassy Gaborone requires one full-time consular officer, with a backup officer trained in consular work. This is the current situation, but in 2006 the embassy will lose the economic/commercial officer position (a Diplomatic Readiness Initiative position), which is now the backup consular officer position. In addition, the Bureau of Consular Affairs and AF/EX have designated Embassy Gaborone to receive a consular officer through a consular associate replacement position in FY 2005. These changes will leave Embassy Gaborone with two consular officers but no officer to cover the commercial function.

Recommendation 7: Embassy Gaborone should request that the Bureau of African Affairs, in coordination with the Bureau of Consular Affairs, reprogram the existing consular position (position number 03-10013) at Embassy Gaborone to that of a commercial officer. (Action: Embassy Gaborone, in coordination with AF and CA)

In spite of limited space within the chancery, the embassy expects to continue

increasing its staffing levels for agencies not located in the chancery, particularly for CDC. USAID is adding five new staff in 2005, and the embassy has requested additional Department positions.

The embassy has proposed consolidating the ICASS and USAID housing pools and hopes to combine the property management and maintenance operations beginning in FY 2006. However, OIG did not find that the embassy had reviewed the duplication of services between the Department and CDC, which has administrative personnel in the areas of property management, financial management, motor pool, travel, information management, human resources (HR), purchasing, and warehousing. The embassy will work with CDC to determine whether any of these activities could be consolidated.

MANAGEMENT SECTION

The management section received an above-average score on OIG's workplace and quality of life questionnaire, but the customer service orientation of the management section received a lower-than-average score. Comments on questionnaires and in OIG interviews disclosed some discontent with the section's responsiveness, customer service, and transparency. Although the management officer, in collaboration with the ICASS council, created new LE staff positions to improve service, there is more to be done. Other management challenges include identifying suitable office space and coping with the loss of the human resources officer position.

The management section has six American officers and 69 LE staff. Some of the officers are serving for the first time in their positions. Despite their lack of experience, they are providing solid supervision of their sections and working hard to improve conditions in the mission. The management officer has diligently attempted to secure training to upgrade the skills and customer service attitude of the LE staff.

HUMAN RESOURCES OFFICE

The HR office operates well, but not excellently, under the direction of an HR officer and a Grade 9 HR management specialist. OIG found that the personnel files for LE staff were usually maintained in good order, but that some items were missing. Some evaluations had not been completed for LE staff. Evaluations for American employees were up-to-date, and family member employment was well managed. OIG received some complaints about the awards process for LE staff, but an examination of the records showed no evidence of favoritism.

OIG found several areas in which HR activities could be strengthened. For example, when the embassy receives applications for vacant positions, the HR office prepares a short list of qualified applicants. However, the HR office did not have documentation regarding how the HR staff selected qualified applicants and placed them on the short list. OIG also found that LE staff evaluations were usually prepared on time, but several of CDC's LE staff lacked up-to-date evaluations. OIG suggested that the HR office determine ways to monitor the completion of evaluations more closely. When the evaluations were completed, the cables to the Charleston Financial Service Center regarding within-grade increases were not always sent promptly. In other instances, the personnel files did not always contain security clearance information, although the RSO had up-to-date background investigation certificates for each local-hire. Some personnel files contained medical information, which should not be released to the HR office. OIG left informal recommendations on these matters.

The embassy's American employees and LE staff said the HR staff is unresponsive to questions and is not always willing to provide information. OIG counseled the HR officer and HR management specialist on developing better relationships with other embassy employees and informally recommended that the HR staff receive customer service training.

The LE staff did not receive a wage increase in FY 2004 because salaries were believed to be in line with local practice. Effective in FY 2005, AF/EX will provide funding for wage and benefit increases at the levels provided by the Bureau of Resource Management, based on the projected country inflation rates for the year. Embassy Gaborone was scheduled to receive information regarding proposed wage and benefit increases in May 2005, and it was not known at the time of the inspection whether these estimates would be under or over the projected inflation rate.

The embassy completed the CAJE process for the Department, Peace Corps, CDC, Department of Defense, ILEA, and IBB personnel and announced the resulting changes in FY 2004. USAID is performing its own CAJE evaluations and has not yet completed that process. As a result of CAJE, 14 positions were upgraded and nine were downgraded. However, some employees said they were dissatisfied with the CAJE process, including the description of their skills by supervisors and the lack of uniformity in how jobs were portrayed. The LE staff appealed some of the evaluations, and, in April 2005, the embassy reissued a management notice on how to appeal CAJE decisions. The LE staff does not clearly understand how grades are determined, a situation common to many overseas posts. OIG counseled the HR office on ways to clarify how LE positions are graded.

The HR employees do not have strong skills, and the HR officer plays an important role in day-to-day operations. In August 2004, AF notified the embassy that the HR officer position was being taken for Embassy Baghdad and would not be announced as a vacancy for 2005 when the incumbent will depart. OIG believes that the office needs direct American oversight and that without the presence of an American HR officer, the embassy will not be able to meet ICASS standards or serve employees effectively. One possible solution would be for AF to use a position from another of its posts to fill the HR position in Embassy Gaborone as soon as possible.

The HR officer also provides regional coverage for Embassy Maputo, which he visits four times a year for about a week. The HR officer counsels employees, responds to EEO complaints, provides training, and reviews positions using the CAJE system. The HR officer said he believes that Embassy Maputo should receive more time from its regional service provider.

During the inspection, OIG reviewed the workload on ICASS operations arising from the increases in CDC staffing. There are six direct-hire American CDC employees in Botswana and 133 LE staff. The HR staff has spent a lot of time working with the various CDC facilities, including the one in Francistown, which is a three to four hour drive from Gaborone. At the time of the inspection, the HR officer said that he had not received any information that CDC planned to hire more staff in Gaborone.

POST LANGUAGE PROGRAM

Botswana's official language is English, but the language of business and daily life for 80 percent of the population is Setswana. Many people speak limited English, however. Several embassy officers who work closely with Botswana said they would be more effective if they knew courtesy-level Setswana. OIG informally recommended that Embassy Gaborone begin a post language program.

FINANCIAL MANAGEMENT OPERATIONS

The financial management section effectively supports its ICASS users, and the section received good scores in all financial management categories on the OIG questionnaires. The section also received praise from personnel at the Charleston Financial Service Center during OIG consultations. The unit is one of several financial sections planning to implement the Department's new paper check-conversion process, which converts a paper check immediately into an electronic debit in the check writer's account.

INTERNATIONAL COOPERATIVE ADMINISTRATIVE SUPPORT SERVICES

The ICASS council meets regularly and has published standards for service providers. Relations among agencies are professional and productive. The embassy has taken preliminary steps to eliminate duplicative services performed by both ICASS and USAID providers. The offices conducted an analysis to determine whether cost savings could be realized by eliminating similar services and determined that a net savings of three LE staff positions would result if duplicate housing and personal property management services were combined. The mission has suspended plans to combine services, pending USAID's decision on whether to keep its regional operations in Botswana or move them to South Africa. CDC also has an administrative structure that replicates services offered by ICASS.

Recommendation 8: Embassy Gaborone should conduct an analysis to determine whether combining duplicative services now provided by the Department and the Centers for Disease Control and Prevention would result in savings to the U.S. government. (Action: Embassy Gaborone)

GENERAL SERVICES OFFICE

Overall management of general services operations received a below-average score on the OIG workplace and quality of life questionnaire. Management control weaknesses were identified regarding procurement, motor pool, and personal property management. Many LE staff in the GSO lack time management and task completion skills. Given these obstacles, the GSO has made progress toward improving operations.

Procurement

The procurement unit does not always meet ICASS standards. Although requestors are concerned about how soon procurement requests are processed, the customers are more concerned about how long it takes to receive goods and services.

OIG analyzed the procurement activities and found several instances where the unit took a considerable amount of time to process procurement requests. The procurement staff says delays are related to insufficient information about the request, the need for competition (which may require waiting for vendors' bid quotations), delays in getting financial management center funding information, and the difficulty of handling complex and highly technical procurement requests from CDC.

OIG believes that better follow-up and customer service would improve understanding between the procurement unit and its customers. The procurement unit does not inform the customer of a delay and of when the goods or services are expected to arrive. The embassy is using WebPass, but not to its full capacity. The unit enters procurement requests into WebPass manually, not electronically, negating the system's advantages. The GSO says procurement requests are entered manually because some offsite agencies are not connected to the embassy's local area network. OIG left several informal recommendations addressing procurement issues.

Personal Property Management

The management of personal property has been inadequate for several years. Inventory reports submitted to the Department for the past two years show inventory shortages and discrepancies. The GSO believes that these inventory shortages were caused by poor recordkeeping, not theft. These shortages and discrepancies could have been easily resolved had the post maintained adequate inventory files. Weaknesses pertaining to the management of personal property are discussed in the Management Controls section of this report.

Motor Pool

The motor pool employs eight LE staff, including a supervisor and a dispatcher. Another four drivers are employed by the Marine security guard detachment and one driver works for the executive office. The condition of motor pool vehicles ranges from fair to good. Maintenance is generally performed by outside vendors using blanket purchase orders.

Safety and Occupational Health and Environmental Management

The embassy has not corrected a number of deficiencies arising from the embassy's safety, health, and environmental "stop visit" and its fire and life-safety reports. The post safety and occupational health officer is aware of these deficiencies and is instituting corrective actions. The GSO will correct some of the deficiencies identified in the fire and life-safety report when the fire-suppression system is completed in 2005. Some embassy employees voiced concerns about electrical problems at their residences. Parents with small children also raised the issue of pool safety. OIG provided informal recommendations to address these safety issues.

throughout Africa, it is unlikely that Embassy Gaborone's situation would take priority over other projects. To date, OBO and AF have not made any decisions regarding the proposals for Embassy Gaborone, and construction is not anticipated in the foreseeable future.

OIG believes that, at current staffing levels, existing office space is adequate. Although office space is cramped in a few areas, (b) (2)(b) (2)(b) (2) (b) (2)(b) (2)(b) (2)(b) (2)(b) (2)(b) (2) Some of the short-term solutions proposed by OBO could also be implemented. Less costly options include reconfiguration of the public affairs annex into an open floor plan with modular cubicles. The embassy could also relocate the IRC offsite.

Chancery

The chancery is 15 years old and is in fair condition, but replacement and upgrades of some building support systems are needed. To address the immediate need, OBO approved a \$121,000 special project to replace the chancery's chillers, a project tentatively scheduled for 2005. OBO replaced the heating and ventilation and air conditioning system and renovated the information program center in 2004.

Housing

The embassy has a mix of government-owned and short-term-leased residences. Some government-owned residences are in good condition, while the condition of others is fair. Although most employees are happy with their housing, some employees living in older, government-owned residences complained about the condition, size, and age of these units. The bathrooms, kitchens, and walkways in some of the older units could use upgrading to enhance their appeal. OBO has approved a \$42,000 special project to renovate the Marine security guard residence's kitchen, and work is scheduled for 2005. The Ambassador and DCM's residences are in good condition and were recently refurbished. Embassy leased residences are in fair to good condition.

OIG also received complaints that USAID personnel were allocated better housing than Department employees. Although this assertion may have some merit in a few cases, housing among the employees of all agencies is generally comparable. To resolve perceptions of inequity and achieve savings, the Department and USAID propose combining their housing pools.

FACILITIES MANAGEMENT

The 25-employee maintenance unit provides adequate maintenance services and support for all U.S. government-owned and short-term-leased properties. The unit received a below average score on the OIG workplace and quality of life questionnaire but has taken significant steps toward improving customer service in the last 12 months. The unit has implemented an effective preventive maintenance program and reduced its backlog of work orders to a reasonable number.

INFORMATION MANAGEMENT AND INFORMATION TECHNOLOGY SECURITY

The embassy's information technology (IT) environment consists of 15 servers and 129 workstations on the unclassified network, five servers and 17 workstation on the classified network, and seven stand-alone workstations. The mission uses Department-standard applications on servers and workstations. The information management office is also responsible for the mailroom, receptionist, and telephone operations and meets the needs of the 136 users on the embassy and health unit compounds and at the ILEA site while adhering to most Department IT security requirements.

Information Management

The information management officer's (IMO) staff includes a first-tour information management specialist (IMS) and six LE staff. OIG believes that the IMO should make changes to improve operations, staff morale, and customer service.

Managing Staff

OIG found that most IT staff members were uncomfortable communicating with the IMO. The IMO has not attended the required Department leadership and management training courses or the IMO seminar to improve his management and motivational skills. OIG also suggested that the IMO hold office staff meetings to discuss office priorities, goals, and on-going projects. The current practice is to meet with staff only when problems arise.

Recommendation 9: Embassy Gaborone should ensure that the information management officer attends the Department's required leadership and management training courses. (Action: Embassy Gaborone)

Customer Service

Respondents to the OIG questionnaires gave the information management office below-average scores for resources and services. The IT staff does not have a system to track user's problems or office projects and has no point of contact for users to request service or assistance. The staff respond to some user inquiries as soon as they are received, but inadvertently neglect others. OIG discussed with the IMO and IMS the possibility of using the Department's help desk tracking system, called Universal Trouble Ticket. This type of software would help the IMO document system trends, manage and prioritize staff workload, and provide status reports to post management.

The IT section does not have a centralized means of communicating with customers. Customers now contact IT staff members via the staff member's e-mail or telephone and, if the IT staff member is unavailable, the rest of the IT team may not know the problem exists. This issue can be resolved by creating a central e-mailbox and telephone number, so that all IT staff members are made aware of the problem. OIG left an informal recommendation on this matter.

System Documentation

The IMO has created a comprehensive IT contingency plan that would provide embassy management the guidance necessary, should an emergency occur, but has not integrated the plan into the Emergency Action Plan, as required by 5 FAM 121(b)(8)(a). Also, in his role as the information program officer, the IMO is responsible for ensuring that the Emergency Destruction Plan is current and that quarterly emergency destruction drills are conducted with the RSO and post management (5 FAM 121.2(8)(c)). OIG found the destruction plan up-to-date, but that drills have not been conducted since June 2004.

Recommendation 10: Embassy Gaborone should conduct emergency destruction plan drills on a quarterly basis. (Action: Embassy Gaborone)

Information Technology Security

The overall information technology security stance of the embassy is adequate. The IMO is the information systems security officer for the unclassified and classified network.

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Cable Dissemination

Embassy Gaborone's ILEA customers access Department cables via CableExpress on the classified network. OIG is concerned that the ILEA customers are on the general RSO list for cable distribution and may receive cables intended for RSO distribution only. OIG informally recommended that the IMO and RSO create an ILEA distribution list within CableExpress.

QUALITY OF LIFE

COMMUNITY LIAISON OFFICE

The CLO coordinator began work in late 2004 and received the CLO training in 2005. Because she had been working for only a short time when the inspection occurred, she was still implementing CLO programs. However, OIG found her to be organized and busy. Responses to OIG questionnaires indicated that the community had a high opinion of the helpfulness of the coordinator and thought that CLO activities were appropriate.

The CLO coordinator works a 40-hour week, spending one day a week at the USAID compound. She maintains a list of all family members with up-to-date information on who is working and who is uninterested in employment. Presently, all family members who wish to work are doing so. Six family members are working outside the embassy; two as professors at the University of Botswana, one as a teacher (b)(2)(b)(6) and one as an accountant with an international organization.

The CLO coordinator is the school bus coordinator, providing a liaison between families and the embassy motor pool. She manages a successful sponsor program for newcomers, works with a CLO advisory board, and conducts activities and trips.

SCHOOLS

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The schools are attractive, well maintained, and offer a variety of courses and extracurricular activities. (b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)

(b)(2)(b)(6)(b)(2)(b)(6) has an agreement with the Overseas Private Investment Corporation for a \$6 million line of credit to pay off current loans having high interest rates and to fund additional construction. (b)(2)(b)(6) has selected a new principal, who will take over duties at the first of August 2005 for one year. The school is now recruiting a replacement for him for future years.

EMPLOYEE ASSOCIATION

The American Embassy Recreation Association (AERA) was closed due to lack of interest by the official American community. Almost all formalities in the process have been completed, and the embassy will submit the final check to the Office of Commissary and Recreation Affairs when the bank has cleared all deposits. The AERA did not operate a commissary, and grocery stores in Gaborone provide a good assortment of food and supplies. There is a small snack bar on the compound, but AERA was not involved in its management. OIG agrees with embassy officials that an employee association is not important to embassy morale and welfare under existing conditions in Botswana.

HEALTH UNIT OPERATIONS

Two locally hired, full-time registered nurses operate the health unit under the supervision of the management officer. One nurse is also the office manager. The unit is clean and carries the requisite stock of medical supplies. The unit properly inventories all controlled medical supplies, monitors medicine expiration dates, and records the disposition of all medicine. The nurses are updating the embassy's *Health and Medical Informational Guide*.

In addition to seeing 50-60 patients per month, the unit provides well-health screening, first aid training, and immunizations. The nurses assess local health hazards, including inspecting the embassy snack bar and the USAID cafeteria. They have a family advocacy program that includes guest speakers and places weekly articles in the embassy newsletter. The RMO in Pretoria provides strong

support via telephone, fax, and e-mail. Either the RMO or a health practitioner visits three times a year. (b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)
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Gaborone Private Hospital is a good modern facility, but has limited capacity for after-care. Physicians in many specialties are available in Gaborone or visit periodically.

Embassy Gaborone has requested a U.S. health practitioner position. A health practitioner would be able to write prescriptions and provide primary care, including diagnoses. The health unit now has the RMO write prescriptions and fax them to Gaborone. OIG does not endorse the addition of a health practitioner, as discussed in the Rightsizing section of this report.

MANAGEMENT CONTROLS

Embassy Gaborone is implementing policies and procedures to reinforce adherence to internal controls across all operations. OIG found management controls weaknesses in procurement, personal property management, the motor pool, and consular sections.

UNAUTHORIZED PROCUREMENT COMMITMENTS

In the past year, there have been several unauthorized procurement commitments that required ratification. In each, the contractor either started performing services before contractual documents were issued and awarded or someone other than contracting officer authorized the purchase of goods or services. The invoices were under \$1,000 and were ratified by the management officer. The majority of transactions were procurements made by other agencies.

OIG identified a \$147 unauthorized procurement commitment that required ratification. The PAO signed an agreement authorizing maintenance services to be performed on the PAS copier. Although the PAO has been issued a grant warrant, this type of warrant does not give the PAO authority to procure goods and services.

Recommendation 13: Embassy Gaborone should research, report, and correct all transactions that lack proper procurement action. (Action: Embassy Gaborone)

MOTOR POOL RECORDS

Motor pool records are not well organized, and some are not being completed. Although the drivers are completing the daily vehicle-use records (14 FAM 418.6-1), mission users of official vehicles do not always sign the daily vehicle use record after receiving motor pool services. This is an important internal control and will help eliminate unauthorized use of vehicles, which has occurred at the embassy.

The embassy is required to maintain accountability, use, and maintenance records for all official vehicles (14 FAM 418.7-1). However, such records have not always been prepared. In addition, the motor pool supervisor was destroying the daily vehicle-use and other records after three months until he discovered that motor pool records should be maintained for at least two years.

At the end of each month, the motor pool manager is required to review the completed Form DS-1775, Monthly Fuel/Oil Consumption Report, to compare the kilometers per liter for the month with the rate for the previous month. This procedure is not being performed. Doing so would identify significant changes in fuel or oil use that might indicate mechanical or operating problems, as well as information on unrecorded issues and theft or misappropriation of fuel or misuse of gasoline coupons or credit cards.

Recommendation 14: Embassy Gaborone should reissue its motor vehicle usage policy, reminding American staff of the requirement to sign the Daily Vehicle Use Record, Form OF-108. (Action: Embassy Gaborone)

Recommendation 15: Embassy Gaborone should develop and implement procedures to make certain that daily vehicle-use records are appropriately maintained and that accountability, use, and maintenance records for all official vehicles are completed and kept on file. (Action: Embassy Gaborone)

Recommendation 16: Embassy Gaborone should develop and implement procedures to make certain that the motor pool supervisor reviews the monthly fuel and oil consumption report, identifies significant variances, and investigates possible problems. (Action: Embassy Gaborone)

PERSONAL PROPERTY MANAGEMENT

Embassy Gaborone's personal property management procedures are slowly improving but are not yet acceptable. The embassy had no records of physical inventory reconciliations for FY 2002 and FY 2003. OIG found that receiving

reports and other inventory files were incomplete or missing for several years. The management office has made improvements by terminating poorly performing employees and hiring others. However, major discrepancies in the last two property management reports suggest that greater attention to recordkeeping is needed.

The embassy reported a shortage of \$680,000 in expendable supplies in the 2005 property management report, noting that over a million rolls of toilet paper were missing. The management officer believes, and OIG concurs, that the most plausible explanation is an input error; however, embassy personnel were unable to explain or correct the situation because no receiving reports were available. OIG advised the GSO to contact Embassy Lilongwe, the donor of the toilet paper, for a copy of its disposal records. When it did so, Embassy Gaborone learned that \$124,234 of excess toilet paper had been transferred to Embassy Gaborone in 2003. OIG found no information to explain either the missing toilet paper or the difference in the dollar value of the toilet paper sent from Embassy Lilongwe and that which Embassy Gaborone reported missing.

The embassy also reported a shortage of \$336,850 in nonexpendable property in the 2004 property management report. The management officer believes that the shortage is attributable to unrecorded disposal of property sold during past embassy auctions. However, there are no records to support the view that the shortage is the result of unrecorded disposals.

The GSO and RSO believe that these inventory shortages were caused by poor recordkeeping, not theft. Both shortages point to be the need for more accurate records of property, including its receipt, tracking, and disposal.

Recommendation 17: Embassy Gaborone should develop and implement written procedures for maintaining inventory receiving, disposition, and disposal records and for performing annual inventory reconciliations of the expendable and nonexpendable supplies. (Action: Embassy Gaborone)

The GSO has not affixed a bar-code label to IT equipment and, therefore, this information is not in the nonexpendable property application program as required by 14 FAM 414.1-1. The Foreign Affairs Manual requires serialized property, including IT equipment with an acquisition cost of \$500 or more per item, to be tracked in the accountable property records.

Recommendation 18: Embassy Gaborone should affix bar-code labels to information technology equipment and record bar codes and acquisition costs of information technology equipment in the nonexpendable property records. (Action: Embassy Gaborone)

CONSULAR SECTION

OIG found tight internal management controls in use in the consular section, which met all requirements but one: The backup consular officer is not designated in writing as the backup accountable consular officer. He is not performing weekly reconciliation of the machine-readable visa foils against the approved NIV applications or periodically reviewing the accountable consular officer's accountability records. These requirements are spelled out in 02 State 147564.

Recommendation 19: Embassy Gaborone should designate in writing the backup accountable consular officer and have that officer perform weekly reconciliations of machine-readable visa foils against approved nonimmigrant visa applications and conduct periodic reviews of other consular accountability records. (Action: Embassy Gaborone)

FORMAL RECOMMENDATIONS

- Recommendation 1:** Embassy Gaborone should request, and the Bureau of African Affairs should establish, an office management specialist position to support the deputy chief of mission. (Action: Embassy Gaborone, in coordination with AF)
- Recommendation 2:** Embassy Gaborone should update its Mission Performance Plan so that it more accurately reflects advocacy efforts, institute regular meetings on goal papers with implementing staff so that they may chart progress and refine tactics, and plan and conduct the contacts needed at various levels to advance policy priorities. (Action: Embassy Gaborone)
- Recommendation 3:** Embassy Gaborone, in coordination with the Office of the Global AIDS Coordinator, should request in its fiscal year 2006 country operations plan, that the Coordinator fund and hire an operational coordinator for Embassy Gaborone for the President's Emergency Plan for AIDS Relief. (Action: Embassy Gaborone, in coordination with S/GAC)
- Recommendation 4:** The Bureau of African Affairs, in coordination with the Bureau of Oceans and International Environmental and Scientific Affairs, should inform Embassy Gaborone of how much funding is in post's base for the regional environmental and health officer and the regional environmental hub staff to perform regional environmental and health activities, including travel, unrelated to the President's Emergency Plan for AIDS Relief. (Action: AF, in coordination with OES)
- Recommendation 5:** Embassy Gaborone should develop and implement a written plan to reprogram and cross-train the public affairs section staff. (Action: Embassy Gaborone)
- Recommendation 6:** Embassy Gaborone should establish and implement written standard policy and operating guidance for consular procedures. (Action: Embassy Gaborone)

Recommendation 17: Embassy Gaborone should develop and implement written procedures for maintaining inventory receiving, disposition, and disposal records and for performing annual inventory reconciliations of the expendable and nonexpendable supplies. (Action: Embassy Gaborone)

Recommendation 18: Embassy Gaborone should affix bar-code labels to information technology equipment and record bar codes and acquisition costs of information technology equipment in the nonexpendable property records. (Action: Embassy Gaborone)

Recommendation 19: Embassy Gaborone should designate in writing the backup accountable consular officer and have that officer perform weekly reconciliations of machine-readable visa foils against approved nonimmigrant visa applications and conduct periodic reviews of other consular accountability records. (Action: Embassy Gaborone)

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

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The consular officer estimates that 30 percent of the section's time is spent handling public inquiries. By frequently placing articles in local newspapers describing consular procedures and referring readers to the embassy's web site, the number of inquiries should decrease. A telephone-tree answering system cannot be installed until the embassy upgrades its telephone system in FY 2007.

Informal Recommendation 2: Embassy Gaborone should place articles in the local newspapers on at least a quarterly basis, explaining general consular procedures and referencing the embassy web site.

The consular section plans to introduce a computer-controlled nonimmigrant visa appointment system. However, many Batswana lack access to a computer or knowledge of how to enter data. If an off-site fee collection arrangement were established with a local bank having branches throughout the country, the bank could also handle visa appointments.

Informal Recommendation 3: Embassy Gaborone should proceed with the introduction of a nonimmigrant visa applicant appointment system but should also research the possibility of an arrangement under which a local bank handles visa fee collections and appointments.

Political, Economic and Commercial Affairs

Washington policymakers and analysts need more political and economic reporting. Current reporting rarely conveys embassy policy suggestions or advocacy intentions, sources are not often made explicit, virtually every cable receives the Ambassador's clearance, and there are sometimes unexplained delays in moving cables through the executive office.

Informal Recommendation 4: Embassy Gaborone should develop and issue to all reporting entities written guidance on which cables need to be approved by whom and institute a document tracking system for the executive office.

The PEC section's LE staff are not contributing as actively as they could to contact development, analysis, and reporting work. They would also benefit from more structured communication with section officers.

Informal Recommendation 5: Embassy Gaborone should ensure that political/ economic/ commercial section officers manage the section's locally employed staff more actively and develop activity and reporting plans with each of them.

Public Diplomacy

Although the PAS successfully places items with local content in the media, it has had more difficulty influencing public opinion on broader U.S. policies.

Informal Recommendation 6: Embassy Gaborone should ensure that there is more robust public affairs coordination with other sections and agencies, to identify high-impact programming and information resource center opportunities.

Informal Recommendation 7: Embassy Gaborone should take more advantage of strategic follow-up programs, focus groups, and expanded exchange alumni activities.

Botswana's public diplomacy and operating environment are challenging. The executive office and PAS are not coordinating closely enough to make sure that the time invested in each initiative yields the desired effect, particularly with time-consuming, mutual-understanding programming.

Informal Recommendation 8: Embassy Gaborone should develop an overall sense of how much public diplomacy effort should be invested in promoting which policy goal papers and how much should be spent on advancing mutual understanding.

Informal Recommendation 9: Embassy Gaborone should assure that the public affairs section informs the executive office when a public diplomacy initiative might skew the balance between the mission's goals.

The PAS staff is not keeping statistics on numbers and types of visitors and telephone calls, to refine programming.

Informal Recommendation 10: Embassy Gaborone should ensure that public affairs section staff, particularly in the information resource center, keep statistics on the numbers and types of visitors and telephone calls and use this information to refine programming.

Human Resources

When reviewing applications for employment, the HR office does not have documentation regarding the process of determining how qualified applicants are selected and placed on the short list.

Informal Recommendation 11: Embassy Gaborone should develop and implement written procedures documenting how applicants for mission positions are reviewed and selected for the short list.

Embassy Gaborone is not always preparing evaluations for LE staff by the due dates, particularly for agencies other than the Department.

Informal Recommendation 12: Embassy Gaborone should develop and implement procedures to monitor more closely the completion of evaluations of locally employed staff.

Embassy Gaborone is not always notifying the Financial Service Center in Charleston, SC, in a timely manner of the completion of an evaluation for LE staff, so that within-grade pay increases can be processed promptly.

Informal Recommendation 13: Embassy Gaborone should develop and implement procedures for promptly notifying the Financial Service Center in Charleston of the completion of evaluations for locally employed staff.

Embassy Gaborone maintains personnel files that include personal medical information in sealed envelopes and unopened envelopes containing the nonrestricted certificate that shows an employee has passed the preemployment medical examination.

Informal Recommendation 14: Embassy Gaborone should remove all personal medical information from the personnel files of locally employed staff and ensure that medical certificates are not kept in sealed envelopes in each file.

The staff of the HR office has a reputation of not being responsive to questions and not always being willing to provide information to employees.

Information Recommendation 15: Embassy Gaborone should provide customer service training for its human resources staff.

Post Language Program

Botswana's official language is English, but the working language of 80 percent of the population is Setswana. A number of embassy officers say they would be more effective if they could take Setswana training.

Informal Recommendation 16: Embassy Gaborone should investigate the possibilities of instituting a post language program in Setswana.

Financial Management

Embassy Gaborone's staff does not always submit travel vouchers within five working days after completion of authorized travel, despite the requirements of 4 FAH-3 H-465.1-1.

Informal Recommendation 17: Embassy Gaborone should develop procedures to ensure that employees submit vouchers for reimbursement of travel expenses within five workdays after completion of authorized travel.

In some instances, Embassy Gaborone has not liquidated obligations for over two years.

Informal Recommendation 18: Embassy Gaborone should develop procedures to periodically review procurements to determine whether funds can be deobligated.

The PAO does not always receive timely updates on budgets from the financial management office to plan programs and expenditures.

Informal Recommendation 19: Embassy Gaborone should develop procedures to make certain that the financial management office provides the public affairs section with a monthly public diplomacy funds report.

Safety

Embassy Gaborone has not fully complied with the recommendations reported in the Embassy Gaborone Fire and Life Safety Report, dated June 3, 2004.

Informal Recommendation 20: Embassy Gaborone should implement corrective action for the recommendations in the Embassy Gaborone Fire and Life Safety Report, dated June 3, 2004.

Embassy Gaborone has not fully complied with recommendations reported in the Embassy Gaborone Safety, Health, and Environmental Management Stop Visit, dated November 3-6, 2003.

Informal Recommendation 21: Embassy Gaborone should implement corrective action for the safety recommendations reported in the Embassy Gaborone Safety, Health, and Environmental Management Stop Visit, dated November 3-6, 2003.

Information Management and Information Technology Security

Embassy Gaborone's systems staff does not have a centralized e-mail or telephone number to which customers can submit requests or problems.

Informal Recommendation 22: Embassy Gaborone's systems staff should create a mailbox or telephone number to receive customer requests or problems.

The Embassy Gaborone's IT contingency plan is not included in the Emergency Action Plan, despite the requirement of 5 FAM.

Informal Recommendation 23: Embassy Gaborone should add the information technology contingency plan to the Emergency Action Plan.

ILEA Academy customers receive general, regional security office cables via CableExpress because they do not have a separate distribution list to receive their cable traffic.

Informal Recommendation 24: Embassy Gaborone should request that a distribution list be created in CableExpress for the International Law Enforcement Academy.

Health Unit

The regional medical officer or health practitioner from Embassy Pretoria visits Embassy Gaborone three times a year. (b)(2)(b)(6)(b)(2)(b)(6)
(b)(2)(b)(6) The regional medical officer has not familiarized himself with the schools' health facilities and discussed coordination among the schools, embassy health unit, parents, and his office, in case an embassy dependent child needs treatment.

Informal Recommendation 25: Embassy Gaborone should have the regional medical officer or health practitioner from Embassy Pretoria, during trips to Gaborone, visit the health facilities (b)(2)(b)(6)(b)(2)(b)(6)
(b)(2)(b)(6) and discuss emergency medical treatment for the embassy dependent students.

Procurement

The embassy receives and enters procurement requests into WebPass manually, not electronically.

Informal Recommendation 26: Embassy Gaborone should connect offsite agencies to the embassy's local area network to allow the submission of electronic procurement requests using WebPass.

Embassy Gaborone's staff complains that unclassified and secure procurements take too long.

Informal Recommendation 27: Embassy Gaborone should issue an administrative notice reminding staff about the length of time and staff requirements involved in unclassified and secure procurements.

In the past year, Embassy Gaborone staff has made a number of unauthorized procurements.

Informal Recommendation 28: Embassy Gaborone should issue an administrative notice that highlights the procedures to prevent unauthorized procurement commitments.

When there are delays in processing procurement requests, the procurement section is not letting customers know when goods and services will arrive.

Informal Recommendation 29: Embassy Gaborone should provide customer service training to the procurement staff.

The procurement unit sometimes receives incomplete procurement requests.

Informal Recommendation 30: Embassy Gaborone should redesign its procurement request form, highlighting required fields of information.

Required documentation for some contracts, purchase orders, and blanket purchase agreements was not always completed.

Informal Recommendation 31: Embassy Gaborone should complete Forms DS-1918, Purchase Order File; DS-1919, Delivery Order File; and DS-1920, Blanket Purchase Agreement File; to record relevant data and document information pertaining to acquisitions.

Personal Property Management

The GSO, who is the accountable property officer, has not conducted periodic, unannounced, spot counts of expendable and nonexpendable property, as required by 14 FAM 411.2-2 (c).

Informal Recommendation 32: Embassy Gaborone should perform periodic spot checks of expendable and nonexpendable inventories.

PRINCIPAL OFFICIALS

	Name	Arrival Date
Ambassador	Joseph Huggins	Jan 2003
Deputy Chief of Mission	Lois A. Aroian	Aug 2004

Chiefs of Sections:

Administrative	Jacqueline Holland-Craig	Aug 2003
Consular	Michael H. Margolies	Jul 2004
Political/Economic/Commercial	Judith M. Buttermann	Jan 2002
Public Affairs	Karen M. Morrissey	Oct 2002
Regional Environmental and Health Office	Theodore S. Pierce	Sept 2003
Regional Security	Douglas C. Marvin	Sept 2002

Other Agencies:

Centers for Disease Control and Prevention	Peter Kilmarx	Aug 2002
Department of Defense	Maj. Davis Butler	Nov 2004
Office of Defense Cooperation	Maj. Andrew P. Overfield	May 2004
U.S. Agency for International Development	Gerald A. Cashion	Aug 2004
International Broadcasting Bureau	William S. Martin	Jun 2004
Peace Corps	Cameron Garrett (acting)	Sept 2002
International Law Enforcement Academy	Seymour Jones	Jul 2001

ABBREVIATIONS

AERA	American Embassy Recreation Association
AF	Bureau of African Affairs
AF/EX	Bureau of African Affairs, Executive Office
CAJE	Computer-assisted job evaluation
CDC	Centers for Disease Control and Prevention
CLO	Community liaison office
DCM	Deputy chief of mission
EFM	Eligible family member
GSO	General services officer
HR	Human resources
IBB	International Broadcasting Bureau
ICASS	International Cooperative Administrative Support Services
ILEA	International Law Enforcement Academy
IMO	Information management office(r)
IMS	Information management specialist
IRC	Information resource center
IRM	Bureau of Information Resource Management
IT	Information technology
LE	Locally employed
MPP	Mission Performance Plan
NIV	Nonimmigrant visa
OBO	Bureau of Overseas Buildings Operations

OES	Bureau of Oceans and International Environmental and Scientific Affairs
OIG	Office of Inspector General
OMS	Office management specialist
PAO	Public affairs officer
PAS	Public affairs section
PEC	Political/economic/commercial section
PEPFAR	President's Emergency Plan for AIDS Relief
RCSA	USAID Regional Center for Southern Africa
REHO	Regional environmental and health officer
RMO	Regional medical officer
RSO	Regional security officer
SADC	South African Development Community
S/GAC	Office of the Global AIDS Coordinator
USAID	U.S. Agency for International Development
VOA	Voice of America

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