

~~SENSITIVE BUT UNCLASSIFIED~~

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

Report of Inspection

The Office of the Senior Coordinator for International Women's Issues

Report Number ISP-I-06-05, November 2005

~~IMPORTANT NOTICE~~

~~This report is intended solely for the official use of the Department of State or the Broadcasting Board of Governors, or any agency or organization receiving a copy directly from the Office of Inspector General. No secondary distribution may be made, in whole or in part, outside the Department of State or the Broadcasting Board of Governors, by them or by other agencies or organizations, without prior authorization by the Inspector General. Public availability of the document will be determined by the Inspector General under the U.S. Code, 5 U.S.C. 552. Improper disclosure of this report may result in criminal, civil, or administrative penalties.~~

~~SENSITIVE BUT UNCLASSIFIED~~

TABLE OF CONTENTS

KEY JUDGMENTS	1
CONTEXT	3
STRUCTURE OF THE SENIOR COORDINATOR'S OFFICE.....	5
EXECUTIVE DIRECTION	9
POLICY AND PROGRAM IMPLEMENTATION	15
Public Diplomacy	15
Iraq	15
Afghanistan	16
Policy Advocacy	17
Bureau Performance Plan.....	18
RESOURCE MANAGEMENT	19
Management Oversight	19
Human Resources Management and Staffing	19
Administrative Operations and Grant Activities	21
Funding for Operations and Financial Management	23
Facilities.....	23
Information Management.....	23
FORMAL RECOMMENDATIONS	25
INFORMAL RECOMMENDATIONS	27
PRINCIPAL OFFICIALS.....	31
ABBREVIATIONS	33
APPENDIX A	35

KEY JUDGMENTS

- The Office of the Senior Coordinator for International Women's Issues (G/IWI)¹ operates as a separate unit, although the Department of State (Department) has not formally created it as an "office" or specified its responsibilities. It should be established as a formal unit.
- The Department has not given G/IWI a clear mandate and has not determined whether the office's primary purpose should be coordination, policy, or program management. The responsibilities of the office are not distinguished from those of the Office of the Under Secretary for Global Affairs (G), leading to tension and uncertainty within G/IWI.
- The senior coordinator is an active and dedicated advocate for women's issues. G/IWI does a creditable job of publicizing the programs sponsored by the U.S. government to promote the rights and interests of women, and is a strong advocate for keeping women's issues at the forefront of U.S. policy toward Afghanistan.
- G/IWI effectively manages \$10 million in grants for the Iraqi Women's Democracy Initiative, directing that the money be used for training, communication, voter education, and other important and successful projects.
- The senior coordinator and her staff have taken steps to introduce G/IWI to other Department offices, including holding brown bag lunches and making presentations to other bureaus, but these efforts have not been fully successful in advancing the visibility of women's issues within the Department. OIG recommended that G/IWI continue these efforts with a comprehensive outreach program to the rest of the Department.
- The crisis driven atmosphere in G/IWI and the senior coordinator's emotional leadership style have exacerbated management problems in the office.

¹Throughout this report, OIG will refer to the Office of the Senior Coordinator for International Women's Issues as G/IWI or as an "office," although technically the unit is not an office and rests completely within the Office of the Under Secretary for Global Affairs.

- G/IWI has an unwieldy mix of permanent and temporary staffing. Positions on the senior coordinator's staff are much more highly graded than those in similar Department units. The senior coordinator has requested additional staffing for G/IWI. OIG believes that any decisions regarding staffing should be deferred until the Department has defined the organizational structure and functional purpose of the office.

The inspection took place in Washington, DC, between July 11 and August 31, 2005.

CONTEXT

The Department created the position of senior coordinator for international women's issues in 1994 after Congress included a sense of Congress provision in the Foreign Relations Authorization Act, FYs 1994 and 1995. In this provision, Congress declared that the Department should designate a senior advisor to the appropriate Under Secretary to promote international women's human rights within the overall human rights policy of the U.S. government.² The provision also stated Congress's belief that the creation of such a position would improve the protection of women's human rights and that abuses against women would have greater visibility if the senior coordinator were responsible for promoting the integration of women's human rights issues into U.S. foreign policy, bilateral assistance, multilateral diplomacy, trade policy, and democracy promotion. This provision was adopted at the time of the United Nations Fourth World Conference on Women held in Beijing. A large delegation from the United States, led by the First Lady, attended.

With the change of administration in January 2001, the new Under Secretary for Global Affairs identified women's issues as a key priority. Although an internal review resulted in the abolition of most offices that were organizationally outside bureaus, the Secretary of State and the Under Secretary strengthened the functions of the senior coordinator, creating additional staff positions. The senior coordinator and staff became known as the Office of the Senior Coordinator for International Women's Issues (G/IWI), reporting to the Office of the Under Secretary for Global Affairs. However, G/IWI was not formally created in accordance with Department of State regulations and guidelines. The positions of the senior coordinator and the G/IWI staff continue to appear on G's staffing pattern. This ad hoc arrangement has created a number of problems, discussed later in this report.

²The full text of the sense of Congress provision is quoted in Appendix A.

The Under Secretary for Global Affairs and the senior coordinator have identified Afghanistan and Iraq as key focal points in the administration's efforts on behalf of women. The senior coordinator and G/IWI staff oversee the Iraqi Women's Democracy Initiative, a \$10 million program funded through the Bureau of Democracy, Human Rights, and Labor (DRL), and support the Under Secretary in her capacity as co-chair of the U.S.-Afghan Women's Council, which promotes public-private partnerships aimed at empowering Afghan women. G/IWI handles several small grants in Afghanistan and is closely involved in Afghan women's programs funded by the U.S. Agency for International Development (USAID) and the Bureau of Educational and Cultural Affairs. G/IWI works closely with the Bureau of Near Eastern Affairs (NEA) in advancing women's rights, particularly through the Middle East Partnership Initiative, which includes women's issues as one of its priority areas. In addition to the work on these priority areas, G/IWI is intended to serve as a focal point for women's issues in the Department, aiming to ensure the inclusion of women's issues in the policy process.

STRUCTURE OF THE SENIOR COORDINATOR'S OFFICE

OIG found significant problems with the way that the functions of the senior coordinator and G/IWI staff are structured. Although G/IWI staff are direct members of G's staff, they operate as if they were a separate, officially designated office. G/IWI occupies quarters in a separate building from the Under Secretary and is listed as an office in the Department's Internet telephone directory. G/IWI submits and presents a Bureau Performance Plan (BPP) as part of the senior review process. It issues fact sheets to the public and has solicited grant proposals. In the 2005 U.S. submission to the United Nations on progress since the Beijing Conference, G/IWI was the first entry on a list of the government's institutional mechanisms to promote gender equality and women's empowerment. However, for the creation of an office and the establishment of its authorities, 1 FAM 014 requires a number of specific bureaucratic procedures, none of which has been carried out in G/IWI's case.

There are a number of possible ways to structure the functions of G/IWI. The unit could be placed as a separate office directly under G (as it is currently operating de facto and as is the case with the Office to Monitor and Combat Trafficking in Persons). Alternatively, it could be placed within a functional bureau. Retaining the senior coordinator and G/IWI staff as members of the Under Secretary's direct staff is not a viable option unless the senior coordinator's functions and staff size are considerably curtailed and all practices that suggest the existence of a separate office are terminated. How the senior coordinator and G/IWI staff should be structured administratively is a decision for policymakers. Whatever the structure, it must operate in a way that is consistent with Department regulations and procedures.

Recommendation 1: The Office of the Under Secretary for Global Affairs, in coordination with the Under Secretary for Management and the Bureau of Human Resources, should determine the appropriate organizational structure for the Office of the Senior Coordinator for International Women's Issues and should undertake the steps outlined in the Foreign Affairs Manual for the creation of the resulting Department entity. (Action: G, in coordination with M/P and DGHR)

Recommendation 2: The Office of the Under Secretary for Global Affairs should determine which of its positions should be formally assigned to the Office of the Senior Coordinator for International Women's Issues and should request that the Bureau of Human Resources reprogram these positions. (Action: G, in coordination with DGHR)

In addition to the need for an appropriate structure, G/IWI should have a clear mandate. The position description for the senior coordinator states that the coordinator's role is to promote international women's human rights within the overall human rights policy of the U.S. government. While this broad mission is clear, the immense number of possible activities to fulfill that mission is a daunting challenge. The office to date has opted to contribute to some of the nation's most important foreign policy challenges by sponsoring and managing a small number of programs, as it now does with Afghanistan and Iraq. The question remains what the office can do beyond these top priorities. The infinite variety of women's issues, the difficulties of achieving change, and the diversity of geographic and cultural conditions suggest the breadth of possibilities this small office faces with the limited resources at its disposal. The office's operational mandate also needs to be defined. Is its primary purpose coordination, policy, or program management? The answer is not clear.

G/IWI receives many requests for information, briefing materials, and other types of assistance from a variety of sources. The office attempts to fulfill as many requests as possible. With an unclear mandate, it is hard to determine which requests represent the most appropriate use of the office's resources. At the time of the inspection, OIG observed the senior coordinator's staff carrying out tasks in response to requests from other bureaus that the bureaus could more appropriately have handled themselves. Once G/IWI institutes a mechanism for deciding which projects to take on, the office will be better able to plan its activities, track workflow, and provide documentation on its accomplishments. OIG left an informal recommendation regarding this matter.

The lack of a clear mandate also contributes to uncertainty and tension between G/IWI staff and staff members who report directly to the Under Secretary. There was a perception within G/IWI that employees in the Under Secretary's office micromanaged G/IWI operations. However, without clear lines of authority, OIG had no basis for determining whether these complaints were valid.

The process of creating a Department entity requires completion of a functional statement (1 FAM 014.7). G has not worked with the senior coordinator to develop a functional statement that clearly spells out G/IWI's priorities, responsibilities, and activities, and distinguishes these responsibilities from those of the Under Secretary and G staff.

Recommendation 3: The Office of the Under Secretary for Global Affairs, in coordination with the Office of the Senior Coordinator for International Women's Issues, should draft a functional statement outlining the responsibilities of the Office of the Senior Coordinator for International Women's Issues; circulate the statement for clearance by all offices that have related functions; submit the statement for approval by the Office of Management, Policy and Planning; and submit the approved statement to the Directives Management Staff in the Bureau of Administration. (Action: G, in coordination with G/IWI, M/P, and A)

Recommendation 4: The Office of the Senior Coordinator for International Women's Issues, in coordination with the Foreign Service Institute, should arrange a facilitated offsite session or sessions, as appropriate, aimed at addressing office mission and organizational development issues, and to identify management or other course options that might strengthen individual capabilities and office cohesion. (Action: G/IWI, in coordination with FSI)

Portfolios are not clearly delineated among members of the senior coordinator's staff, and their responsibilities often change from day to day.

Recommendation 5: The Office of the Senior Coordinator for International Women's Issues should establish employee work requirements statements that clearly delineate portfolios, take into account the grade of the employee, and reflect the priorities set out in the office's functional statement. The office should hold individual meetings with each employee to discuss the work requirements and hold meetings with the entire staff to discuss the division of responsibilities. (Action: G/IWI)

At the time of the inspection, the senior coordinator held two staff meetings every week. This is by all accounts an improvement over the past practice of holding a staff meeting every day. During the inspection, the senior coordinator began preparing an agenda for each meeting. At a staff meeting that OIG attended, she asked for feedback on this practice and everyone agreed that it was a positive change. OIG encouraged the coordinator to continue preparing agendas for staff meetings and to try to hold each staff meeting to an hour or less.

Like the senior coordinator position, the position that has functioned as a de facto deputy director position for G/IWI is a Schedule C. In the past three years, G/IWI has had three different deputies, including the senior coordinator before her appointment to the coordinator position in April 2003, and the position has been

vacant for periods ranging from one month to 13 months. As noted elsewhere in this report, there is a third Schedule C position in G/IWI, a GS-14 special assistant, which was also vacant at the time of the inspection. There are no immediate prospects for filling either of these Schedule C positions.

It is unusual in an office of this size, with only eight full-time positions, to have three of those positions - almost half of the staff - devoted to Schedule C appointments. In most offices headed by Schedule C appointees, there is at least one management-level position that is held by a career Civil Service or Foreign Service employee. This ensures the presence of a senior staff member who can provide institutional knowledge and, in the case of Civil Service employees, continuity. The fact that there have been ongoing difficulties and delays in keeping G/IWI's Schedule C positions filled exacerbates the problems for this small operation.

A career Foreign Service or Civil Service employee in the number two position would allow the senior coordinator to spend more time carrying out her duties as the Department's public spokesperson on international women's issues. In addition, a deputy could assist the office in screening requests, determining which projects to accept, tracking workflow, managing the staff, and making plans for future activities. Shifting the deputy director position from Schedule C to a career position can be accomplished either by reprogramming the existing de facto deputy position (Y1008097) from Schedule C to Civil Service or Foreign Service, or by shifting portfolios among the Under Secretary's staff so that a Civil Service employee or Foreign Service officer at the appropriate grade (FS-01 or GS-14 or 15) encumbers the de facto deputy director position. Regardless of how the deputy position is handled, at least one of the three Schedule C positions in G/IWI should be reprogrammed to Civil Service or Foreign Service to improve continuity of operations and regularize staffing in this small office.

Recommendation 6: The Office of the Under Secretary for Global Affairs, in coordination with the White House Liaison and the Bureau of Human Resources, should reprogram the existing Schedule C position (Y1008097) to a Civil Service or Foreign Service position. (Action: G, in coordination with M/WHL and DGHR)

Recommendation 7: The Office of the Senior Coordinator for International Women's Issues, in coordination with the Executive Secretariat, Office of the Executive Director, should designate one of its permanent Civil Service or Foreign Service positions as the de facto deputy for the office and revise the position description to reflect these duties. (Action: G/IWI, in coordination with S/ES-EX)

~~**SENSITIVE BUT UNCLASSIFIED**~~

~~**SENSITIVE BUT UNCLASSIFIED**~~

POLICY AND PROGRAM IMPLEMENTATION

PUBLIC DIPLOMACY

As noted above, public advocacy of international women's issues is the greatest strength of the senior coordinator and G/IWI staff. The office does a credible job of publicizing the programs sponsored by the U.S. government to promote the rights and interests of women. For example, the office provided information for a July 3, 2005, cover story in *Parade* magazine, a rotogravure Sunday newspaper insert that reaches 75 million households in the United States. The senior coordinator took part in an innovative Internet chat room that attracted a large number of participants. Department officials praised the energy and engagement of the senior coordinator and G/IWI's public diplomacy staff.

IRAQ

In March 2004, the senior coordinator's staff obtained authority to administer \$10 million in Coalition Provisional Authority grants for the Iraqi Women's Democracy Initiative. DRL holds the funds. The program resulted in eight grants. This money was spent to provide training in political organization and leadership, communication, and coalition-building skills for many of the women who were members of the Iraqi national assembly. Grants were also provided for voter education. Grantees have established women's resource centers. Money has also been used for media training for women journalists and entrepreneurial training. Grantees have worked with political parties and civil society organizations to develop concrete strategies for including women in the political process. More recent training has focused on constitution-drafting, legal reform, and the legislative process.

AFGHANISTAN

The senior coordinator and G/IWI staff have played an important role in the creation and functioning of the U.S.-Afghan Women's Council. They worked with USAID and the First Lady's office on establishing a teacher-training program, creating an American University in Kabul, modeled after the long-established American University in Beirut, and reviving the International School. After many years of Taliban rule in which girls received no formal education, the construction of a new women's dormitory will make it possible for rural women to attend the University of Kabul and the Teacher Training Institute. Women's centers have been created in 17 of Afghanistan's 34 provinces to provide women's training courses, job skills, and literacy, and also to serve as referral centers for services designed for women. The achievements of women recently in Afghan politics have been impressive, although G/IWI can take only a modest amount of credit for these gains. More than 40 percent of all voters are now women, and women will have not less than 25 percent of all seats in the lower house and 17 percent of all seats in the Senate.

There was an unclear delineation of responsibilities between the Under Secretary's direct staff and G/IWI with regard to support for the U.S.-Afghan Women's Council, of which the Under Secretary serves as co-chair. OIG recommended informally that the Under Secretary and the senior coordinator specify which of these functions belongs to G/IWI when developing a functional statement, and that the senior coordinator and the Under Secretary ensure that the responsibilities of the special advisor for Afghanistan (S7969800) are clearly spelled out in the new incumbent's work requirements statements when she arrives in October 2005.

On the policy advocacy side, other Department officials said that G/IWI does an effective job of ensuring that women's issues remain at the forefront of U.S. policy toward Afghanistan.

POLICY ADVOCACY

G/IWI has had other policy advocacy successes in addition to its work in Iraq and Afghanistan, including effective work with the Bureau of International Organizations in advancing U.S. positions on women's issues at the United Nations. As noted above, the special coordinator is an excellent speaker and is highly effective at conveying U.S. positions on women's issues during public appearances.

The senior coordinator and her staff have taken steps to introduce G/IWI to other Department offices, including holding brown bag lunches and making presentations to other bureaus, but these efforts have not been fully successful in advancing the visibility of women's issues within the Department. Placed in an office more than one half mile from the Department and operating without a clear mandate, the senior coordinator and G/IWI staff are still relatively unknown among their colleagues. Offices in the Department often send forward talking points and policy papers that include women's issues without sending them to G/IWI for clearance. During the FY 2007 senior review, conducted in summer 2005, the Deputy Secretary encouraged G/IWI and other offices to think about their effectiveness and the integration of their programs, and said that the nature of the programs and initiatives presented a great opportunity for collaboration and integration.

G/IWI needs to be more visible to ensure that women's issues are included in foreign policy, that the Department is coordinating its activities with respect to women's issues, and that the Department is making full use of G/IWI's expertise. During the senior review, the senior coordinator suggested that G/IWI could become a facilitator for regional bureaus, sharing lessons learned and best practices. Due to the periodic turnover of personnel within both the Department as a whole and G/IWI, any efforts to bring G/IWI to the attention of Department offices must be done on a continuing basis.

Recommendation 8: The Office of the Senior Coordinator for International Women's Issues should develop and implement a comprehensive plan for outreach to the rest of the Department to raise the unit's visibility, particularly with the six regional bureaus and the functional bureaus with policy and programmatic responsibilities. (Action: G/IWI)

BUREAU PERFORMANCE PLAN

G/IWI established a BPP and went through the senior review process despite the lack of a formal administrative structure. Much of the language in the plan's opening sections is hortatory rather than descriptive of the senior coordinator's achievements. The lack of specifics is not surprising given the lack of a defined role for G/IWI. The senior coordinator's staff is to be commended for the amount of effort that clearly went into its preparation of the goal papers. They are highly detailed and give an excellent overview of the U.S. government's goals and activities regarding international women's issues. One weakness of the goal papers is that in many instances they portray G/IWI as the lead office on issues in which other Department entities clearly have the lead, such as efforts to secure passage of UN resolutions. Regarding the resource tables, it is misleading to portray G/IWI as a discrete Department entity with its own staff and budget when it does not exist as a separate administrative entity from G. Whether G/IWI continues to prepare a BPP and participate in the senior review process will depend on how the unit is formally structured.

RESOURCE MANAGEMENT

MANAGEMENT OVERSIGHT

OIG has presented in this report a number of issues that affect the management of G/IWI, including overlapping responsibilities and activities with the G staff, the lack of a clear scope and purpose for G/IWI, the absence of clearly defined portfolios, and the cumbersome approach to staffing. These issues also prevent G/IWI from being able to formulate well-documented plans for managing its own operations and to monitor workflow. The result is a busy office that is not as effective as it might be if better organized. Throughout this report, OIG has offered recommendations and suggestions to bring about a more efficient and organized office.

HUMAN RESOURCES MANAGEMENT AND STAFFING

Determining the number and mix of employees working in G/IWI on any given day is a complicated task, due to heavy turnover in the office and the variety of hiring methods used to fill positions. A G/IWI staff list prepared for the inspection shows 11 different categories of employees for the 20 positions on the list. The actual number of encumbered positions during the inspection fluctuated from 15 at the start, down to 10 at the midway point, and back up to 14 at the conclusion.

Even these numbers are misleading. G/IWI's base staff includes only eight full-time equivalent (FTE) positions: three Schedule C, three Civil Service, and two Foreign Service. Only three of these permanent positions were encumbered during the inspection; a fourth position was filled as the inspection ended, and a fifth is scheduled to be filled in October 2005. The other employees working in G/IWI during the inspection were all temporary employees, obtained by G/IWI in a variety of ways: a senior Foreign Service officer on a special one-year tour, a Civil Service employee on temporary detail from another Department bureau, a stay-in-school

clerk, four interns, an American Association for the Advancement of Science fellow, two contract employees providing administrative support, and two contract employees working on Iraqi women's issues. Because these last two positions were funded from the Iraqi Women's Democracy Initiative, which is under the auspices of DRL, the human resources management officer for G/IWI, who works in the Office of the Executive Director in the Executive Secretariat (S/ES-EX), was not even aware that G/IWI had these contract employees on its staff.

The coming and going of so many temporary employees means that they have little time to learn their jobs, are less productive than permanent employees, and in many cases require close supervision and training that take other staff members away from their regular duties. Short-term interns and fellows are good examples of this problem. G/IWI had a total of four short-term interns and fellows in the summer of 2005 at a time when only three of its eight permanent slots were filled. The interns were not particularly well supervised and frequently did not have assignments. G/IWI needs to move toward a situation in which it has a higher proportion of direct-hire permanent employees. The office has requested more permanent positions in its FY 2007 BPP, citing particularly the need for two employees to institutionalize the work in Iraq and the Broader Middle East, and to cover the expanding portfolio of cross-regional issues. The creation of new positions in G/IWI, however, is premature at a time when the unit has yet to be established as a formal entity, lacks a functional statement, and has never had all eight of its extant positions filled simultaneously for any significant period of time.

Positions in G/IWI are more highly graded than those in similar Department units. In addition to the senior coordinator position, which is an executive-level position, the office has three GS-15 (or Foreign Service-equivalent) positions, two GS-14 positions, one GS-13 position, and one GS-09 position. Typically, an office the size of G/IWI would have a GS-15 or executive-level (or Foreign Service equivalent) office director, a GS-14 or GS-15 deputy director, and perhaps another GS-14 position, with the remainder of the staff at the GS-13 level or below. This top-heavy structure costs the Department money, and senior employees complained that they were often assigned work that was not commensurate with their skills and experience.

G/IWI could work more productively with fewer temporary staff, including interns, and with the full current complement of permanent staff at somewhat lower grades. Additional staff are neither needed nor advisable at this time. Once the Department has made and implemented its determinations regarding G/IWI's

structure, as recommended elsewhere in this report, the office can begin to assess whether it has the right mix of people at the right grades to carry out the relevant duties within the resources available.

ADMINISTRATIVE OPERATIONS AND GRANT ACTIVITIES

Administrative operations for G/IWI are handled by S/ES-EX. This office provides human resource management support, allots funds to G/IWI and prepares monthly budget reports, processes travel authorizations and travel vouchers, and performs other administrative services generally provided by an executive office for a bureau.

The general administrative arrangements with S/ES-EX are adequate but are not ideal for either the Office of the Secretary or G/IWI. There is no other office or bureau that represents an immediately obvious solution to the issue of how to provide administrative services to G/IWI. After the Department determines the organizational structure of G/IWI, the issue of administrative support should be reviewed.

Program funding for G/IWI is managed by both DRL and S/ES-EX. The Iraqi Women's Democracy Initiative funding is under the auspices of DRL. The future of program funding for the Iraqi Women's Democracy Initiative is uncertain. Department sources told OIG that there might be a second tranche of funding from Iraq Reconstruction Funds to begin in FY 2006 that would be allocated among DRL, NEA, and G/IWI. Dividing the funding among the three bureaus would signal a slight shift in how women's programs are managed, by placing some of the funding for women's programs with a geographic bureau and some directly with DRL. G/IWI staff believe that this approach will dilute the importance of women's issues by lessening the amount of funding that is dedicated to this purpose. The Department may want to review the issue of dedicated funds after the decisions regarding the organizational structure and function of G/IWI have been made.

The Iraqi Women's Democracy Initiative grants are closely monitored by the two contractors in G/IWI, who follow up to ensure that quarterly reports are submitted by the grantees. At the time of the inspection, there were eight active

grants. G/IWI hopes to continue some of these grants with remaining or additional funding in FY 2006. Although the grant officer representatives are performing their tasks well, they have not signed grant officer representative letters and have not had grant officer representative training. OIG made an informal recommendation that G/IWI correct these matters.

DRL, as holder of funding for the Iraqi Women's Democracy Initiative, has committed portions of this money for contractor salaries within DRL and the Office of Acquisitions Management in the Bureau of Administration (A/LM/AQM). Money from the Initiative is used to pay 50 percent of the salaries of a DRL program officer and a DRL contractor who works in the grants accounting area. Funds are also used to pay 50 percent of the salary of a contract specialist in A/LM/AQM. G/IWI does not have the capability within its own office to process the grants, and other bureaus employ the grants officers, as well as the persons who monitor the funds. OIG made an informal recommendation that G/IWI work with DRL and A/LM/AQM to clarify the amount of time for these employees that will be charged to Initiative funds.

The Department solicits and receives a small amount of gift fund money for Afghanistan women's programs. At the time of the inspection, there were three grants either active or under consideration. These included one for \$10,000 to train Afghan women judges and lawyers, a second for \$750 to buy a loom for an Afghan woman weaver, and a third for \$10,000 that is reportedly being handled by the G staff. G/IWI did not have information on the grant numbers or start dates of the grants, and OIG could not confirm with A/LM/AQM that the grants had been signed. Similar grants for previous years may total around \$90,000.

Recommendation 9: The Office of Acquisitions Management, in coordination with the Office of the Under Secretary for Global Affairs, the Office of the Special Coordinator for International Women's Issues, the Bureau of Resource Management, and the Office of the Executive Director in the Executive Secretariat, should establish procedures and documentation for the Afghanistan gift fund grants to meet relevant requirements for grants and distribute these procedures to involved offices. (Action: A/LM/AQM, in coordination with G, G/IWI, RM, and S/ES-EX)

OIG made an informal recommendation that after the arrival of the new policy advisor in October 2005 G/IWI institute formal grant monitoring procedures for

the Afghanistan grants for which it is responsible, ensure that a signed grant officer representative letter is on file, and provide the grant officer representative with grant officer representative training.

FUNDING FOR OPERATIONS AND FINANCIAL MANAGEMENT

G/IWI functions on a small annual budget that amounted to about \$275,000 for FY 2005. The senior coordinator does not think this is sufficient to cover women's programs and has requested additional resources. The Department will be better able to make decisions regarding the appropriate level of funding after it has clarified the structure and function of G/IWI.

FACILITIES

G/IWI offices are located in State Annex 22 at 1800 G Street, NW, in Washington, DC. The offices were renovated in FY 2004, at a cost of approximately \$125,000. The Department operates a shuttle that connects SA-22 with the main Department of State building, but G/IWI employees report that it is not reliable. The offices are about eight blocks distance from each other, with a walking time of 10 to 15 minutes. G/IWI employees report that the distance from the Department is problematical when they want to keep in touch.

INFORMATION MANAGEMENT

The Systems Division in the Bureau of Information Resource Management (IRM/SYS) operates the information management and information security program for G/IWI.

OIG observed effective information management practices in IRM/SYS, which provides the appropriate protection to the G/IWI systems. For example, the information systems have standard operating procedures, information system security program plans, and contingency plans. The information systems security officer regularly scans for abnormal security settings, scans for inappropriate material monthly, and follows up on computer incidents.

G/IWI does not follow the appropriate procedure when requesting technical assistance from IRM/SYS. Currently customers bypass calling the InfoCenter and go directly to the assigned computer specialist. All customers should go through the InfoCenter to request technical assistance. The use of the tracking application will enable managers to monitor support activities and to track support calls from start to finish. Management cannot determine whether support is appropriate and timely based solely on anecdotal complaints. OIG made an informal recommendation regarding the use of the InfoCenter.

FORMAL RECOMMENDATIONS

Recommendation 1: The Office of the Under Secretary for Global Affairs, in coordination with the Under Secretary for Management and the Bureau of Human Resources, should determine the appropriate organizational structure for the Office of the Senior Coordinator for International Women's Issues and should undertake the steps outlined in the Foreign Affairs Manual for the creation of the resulting Department entity. (Action: G, in coordination with M/P and DGHR)

Recommendation 2: The Office of the Under Secretary for Global Affairs should determine which of its positions should be formally assigned to the Office of the Senior Coordinator for International Women's Issues and should request that the Bureau of Human Resources reprogram these positions. (Action: G, in coordination with DGHR)

Recommendation 3: The Office of the Under Secretary for Global Affairs, in coordination with the Office of the Senior Coordinator for International Women's Issues, should draft a functional statement outlining the responsibilities of the Office of the Senior Coordinator for International Women's Issues; circulate the statement for clearance by all offices that have related functions; submit the statement for approval by the Office of Management, Policy and Planning; and submit the approved statement to the Directives Management Staff in the Bureau of Administration. (Action: G, in coordination with G/IWI, M/P, and A)

Recommendation 4: The Office of the Senior Coordinator for International Women's Issues, in coordination with the Foreign Service Institute, should arrange a facilitated offsite session or sessions, as appropriate, aimed at addressing office mission and organizational development issues, and to identify management or other course options that might strengthen individual capabilities and office cohesion. (Action: G/IWI, in coordination with FSI)

Recommendation 5: The Office of the Senior Coordinator for International Women's Issues should establish employee work requirements statements that clearly delineate portfolios, take into account the grade of the employee, and reflect the priorities set out in the office's functional statement. The office should hold individual meetings with each employee to discuss the work requirements and hold meetings with the entire staff to discuss the division of responsibilities. (Action: G/IWI)

Recommendation 6: The Office of the Under Secretary for Global Affairs, in coordination with the White House Liaison and the Bureau of Human Resources, should reprogram the existing Schedule C position (Y1008097) to a Civil Service or Foreign Service position. (Action: G, in coordination with M/WHL and DGHR)

Recommendation 7: The Office of the Senior Coordinator for International Women's Issues, in coordination with the Executive Secretariat, Office of the Executive Director, should designate one of its permanent Civil Service or Foreign Service positions as the de facto deputy for the office and revise the position description to reflect these duties. (Action: G/IWI, in coordination with S/ES-EX)

Recommendation 8: The Office of the Senior Coordinator for International Women's Issues should develop and implement a comprehensive plan for outreach to the rest of the Department to raise the unit's visibility, particularly with the six regional bureaus and the functional bureaus with policy and programmatic responsibilities. (Action: G/IWI)

Recommendation 9: The Office of Acquisitions Management, in coordination with the Office of the Under Secretary for Global Affairs, the Office of the Special Coordinator for International Women's Issues, the Bureau of Resource Management, and the Office of the Executive Director in the Executive Secretariat, should establish procedures and documentation for the Afghanistan gift fund grants to meet relevant requirements for grants and distribute these procedures to involved offices. (Action: A/LM/AQM, in coordination with G, G/IWI, RM, and S/ES-EX)

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.

Structure of the Senior Coordinator's Function

The senior coordinator's staff carries out tasks in response to requests from other bureaus that the bureaus could more appropriately have handled themselves, and the office is deluged with requests from a number of sources. The office does not have a mechanism to track requests and workflow, plan for future activities, or provide documentation of its accomplishments.

Informal Recommendation 1: The Office of the Senior Coordinator for International Women's Issues should institute a mechanism for deciding which projects to take on so that it can better plan its activities, track requests and workflow, and provide documentation of its accomplishments.

Policy and Program Implementation

There is an unclear delineation of responsibilities between the Office of the Under Secretary and G/IWI with regard to support for the U.S.-Afghan Women's Council, of which the Under Secretary serves as co-chair.

Informal Recommendation 2: The Office of the Under Secretary for Global Affairs and the Office of the Senior Coordinator for International Women's Issues should specify which functions related to the U.S.-Afghan Women's Council are to be conducted by the Office of the Senior Coordinator after a functional statement is developed.

Informal Recommendation 3: The Office of the Senior Coordinator for International Women's Issues should clearly spell out the responsibilities of the special advisor for Afghanistan in the incumbent's work requirements statement.

Resource Management

The grant officer representatives for the Iraqi Women's Democracy Initiative are performing their tasks well, but they have not signed grant officer representative letters and have not had grant officer representative training.

Informal Recommendation 4: The Office of the Senior Coordinator for International Women's Issues should request and sign letters from the Office of Acquisitions for each grant and provide grant officer representative training for the individuals serving as grant officer representatives on the Iraq grants.

Portions of the funding for the Iraqi Women's Democracy Initiative have been committed to contractor salaries within DRL and A/LM/AQM. G/IWI does not have the capability within its own office to process the grants, and other offices employ the grants officers, as well as the persons who monitor the funds.

Informal Recommendation 5: The Office of the Senior Coordinator for International Women's Issues should work with the Bureau of Democracy, Human Rights and Labor and the Office of Acquisitions to clarify the amount of time for employees from these offices that will be charged to Iraqi Women's Democracy Initiative funds.

The senior coordinator is serving as the grant officer representative for the Afghanistan grants, and there are no grant officer representative letters on file, nor has the grant officer representative received training.

Informal Recommendation 6: With the arrival of the new policy advisor in October 2005, the Office of the Senior Coordinator for International Women's Issues should institute formal grant monitoring procedures for the Afghanistan grants for which it is responsible, ensure that a signed grant officer representative letter is on file, and provide the grant officer representative with grant officer representative training.

G/IWI customers bypass the InfoCenter and go directly to the assigned computer specialist. If customers call the InfoCenter, the tracking application will enable managers to monitor support activities and to track support calls from start to finish.

Informal Recommendation 7: The Office of the Senior Coordinator for International Women's Issues should enforce the procedure that users contact the InfoCenter for information technology issues.

PRINCIPAL OFFICIALS

	<u>Name</u>	<u>Arrival Date</u>
Senior Coordinator	Charlotte Ponticelli	04/03 ⁴

⁴ The senior coordinator arrived in the office on September 9, 2002, as deputy coordinator and assumed the position of senior coordinator in April 2003.

ABBREVIATIONS

A/LM/AQM	Office of Acquisitions Management, Bureau of Administration
BPP	Bureau Performance Plan
Department	Department of State
M/DGHR	Director General of the Foreign Service and Director of Human Resources
DRL	Bureau of Democracy, Human Rights, and Labor
FTE	Full-time equivalent
G	Office of the Under Secretary for Global Affairs and Coordinator
G/IWI	Office of the Senior Coordinator for International Women's Issues
IRM/SYS	Systems Division, Bureau of Information Resource Management
NEA	Bureau of Near Eastern and South Asian Affairs
S/ES-EX	Office of the Executive Director, Executive Secretariat
USAID	U.S. Agency for International Development

APPENDIX A

Sense of Congress Provision

Foreign Relations Authorization Act, Fiscal Years 1994 and 1995

SEC. 142. WOMEN'S HUMAN RIGHTS PROTECTION

(a) SENSE OF CONGRESS - The Congress makes the following declarations:

- (1) The State Department should designate a senior advisor to the appropriate Undersecretary [sic] to promote international women's human rights within the overall human rights policy of the United States Government.
- (2) The purpose of assigning a special assistant on women's human rights issues is not to segregate such issues, but rather to assure that they are considered along with other human rights issues in the development of U.S. foreign policy.
- (3) A specifically designated special assistant is necessary because within the human rights field and the foreign policy establishment, the issues of gender-based discrimination and violence against women have long been ignored or made invisible.
- (4) The Congress believes that abuses against women would have greater visibility and protection of women's human rights would improve if the advocate were responsible for integrating women's human rights issues into United States foreign policy, bilateral assistance, multilateral diplomacy, trade policy, and democracy promotion.

(b) CONGRESSIONAL NOTIFICATION - Not later than 180 days after the date of enactment of this Act, the Secretary of State shall notify Congress of the steps taken to fulfill the objectives detailed in subsection (a).

~~SENSITIVE BUT UNCLASSIFIED~~

~~SENSITIVE BUT UNCLASSIFIED~~

~~SENSITIVE BUT UNCLASSIFIED~~

~~SENSITIVE BUT UNCLASSIFIED~~