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

Report of Inspection

Embassy
Mbabane, Swaziland

Report Number ISP-I-10-57A, June 2010

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PURPOSE, SCOPE AND METHODOLOGY OF THE INSPECTION

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

PURPOSE

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

- **Policy Implementation:** whether policy goals and objectives are being effectively achieved; whether U.S. interests are being accurately and effectively represented; and whether all elements of an office or mission are being adequately coordinated.
- **Resource Management:** whether resources are being used and managed with maximum efficiency, effectiveness, and economy and whether financial transactions and accounts are properly conducted, maintained, and reported.
- **Management Controls:** whether the administration of activities and operations meets the requirements of applicable laws and regulations; whether internal management controls have been instituted to ensure quality of performance and reduce the likelihood of mismanagement; whether 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 pertinent records; as appropriate, circulated, reviewed, and compiled the results of survey instruments; conducted on-site interviews; and reviewed the substance of the report and its findings and recommendations with offices, individuals, organizations, and activities affected by this review.



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

Office of Inspector General

PREFACE

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

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

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

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

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

Harold W. Geisel
Deputy Inspector General

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KEY JUDGMENTS

- Embassy Mbabane has recovered from its 2004 negative inspection. However, the decision to combine the deputy chief of mission (DCM) and management officer positions—made before assistance programs ramped up—has created unfortunate workload problems. Although embassy management has improved significantly since 2004 and now operates well, the separation of the two positions and the arrival of a dedicated management officer in September 2010 will be a welcome addition.
- The President's Emergency Plan for AIDS Relief (PEPFAR) has rapidly expanded programs and staff in Swaziland, creating space constraints and straining embassy support services. As the program continues to grow, greater front office involvement will be required. The embassy's desire to remodel and expand current PEPFAR office space is a good solution to overcrowding, although it will need approval from, and the assistance of, the Bureau of Diplomatic Security (DS) and Overseas Buildings Operations (OBO).
- Despite staff turnover, relations among the PEPFAR coordinator, the United States Agency for International Development (USAID), and the Centers for Disease Control and Prevention (CDC) are excellent. At the urging of the OIG team, the public affairs section (PAS) has begun attending PEPFAR staff meetings, and the two offices are collaborating on a plan for increased communication, division of labor, and public diplomacy outreach activities.
- Communication issues between the chancery and the compound housing PEPFAR, the general services office, and PAS are problematic. The compound needs to be electrically grounded, and computer connectivity speed should be increased to handle PEPFAR growth and Department mandated, Web-based computer programs.

- The chancery's location on the top floors of a Swazi Government building creates a series of management and safety problems that will not be addressed satisfactorily until a new embassy is constructed.
- All embassy sections are generally productive and well run, in part thanks to excellent locally employed (LE) staff.

The inspection took place in Mbabane, Swaziland, between March 6 and 17, 2010.

CONTEXT

The Kingdom of Swaziland holds out as Africa's last absolute monarchy.



Its middle income status masks extreme wealth disparities and a declining population decimated by the highest HIV/AIDS and tuberculosis rates in the world. Twenty-six percent of the population is HIV positive, jumping to 49 percent of women between 25 and 29 years old. Nearly a third of all children are orphaned or vulnerable. Forbes magazine rates King Mswati III as one of the richest persons in Africa, while 69 percent of Swazis live in poverty; the unofficial unemployment rate is estimated at above 70 percent. Dissent is not tolerated, and political parties are banned. Citizens are permitted to contest parliamentary elections only on an individual basis, and public calls for

change and transition to multiparty democracy are met with resistance by the government. State control of the media is strong, and freedom of expression in the press is tightly restricted.

Thousands of garment and sugar workers have lost their jobs due to the decline in the world economy, and cuts in Southern Africa Customs Union receipts have led to a government revenue loss equal to 40 percent of its budget. To cover the shortfall, the Swazi Government has requested a loan from the African Development Bank. The fall in Southern Africa Customs Union revenues poses a threat to nascent progress in the country's battle against HIV/AIDS, as well as to the adoption of free primary education. Street crime, including carjacking, is common, and home invasions are rising. The embassy presses for greater governmental transparency, anticorruption implementation, and a multi-party agenda, but so far, the monarchy and government resist these efforts.

PEPFAR is the embassy's major assistance program. It has grown from \$6.5 million in 2005 to \$28.8 million in 2010, with an additional \$15 million pending at the time of the inspection. PEPFAR's lead agencies are USAID and CDC.

As of March 2010, Embassy Mbabane had 11 U.S. direct-hire employees and 69 LE staff. In addition, PEPFAR's U.S. staff grew to six in 2010, making it the largest single office in the embassy. The Peace Corps has 3 direct-hire employees and 64 volunteers who focus on education and HIV/AIDS prevention.

The Ambassador arrived in September 2009. In his short tenure, he has made Mbabane one of the best reporting embassies in the region, and he has struck a responsive chord in Swaziland and with the LE staff, thanks to his self-study of the siSwati language. He will head the embassy's revision of the MSP, and is aware of the need to take a harder look at issues, such as promoting better governance in autocratic Swaziland and ensuring that PEPFAR operates efficiently and effectively. He and the PEPFAR team lead embassy efforts to persuade the Swazi Government to make the kingdom a model for the health benefits of male circumcision, which is seen as an important factor in reducing the risk of HIV/AIDS infection.

Embassy Mbabane consists primarily of three groups: the Department staff, the PEPFAR staff (including USAID, CDC, and the Department of Defense), and the Peace Corps staff. Personnel across the agencies work well together, and there is generally good morale among all Americans. The Ambassador needs to be more visible on the PAS-PEPFAR-general services office compound, but his assumption of MSP responsibilities is expected to lead to greater interaction with his full mission.

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Not long after he arrived, the Ambassador surprised LE employees when he discussed the importance of their health needs, and the need to be tested for HIV/AIDS and tuberculosis. He stated categorically that no employee would lose a job if he or she sought treatment for these prevalent medical conditions. The LE staff stated appreciatively that no previous ambassador had provided such assurances.

The embassy enjoys a very strong security program and has a highly respected security officer. Security details are discussed in a classified annex to this report. The embassy's location on the seventh and eighth floors of a Swazi Government building creates a series of management and safety problems, which cannot be addressed satisfactorily until the chancery is relocated. U.S. mission operations in Swaziland were not a high priority for OBO, but as U.S. assistance in Swaziland ramps up, it is imprudent to ignore the embassy's needs.

POLICY AND PROGRAM IMPLEMENTATION

INTERAGENCY COORDINATION

PEPFAR

PEPFAR is the embassy's largest single assistance program, involving all elements of the mission. Swaziland has the world's highest rates of both HIV/AIDS and tuberculosis, and the program is designed to address this problem, both through efforts at prevention, care, and treatment, and by improving the local health care systems. PEPFAR programs in Swaziland have grown dramatically from \$6.5 million in 2005 to \$28.8 million in 2010, with an additional \$15 million pending. PEPFAR staff has grown accordingly, creating space constraints and taxing the embassy's management and support staff. The program's most significant management challenges lie in maintaining its inclusive team approach and coordinating with other elements of the mission. Several PEPFAR staff are new to the program or lack managerial experience. Greater mentoring and support by front office personnel would help keep the program on track, as staff size increases and programs become more ambitious.

PEPFAR's staff of 12 includes 6 U.S. direct-hires and contractors. Two LE staff positions are scheduled to be added this year. Staffing is divided equally among CDC, headed by a Civil Service officer; USAID, headed by an experienced personal services contractor; and the PEPFAR coordinator's office, also headed by a personal services contractor. Peace Corps and the Department of Defense (DOD) also participate with smaller, more targeted programs.

The Swaziland program is well run and has averted a number of problems identified at other PEPFAR operations. Relations between USAID and CDC are excellent, according to all participants interviewed by the inspection team. One reason may be that the USAID director is a former CDC employee, and the CDC director is a former USAID employee. They understand the priorities and practices at each other's agency. Also, the PEPFAR coordinator and agency

heads in Swaziland have created a horizontal management structure, with significant cross-cutting responsibilities. For example, the USAID director heads the prevention team, which includes not only colleagues from CDC but also the LE staff member who represents DOD. Relations with the host government are excellent.

The Ambassador has consistently supported the program, especially through high-level interventions with the Swazi Government. For example, he arranged an extraordinary session with the prime minister and his cabinet, so that PEPFAR could brief them on its male circumcision initiative. A request is pending for the king to receive a full briefing on PEPFAR activities. The Ambassador also hosted a gathering for all of PEPFAR's in-country partners, and has participated in a wide range of public events designed to draw attention to PEPFAR's efforts to address the country's HIV/AIDS crisis.

Inspectors identified three management issues within PEPFAR that warrant attention. The first concerns an interagency disagreement over DOD's role, and whether reporting lines run through the PEPFAR coordinator or through DOD in Pretoria and San Diego. The second involves the program's professional LE staff. All are widely experienced in public health issues related to HIV/AIDS and have previously worked for ministries of health, respected nongovernmental organizations, and UN agencies. Several expressed concern that their opinions were not always sought; some felt they were not encouraged to make full use of their local contacts. The coordinator has addressed these issues, but more needs to be done, perhaps with front office mentoring.

Finally, PEPFAR officers and staff acknowledge that the monitoring and evaluation of programs is inadequate. The coordinator told inspectors that new staff will devote increased attention to oversight; in addition, the recent purchase of a dedicated PEPFAR vehicle will make it possible to conduct more onsite visits.

With staff increasing in size—from 9 in January 2009, to 12 in April 2010, to a projected 14 later this year—office space is the most pressing management issue facing PEPFAR. Other issues will arise as PEPFAR staff and programs expand. CDC and USAID are welcome to participate in country team meetings, but normally do not attend. They are represented by the PEPFAR coordinator. As these agencies grow in size, their participation may become necessary to foster administrative and policy coordination.

Equally important, there is no forum in which the Ambassador can meet regularly with heads of agency and senior PEPFAR staff to discuss strategy and address management issues. Strategic issues might include how to better integrate public diplomacy programs with PEPFAR's operations. Despite being invited, the public diplomacy section has not regularly sent a representative to PEPFAR staff meetings, an issue that is discussed more fully in the public affairs section of this report. Greater front office attention and involvement will be necessary to ensure coordination. Responsibility for front office coordination among PEPFAR components and between embassy management staff now rests primarily with the DCM, who also serves as the embassy's management officer. It is unrealistic to expect the DCM to devote sufficient time to PEPFAR operations, as well.

Recommendation 1: The Ambassador should convene regular meetings of agency heads and senior President's Emergency Plan for AIDS Relief staff to discuss strategy, including public affairs, and to address relevant administrative and personnel issues. (Action: Embassy Mbabane)

Finally, as they have at other embassies, inspectors found evidence of significant shortcomings in PEPFAR's recruitment and retention policies. The most obvious example was the hiring, in late 2008, of a coordinator who was unsuited and unqualified for the position; he was dismissed after four months, at considerable cost and disruption to PEPFAR operations. The current coordinator has 3 years of experience with the Office of the Global AIDS Coordinator and has worked on policy issues at senior levels in Washington, but he has not been stationed at an embassy, has not managed large operations in the field, and was not provided any training before his departure for Mbabane. Although the new coordinator is doing well, he would have benefitted from receiving adequate training, rather than being expected to learn on the job. Such deficiencies are discussed in detail in a November 2009 OIG report on PEPFAR operations, and so do not warrant a separate recommendation in this report.²

² The Exercise of Chief of Mission Authority in Managing the President's Emergency Plan for AIDS Relief Overseas; Report Number ISP-1-10-01, November 2009

International Military Education and Training and Self-Help

The embassy's International Military Education and Training (IMET) and self-help programs are managed by an LE staff member who has managed self-help at two other embassies and has received basic training from DOD on managing IMET. In 2010, IMET funds totaled \$100,000 and will be used to train about a dozen members of the Swaziland defense forces. In addition, DOD runs occasional exercises in Swaziland and extends invitations to Swazi military personnel for a variety of courses. The embassy follows proper procedures as outlined in 03 STATE 34981 for conducting Leahy vetting of military training candidates for potential human rights violations.³

The embassy will use \$55,000 in self-help funds in 2010 to support 13 projects, most in education. Applications are vetted on paper and through project site visits. An embassy-wide committee reviews the applications and makes recommendations to the Ambassador, who has the final say.

The coordinator of these programs estimates that up to 80 percent of the work day is spent supporting military-related exercises and training. DOD has agreed to fund a separate position to handle the military workload. The inspection team informally recommended that the embassy take all necessary steps to add this new position.

POLITICAL AND ECONOMIC REPORTING

The embassy's political and economic reporting is superb. Reports focus on domestic political events, including human rights and democratic reform efforts, as well as a limited number of key foreign policy issues that are of interest because of Swaziland's important position within the Southern Africa Development Community. Cables are timely and focused, and include commentary and important biographic information that is unavailable through open sources. The majority are unclassified, allowing for easy access across agencies. Interagency consumers in Washington termed Mbabane's reporting invaluable, and they singled out to inspectors several cables on domestic political stability which they found particularly helpful. During the inspection, the Department sent a formal message acknowledging the quality of Embassy Mbabane's reporting and citing five cables for particular praise.

³The requirement for such vetting was first established in the 1997 Foreign Operations Appropriations Act (P.L. 104-208).

Three factors have contributed to the high quality of reporting. First, the Ambassador and DCM have seriously mentored the mission's sole political and economic officer, who is on his second tour but doing reporting for the first time. The Ambassador's personal guidance on cable subjects, sourcing, representation, and how to develop strong relations with Washington desk officers has been crucial to his success. Second, reporting duties are neatly divided. The Ambassador does considerable foreign policy reporting, based on one-on-one consultations with senior government officials; he writes his own cables, freeing others to do additional reporting. The DCM uses strong contacts within the military to assess political-military developments. The political-economic officer focuses on domestic events and oversees annual reports including those on human rights, trafficking in persons, fiscal transparency, and commercial conditions. Third, the embassy's two experienced political and economic specialists help put reporting in proper context, contribute information gleaned from personal contacts, and assist in drafting mandated annual reports. One hole in reporting involves HIV/AIDS, arguably the country's most important economic and social challenge. The embassy's PEPFAR team reports extensively on the epidemic through its own channels; once fully staffed, the team should contribute occasional front-channel reporting, as well.

In addition to reporting, the section has played an important role promoting human rights and persuading the government to address the issue of trafficking in persons. Human rights activists are invited to representation events. When they are arrested on trumped-up charges, U.S. representatives attend their trials. The embassy fully reports government efforts to intimidate them. According to long-serving LE staff, the embassy's relations with pro-democracy activists are excellent and well known throughout the country. Advocating for human rights in the kingdom falls largely to the United States as it is now the only Western democracy with an embassy in Mbabane. Basic democratic reforms, such as legalizing political parties, appear to be a long way off.

The embassy's effort to combat trafficking in persons represents a textbook example of effecting change. A decision in early 2009 to place Swaziland on the Tier 3 watchlist caused considerable concern within the Swazi Government, and also threatened to derail U.S. assistance programs. Led by the DCM, the embassy put together a strategy that included frank discussions with the government about the implications of a Tier 3 ranking, but also offered a way forward. The Director of the Office to Monitor and Combat Trafficking in Persons visited Swaziland in June 2009 to consult with the government on necessary legislation. The embassy shared examples of model laws. This effort led to the government of Swaziland forming a national task force to track the

issue, and, in December 2009, passing the country's first ever anti-trafficking legislation. With legislation on the books, the embassy now is rightly focused on whether it will be enforced. In the meantime, Swaziland is on the Tier 2 watchlist—a crucial half-step better than Tier 3.

The inspection team counseled the chief of the political-economic section on several issues that could improve team cohesiveness, including giving LE staff access to representation funds.

PUBLIC DIPLOMACY

Staff and Facilities

The public affairs officer (PAO) runs a relevant, well-managed program that is appropriate for Swaziland and supervises seven LE staff, including a cultural affairs assistant who also fulfills embassy protocol duties. PAS completed its move in July 2009 from the former American Cultural Center downtown to the general services office compound, which is located away from the center of the city, with limited access to public transportation. The small Information Resource Center maintains some library holdings and offers computer and Internet access, accommodating 10 to 12 clients at a time, and fielding telephone and email research inquiries. Walk-in attendance has dropped since the move, but PAS has successfully marketed its services to nearby schools, colleges, and professional institutions and has a plan for further outreach. As recommended in the 2004 OIG inspection, PAS is examining possibilities for establishing an American Corner in the city center.

Public Diplomacy and the Mission Strategic Plan

The PAO served as MSP editor, participating in all aspects of its preparation. She has also drafted the public diplomacy strategic plan with an insightful analysis of long-term and short-term goals, outlining key messages, defining target audiences, and describing tools and tactics.

The embassy has selected several democracy activists as exchange grantees. The PAO also has broadened the focus on educated elites to include leaders of civil society, the business community, women, and youth. Public diplomacy efforts stress the leading role the embassy has played in fighting the HIV/AIDS pandemic, promoting economic development, and supporting good gover-

nance and democracy. PAS has also highlighted the importance of girls' education by publicizing the Ambassador's Girls Scholarship Program and other Ambassador's self-help programs to promote economic and social development.

A series of changes in PEPFAR leadership interfered with consistent coordination in public diplomacy efforts, and PAS representatives had stopped attending PEPFAR staff meetings. With the arrival of a new PEPFAR coordinator, and at the urging of the OIG inspection team, PAS and PEPFAR have begun collaborating on a practical plan for increased communication, division of labor, and public diplomacy outreach activities.

Cultural Activities, Speaker Programs, Exchange Programs, Alumni

People seldom question authority in this country, and the system of higher education is in disarray. Faced with these challenges, PAS has built an effective program concentrating on developing critical thinking and strengthening self-expression skills through various programs, including high school debates, film-making workshops on democracy, song-writing contests on HIV/AIDS, and efforts to encourage creativity in the visual and performing arts.

PAS manages small Fulbright and Hubert Humphrey exchange programs, but it often loses good candidates because of competition from other scholarship providers and long delays in Fulbright acceptances. For example, two promising candidates opted out of the lengthy application process because they received fellowships from Japan and Australia. The current 2010 Humphrey candidate is a human rights lawyer who was jailed for a time last year for his defense of a local opposition leader. The authorities released him from incarceration for a weekend, so he could travel to South Africa to take the required Test of English as a Foreign Language.

International Information Programs speakers are chosen to promote MSP goals with target audiences. For example, PAS worked closely with the political-economic section on a trafficking-in-persons program; PAS helped shape the program, identify key participants, and set up meetings. The program was such a success that it forged a relationship between Freedom House and several local organizations.

There is no formal embassy speakers program. The Ambassador maintains a schedule of speaking engagements and public diplomacy events, and several

embassy officers have conducted outreach events. While no structured program exists, it may not be needed at a post of this size.

The alumni association has suffered from inadequate leadership and passive membership. PAS tried to inject new energy into it by organizing a well-attended reception hosted by the Ambassador in December, and the section plans to build on this success. Few alumni have registered on the alumni Web site, but this is probably due to low Internet penetration and the absence of a culture of volunteerism in Swaziland.

PAS maintains regular contact with the English language fellow who is based at the University of Swaziland, located outside of the capital. The English language fellow, who recently was extended for an additional year, assists with activities at the American Corner and works extensively with schools on literacy programs. The regional English language officer in Pretoria visited Mbabane once during the past 2 years and keeps in regular contact with the English language fellow. Because many Swazis do not do well on computer-based exams such as the Test of English as a Foreign Language, PAS is preparing CDs of podcasts to help candidates practice their computer skills and improve their accents.

PAS has one senior FSN-09 cultural assistant and another FSN-08 cultural assistant who spends part of her time on embassy protocol duties. The arrangement works well, since there is enough cultural work for one and a half LE staff, and the embassy front office does not have the time or knowledge of contacts. However, PAS is paying the full salary for the FSN-08 cultural assistant. The regional financial management specialist at Embassy Pretoria outlined the procedure to Embassy Mbabane's financial specialist for reimbursing PAS for time that the LE staff spends on protocol work. This advice was offered as an informal recommendation.

Educational Advising

Since PAS has moved from the city center, the amount of educational advising it does has declined significantly. Transportation to the new site is problematic, and security access control can be intimidating for students. PAS has developed a strategy to reach out to high school students by establishing a relationship with a prominent local high school with good facilities and staff. Students from other schools will be included in these information sessions. PAS hopes to hire a temporary, part-time eligible family member (EFM) to build up this system and train a local high school counselor to manage it.

American Corners

PAS maintains an American Corner at the National Library in Nhlngano, in the southern part of the country. The American Corner provides reference materials, Internet access, and a program venue, which PAS often uses for student debates on MSP-related issues. There have been some security issues in the past: PAS-owned computers were stolen, but the library has replaced them and taken steps to correct this situation. In addition to the American Corner, PAS donated books and materials to create an “HIV information corner” in the Mhlume Library, an underserved area along the Swaziland/Mozambique border.

PAS looks forward to the visit (planned for May 2010) of the regional information resource officer who is based in Pretoria, who will assess the potential for establishing a small American Corner in the public library building, located in the Mbabane city center across from the chancery. The public library might also serve as a venue for programs and educational advising. The OIG team discussed this possibility with the regional information resource officer and the PAO, and both agree to pursue the idea. PAS needs to establish an American Corner in the city center. The American Corner also could function as a venue for programs and educational advising.

Recommendation 2: Embassy Mbabane, in coordination with the Bureau of African Affairs, the Office of International Information Programs, and the regional information office in Embassy Pretoria, should take steps to establish an American Corner in an accessible facility in the city center of Mbabane. (Action: Embassy Mbabane, in coordination with AF, IIP, and Embassy Pretoria)

Media

Electronic and print media in Swaziland are under tight government control, with the exception of one independent newspaper. Nevertheless, PAS has succeeded in obtaining media coverage for major embassy public events, such as World AIDS Day, the U.S. election, and Presidential inauguration events. PAS has developed useful relationships with journalists and editors in order to maintain good levels of cooperation and to place stories. While it is difficult to get the press to correct misinformation, PAS has made progress in heading off rumors by encouraging the press to check facts in advance. PAS has plans

to bring a speaker on journalism ethics, and it has sent Swazi journalists to the United States on exchange programs. PAS also collects and distributes news clippings to various sections of the embassy.

Use of Electronic Communication and Social Media

Internet access in Swaziland is extremely limited. Many Swazi offices have only one shared computer. Schools offer little computer training, and many educated people have minimal computer skills. Most people do not have computers at home. PAS maintains the embassy's weak Web site, but the section has been slow to update it, due to bandwidth limitations and limited staff training and experience. (See section below on training.) The Information Resource Center offers Internet training and Internet usage is growing slowly, but more sophisticated use of social media may not be feasible in Swaziland. PAS is considering starting a Facebook page that could be accessed on cell phones, since this is a more widespread means of communication, but large scale text messaging is too expensive, because the embassy would have to pay for each individual message.

Public Affairs Officer Training

The PAO, while a third-tour officer, is a first-time PAO. The PAO gained a great deal of useful information during training, but suggested that the Foreign Service Institute offer a more specialized course for first-time PAOs going to small posts that have little or no mentoring available. These officers have different needs from experienced public diplomacy officers heading for larger sections. She also stated that the five-day grants officer course offered too much generalized information and could be shortened to focus on public diplomacy-specific grant making and monitoring responsibilities. The OIG team supports these suggestions.

Regional Support

Many LE staff have limited computer, audio-visual, and other technical skills; they do not have the expertise to update the embassy Web site or use the embassy's digital video conferencing, podcasting, or CD-burning tools effectively. PAS cannot often afford to send the LE staff to Frankfurt or Washington, but it has been able to make use of the regional training offered in Africa. Nonetheless, this post needs more hands-on technical training from qualified experts. Occasionally, Embassy Pretoria's PAS has provided excellent technical

help and professional advice, by telephone and in person through visits from experienced LE staff personnel. A more formal arrangement would enable the two embassies to plan for regular support, thereby avoiding disruption to existing program schedules. The Bureau of African Affairs (AF) has supplied the funds for temporary-duty travel and consultations in the past, and it could more easily budget for these expenses in the future, if Embassy Mbabane were to map out a support plan and schedule in advance.

Recommendation 3: Embassy Mbabane, in coordination with Embassy Pretoria and the Bureau of African Affairs, should agree on and implement a framework, budget, and timeline for providing Embassy Mbabane's public affairs section with regular technical and professional support. (Action: Embassy Mbabane, in coordination with Embassy Pretoria and AF)

Grants and Mission Activity Tracker

PAS has all the required legal documentation for its grants, according to the Office of the Procurement Executive's Grants Policy Directive 35, and all grants were found to support MSP goals. The inspector suggested, however, that the section consolidate all documents related to each grant and provide more accessible and consistent information on each grant.

PAS reports on all public affairs activities in the mission activity tracker, and it updates entries at regular intervals.

CONSULAR OPERATIONS

Overview

Consular operations are limited, but well run. The consul supervises one full-time LE employee, who spends about half of the time assisting the DCM with management tasks. Embassy colleagues praised the consul's abilities, energy, and positive attitude. The LE employee completed two consular courses in FY 2009, including one outside Swaziland. A working temporary-duty visit to Consulate General Johannesburg, which supports Embassy Mbabane, could be useful for her.

The section lacks a formal outreach, representation, and reporting plan to help focus efforts and resources on MSP and other objectives. Such a plan, which could include PAS coordinated events, would further improve host country contact, while advancing citizen protection and visa information duties. The OIG team has made an informal recommendation regarding this matter.

American Citizen Services

About 400 U.S. citizens who are resident in Swaziland, chiefly those associated with religious organizations, have registered with the American citizen services unit. The section also assists Americans living in nearby regions of South Africa, as Mbabane is geographically closer than the U.S. embassy offices in South Africa. At any given time, perhaps 20 Americans visit Swaziland. The consular section has in place a comprehensive plan to assist U.S. crime victims in this high-crime country.

Swaziland's transportation and communications infrastructure makes it challenging to manage an effective crisis warning system and devise evacuation plans for private U.S. citizens. The section's warden system and consular emergency strategy fulfill these responsibilities. A February 2010 town hall meeting with U.S. residents of Swaziland helped spread the message.

The section also assists American citizens with adoption cases, including actively tracking and analyzing Swazi adoption laws, in coordination with the Office of the Legal Adviser. The issue is important, since orphans (including many HIV/AIDS-infected children) form about 10 percent of Swaziland's total population. Swaziland has not acceded to the Hague Convention on Protection of Children and Co-operation in Respect to Inter-Country Adoption. Existing Swazi adoption law and practice are designed to protect orphans and help preserve their Swazi identity. Procedures are exacting and time consuming. Final decisions are made by the deputy prime minister. Swaziland has allowed U.S. citizens to adopt Swazi citizen children under this rigorous and secure system. The number of adoption requests by U.S. citizens rose from one in 2008 to ten in 2009; from January through March 2010, Americans submitted more applications to adopt Swazi orphans.

Most adoption cases have encountered serious delays, despite interventions by embassy officers, including numerous meetings with the deputy prime minister. In February 2010, the embassy arranged meetings with prospective American parents, the Ambassador, the consul, and the deputy prime minister

to address the problems causing the delays. In February 2010, the Swazi Government temporarily halted intercountry adoptions, pending procedural clarifications and improvements. It is not clear how long this suspension will last.

Visa Services

The visa services unit is open one day a week, and it adjudicated about 700 nonimmigrant visa applications in FY 2009. Approximately 10 percent of first-time applicants fail to qualify for visitor visas. Consulate General Johannesburg processes immigrant visa and refugee/asylee status requests for Swaziland residents. The OIG team agreed with both missions' stance that work related to these cases should remain based in Johannesburg.

Antifraud Activity

The consul submits antifraud reporting to the Department on a timely basis. Fraud rates appear to be low, and fraudulent documents are relatively easy to detect.

Visas Viper Program

The Visas Viper committee holds required monthly meetings, in accordance with 9 FAM 40.37 N4.1 a. The consular section submits required reports on time. Members of all sections who are responsible for Viper activity attend every meeting. The embassy did not file any classified Visas Viper submissions.

Consular Space

Colocated with the chancery's main seventh floor waiting area, consular waiting space is clean and welcoming. Clients, including people in wheelchairs, enter the waiting area via an elevator. No toilet facilities exist. The space contains a computer terminal for consular client use. During public hours, the consul and LE staffer share the LE staffer's office, with a single service window that opens into the waiting area. Although the consul and LE staffer cannot use the window simultaneously, it is not a problem given the small workload. The consul's office includes a line-of-sight window into the LE staff office, enabling oversight of controlled materials.

RESOURCE MANAGEMENT

Agency	U.S. Direct-Hire Staff	U.S. Local-Hire Staff	Foreign National Staff	Total Staff	Total Funding FY 2009
State – D&CP	7	0	4	11	496,200
State – ICASS	2	2	37	41	1,673,800
State – Public Diplomacy	1	0	7	8	288,300
State – Diplomatic Security	1	1	1	3	303,242
State - OBO					435,735
State – Representation					16,600
State PEPFAR	1	0	3	4	1,000,391
HHS/CDC	2	0	1	3	260,000
Peace Corps	3	1	15	19	1,388,881
PEPFAR Assistance					29,000,000
IMET					189,000
USAID	2	0	0	2	26,232
DOD	0	0	1	1	Note ¹
Totals	19	4	69	92	35,078,381

¹Funding held by Pretoria

MANAGEMENT OVERVIEW

The management section has done a good job providing support across virtually the entire range of management operations at Embassy Mbabane. However, Department and embassy management support for PEPFAR, the most important U.S. activity in Swaziland, requires urgent attention. This

program should continue to be housed in the present general services office compound, pending relocation to a somewhat distant new embassy compound (NEC). Otherwise, both PEPFAR's work and embassy oversight responsibilities will suffer. At one point, PEPFAR lost landline phone service for 7 months. Neither PEPFAR nor embassy management reacted quickly to solve this problem nor did they sufficiently communicate the urgency to OBO. Service could be lost again if equipment is not grounded properly.

For 2010, the customer satisfaction survey score for overall International Cooperative Administrative Support Services (ICASS) at Embassy Mbabane was above the average scores for both AF and worldwide, as were the scores for all but six of the 27 management subfunctions. When compared with the previous year, the majority of scores trended positively.

The section is under the direction of a DCM/management officer. Despite being stretched to the breaking point and faced with the rapid growth in PEPFAR personnel, the DCM made sure that equitable management support was provided to all. Although not a management section employee per se, the consular officer, a management-coned officer, provided invaluable support to the DCM/management officer, assuming much of the day-to-day oversight of financial management and human resource (HR) operations. Other U.S. direct-hires in the section include the general services officer, who is an out-of-cone consular officer, and an experienced information management officer. Financial management, human resources, and the health unit are staffed by a combination of experienced and fairly new LE staff, under the direction of the DCM/management officer. There are two EFM positions: the community liaison office (CLO) coordinator and the facilities management assistant.

The section has embraced the tenets of the Department's Collaborative Management Initiative, and has implemented major components of the program, such as eServices. The initiative's ICASS uniform standards are in use, but the standards themselves were not posted in the offices until midway through the inspection. An LE PEPFAR staff member is Mbabane's Collaborative Management Initiative coordinator and will shortly attend process mapping training in Bangkok.

With the arrival of Mbabane's first direct-hire management officer in fall 2010, management operations likely will prosper.

EMBASSY FACILITIES

Embassy Mbabane is in the process of purchasing land for a NEC. The purchase should be completed by mid-2010; construction is scheduled to begin in 2016. In the meantime, mission offices are located in three separate facilities. The chancery leases the top two floors (seventh and eighth) of an office building in the city center. The general services office compound, which also houses PAS and PEPFAR, is on 4.2 acres located approximately 15 minutes away. More than half the embassy staff is located at the compound. The Peace Corps office is located in a smaller compound some 20 minutes from the chancery and 5 minutes from the general services office.

The chancery landlord has tried repeatedly over the past several years to evict the embassy. The landlord asserts that the embassy does not have a valid lease, even though he continues to accept the lease payments. The Department asserts that there is a valid lease.

Embassy management has, in the past, requested OBO's assistance, including providing a real estate negotiator, to help with this issue.

Recommendation 4: The Bureau of Overseas Buildings Operations should provide the necessary real estate assistance to enable Embassy Mbabane to resolve the chancery lease issue. (Action: OBO)

Fire and Life Safety

Prior to the inspectors' arrival, numerous embassy employees expressed concern about their safety in case of fire, with some calling the chancery a fire trap. Inspectors found that, while there are some issues that could be improved, fire safety controls are in place. An OBO fire protection officer was scheduled to conduct training shortly after the OIG team's departure. In addition, the post occupational safety and health officer is scheduled to receive training in fire and safety controls within the next several months.

The chancery is located on the seventh and eighth floors of a downtown office building but the Mbabane fire department's ladder trucks only reach the fourth floor. There are two stairwells in the building – one on each side – as well as an outside fire escape that starts on the eighth floor. Both stairwells were clear and free of boxes or other objects that might hamper escape dur-

Recommendation 6:

PEPFAR has a staff of 12, with two additional positions pending; this represents a doubling in staff over the last 18 months. Their offices currently are also located in the former general services officer residence on the general services office compound. This building has a 2-year occupancy waiver from DS, as it is less than 100 feet from the exterior compound fence. Originally, PEPFAR was expected to use this building while their new offices in the Corner House were being constructed. However, when the price tag for remodeling the Corner House soared to \$1.67 million, the embassy began looking at other options, including keeping PEPFAR where it is or leasing commercial office space. Neither option was ideal. The embassy estimated that commercial property would cost between \$50,000 and \$100,000 per year, and that PEPFAR would be even farther away from the rest of the embassy. Enlarging and remodeling the current building could cost less than \$100,000, if local materials and labor are used. It is even possible that an OBO space planner could reconfigure the interior office space to house all PEPFAR employees without enlarging the facility. However, the Department would have to grant the embassy waivers for some security and other items to keep the price tag low. Remaining in this building would allow PEPFAR to remain colocated with other embassy offices. Any other alternative would weaken essential embassy-PEPFAR collaboration.

After considering both options, the embassy has decided that remaining in the current location is clearly best for PEPFAR and embassy operations. This is a temporary solution, as PEPFAR plans to move into the NEC when it is completed, although that could be almost a decade in the future.

Recommendation 7: The Bureau of Overseas Buildings Operations, in coordination with the Bureau of Diplomatic Security, the Office of the U.S. Global AIDS Coordinator, and Embassy Mbabane, should schedule a joint visit to help Embassy Mbabane resolve the President's Emergency Plan for AIDS Relief space problems prior to the expiration of the current Bureau of Diplomatic Security waiver. (Action: OBO, in coordination with DS, S/GAC, and Embassy Mbabane)

Financial Management

The financial management unit is doing an excellent job providing services to its ICASS customers. The unit consists of four LE staff, under the direction of the DCM/management officer. The consular officer, a management-coned officer, backs up the DCM and provides day-to-day oversight. The regional financial specialist in Pretoria visits quarterly. The unit was responsible for FY 2009 Department allotments of approximately \$4.2 million, including \$1 million in Department PEPFAR funding. It provides limited financial services to CDC and PEPFAR.

The 2010 ICASS customer satisfaction survey results were above bureau and worldwide averages for all financial operations. When compared to the previous year, there was improvement in scores for budgets and financial plans, payroll, and cashiering. The scores for accounts, records, and vouchering dropped.

With the assistance of AF regional staff from the financial support and training office in Paris, who visited the embassy 6 weeks before the OIG team arrived, the financial management unit was well prepared for the inspection. The unit corrected procedural deficiencies, including reconciling official residence expenses. A vouchering deficiency is discussed in the management controls section of the report.

The class B cashier is experienced, knowledgeable, and well trained. Cashier operations are conducted in accordance with financial management procedures and requirements, a point underscored during a visit from the Paris regional staff in September 2008 to review cashier operations.

International Cooperative Administrative Support Services

The embassy ICASS council includes representatives of the Department, CDC, DOD, Peace Corps, and USAID. It is chaired by the consular officer who is the Department's representative. The council meets on a regular basis. In its last scheduled meeting, held during the inspection, the council discussed the results of the 2010 ICASS customer satisfaction survey, received a budget and funding update, and approved the hiring of a part-time EFM for the general services office. Meeting agendas are prepared in advance, and formal minutes are recorded.

Following the Department's guidance, the embassy has established an ICASS budget committee, which also serves as an ad hoc working group. When informed that the ICASS service standards for each service provider should be posted in their respective sections, the ICASS council chair posted them two days later.

One of the responsibilities of the council is to provide input into the service provider's annual evaluation. The new ICASS council chair was advised of her responsibility to do so for this year's evaluation.

Human Resources

The HR unit is doing an outstanding job providing services to its ICASS customers. Embassy Mbabane respondents in the 2010 ICASS customer satisfaction survey ranked both U.S. direct-hire and LE staff services above AF and worldwide averages. When compared to the 2005 through 2009 surveys, scores for 2010 outperformed all years.

The HR unit consists of one locally employed HR assistant, under the direction of the DCM/management officer. The consular officer backs up the DCM and provides day-to-day oversight. The regional HR officer from Pretoria visits quarterly. The HR assistant is certified to perform computer-aided job evaluations.

The evaluation process is generally well managed. Work requirements statements for U.S. direct-hires were completed as required, but due to issues with ePerformance software program, not all could be entered into the database. Although ePerformance is optional for overseas Foreign Service employees for the 2009-10 cycle, the embassy plans to use it. Due to the small size of the embassy, employee evaluation reports are reviewed by the AF panel in Washington. An entry-level officer's employee evaluation report was temporarily lost in the past year. Upon hearing of it, the current Ambassador emphasized that this would not happen on his watch. Several LE employee performance reviews were not completed in a timely manner. To avoid impinging on employees' within-grade salary increases, the regional HR officer authorized payment increases subject to receipt of a memorandum of satisfactory performance.

The awards program functions appropriately, with 67 incentive awards given in the past 12 months, including group and extra mile awards. Awards are agency-wide, with the exception of Peace Corps, and awards ceremonies are held semiannually. Several LE staff expressed concern about possible bias

in the awards. The inspectors reviewed awards given over the past 5 years, but could not substantiate the claim. However, this perception remains among some LE employees. When the LE staff did not receive a 2007 salary increase, the Ambassador justified and authorized a cash award for them, which was paid in December 2007.

The embassy has a robust training plan. In FY 2009, Mbabane availed itself of training opportunities at other AF missions and in the region, as well as in the United States and Europe. Both white collar and blue collar staff (such as maintenance and supply staff) receive training. In addition, the mission's LE staff training policy funds courses provided by local institutions, including the University of Swaziland.

Locally Employed Staff

The OIG team found morale among the LE staff to be generally good—which did not stop the LE staff from disbanding the LE staff committee in 2008, apparently after being unable to influence LE staff salary increases. The inspectors met with seven representatives of a cross section of the embassy's LE staff, including white collar and blue collar employees from the Department, ICASS, program, and PEPFAR.

The lack of an LE staff committee to serve as a conduit for LE staff concerns did not seem to be a problem. The representatives stated that since there currently is adequate two-way communication, they do not believe a committee is necessary. The front office holds quarterly town hall meetings with the LE staff.

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Transparency in the salary review process was an issue that was tackled by the regional HR officer in March 2009 when Office of Overseas Employment staff visited Embassy Pretoria. During their visit, the regional HR officer organized a digital videoconference between Mbabane's entire LE staff and Office of Overseas Employment staff. Both the regional HR officer and the Department's HR staff addressed all concerns and issues raised.

General Services Office Overview

Embassy Mbabane is located in one of the poorest countries in Africa. There is little infrastructure to support the general services operations. In addition, the country has the highest HIV/AIDS rate in the world, which puts an added strain on a staff that must support extended families and attend frequent funerals. Despite these factors, morale in the section is good, and the LE staff is productive. While some issues remain, the scores from the just completed 2010 ICASS customer satisfaction survey are dramatically higher, in most areas, than last year's scores. General services operations also have improved dramatically since the last OIG inspection in 2004.

The general services officer is a second-tour consular officer in his first general services officer position. The office has one EFM facilities management assistant and 25 LE staff. There is no U.S. direct-hire facilities management specialist at post. The general services officer works long hours and most weekends; the ICASS council approval of an EFM as part-time general services office assistant should help reduce this workload. The office recently filled six new LE staff positions. Many of the other LE staff have been working for the general services office for more than 20 years. Most staff have received training, although some training is still needed. Management controls are in place and functioning well.

The section is hampered by slow connectivity to the chancery. This inhibits the staff's ability to connect to the intranet and Internet or work with Web-PASS, eServices, and other computer programs. When the connection is lost, which happens often, computer related work comes to a halt altogether. This issue is addressed in the information management section of this report.

The shipping, customs, and travel office is in good shape, and a spot check showed that records are in order. Housing also appears to work well. There is an active interagency housing board that inspects houses before they are leased and carefully considers both assignments and housing appeals.

Procurement

The end of FY 2009 was extremely busy as the embassy spent almost \$500,000 in ICASS funds that had been accumulating over the past 3 years. Despite connectivity issues, the procurements were done on time and appeared to have had the proper controls.

The two-person section uses the purchase card and blanket purchase agreements (BPA) extensively. The staff maintains strict controls over the BPAs. Because business registration can be an issue in Swaziland, they require that all companies with which they do business be properly registered with the host government and have any necessary insurance. The staff also visits companies before signing the BPAs, to ensure they can provide the items the embassy needs. However, all BPAs expire at the end of each fiscal year, which is the busiest time of year for the section. Setting an expiration date in March or April would reduce the heavy end-of-year workload on the section. The OIG team made an informal recommendation regarding this issue.

A spot check of the purchase order, purchase card, and BPA files showed them to be in generally good shape. However, the staff was not keeping a log of the purchase card procurements. When the inspectors mentioned this issue to the staff, they promptly created a log and began using it. In addition, purchase orders were not closed out properly as they did not include copies of the payment information. The OIG team made an informal recommendation regarding this issue.

Property Management and Warehouse

The warehouse is small, but clean and well organized. The four-person section recently completed its annual inventory of nonexpendable and expendable property, with a discrepancy of less than one percent. Unannounced spot checks are conducted at least once a month. However, the warehouse staff was not keeping a visitor log. One was promptly created when this was pointed out by the inspectors. The embassy is using an empty house on the general services office compound, as well as four shipping containers, for additional storage. The staff held a successful auction of unused items in November 2009, but another one is needed to further reduce the amount of used and unnecessary items.

The embassy maintains only a small supply of flammable items, but they are not stored in a specially designed container. The OIG team made an informal recommendation that the general services office purchase safety containers for flammable items.

The warehouse has separate, locked areas for expendable supplies and information management equipment. The expendable supply area, although neat and well maintained, is too small and has no enclosed receiving area. The general services staff is working on plans to install an enclosed receiving area. The inspectors suggested that, at the same time, they enclose an additional area within the warehouse to increase storage for both expendable supplies and easily pilfered items.

Motor Pool

The motor pool consists of six ICASS drivers, one program driver for the Ambassador, and 22 vehicles. The embassy used end-of-year money to add several vehicles to its inventory, including a 4-ton truck for the warehouse. The motor pool supervisor, a former driver who took over the position one year ago, has received computer training and visited Embassy Pretoria for informal training but has yet to receive supervisory skills training.

The normal schedule for the ICASS drivers is under the 10 hours recommended by the Department. The drivers have three shifts, which also reduces overtime. However, the Ambassador's driver normally works a 12-hour shift, plus additional overtime for any events the Ambassador attends. One ICASS driver is the back-up for this position, but he takes over only when the main driver is unavailable. Department regulation 14 FAM 432.4 c. (3) requires that drivers work no more than 10 hours per day. The embassy should reconfigure the drivers' schedules to reduce the workload on the Ambassador's driver, and should give the back-up driver more experience driving the Ambassador's vehicle. The OIG team made an informal recommendation regarding this issue.

Motor pool drivers make frequent trips to cities in South Africa that are 3 to 4 hours away. Drivers expressed concern about their safety and security while on these trips. The roads are poor and pass through areas in which carjackings and killings are common. Embassy regulations require the returning drivers to be on the road by 4 p.m., in order to get back to Swaziland before dark, but this does not always happen. All drivers have blanket travel authorizations, but drivers were unaware that they could stay overnight in South Africa if they have safety or security concerns. Most staff do not have credit cards.

The OIG team made an informal recommendation that the embassy designate drivers as occasional money holders and develop policies to enable them to pay for hotel rooms, as needed.

Facilities Management

The facilities management staff includes five LE staff and an EFM facilities management assistant with a background in construction. The unit's staff is responsible for the leased chancery, the U.S. Government-owned general service office compound, eight government-owned houses, and five leased residences. Government-owned residences appear to be in good shape, although some kitchens and bathrooms need remodeling, which is done as time and money permit. Government-owned offices appear to be well maintained, if a bit dated. The section scored above the AF and worldwide average on the 2010 ICASS customer satisfaction survey and slightly above its 2009 scores.

Due to the poor infrastructure in Swaziland, there is only a small pool of contractors whose work meets embassy standards and only a few companies that can provide good casual labor to augment embassy staff during busy seasons. The facilities management section works with the procurement section to try to increase the number of contractors used but has so far been unsuccessful.

The safety, health, and environmental management committee meets twice a year. Meetings are scheduled to coincide with the visits of Embassy Maputo's regional facilities manager. The facilities management assistant is scheduled to attend pest management training and post occupational, safety, and health officer training in May 2010.

Information Management

The information management (IM) officer provides adequate and broad oversight of all required programs, classified and unclassified computer systems, radio, telephone, mail, and diplomatic pouch service. The American staffing compliment calls for two U.S. direct-hire staff; however, Mbabane has been short one position for more than 18 months. Consequently, the IM section is often supported by temporary duty staff. A Civil Service employee is scheduled to arrive shortly to fill the vacant junior IM position.

Floor seven of the Central Bank of Swaziland building contains Embassy Mbabane's unclassified system area. The information programs center is located on the eighth floor.

Information Systems

Information systems security officer duties are performed by the IM officer, who has taken the necessary course and has this duty listed as a work requirement. The RSO acts as the alternate information systems security officer. The unclassified network consists of over 75 workstations, 16 servers, and 31 printers. The systems section staff includes an excellent systems manager, as well as a new computer operator, who was in Germany for training during the inspection. A receptionist-telephone operator and a mail clerk round out the section's LE staff. The regional information systems security officer from Pretoria, who performed a security assessment on the network in November 2009, gave the embassy a good report.

When cyber incident response team alerts were received from the Department, the IM office took prompt action.

Telephone System and Grounding Problems

The grounding system for the PAS building (Ryan House), located on the general services office compound, was improperly installed. As a result, the current Nortel CS1000 telephone system was severely damaged by lightning strikes in September 2009. Although repairs to the telephone system marginally restored service and increased the number of phone lines available, capability is still severely limited. Following the damage, PEPFAR employees did not have landline telephone service for 7 months. The IM officer had assumed a new phone switch was ordered, but the company never responded to the order—and neither the IM unit, general services office, PEPFAR, nor embassy management followed up properly. After months without landline service, the IM section took the initiative and helped PEPFAR rent its own phone system from the local phone company.

The necessary grounding must be provided for this important and expensive equipment. Ryan House also houses the OpenNet switch room, and a new phone switch has been procured; this switch must also be protected. The embassy has informed OBO of these grounding concerns, but the embassy prioritized this request below others requiring OBO monies. This grounding issue has yet to be funded.

Recommendation 8: The Bureau of Overseas Buildings Operations, in coordination with Embassy Mbabane, should install an adequate grounding system on the general services office compound and for the Ryan House in particular. (Action: OBO, in coordination with Embassy Mbabane)

General Services Office Compound Connectivity

The computer communications circuit speed from the chancery to the general services office compound is insufficient. This link was established at 256 kilo bits per second (kps) to provide an OpenNet link between the two sites, which are separated by a distance of about 4 miles. The link was later upgraded to 512 kps. Due to thick fog at certain times of the year, and no exact line of sight, wireless technology has been ruled out.

With the Department's Web-based applications, the growth of PEPFAR, and the move of PAS to the general services office compound, the bandwidth for the OpenNet link has again become a high priority. In July 2009, the local phone company again upgraded the link and installed newly acquired modems. However, by the beginning of 2010, the link had become marginal, due to the poor line infrastructure between the chancery and compound. Link outages have not lasted for more than 24 hours at a time.

The tenants on the compound—the general services office, PAS, and PEPFAR—need faster service to better access OpenNet email, the Internet, and the intranet. The local phone company can supply the embassy with faster speeds, but the embassy needs to purchase at least two Nortel encryption devices, at a cost of about \$800 each. The embassy has recommended the installation of a fiber optic or copper line between the chancery and general services office compound, to support a reliable, dedicated OpenNet link. However, fiber optic cable has yet to become available to the whole region of the city in which the compound is located.

Recommendation 9: Embassy Mbabane, in coordination with the Bureau of Information Resource Management, should purchase and program Nortel encryption devices necessary to provide the general services office compound with a higher speed of communications. (Action: Embassy Mbabane, in coordination with IRM)

Host Nation Approval of Radio Frequencies

Embassy Mbabane does not have proof of host nation approval to use its radio frequencies. During a recent radio upgrade, the IM officer noticed this infraction. The embassy may have received this approval previously, but documentation is not on file. Department regulation 5 FAM 541 c., as well as the Vienna Convention on Diplomatic and Consular Relations, states that the embassy should have “host country consent before installing and using wireless” equipment. Obtaining radio frequency approval by host governments is often a delicate matter. The IM officer is in direct contact with the Swazi Government on this issue and should keep the Department and Regional Information Management Center (RIMC) in Pretoria informed of any progress with this issue.

Recommendation 10: Embassy Mbabane should obtain host nation approval for the radio frequencies it uses. (Action: Embassy Mbabane)

Storage of Open Net Systems Wiring

After an RIMC briefing, the OIG inspector confirmed that wiring has been strewn over the floor in the back portion of the OpenNet systems server room. This situation is the result of various computer upgrade projects over the years. This wiring should be neatly confined to conduit or tie wrapped, as working conditions are unsafe and wiring could be damaged.

Recommendation 11: Embassy Mbabane, in coordination with the Regional Information Management Center in Pretoria, should arrange wiring in the OpenNet systems server room in a neat and logical order. (Action: Embassy Mbabane, in coordination with RIMC Pretoria)

Regional Information Management Center Pretoria Support to Mbabane

Based on the inspection team's visit to Pretoria and Mbabane, RIMC support of Swaziland is excellent. As an example of recent Mbabane support, RIMC-Pretoria, only a four-hour drive away, corrected a long term lightning protection and grounding issue at the emergency and evacuation radio repeater site. RIMC Pretoria consistently supports Mbabane's telephone and digital needs.

QUALITY OF LIFE

Equal Employment Opportunity/Federal Women's Program

The Equal Employment Opportunity (EEO) counselor, who completed required training in April 2009, stated that no employees have registered formal EEO complaints since he assumed his duties. Two employees sought informal EEO counseling in that same period. During the inspection, the embassy selected two LE staff who will be trained to serve as EEO resources for the LE staff, in accordance with 98 STATE 192346. U.S. direct-hire employees generally rated mission EEO sensitivities as positive on their workplace and quality of life questionnaires.

The Federal Women's Program (FWP) coordinator stated that no one had requested her assistance with FWP issues. The coordinator has contacted a nearby embassy for guidance on developing and implementing FWP-related programs. Embassy Mbabane publicized updated EEO and FWP contacts, materials, and guidance during the course of the inspection. Embassy management fully endorses both programs. The Ambassador and DCM promote the family advocacy program.

Community Liaison Office

A CLO coordinator aids the embassy community by offering guidance, organizing social events, managing a lending library, and participating in emergency action planning. Embassy Mbabane's CLO coordinator is paid for a 32-hour work week, but spends additional hours as necessary. Besides serving

on the emergency action committee, the interagency housing board, and other embassy committees, the CLO coordinator helps to prepare for new employee arrivals. She counsels employees on personal and workplace issues in compliance with the CLO confidentiality policy. The CLO coordinator also prepares a biweekly newsletter publicizing recreational activities, dining options, and trips, among other things. CLO reporting to the Department is current.

SCHOOLS

On their questionnaires, Embassy Mbabane staff ranked educational opportunities below average. (b)(2)(b)(6)(b)(2)(b)(6)(b)(2)(b)(6)
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HEALTH UNIT

The health unit offers medical counseling and first aid for all embassy staff and primary outpatient care for U.S. direct-hire employees. It is staffed by an LE nurse, who had been working at the embassy for 2 months at the time of the inspection. In emergencies, local practitioners are the nurse's first line of assistance. A private clinic in Mbabane provides basic blood work and diagnosis, but specialist care must be secured elsewhere. Most Americans travel to South Africa for medical and dental examinations and treatment. The nurse uses the regional medical office in Pretoria, the Foreign Service health practitioner in Maputo, and the Office of Medical Services as back-up. Regional medical officers and the Foreign Service health practitioner in Maputo visited

the embassy several times last year. The nurse, the management section, and the regional medical office coordinate several medical evacuations each year.

The embassy's health unit occupies a large reception room/office in the general services office annex, which includes an alcove for physical examinations plus storage closets. Patients use an adjacent bathroom. Several employees told inspectors that conversations in the unit can be heard easily in adjoining offices, due to poor sound proofing. The OIG team made an informal recommendation to correct this situation.

An OIG review confirmed stringent control of restricted patient records and medical supplies. The unit properly destroys out-of-date materials and keeps stocks in locked cabinets. Chancery and vehicle first aid kits contain current materials.

MANAGEMENT CONTROLS

Management controls in the management section are generally in place and effective in preventing waste, fraud, and mismanagement. Embassy Mbabane's 2009 Chief of Mission management control statement of assurance flagged no issues. During the period covered by the statement, the consular officer was designated an alternate certifying officer. Until that time, the DCM/management officer was the only certifying officer and back-up contracting officer. Although a waiver had been granted to the DCM, separation of duties is a key element in a system of internal control. Financial management controls have been further enhanced by the one-time visits of the Paris financial support and training office's cashier monitor and AF rovers, and by periodic visits by Pretoria's regional financial specialist.

The embassy has clear separation of duties and responsibilities in various job functions. The DCM/management officer has been designated the embassy's management controls coordinator. Responsibility for management controls is included in work requirements statements for all staff who manage U.S. Government assets.

A shortcoming in vouchering procedures was identified by the AF rovers from Paris in January 2010. A spot check of regular vouchers revealed that many were being certified and paid using copies of the original receipts and invoices after the originals were lost in the general services office. Although the copies were stamped "conformed to original," there is a risk that the original receipts and invoices could surface as a cashier voucher. The general services office took immediate action and instituted controls, including using a log book.

Consular Management Controls

The embassy properly designated an accountable consular officer, a consular subcashier, and alternates, in accordance with 7 FAH-1 H-653.2. The accountable consular officer follows consular management handbook criteria to control supplies of accountable items. Sensitive computer access management and visa lookout accountability are in order. The DCM electronically reviews

nonimmigrant visa files on the day of application. The OIG team found no errors in a random check of fee collection receipts. The consul corrected several minor discrepancies during the inspection. The section needs to manage record holdings more closely and uniformly apply traffic analysis by geography and subject labels to all files. The OIG team made an informal recommendation on this topic.

Recommendation 8: The Bureau of Overseas Buildings Operations, in coordination with Embassy Mbabane, should install an adequate grounding system on the general services office compound and for the Ryan House in particular. (Action: OBO, in coordination with Embassy Mbabane)

Recommendation 9: Embassy Mbabane, in coordination with the Bureau of Information Resource Management, should purchase and program Nortel encryption devices necessary to provide the general services office compound with a higher speed of communications. (Action: Embassy Mbabane, in coordination with IRM)

Recommendation 10: Embassy Mbabane should obtain host nation approval for the radio frequencies it uses. (Action: Embassy Mbabane)

Recommendation 11: Embassy Mbabane, in coordination with the Regional Information Management Center in Pretoria, should arrange wiring in the OpenNet systems server room in a neat and logical order. (Action: Embassy Mbabane, in coordination with RIMC Pretoria)

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.

DOD has agreed to fund an LE position to manage IMET and other military-related exchanges and training programs.

Informal Recommendation 1: Embassy Mbabane should take all necessary steps to recruit a Department of Defense-funded locally employed staff member to handle military training programs and exchanges without delay.

The second LE cultural assistant spends part of her time on embassy protocol work. Her entire salary has been paid with public diplomacy funds. The embassy should reimburse PAS for the time the employee spends working on protocol for the embassy.

Informal Recommendation 2: Embassy Mbabane should require that the financial management office sign a memorandum of understanding with the public affairs section to reimburse the public affairs section for the time its locally employed staff member works in protocol.

The consular section does not have a formal outreach, representation, and reporting plan to tighten focus on its objectives, improve contacts, and advance protection and information tasks.

Informal Recommendation 3: Embassy Mbabane should require that the consular section develop and implement a formal outreach, representation, and reporting plan.

Embassy fire extinguishers and the chancery's fire suppression hose reels need to be inspected annually. The front stairwell is carpeted on all floors.

Informal Recommendation 4: Embassy Mbabane should annually inspect the chancery fire extinguishers and fire suppression hose reels, and replace the carpeting on the front stairwell with tile or another nonflammable material.

Informal Recommendation 5:

Blanket purchase agreements expire at the end of each fiscal year, which puts an added burden on the procurement staff.

Informal Recommendation 6: Embassy Mbabane should change the expiration dates on blanket purchase agreements to a date other than the end of the fiscal year, to reduce the burden on the procurement staff.

Purchase order files are not closed out properly.

Informal Recommendation 7: Embassy Mbabane should include copies of the final voucher payments in all purchase order files to properly close out the procurements.

Flammable materials are stored on the shelves in the warehouse, rather than in special safety containers.

Informal Recommendation 8: Embassy Mbabane should install and use special safety containers to store flammable materials.

The Ambassador's driver is scheduled to drive 12 hours per day, exceeding the 10-hour limit in Department regulations.

Informal Recommendation 9: Embassy Mbabane should reduce the amount of time the Ambassador's driver is on duty to no more than 10 hours per day.

PRINCIPAL OFFICERS

Title	Name	Arrival Date
Ambassador	Earl Irving	09/09
Deputy Chief of Mission	Sarah Morrison	11/07
Chiefs of Sections:		
Consular	Kimberley Murphy	09/08
General Services	James Grounds	06/09
Information Management	Louis Fleitz	08/07
PEPFAR	Chris Detwiler	09/09
Pol/Econ	Craig Pike	05/09
Public Affairs	Tanya Ward	10/07
Regional Security	Kevin Murphy	08/08
Other Agencies:		
USAID	Jennifer Albertini	07/08
CDC	George Bicego	09/07
Peace Corps	Eileen Cronin	05/09

ABBREVIATIONS

AF	Bureau of African Affairs
BPA	Blanket purchase agreement
CDC	Centers for Disease Control
CLO	Community liaison office
DCM	Deputy chief of mission
DOD	Department of Defense
DS	Bureau of Diplomatic Security
EEO	Equal Employment Opportunity
EFM	Eligible family member
FSTO	Financial support and training officer
FWP	Federal Women's Program
HR	Human resources
ICASS	International Cooperative Administrative Support Services
IM	Information management
IMET	International Military Education and Training
LE	Locally employed
MSP	Mission Strategic Plan
NEC	New embassy compound
OBO	Bureau of Overseas Buildings Operations
PAO	Public affairs officer
PAS	Public affairs section
PEPFAR	President's Emergency Plan for AIDS Relief
RIMC	Regional Information Management Center
USAID	U.S. Agency for International Development

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