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

# Report of Inspection

## Compliance Follow-Up Review of Embassy Dar es Salaam, Tanzania

Report Number ISP-C-10-31A, February 2010

### ~~IMPORTANT NOTICE~~

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## PURPOSE, SCOPE AND METHODOLOGY OF THE INSPECTION

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

### PURPOSE

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

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

### METHODOLOGY

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



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

*Office of Inspector General*

PREFACE

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

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

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

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

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

Harold W. Geisel  
Deputy Inspector General



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## INTRODUCTION

Compliance follow-up reviews (CFR) by the Office of Inspector General (OIG) provide senior managers of the Department of State (Department) with progress reports on the status of recommendations that resulted from inspections and provide OIG with a quality assurance of its work.

The CFR of Embassy Dar es Salaam took place in Washington, DC, between August 17 and 21, 2009, and in Dar es Salaam, Tanzania, between August 24 and 28, 2009.

The *Report of Inspection, Embassy Dar es Salaam, Tanzania*, (ISP-I-09-04A, October 2008) contained seven formal and ten informal recommendations. This CFR closes that report and contains one reissued and two new recommendations.

The security annex (ISP-S-09-04A) of the October 2008 report of the inspection of Dar es Salaam contained 12 formal and 12 informal recommendations. (b) (2)  
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## KEY JUDGEMENTS

- Embassy Dar es Salaam has done an excellent job of complying with the 2008 inspection report recommendations as well as in preparing for and cooperating with the CFR. All formal and informal recommendations were closed. The inspectors observed that the serious attitude toward the inspection was reflected in the integration of the recommendations into daily operations.
- The U.S. Government-owned property on Zanzibar is a valuable resource in advancing U.S. objectives in Tanzania by offering a venue for official activities on the island, which plays a disproportionately large role in the political life of the country, and which has an often uneasy and troubled relationship with mainland Tanzania.
- Use by mission employees of the U.S. Government-owned property on Zanzibar for recreation when not needed for official purposes has been a source of contention. The Embassy has developed appropriate guidelines for the property's recreational use and is in process of bringing such use into conformity with Department regulations. Record keeping for scheduling and financial transfers related to use of the property needs to be strengthened.
- The Embassy continues to seek clear title to the valuable U.S. Government-owned beachfront land in Dar es Salaam so the property can be sold pursuant to the recommendation in the 2008 inspection.



## CONTEXT

Embassy Dar es Salaam is a medium-sized post with 72 direct-hire Americans from eight agencies, 285 locally employed staff, 380 contract guards, and a six-person Marine security guard detachment. Its total budget for FY 2009 from the Department is \$25 million.

The United Republic of Tanzania, with a population of approximately 39 million, is one of the poorest countries in the world with a per capita income of \$319. It also is a country with a steadily growing economy and a stable multiparty democratic government. The population is approximately two-thirds Christian and one-third Muslim, with Islamic culture predominant along the Swahili coast and in the Zanzibar archipelago. The island of Zanzibar has had a sometimes turbulent relationship with mainland Tanzania and has been the scene of sporadic political violence. Global terrorist networks continue to see potential opportunity in Zanzibar and parts of the Swahili coast.

Tanzania's socialist experiment, which lasted for over two decades under the country's revered founding father Julius Nyerere, ended in 1985, but its vestiges have left Tanzania a stranger to the ways of a market economy. Likewise, for decades Tanzania was cool to the United States while on friendlier terms with China, the former Soviet Union, and the nonaligned movement. The election of President Kikwete and the February 2008 visit by President Bush set the stage for a new chapter and closer ties. U.S.-Tanzanian relations have become much more cooperative in recent years, and Tanzania is one of the largest recipients of U.S. aid in Africa.



## STATUS OF 2008 INSPECTION FORMAL RECOMMENDATIONS

**Recommendation 1:** Embassy Dar es Salaam should inform Combined Joint Task Force Headquarters at Djibouti of the requirement to submit relevant National Security Decision Directive-38 requests prior to rotation of presently assigned personnel from Combined Joint Task Force/Horn of Africa. (Action: Embassy Dar es Salaam)

**Pre-CFR Status:** Closed.

**CFR Findings:** The Embassy informed the Combined Joint Task Force/Horn of Africa (CJTF/HOA) of the National Security Decision Directive-38 requirement. On October 1, 2008, the new Africa Command assumed Combatant Command Authority for all CJTF-HOA personnel and with this the responsibility for all National Security Decision Directive -38 requests. It was determined that all CJTF-HOA National Security Decision Directive -38 requests are on hold pending an Africa Command review of the overall CJTF-HOA mission. This applies to all the Bureau of African Affairs countries in its area of responsibility.

**Recommendation 2:** The Bureau of International Information Programs, in coordination with the Bureaus of Educational and Cultural Affairs and African Affairs, should provide funds to establish and sustain an American Corner in Mwanza with printed holdings tailored to meet the needs of the community for improving English language capability as well as addressing U.S. public diplomacy interests. Action: IIP, in coordination with ECA and AF)

**Pre-CFR Status:** Closed.

**CFR Findings:** The Department provided funds for an American Corner in Mwanza in July 2009. Embassy Dar es Salaam has met with university officials and reached agreement in principle to open an American Corner in Mwanza. A memorandum of understanding is in preparation for approval by the Department

**Recommendation 3:** Embassy Dar es Salaam should abolish the vacant cultural affairs position C-7005. (Action: Embassy Dar es Salaam)

**Pre-CFR Status:** Closed.

**CFR Findings:** The Embassy abolished position C-7005 as of January 30, 2009.

**Recommendation 4:** Embassy Dar es Salaam should abolish the distribution and mail clerk position C-76014. (Action: Embassy Dar es Salaam)

**Pre-CFR Status:** Closed.

**CFR Findings:** The Embassy abolished position C-76014 February 6, 2009.

**Recommendation 5:** Embassy Dar es Salaam should document unsatisfactory performance and terminate locally employed staff members who do not meet minimum performance standards. (Action: Embassy Dar es Salaam)

**Pre-CFR Status:** Closed.

**CFR Findings:** Embassy Dar es Salaam affirmed the resignation of two locally employed staff effective July 25, 2008, and February 27, 2009. Two locally employed staff have been given performance improvement plans.

**Recommendation 6:** Embassy Dar es Salaam should abolish the public affairs section's administrative assistant position N-70203. (Action: Embassy Dar es Salaam)

**Pre-CFR Status:** Closed.

**CFR Findings:** The Embassy reviewed the public diplomacy duties performed by the incumbent of position N-70203 using the computer-aided job evaluation process and found significant change in the duties, occupation series group, and qualifications for education and experience. The position has been redesignated as a public affairs program specialist position. The vacancy has been posted and candidates are being interviewed.

**Recommendation 7:** Embassy Dar es Salaam, in coordination with the Bureau of Overseas Buildings Operations, should sell property number R5005. (Action: Embassy Dar es Salaam, in coordination with OBO)

**Pre-CFR Status:** Closed.

**CFR Findings:** This recommendation is being reissued as CFR Recommendation 1 in this report. Title to the land for property number R5005 was erroneously transferred to the president of Tanzania in 1975. The Embassy is working with

the Ministry of Land to have the title deed reissued in the U.S. Government's name and has received verbal assurance from the Ministry that the title will be reassigned to the Embassy. The property, which was purchased in 1963, is beach-front land with an estimated value of over \$1.5 million. Upon obtaining the title deed, the Embassy will sell the property.



## STATUS OF 2008 INSPECTION 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.

All informal recommendations have been closed. The inspectors verified during the CFR that corrective actions were taken.

**Informal Recommendation 1:** Embassy Dar es Salaam should judiciously write in the first person when reporting the Ambassador's key meetings and actions to draw attention to the importance of these cables.

**CFR Findings:** The Embassy will assure the new Ambassador, a political appointee scheduled to arrive in October 2009, is aware of the first-person option, recognizing this is also a matter of the Ambassador's discretion.

**Informal Recommendation 2:** Embassy Dar es Salaam should have the political/economic section chief create, circulate an agenda, and solicit input from other participants prior to the interagency working group meeting on democracy and good governance.

**CFR Findings:** The working group has been expanded to encompass economic growth issues and serves primarily as an information-sharing venue. Agendas will be created on an as-needed basis.

**Informal Recommendation 3:** Embassy Dar es Salaam should assign political section locally employed staff specific topics to cover and task them to produce at least first drafts of cables reporting on these topics.

**CFR Findings:** Locally employed staff are assigned topics to cover and produce reporting inputs.

**Informal Recommendation 4:** Embassy Dar es Salaam should develop and share with agency and section heads a mission-wide schedule of planned travel outside of the capital and scheduled meetings with high-ranking Tanzanian officials.

**CFR Findings:** Information on planned travel is shared through country team meetings, distribution of country team meeting notes and informally through the Democracy and Growth working group. The public affairs section maintains the Key Mission Events Calendar, available on the embassy intranet.

**Informal Recommendation 5:** Embassy Dar es Salaam should make a formal request for funds to establish and sustain an American Corner in Mwanza.

**CFR Findings:** The Embassy requested funds and an allotment of \$20,000 was received from the Department on July 8, 2009.

**Informal Recommendation 6:** Embassy Dar es Salaam should review mission-wide support being provided by the public affairs section and determine whether some functions could be moved to International Cooperative Administrative Support Services.

**CFR Findings:** The public affairs section is now using International Cooperative Administrative Support Services (ICASS) to provide digital videoconference support.

**Informal Recommendation 7:** Embassy Dar es Salaam should reduce the travel advance percentage to a level that covers basic travel expenses and does not create financial hardship to the local staff.

**CFR Findings:** Local staff are now authorized 80 percent of the travel advance. In areas with lower lodging costs, the advance is further reduced. Credit cards are now assigned to vehicles so that a majority of gas purchases do not require cash.

**Informal Recommendation 8:** Embassy Dar es Salaam should perform a monthly audit of the vouchers certified by the alternate certifying officer for the first 6 months after designation.

**CFR Findings:** Audits of certifications are now part of the financial section's internal control program.

**Informal Recommendation 9:** Embassy Dar es Salaam should provide all necessary health and safety devices, make arrangements to discard trash, install shelving or provide additional bookcases, and properly store fuel at a reasonable distance from the generator.

**CFR Findings:** All health and safety devices have been installed, and the locally employed staff member in charge of the facility has been briefed on his responsibility to ensure the area is cleaned regularly. The extra fuel containers near the generator have been removed.

**Informal Recommendation 10:** Embassy Dar es Salaam should request that the Office of Medical Services confirm that providing primary care to locally employed staff should continue.

**CFR Findings:** The regional medical officer drafted the text for Post Management Notice 084/09 confirming that providing primary care to locally employed staff should continue.



## COMPLIANCE FOLLOW-UP REVIEW RECOMMENDATIONS

### Sale of Property R 5005

This recommendation from the 2008 inspection is being reissued. The mission was unable to comply with it because title to the land for property number R5005 was erroneously transferred to the president of Tanzania in 1975. The Embassy is working with the Ministry of Land to have the title deed reissued in the name of the U.S. Government. The process is time consuming but the mission has received verbal assurance from the ministry that the title will be reassigned to the Embassy. The property, which was purchased in 1963, is beachfront land with an estimated value of over \$1.5 million. Upon obtaining the title deed, the Embassy will sell the property. (The following recommendation is a reissue of 2008 inspection recommendation Number 7.)

**CFR Recommendation 1:** Embassy Dar es Salaam, in coordination with the Bureau of Overseas Buildings Operations, should sell property number R 5005. (Action: Embassy Dar es Salaam, in coordination with OBO)

### Use of the U.S. Government-Owned House on Zanzibar

The use of the government-owned house on Zanzibar, often referred to as the Petterson House, has been a contentious issue in the mission over past months. Historically, the house, which has been government-owned since 1961, provided a recreational respite for mission staff and was used by official travelers to facilitate work on Zanzibar for official meetings and conferences. In recent years, it was also a base for public diplomacy outreach to the three islands of the Zanzibar archipelago. Mission policies have existed since 2001 when the charge for use was \$10 to 2009 when the charge was \$100. In 2009, the mission realized it was not in compliance with 15 FAM 249.2 and now credits the proceeds from use of the building to the Bureau of Overseas Buildings Operations.

The housing compound, on about one acre of land, fronts on the Indian Ocean. It has been well maintained and can sleep up to eight people. Currently it provides office space in a separate small building for the Zanzibar-based Zanzibar affairs locally employed specialist and the Zanzibar affairs officer on temporary duty orders from Embassy Dar es Salaam. Operating costs have been paid using ICASS funds, Bureau of Diplomatic Security funds, and 7901 funds. There is a house manager with 7 years of experience in managing the property. The mission is in the process of soliciting bids from property management companies for the next fiscal year.

In August 2008, the Zanzibar affairs officer was appointed to the mission and subsequently official use increased. Despite management's best efforts to explain the house usage policy, some staff reacted negatively to the reduced availability of the house for recreational purposes and to the possibility their recreation plans to use the house could be cancelled on short notice or that they might unexpectedly have to share the house with an official visitor when they had planned for a private family holiday and purchased air tickets. Dar es Salaam is a congested city of over 2 million with high crime, congested traffic, and few recreational outlets. Visiting Zanzibar is a pleasant weekend break at nominal cost.

The current calendar for reservations is being kept by the residence manager who reports to the deputy chief of mission's office management specialist. Formerly, the calendar had been maintained by the general services office, which has staff who are experienced in travel regulations and understand the financial implications. Reservation control in the general services office also provides a check and balance to the mission policy, though the deputy chief of mission would still retain the right to determine when official visits overruled planned recreational trips.

**CFR Recommendation 2:** Embassy Dar es Salaam should require the general services office to maintain the reservation calendar for the U.S. Government-owned house on Zanzibar. (Action: Embassy Dar es Salaam)

## Reserving and Charging Correctly for Use of the U.S. Government-Owned Zanzibar House

Reservations are made by email and summarized on a joint calendar on a public email folder. The inspectors asked to see emails requesting reservations and were told they were deleted once put on the calendar. A formal reservation form would maintain a permanent record of how the house was used. The mission proposed to use travel services within e-services, which has a reservation form and the capacity to store historical data. This is important as the mission is currently charging operat-

ing costs to ICASS, the Bureau of Diplomatic Security, and the Bureau of Overseas Buildings Operations. The mission realizes they need to evaluate whether direct charges for usage is appropriate. Almost half the occupancy of the house is by the Zanzibar affairs officer and the Program allotment could be charged directly.

**CFR Recommendation 3:** Embassy Dar es Salaam should evaluate the need to direct charge some portion of the operating costs to the using agency. (Action: Embassy Dar es Salaam)



## PRINCIPAL OFFICIALS

	Name	Arrival Date
Ambassador	Alfonso Lenhardt	10-09
DCM	Larry E. André, Jr.	2-08
POL/ECON	Carl B. Fox	8-08
Zanzibar Affairs Officer	David Scott	8-08
Consular	Cedra D. Eaton	7-09
Regional Security Officer	Paul Avallone	9-08
Public Affairs	Ilya D. Levin	8-09
Management	Charles F. Werderman	9-09
GSO/Acting Management Officer	Michael F. Davids	8-05
PEPFAR	Tracy Carson	6-06
<b><u>Other Agencies</u></b>		
DOD - Defense Attaché	LTC Timothy Mitchell	8-07
AID	Robert Cunnane	12-08
Peace Corps	Andrea Wojnar-Diagne	10-08
MCC - Millenium Challenge Corp.	Karl Fickenschur	1-08
HHS/Centers for Disease Control	John Vertefeuille	8-08
Walter Reed Army Inst. Of Research	Edward Sekonde	6-08
Treasury	Mark Starr	6-09



## ABBREVIATIONS

CFR	Compliance Follow-up Review
CJTF/HOA	Combined Joint Task Force/Horn of Africa
Department	Department of State
ICASS	International Cooperative Administrative Support Services
OIG	Office of Inspector General



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