



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

**Office of Inspector General**

**Office of Inspections**

**Inspection of  
Embassy Dakar, Senegal**

**Report Number ISP-I-11-46A, June 2011**

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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 AND SCOPE**

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

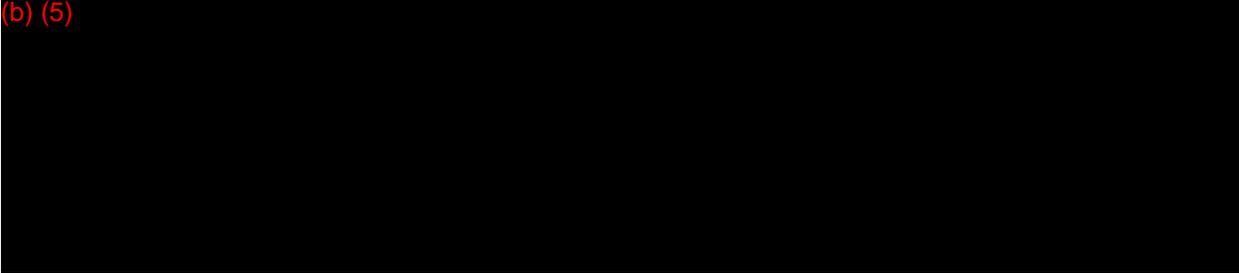
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## Key Judgments

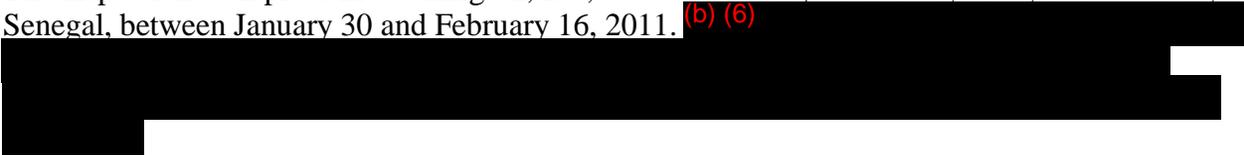
- Executive leadership at Embassy Dakar is dynamic and engaged on a strategic and personal level, and, consequently, the front office enjoys broad popular support across all embassy sections and agencies. However, systemic managerial and security concerns have not received sufficient front office oversight and attention to enable these sections to effectively manage the burgeoning mission growth.

(b) (5)



- Senior embassy management excels at leveraging its inclusive communications style to seek consensus wherever possible within the embassy community. This approach is less successful when clear direction is required to establish priorities, ensure accountability, and resolve interagency differences of opinion.
- Embassy Dakar operates in a high-risk environment for waste, fraud, and mismanagement. The Office of Inspector General (OIG) team identified serious internal control vulnerabilities in a number of areas, including property and fuel.
- Embassy Dakar manages a large and complex foreign assistance budget that includes annual program expenditures approaching \$110 million and a recently signed \$540 million Millennium Challenge Corporation compact. Although the Ambassador provides broad program oversight for the mission foreign assistance effort, communication within the mission's program implementing community is uneven.

The inspection took place in Washington, DC, between January 10 and 28, 2011, and in Dakar, Senegal, between January 30 and February 16, 2011. (b) (6)



## Context

Located on the west coast of Africa, Senegal is roughly the size of South Dakota and has a population of 12.5 million. A French colony until 1960, this predominantly Muslim country has proved to be a reliable U.S. partner and has cooperated consistently with the United States on a wide range of issues, including peacekeeping, counterterrorism, and counternarcotics. Although Senegal has a long tradition of being both stable and democratic, the presence of a low-level separatist insurgency in the southern part of the country since the 1980s continues to be a security concern. The persecution of journalists and suppression of political opposition in recent years have raised questions about the government's commitment to that tradition. In addition, corruption, much of it involving the most senior levels of government and the President's inner circle, is undermining economic growth and Senegal's ability to attract investments.

U.S. Government priorities in Senegal include promoting democracy, good governance, and national reconciliation; achieving sustained economic growth; combating transnational crime and terrorism and building regional stability; maintaining food security and managing environmental challenges; improving health care and education; and promoting understanding through Muslim outreach and public diplomacy. Embassy Dakar administers a complex assistance portfolio that in FY 2010 included approximately \$110 million in direct program expenditures and a \$540 million Millennium Challenge Corporation compact signed in 2009.

Embassy Dakar is a large and rapidly expanding mission with growing regional responsibilities. At the time of the previous OIG inspection in 2006, there were 104 direct-hire American positions and 302 local staff from 8 agencies in Dakar. The embassy now has 139 direct-hire and 313 local staff from 11 U.S. Government International Cooperative Administrative Support Services (ICASS) member agencies, currently unevenly spread to serious overcapacity in 9 office buildings scattered across Dakar. Of the 139 total direct-hire positions, 42 are USAID and 16 are from the Department of Defense. Construction of the NEC, scheduled to open in 2013, is progressing on schedule under the direction of four resident Bureau of Overseas Buildings Operations (OBO) employees. Approximately 5,000 American citizens live in Senegal.

The Ambassador to Senegal has been accredited to neighboring Guinea-Bissau since the Department of State (Department) suspended embassy operations there in 1998. Embassy Dakar maintains a liaison office in Bissau that is managed by three locally employed (LE) members of staff and one direct-hire Guinea-Bissau action officer who resides in Dakar and travels on temporary duty to Bissau. The embassy is now attempting to establish work space for the direct-hire officer in the Portuguese Embassy in Bissau.

## **Executive Direction**

The Ambassador arrived in July 2008, 1 year after the departure of her predecessor, to assume charge of Embassy Dakar, the fifth-largest mission in Sub-Saharan Africa. She is charged with leading a large interagency country team with a multiplicity of diverse yet interconnected objectives, which also functions as a regional hub and provides nearby posts with security, personnel, facilities maintenance, financial, and technical support, among other services. She is also accredited to nearby Guinea-Bissau and attributes a high mission priority to this responsibility. She is scheduled to complete her assignment in July 2011. Now in her last 6 months at post, the Ambassador is popular, involved with the community, very active in public diplomacy and outreach, and widely respected at all levels.

The deputy chief of mission (DCM), although relatively new at post (August 2010), already enjoys support within the embassy community. In this mission of 12 agencies physically scattered across sprawling and traffic-clogged Dakar, OIG questionnaires also credit the executive office with successfully instilling a unified, whole-of-government approach to U.S. policy toward Senegal, particularly at the senior level. At the working level, however, cohesion is more uneven, and not all mission personnel share the collaborative sense of purpose and high morale demonstrated by some of their more senior colleagues. A variety of factors appear to account for this disconnect, including uneven communication across and within agencies and sections, as well as unrealized—and sometimes unrealistic—quality-of-life expectations concerning housing, and allowances, as well as commissary and diplomatic pouch services. Although actively trying to resolve these issues on a personal level, the Ambassador and DCM have been hard-pressed to find workable solutions to the overall systemic problems.

The country team is an information-sharing tool at Embassy Dakar. With few exceptions, all sections and agencies participate at the chief or deputy level. During the two sessions that the OIG team observed (one chaired by the DCM acting as chargé d'affaires and the second by the Ambassador after her return), the atmosphere was easy and collegial. The meetings lasted approximately 1 hour. Although some have criticized country team meetings for their length and apparent lack of focus, the OIG team saw value in the weekly, whole-of-mission opportunity to share information across the many agencies represented in Dakar, but it conceded that more rigorous time management would minimize some participants' frustration. A smaller, "core" country team also meets weekly, with participation from all Department section chiefs, except the management officer, as well as selected agency chiefs. Although the OIG team was unable to observe a "core" meeting, the DCM described them as more focused on the strategic and policy levels. Interagency participants confirmed this characterization.

### **Mission Strategic Resource Plan Process**

Embassy Dakar was starting preparations for its FY 2013 Mission Strategic Resource Plan (MSRP) during the OIG inspection, and the executive office had just designated the political section chief, who arrived in summer 2010, as the overall coordinator. The Ambassador described the previous FY 2012 MSRPs for Senegal and Guinea-Bissau as fully participative processes, with active and complete participation from herself, the previous DCM, Department sections, and other agencies. She noted that the resultant strategic goals and objectives enjoyed

full mission-wide consensus, closely mirrored the internal management of post, and also reflected the activities of other agencies. Although Embassy Dakar respondents to OIG team inquiries did not recall using the MSRP document throughout the year as a formal guide for discussions of priorities and resources, they confirmed that MSRP policy objectives were so well-known to them that it was “understood” that these objectives were the policy guidelines for mission programs and initiatives.

### **Entry-Level Officers**

Most entry-level employees were pleased with the support and guidance they received from front-line supervisors. However, the newest entry-level specialists and generalists expressed some frustration that everything about an embassy community was too new for them to navigate successfully without more hands-on guidance from post management. In response to this need, some entry-level officers (ELO) proposed to the DCM that he work with them to create a first- and second-tour officer group for Embassy Dakar. The DCM was responsive to the idea, and has held his first meeting with the group. Although some of the group’s activities will include both generalists and specialists, Embassy Dakar also boasts a well-established mentoring program for administrative specialists, which enjoys active support from the front office. This program, the initiative of a senior office management specialist, meets regularly and includes team building and professional development brown bag sessions. The Ambassador and DCM are also active in and supportive of Equal Employment Opportunity (EEO) objectives.

### **Managing Growth**

Growth at Embassy Dakar is not a new phenomenon. The mission had already outgrown the chancery building (acquired in 1977) at the time of the last OIG inspection in 2006, and American direct-hire staffing has grown significantly since then. Although a NEC is currently under construction and scheduled for completion in 2013, post management will have to mitigate the most critical life and safety vulnerabilities in the existing embassy office buildings prior to the completion of the NEC. Thanks to its location and current stability, Dakar has the reputation as the most hospitable site in the region for hosting official U.S. personnel. It is already a hub for various diplomatic support services, and USAID also plans to expand its use as a regional training center. Given Dakar’s attractiveness for these activities, the OIG team concluded that, over the years, the Ambassador and her predecessors have been under pressure from the Department and other agencies, particularly USAID, to approve American direct-hire staffing increases. This has been caused, in part, by the fact that other regional platforms in politically stable countries are full to capacity. Consequently, Embassy Dakar has grown at a rate too rapid for existing mission resources to absorb. The 2012 MSRP Chief of Mission statement discusses the need for more ICASS staff to support the growth in program positions. The Ambassador cannot permit continued growth before she has adequate ICASS staff and resources to accommodate it. Recommendations on this issue are contained in the ICASS Section of this report as well as its classified annex.

### **Guinea-Bissau**

The Department suspended operations in Guinea-Bissau in 1998. Since that time, the Ambassador to Senegal is dually accredited to both countries. Convinced that the United States

cannot afford to ignore Guinea-Bissau, a country whose institutions are endangered by its lack of rule of law, narcotics trafficking, and the growing threat of terrorism in the region, the current Ambassador regards the development of a robust Guinea-Bissau program as one of her highest policy objectives. With the recent arrival of the new Portuguese-speaking Guinea-Bissau action officer to the Embassy Dakar political section, the Ambassador hopes to increase visibility and understanding of the country and its issues through the action officer's more frequent and extended travel to Guinea-Bissau. Although the OIG team supports the Ambassador's objective in principle, it cautions that Embassy Dakar must secure full Department approval to address potential life and safety concerns before it extends the action officer's travel in this nonpresence country.

## Policy and Program Implementation

### Political and Economic Affairs

With leadership from the Ambassador, the embassy's political and economic sections share responsibility for reporting on the breadth of Senegal's challenging political and economic environment. They fulfill the Department's many mandated reporting requirements in a comprehensive manner.

Both sections enjoy close collaborative relationships with interagency counterparts. However, the OIG team noted a lack of adequate collaboration between the economic and political sections on some cross-cutting issues. The team discussed the situation with the front office, which is aware of the issue and is exploring different strategies to improve the situation.

Post management expressed frustration over the perceived unevenness of the Foreign Service Institute (FSI) French language training program and testing unit. In recent months there have been several delayed arrivals caused reportedly by the need to extend French language training at FSI in order to meet minimum requirements.

### *Economic Section*

Dakar's small economic section provides solid periodic economic reporting and spot reports. The section is headed by a management-coned economic officer serving in a stretch position who has been in place for 8 months. For 7 months he was the sole officer until joined 1 month before the inspection by a first-tour economic-coned officer. Three LE staff assistants provide support: an economic specialist, a Self-Help Program assistant, and an economic clerk. The section suffered a 10-month gap in leadership prior to the economic chief's arrival in June 2010. The chief described his early months as focused on "rebuilding" the section's economic function.

Some Washington consumers have expressed a desire for more frequent reports. With a new officer on board since early January, the economic section chief intends to enhance spot reporting and coverage of issues outside the capital.

The section is in the initial planning stages for absorbing the duties and LE staff of the Foreign Commercial Service, which will close later in the year because of budget cuts. Increased staff and responsibilities will create new challenges for the section chief and require closer front office involvement.

Since the suspension of U.S. Embassy operations in Guinea-Bissau, the section has also been responsible for reporting on that country based on information obtained from LE staff resident in Bissau and from visitors. The arrival in Dakar during the inspection of a Guinea-Bissau action officer (discussed in the Political Section of this report) will eliminate this extra reporting burden.

The economic section oversees the embassy's Special Self-Help Program, which received \$80,000 in FY 2010. The Self-Help Program assistant coordinated the initial selection and vetting of 14 projects. Final decisions are made by a mission-wide committee. Funding is provided by the Department but administered by USAID, which also acts as the grants authority.

### *Political Section*

Dakar's four-person political section produces frequent, well-regarded reporting on a range of issues of interest to Washington policymakers. The recent WikiLeaks release of at least three reporting cables from Embassy Dakar has had an impact. The embassy reports Senegalese President Wade's anger over a WikiLeaks newspaper article which, although a mischaracterization, reflected unfavorably on the President. The section's three American officers, who are assisted by one LE staff member, all arrived within the past 10 months. For long stretches during that period, only one officer was present. The arrival during the inspection of the third American officer, the Guinea-Bissau action officer, ended an 8-month gap in that position.

The inspection team reviewed section reporting over the past year and found it to be balanced and informative. Summaries of many of the reports are posted on Diplopedia, with links to the full reports. This helpful tool facilitates the dissemination of embassy reporting to a broader audience.

The section participates actively in the Law Enforcement Working Group (LEWG) and helps prepare proposals to build law enforcement capacity in Senegal and Guinea-Bissau. The section also works closely with USAID on projects involving good governance, including election preparation in the run-up to the 2012 Presidential election.

### **Guinea-Bissau**

Since the suspension of U.S. Embassy operations in Guinea-Bissau, the political section has assumed primary responsibility for political reporting in that nation, including all congressionally mandated reporting. This has at times imposed an onerous burden, particularly when only one officer was present. The arrival of the dedicated Guinea-Bissau action officer in early February should alleviate this problem. This officer, on excursion assignment from the Bureau of International Narcotics and Law Enforcement, has experience dealing with post-conflict law enforcement capacity building in Nigeria. Like his predecessor, who departed in May 2010, he expects to spend half his time in Dakar and half in Bissau. In Dakar, he will cultivate contacts in embassies and agencies with a presence in Bissau and with others who travel there frequently. In Bissau, he will concentrate on building the capacity of the resident LE staff, developing contacts among the diplomatic community and the nascent nongovernmental organization community, working with Bissau's law enforcement sector, and identifying opportunities for U.S. engagement. He also plans to work with the newly opened American Corner and inventory and examine the status of U.S. Government properties in Bissau.

## **Foreign Assistance**

Embassy Dakar administers a complex assistance portfolio that in FY 2010 included approximately \$108 million in direct program expenditures. Of that amount, \$28 million was for the Global Hunger and Food Security Initiative; \$51 million for the Global Health Initiative (of which \$27 million went to the President's Malaria Initiative and \$1.1 million went to the President's Emergency Plan for AIDS Relief); \$12 million for basic education (middle school construction, curriculum improvements, and teacher training); and \$6 million for Governance and Peace activities. The large USAID mission, consisting of 42 direct-hire and 74 LE staff members, administers the bulk of this assistance.

In addition, the Millennium Challenge Corporation administers a 5-year \$540 million compact that entered into force in 2010. Its programs focus on irrigation and rural road rehabilitation.

Separately, the mission provided Senegal with \$1 million in International Military Education and Training funds and \$300,000 in Foreign Military Financing funds (programmed through the Department of Defense's Office of Security Cooperation), \$1.14 million in nonproliferation, antiterrorism, demining, and related program funds through the Department's Antiterrorism Assistance (ATA) program, and \$80,000 through the Department's Special Self-Help Program fund.

The Ambassador provides broad oversight for U.S. Government-funded assistance programs, with significant input from and coordination with the USAID mission director and others. Assistance programs support the goals of the MSRP. Relevant agencies and offices provide mission-wide, sector-specific coordination, but often on an ad hoc basis. In the OIG team's discussions with various mission elements, it was unable to identify an overarching coordination mechanism for all foreign assistance and found that some mission elements involved in assistance were not fully aware of what other elements were doing. Given the size and importance of U.S. Government assistance to Senegal, the creation of a mission-wide coordination mechanism would enhance possible synergies among programs and reduce possible duplication. The departure in summer 2011 of the Ambassador and USAID director, both of whom have been deeply engaged in this area, underscores the need for such a mechanism.

**Recommendation 1:** Embassy Dakar should establish a mission-wide assistance committee that meets on a regular basis to review and coordinate all foreign assistance plans and proposals. (Action: Embassy Dakar)

## **Law Enforcement**

Embassy Dakar hosts the regional Federal Bureau of Investigation's three-officer legal attaché office, which is also responsible for 11 other African countries. In addition to cultivating close working relationships with local law enforcement officials, the office works closely with and provides logistic support for Paris-based Drug Enforcement Administration and Department of Homeland Security representatives who are responsible for Senegal and neighboring Guinea-Bissau. In the absence of a Drug Enforcement Administration representative, the front office

views the legal attaché office as the lead law enforcement agency for counternarcotics in both countries.

Dakar's regional security officer (RSO) oversees an active law enforcement assistance program that is funded by the Department's ATA fund. In FY 2010, \$1.14 million in ATA funds provided six training courses for Senegal. The RSO has also reinvigorated the interagency LEWG, which, before his arrival, met on an irregular basis. He is moving it to monthly meetings, chaired by the DCM. LEWG members report on their agency's training plans to deconflict and share information on sensitive investigations in a secure environment. LEWG also developed the initial proposal for a major Bureau of International Narcotics and Law Enforcement Affairs program in Guinea-Bissau that resulted in the assignment of a justice sector advisor to that country.

### **Public Diplomacy**

The Embassy Dakar public affairs section (PAS) is appropriately staffed and carries out an active public diplomacy program that is closely integrated into the MSRP. An experienced and energetic public affairs officer has a nuanced understanding of Senegal's public diplomacy environment and ready access to the Ambassador and DCM. The public affairs officer chairs the embassy ICASS committee and frequently serves as acting DCM.

The public affairs officer supervises four direct-hire employees (cultural affairs officer, information officer, regional English language officer, and regional information resource officer) and 12 LE members of staff. The regional English language officer serves 16 countries in Africa, and the regional information resource officer serves 10. During FY 2010, PAS received an operating budget of \$907,000, including \$400,000 for programs. PAS offices are located on the seventh and eighth floors of a building across from the chancery that does not meet fire and safety standards. The embassy Information Resource Center (IRC) occupies a small converted apartment on the sixth floor of the same building. Fire and safety issues are discussed in more detail later in this report.

### ***Programming and Exchanges***

PAS Dakar effectively manages a variety of programs and provides timely reporting in the Mission Activity Tracker. PAS has paid particular attention to assisting Senegal's talented, but economically disadvantaged secondary school students through the Access Microscholarship Program to bolster English language training. Currently participating in the program are 585 students from throughout the country. PAS works closely with other mission elements to select participants for a number of professional development and academic programs, including the Fulbright, Hubert H. Humphrey, and International Visitor Leadership programs. In the past 6 months, PAS managed two major performing arts programs that reached large audiences and generated positive media coverage. PAS also maintains close contact with program alumni through the Senegalese Alumni Association.

Embassy Dakar benefits from having an embassy-wide contact database, which is administered by an embassy LE protocol assistant. All mission elements, including PAS, manage their contacts through this database.

### *Information Outreach*

The IRC is supervised by the regional information resource officer and managed by an LE center director and one assistant. In addition to office space for three employees, the IRC houses small reference book and periodical collections, eight computer terminals with Internet access for visitor use, and seating capacity for a maximum of 25. Educational advising services are also provided at the IRC by one LE staff assistant who also serves as the alumni coordinator.

Despite the space limitations, each month the IRC serves approximately 600 embassy contacts, primarily university students and professionals. The IRC's current location in downtown Dakar near universities and the target audience is ideal and is a major factor in the consistently high attendance numbers. The situation will change, however, following the move to the NEC, which will be located in the outskirts of town near the airport. The embassy does not currently have an American Corner in Dakar, and PAS is now considering options for establishing one that could continue to serve key academic audiences after the move to the NEC in 2013. The inspection team supports this strategy.

PAS has established three regional American Corners in Senegal and shortly before the inspection opened a fourth in neighboring Guinea-Bissau. The IRC coordinates the information services of all four facilities. The three American Corners in Senegal are active and function through memoranda of understanding with local cultural centers that are managed by the Ministry of Culture.

In its information outreach effort, PAS maintains a realistic balance between electronic and nonelectronic media. PAS produces a monthly French language magazine entitled Panorama, which highlights American social and political themes and recent embassy events and is distributed both electronically and in hard copy. PAS maintains contact with younger audiences through social media, including Facebook, and has emerged as an innovative participant in Department video Web chats on a variety of MSRP themes in English and French. One recent video Web chat included more than 1,300 Senegalese participants. In the regions of Senegal where Internet usage is less dense, PAS has begun to a move toward using mobile phone text messaging to provide information services to key audience members. PAS recently initiated a program that draws on the French language and experience of embassy officers as guest speakers at institutions throughout Senegal.

### *Grants Management*

Both the public affairs and cultural affairs officers have grants authority and have received grants management training. One LE assistant manages the grants files. During FY 2010, PAS administered 45 small grants from a Department allocation of approximately \$150,000. A sampling of the PAS grant files indicates that they are fully documented and have been entered into the Grants Database Management System. As noted earlier in this report, the Special Self-Help small grants program is administered through USAID.

### *Petty Cash*

PAS currently does not have petty cash authority and must request funds from the embassy cashier for each individual expenditure, no matter how small. Given the frequent need to make petty cash expenditures to support PAS programs, this is not an efficient use of embassy staff time. The PAS LE program support assistant who maintains public diplomacy budget and grant records should also receive appropriate additional training to become certified as a sub-cashier and maintain a small petty cash fund for PAS use.

***Informal Recommendation 1:*** Embassy Dakar should establish a subcashier position within the public affairs section and provide appropriate training.

### *Embassy Media Relations Policy*

Although Embassy Dakar has on file a 2008 mission policy memorandum for managing relations with the media, this policy is currently not being implemented. The memorandum states that PAS is the designated office for managing formal media contacts for all mission elements under Chief of Mission authority. However, in practice, both American and LE representatives from a number of mission elements engage the media independently and without prior consultation with PAS. This has resulted in misstatements by mission representatives that caught the embassy by surprise. The confusion that this creates within the Senegalese public undercuts the embassy's public diplomacy effort.

**Recommendation 2:** Embassy Dakar should fully implement a media policy that requires all mission elements to coordinate media contact with the public affairs office. (Action: Embassy Dakar)

### **International Broadcasting**

The International Broadcasting Board maintains a small regional Voice of America bureau in Dakar, consisting of one direct-hire correspondent and one LE staff assistant. The regional correspondent is responsible for 26 countries in Africa. Voice of America is a member of ICASS, and the correspondent reports that support from and access to the embassy are good.

### **Consular Affairs**

Embassy Dakar has a well-managed consular section that, despite many challenges, efficiently provides a full-range of services. The addition of an assistant regional security officer investigator (ARSO-I) has greatly enhanced the section's fraud prevention efforts. While staff resources are concentrated on safeguarding U.S. borders through careful adjudication of nonimmigrant visas (NIV) and immigrant visas (IV), as well as providing services to U.S. citizens, the MSRP goal related to consular excellence does not include a specific performance indicator for measuring success. The consular section in Dakar processes all IVs for six countries and covers all consular responsibilities for Guinea-Bissau. In FY 2010, the section processed 9,234 NIVs and 2,563 IVs.

### *Consular Management*

The consular section consists of an FS-02 consular section chief, three ELOs, an ARSO-I, six LE employees, and as many as five eligible family members (EFM). A consular associate position is full time, and two consular assistant positions have been divided to attract candidates and provide employment within the embassy community. The staff is sufficient for the work load but relies heavily on the availability of family members. Although the workload is not high in simple numbers, the amount of fraud makes the work challenging and time consuming.

There is no formal rotation schedule for the ELOs in the consular section. With only three ELOs, each person performs all consular functions at some time. NIV and IV appointments are scheduled on alternating days, and each officer conducts interviews on a daily basis. To provide management opportunities, the consular section chief, while maintaining overall supervision of the section, has designated each ELO as a unit chief for the duration of his or her tour.

The consular section chief participates in country team, emergency action committee, and Visas Viper committee meetings. She meets regularly with the DCM and holds weekly section staff meetings for all employees. She is also the accountable consular officer for all functions and complies with all requirements for performing inventories of controlled items and conducting unannounced cash counts.

Most embassy cashier functions have been contracted out to a local bank with an on-site branch. The consular cashier makes daily deposits directly to the bank. Because the bank closes at 2:00 p.m. each day, the consular section does not have the flexibility to offer afternoon hours for any service that requires a fee. At the current level of visa demand, this has not been an issue; however, during periods of peak demand, it could lead to backlogs.

***Informal Recommendation 2:*** Embassy Dakar should establish and implement a procedure to allow the consular cashier to deposit money directly with the Class B cashier after 2:00 p.m. on an as-needed basis or on specific days of the week.

### *Consular Section Space and Access*

The consular section is located on the first floor of the chancery building. Public access to the section is through a separate door in the same controlled access building as the main embassy entrance. The consular receptionist has a window in the controlled access area that opens onto the sidewalk. Applicants are screened by the receptionist to verify that they have an appointment before being allowed into the main waiting room. A sign in English directs American citizens to go directly to the reception area without stopping at the window, but at the time of the inspection, there were no other signs posted. A covered outdoor waiting area provides seating for approximately 90 persons. The cashier window is located in the outside waiting area. A smaller indoor waiting area for visa applicants is at the front of the area, and a small waiting area for American citizens services (ACS) is at the very back of the outside space. The ACS waiting area was not clearly designated. This issue was raised with the consular section chief and temporary signs were installed before the end of the inspection.

(b) (5)

**Recommendation 3:** (b) (5)

(b) (5)

**Recommendation 4:** (b) (5)

The consular work space is cramped but well organized to provide the maximum possible space per employee. One officer is located near the visa print station to ensure line-of-sight supervision. EFMs work alternate days and share the same desk space. The scheduled 2013 move to the NEC should alleviate space problems.

The consular waiting room is adequate for the number of applicants. There are four interview windows in the visa section and a cashier window in the outer waiting area. The ACS section has a separate, much smaller, waiting area and one interview window. Public egress from the waiting area is via two tall turnstiles that are unprotected from the elements and are too narrow to accommodate open umbrellas.

***Informal Recommendation 3:*** Embassy Dakar should cover the turnstiles at the consular waiting area exit to provide protection from inclement weather.

### ***Nonimmigrant Visas***

The visa referral policy for Embassy Dakar complies with Department worldwide guidelines. All new employees are required to meet with the consular section chief as part of the check-in process. The consular section chief briefs employees on the requirements for submitting a visa referral and maintains signed acknowledgement forms from employees who are authorized

to make referrals. Embassy personnel are allowed to drop off referral forms any time during working hours. The NIV worldwide visa referral policy allows consular sections to tailor some procedures to their specific conditions, such as how referrals should be delivered to the section and specific hours of delivery. Embassy Dakar has not established any such specific procedures.

***Informal Recommendation 4:*** Embassy Dakar should establish mission-specific visa referral procedures to maximize efficient use of its limited consular resources.

Embassy Dakar uses a fee-for-service company to schedule NIV appointments and to provide basic visa information. There is no current backlog in the wait time for visa appointments. Through the first 4 months of FY 2011, the NIV unit processed 2,451 applicants, roughly 30 percent less than during the same period in FY 2010. The drop in demand is attributed to a combination of economic factors and more robust fraud-detection measures.

### ***Immigrant Visas***

Embassy Dakar processes IV and diversity visas for six West African countries, including Senegal. Although all LE staff members are multilingual, the wide variety of languages spoken across the region means that many applicants must bring their own interpreters to the interview. Officers receive only French language training and rely on LE staff to translate into Wolof and other tribal languages, as well as Portuguese. Some applicants from Mauritania, which represents only 3 percent of the immigrant workload, speak Arabic rather than French.

In FY 2010, Embassy Dakar processed a total of 2,563 immigrant applications, of which 885 were diversity visa cases. Over 50 percent of diversity visas were issued to Guineans. Included in the IV total were 80 special immigrant visas, which are available only to employees or honorably retired former employees of the U.S. Government abroad who have served faithfully for at least 15 years. The Ambassador must make a recommendation, based on an advisory committee review, that there are exceptional circumstances present in the employee's case. Recommended cases are referred to the Department for final approval. Because such special immigrant visa cases must be reviewed and recommended by the employee's supervisor, a committee, and the Ambassador, they represent a significant portion of the IV workload in Dakar.

Most IVs are based on a family relationship. Immigrant petitions are often filed by persons who have been physically separated from their relatives for many years. Fraudulent civil documents are easy to obtain. Poor documentation and a lack of personal knowledge about the petitioner on the part of the applicant can make it very difficult to establish a legitimate relationship. In many cases, the only method for verifying a biological relationship is through DNA testing. Consular regulations require that cheek swabs be collected in the consular section by an approved lab technician and be witnessed by a cleared American. One EFM position is dedicated almost exclusively to this function. Appointments for DNA testing are normally offered two afternoons a week when there are no other applicants in the section. The small ACS waiting room is used for DNA collections because there is no privacy booth in Dakar. At the time of the OIG inspection, DNA testing had been expanded to 3 days a week to work off a 3-month backlog.

### *American Citizens Services*

An estimated 5,000 American citizens are resident in Senegal, and a growing number of tourists visit the country annually. Residents primarily include mission groups, university students, and dual national Senegalese-Americans.

The consular section implemented an appointment system for consular report of birth abroad cases. Such cases tend to be complex and time consuming because of the volume of information that must be reviewed and verified. Often, only one parent is present and documentation is poorly prepared. Civil documents are unreliable. Verifying biological relationships frequently requires the use of DNA testing.

### *Consular Integrity and Antifraud*

The fraud prevention unit consists of the consular section chief, who is the fraud prevention manager, one LE staff member, and a newly arrived ARSO-I. The nascent ARSO-I position has produced dramatic results in a very short period of time. The unit became fully functional with the addition of a Foreign Service national (FSN) investigator who works directly with the ARSO-I. The investigator had been a local police investigator and brought with him valuable contacts and knowledge of the local court system. At the time of the inspection, the local investigator had been on board for only 1 month and the ARSO-I had already coordinated with the police on 18 arrests. Initial arrests focused on persons who had presented fraudulent documents but have expanded to include document producers. One case received some press coverage. The fraud prevention manager and the ARSO-I work well together. The ARSO-I has dedicated space in the consular section and is an integral part of the team.

### *Visas Viper*

The embassy holds Visas Viper meetings monthly and submits all required reports on time. Visas Viper committee meetings are chaired by the DCM and attended by all appropriate mission elements. There were no names submitted during the year.

## Resource Management

Agency	U.S. Direct-Hire Staff <sup>1</sup>	U.S. Local-Hire Staff	Foreign National Staff	Total Staff	Total Funding (in dollars) FY 2010
State – D&CP	32	3	20	55	\$3,662,600
State – ICASS	11	23	160	194	\$8,566,700
State – Public Diplomacy	5		12	17	\$1,156,626
State – Diplomatic Security <sup>2</sup>	5		10	15	\$1,954,482
State – Marine Security	6		4	10	\$242,207
State – Consular	2	4	3	9	\$317,404
State – Representation <sup>3</sup>					\$46,000
State – OBO	4	1	7	12	\$605,000
Foreign Commercial Service	1	1	2	4	\$335,556
Defense Attaché Office	6		1	7	\$307,104
Defense Security Cooperation Agency - DSCA	1		3	4	\$132,000
DSCA – Defense Wide Program	2		2	4	\$202,000
FMF					\$300,000
IMET					\$1,010,683
Dept of Agriculture - FAS	2		3	5	\$226,900
Dept of Agriculture - APHIS	1		2	3	\$225,756
USAID - OE	27		15	42	\$6,849,430
USAID – ASP ICASS Support			32	32	\$2,919,152
USAID – RIG	7		4	11	\$1,553,793
USAID – DA <sup>4</sup>	6		22	28	\$106,403,503
USAID – International Disaster Assistance	2		1	3	\$1,241,638
DOT – FAA	1		1	2	\$128,045
DOJ - LEGATT	3			3	\$284,015
MCC <sup>5</sup>	2		3	5	\$535,391,560
BBG – VOA	1		1	2	\$257,295
Dept of Treasury – OTA	1			1	\$82,985
Peace Corps	4		4	8	\$3,797,893
USMC Olmsted Scholar	1			1	\$50,000
Navy Olmsted Scholar	1			1	

Agency	U.S. Direct-Hire Staff <sup>1</sup>	U.S. Local-Hire Staff	Foreign National Staff	Total Staff	Total Funding (in dollars) FY 2010
Navy – FPD	1			1	\$65,000
NHRC – PEPFAR			1	1	\$37,000
Army – AFRICOM	2			2	\$226,000
Army – Strategic Leadership Division	1			1	
DOD – AFRICOM – Reg Def Coop Office	1			1	\$111,000
<b>Totals</b>	139	32	313	484	\$678,689,327

1. Includes U.S. personal services contract staff.
2. Includes \$190,700 in ATA Program funding.
3. Includes \$7,900 in public diplomacy representational funding.
4. Includes \$106,300,000 in assistance funding.
5. Includes \$535,000,000 in assistance funding.

### Management Overview

Embassy Dakar has an overtaxed management section that faces a number of challenges, including a large and growing interagency presence, diverse regional support requirements, and an overcrowded and unsafe physical plant that is scattered across the city. The provision of administrative support is hampered by environmental realities inherent to this Sub-Saharan country, as well as cultural impediments to American-style customer service. A seasoned management officer is leading the section, which includes six first- and second-tour officers in several crucial positions (i.e., financial management, human resources, and facilities maintenance). Local employees are accommodating but reluctant to disagree with American personnel and generally lack training regarding appropriate customer feedback. The embassy has implemented eServices, but the general perception is that this has actually reduced, rather than enhanced, customer service. The 2010 ICASS customer satisfaction scores, which predate the current management officer, were lower than the bureau and worldwide averages in many categories.

The management officer and his team understand the importance and challenge of providing quality customer service, and they have attempted to correct the perception within the embassy community that management is not attentive to their needs. The physical layout of management offices and a lack of customer service training among staff members hinder their efforts.

**Recommendation 5:** Embassy Dakar, in coordination with the Foreign Service Institute, should identify customer service training resources and bring customer service trainers to Dakar to provide training for the management staff. (Action: Embassy Dakar, in coordination with FSI)

**Recommendation 6:** Embassy Dakar should identify and train a central customer service point of contact within the management section to field questions and manage requests pertaining to all areas of management operations. (Action: Embassy Dakar)

The management section has been working with OBO during the construction of a NEC that will collocate all mission operations. With USAID, the Department of Defense's Africa Center for Strategic Studies, the Foreign Agricultural Service, and Millennium Challenge Corporation now located in an off-site facility, this consolidation will improve security and mission cohesion.

### ***Embassy Security Program***

A full discussion of Embassy Dakar's security program, including recommendations, is contained in the classified annex to this report.

### **General Services**

The general services office is performing well overall but is under considerable pressure at this rapidly growing mission. Procurement services for this regional hub are among the busiest in the Bureau of African Affairs, and the embassy prepared more than 40 new residences for occupancy during the past fiscal year. A capable supervisory general services officer and two assistant general services officers oversee a staff of 51 employees. Morale and internal communication within the general services office are excellent. Most ICASS services, such as procurement, customs and shipping, and motor pool, received ratings in OIG questionnaires that were at or above Department averages. In contrast, housing services received scores significantly below Department averages.

The office faces the challenges of ensuring oversight at a distant off-site warehouse compound and providing quality service to customers at annexes and off-site locations. Although Dakar's infrastructure is relatively well developed, the local environment is still challenging from a logistics perspective. Chronic fuel and electricity shortages, for example, place pressure on embassy logistics capabilities.

### ***Housing***

The housing program has borne the brunt of this mission's very rapid growth over the past several years. Since 2009, the embassy's direct-hire American population has grown by 35 percent, placing particular stress on housing services. Significant additional growth is projected for the future. At the Ambassador's request and in response to personnel complaints, the housing unit successfully moved all but a small handful of employees directly into permanent quarters during last summer's transfer season—an impressive feat in this operating environment. However, this achievement came at the cost of less-than-optimal housing assignments in some cases and incomplete make readies in others. Embassy employees expressed concerns about the quality and safety of embassy housing, and housing board appeals are frequent and time consuming.

The housing portfolio is made more difficult by the relatively poor quality of locally available leased properties and the heavy competition with Dakar's extensive international community for appropriate housing. In this "landlord's market," some of these factors are beyond the ability of the embassy to correct. Because the mission has a large population of employees on their first and second tours, or on their first tour in Africa, customers sometimes

have unrealistic expectations about housing. The OIG team concluded that the embassy is managing its housing program efficiently overall but provided informal counseling on housing board best practices that might ensure better housing assignments and greater customer understanding of the housing situation at post. Section chiefs and agency heads must also play a role in educating their employees about these realities.

### ***Procurement and Contracting***

The embassy relies upon noncompetitive blanket purchase agreements to provide staff for general services operations as well as casual labor for the facilities maintenance unit. The OIG team found that contractors were performing personal services, as defined by Federal Acquisition Regulation 37.104, such as procurement and casual labor. Federal Acquisition Regulation 37.104 prohibits agencies from using contractors to perform personal services. In addition, Department policy prohibits use of procurement mechanisms to employ casual labor. The embassy expends approximately \$100,000 annually on such labor arrangements through a number of vendors. These blanket purchase agreements are not advertised or competed transparently in accordance with procurement regulations. Requirements over \$3,000 are not rotated among vendors as required by the regulations. The embassy may contract for non-personal services other than casual labor, but it must use a competitive procurement mechanism. Noncompliance with contracting regulations increases the risk that services will be provided at higher cost to the government.

**Recommendation 7:** Embassy Dakar should issue competitive purchase orders or contracts for non-personal services such as janitorial and freight transportation. (Action: Embassy Dakar)

**Recommendation 8:** Embassy Dakar should cease using noncompetitive procurement mechanisms to employ casual labor. (Action: Embassy Dakar)

### ***Furniture and Appliance Pool Implementation***

Embassy Dakar does not have a furniture and appliance pool. Consequently, the 12 agencies at post maintain separate inventories of furniture and appliances with an approximate acquisition value of \$7 million. Whenever an occupant from one agency departs a residence, the entire set of furniture must be removed and returned to the warehouse, and a similar set of furniture transferred to another residence. These transfers are inefficient, labor intensive and lead to higher costs for transportation and damage or loss of furniture in transit, which decreases the usable lifespan of the items. Transfers also contribute to delayed or incomplete make-readies in an effort to meet shorter deadlines.

The ICASS council has discussed at length the mechanics of implementing a pool and has made substantial progress toward this important cost-saving objective. Current obstacles to furniture pool implementation include concerns that funds provided for furniture may be used for purposes other than furniture purchases, that allocations may be based on nontransparent criteria, and that a furniture pool may be too costly for some agencies' budgets. The OIG team believes that, with direction from the front office, these obstacles can be overcome. The benefits of a furniture pool include reduced wear and tear on furniture, lower transportation costs, and a more efficient make-ready process.

**Recommendation 9:** Embassy Dakar should implement an interagency furniture and appliance pool. (Action: Embassy Dakar)

### *Travel*

Embassy Dakar customers indicated that the process of preparing travel orders and vouchers through the Department's E2 Solutions travel application is cumbersome and slow. Department employees generally prepare their own travel orders personally. The OIG team believes that training a core user group of office support personnel to prepare travel orders on behalf of their section's travelers would be more efficient than having employees prepare documents personally. Currently, users find the system complex and difficult to navigate and must make help desk calls as travel orders proceed through a lengthy approval chain.

***Informal Recommendation 5:*** Embassy Dakar should conduct a training session in the use of E2 Solutions for American and local-hire office management personnel so that they can serve as the primary travel arrangers for their sections.

***Informal Recommendation 6:*** Embassy Dakar should review routing and approval flows in E2 Solutions to minimize the number of steps needed to approve travel authorizations and vouchers.

### **Facilities Maintenance**

The facilities maintenance unit supports the chancery, seven annexes, and about two-thirds of the residences in the housing pool. The unit consists of a facilities manager on a double-stretch assignment, 1 local-hire American, and 54 local staff members. In addition to his facilities maintenance responsibilities at Embassy Dakar, the facilities manager also has regional responsibilities. The facilities maintenance operation has struggled to support a burgeoning embassy population. Scores on ICASS customer service surveys have risen marginally, but residential maintenance services remained well below average in 2010 compared to bureau averages. OIG questionnaires revealed low scores for residential maintenance as well.

The facilities maintenance unit employs no local staff with engineering degrees, and capabilities in the skilled trades are very limited. Local employee supervisors at the middle management level are few in number and not well trained. The OIG team believes that life safety and chancery maintenance responsibilities should be the focus of the facility's medium-term operations. In the long term, the section must undergo a top-to-bottom reorganization to hire a substantial number of qualified engineers and plant management staff to support NEC operations. OBO operations will assist post with this reorganization process closer to the move to the NEC. The OIG team notes that this reorganization will offer an opportunity to institute other personnel and organizational changes.

In 2009, the ICASS council approved the creation of 17 additional positions in facilities maintenance. Only seven of those positions have been established and filled. Because of attrition, the facilities unit currently has 17 vacant positions, including a senior engineer position and several mid-level supervisor positions that could improve the unit's operating capabilities. With the uncertain budget scenario and transfers of some responsibilities to the USAID alternative

service provider (see discussion in the ICASS section of this report), only a limited number of these positions may be filled. Given the critical need to maintain preventive maintenance programs for the chancery and ensure attention to safety, health, and environmental management (SHEM) issues, several of these positions are critical.

***Informal Recommendation 7:*** Embassy Dakar should prioritize its vacant maintenance unit positions and seek to fill its top priorities as soon as possible, subject to availability of funding.

### **Safety, Health, and Environmental Management Program**

The embassy's SHEM program is not functioning effectively. The embassy has experienced a rash of occupational injuries and fires in the recent past that included a near-fatal electrocution at the warehouse and two minor fires. The OIG team found numerous safety hazards that should be addressed on a priority basis. Responsibility for the SHEM program is shared at all levels of the mission community and tenant agencies and is not the sole responsibility of the post's occupational safety and health officer. *Foreign Affairs Manual* regulation 15 FAM 933.2 requires that the post's SHEM committee, chaired by the DCM, meet at least twice a year to review the mission's safety program and activities. The committee has not met in at least the past several years. The post did not have on hand a copy of the most recent Department-funded SHEM inspection, which contains detailed discussions of safety hazards and corrective actions.

Occupational safety and health is a particular concern. For example, at high-risk areas such as the warehouse, the OIG team observed employees not wearing safety equipment such as acid resistant coveralls, safety shoes, and head and eye protection. Two serious incidents—an electrocution and a forklift mishap—could likely have been prevented had employees used proper safety equipment. First aid kits are not maintained in high-risk work areas. Motor vehicles do not contain mandatory seat belt use signage. First aid training and regular safety training for embassy staff have not been conducted in recent years. Annual safe driving training required by the Department's Motor Vehicle Safety Policy has not been conducted for motor pool and incidental drivers. Residential safety inspections are not fully documented. In short, the SHEM program needs front office support and commitment to address and prioritize the safety improvements that are necessary to mitigate the risk of injury, disability, or death at the workplace and at residences.

**Recommendation 10:** The Bureau of Overseas Buildings Operations should conduct a teleconference with Embassy Dakar management that is attended by the Ambassador or DCM to discuss the findings of the last occupational safety and health management report and to assist in prioritizing remediation of post-specific safety hazards. (Action: OBO)

**Recommendation 11:** Embassy Dakar should require its post occupational safety, health, and environmental management committee, chaired by the Deputy Chief of Mission, to develop an action plan to address occupational and residential safety issues on an ongoing basis. (Action: Embassy Dakar)

### ***Residential Post Occupational Safety and Health Certifications***

Prior to signing leases, the embassy must inspect residences and certify in writing that they are free of critical life safety deficiencies according to 15 FAM 312.6 a. Embassy Dakar does not have written records that these inspections have taken place. A local-hire safety inspector does participate in make-ready assessments and provides some general written comments with most leases. The OIG team believes that conducting safety inspections, documenting results, and remediating hazards will be a time-consuming process. However, life safety considerations must take priority over routine residential work orders until this process is complete.

The most significant post-specific residential hazards in Dakar are unvented gas water heaters and nongrounded electrical systems. The OIG team visited a sample of properties in the housing pool and found an unvented gas water heater in one residence and potential safety concerns with propane tanks in multiple residences. Because records have not been retained with respect to electrical safety, the team could not verify that testing on electrical systems in residences has been conducted to ensure that electrical systems were properly grounded. The embassy does not conduct post occupational health and safety officer inspections prior to occupancy for residences serviced by the alternate service provider, currently comprising 42 units in the housing pool. This is a significant omission that places employees at these residences at potential risk. In sum, the lack of a properly functioning residential safety inspection and maintenance program increases the risk of an accidental injury or death at an embassy residence.

**Recommendation 12:** Embassy Dakar should develop and implement a plan to inspect all residences in Dakar's housing pool and certify in writing that they comply with minimum life safety standards by July 1, 2011. These inspections should include results from electrical grounding tests for each residence. (Action: Embassy Dakar)

### ***Fire Safety – Kleber Annexes***

As noted earlier in this report, construction is under way on a NEC that will provide a safe and secure replacement for the current embassy buildings. It is therefore not practical to address all but the most significant fire and life defects at these existing embassy office structures. Since 1991, the embassy has occupied a mixed residential and office building complex, known as Kleber I and Kleber II. These buildings never underwent proper fire safety reviews prior to their conversion into functional office space. In the OIG team's view, the continued occupancy of the two Kleber annex office buildings is highly problematic from fire and life safety standpoints. With respect to fire safety, neither building meets minimum National Fire Protection Association standards. The eight-story building does not have a fire suppression system, a fire alarm system, fire doors, or secondary egress. The public affairs section hosts as many as 600 visitors a month and is located on the eighth floor of this building; more than 100 employees work at the two buildings on a daily basis.

In the absence of a fire protection and detection system, the embassy can enhance the protection level for employees by several low-cost methods. Conducting fire drills at the Kleber buildings on a quarterly basis will serve to familiarize embassy personnel with procedures to follow in case of future fires. The Kleber buildings do not have steel fire doors to slow the spread

of fire and smoke. The installation of fire doors is a low-cost option that would provide an additional measure of protection, potentially allowing building occupants a chance to evacuate during a fire. The installation of residential fire alarms in stairwells and office spaces could also offer at least limited fire detection capabilities, which could be sufficient to allow early detection of a fire by building occupants. Construction of a secondary egress could be costly or not feasible and is the responsibility of the building's landlord rather than the U.S. Government. It must be explored, however, as an option for protecting embassy employees, local guests, and property.

**Recommendation 13:** Embassy Dakar should conduct quarterly fire drills at the Kleber annexes. (Action: Embassy Dakar)

**Recommendation 14:** Embassy Dakar should install steel fire doors at all exterior stair landing doors in the Kleber annexes. (Action: Embassy Dakar)

**Recommendation 15:** Embassy Dakar should install residential smoke detectors in the stairwells and occupied offices and residences of the Kleber annex buildings. (Action: Embassy Dakar)

**Recommendation 16:** Embassy Dakar should negotiate with the landlord of the Kleber buildings to construct a secondary egress point for the two Kleber annexes. (Action: Embassy Dakar)

***Informal Recommendation 8:*** Embassy Dakar should ensure that all minimum standards are met for the proper placement and installation of working fire extinguishers throughout the Kleber I and Kleber II annexes, as well as informational signage alerting the occupants to their locations. The Embassy should also provide an adequate (10 percent) supply of functional "backup" fire extinguishers.

**Recommendation 17:** Embassy Dakar should inspect all electrical outlets in the Kleber annexes to remediate overloaded electric outlets and other fire hazards. (Action: Embassy Dakar)

### **International Cooperative Administrative Support Services**

The embassy's ICASS council includes representatives of the Department of Agriculture, Department of Commerce, Department of Defense, Department of Justice, Department of State, Department of Transportation, Department of Treasury, Voice of America, Millennium Challenge Corporation, Peace Corps, and USAID. The council is chaired by the Department's public affairs officer. The council meets regularly, utilizing the ICASS Service Center's Meeting Planning Schedule as guidance, and on an ad hoc basis, as needed.

Following *Foreign Affairs Handbook* regulation 6 FAH-5 H-222.4, the embassy has established an ICASS budget committee, which is chaired by the Africa Center for Strategic Studies' regional program specialist. The budget committee meets on a regular basis and, according to the council chair, the budget committee's chair is the key "mover and shaker" in ICASS at Embassy Dakar.

Already experiencing explosive growth and with further growth planned, the ICASS council is not involved in National Security Decision Directive-38 requests. Also, it is unaware of its role and responsibility in the National Security Decision Directive-38 process. The OIG inspectors provided the ICASS council with guidance on the subject.

***Informal Recommendation 9:*** Embassy Dakar should distribute National Security Decision Directive-38 guidance and train International Cooperative Administrative Support Services council members on developing cost impacts for National Security Decision Directive-38 requests.

### ***Shared Services***

Embassy Dakar followed the Department's guidelines for consolidating management services with USAID. The embassy has consolidated all but motor pool, administrative procurement, and LE staff recruitment under ICASS. According to the Department's Office of Management Tier-3 waiver and consolidation status report, the motor pool must be consolidated by October 1, 2011, unless Dakar can provide a strong business case for not doing so. Residential leasing has been consolidated, but nonresidential has been delayed until 2013, when USAID moves into the NEC. Administrative procurement and LE staff recruitment have also been delayed until colocation in the NEC.

### ***Alternate Service Provider***

In 2009, USAID withdrew from the residential maintenance cost center and established an alternate service provider cost center, with a contractor providing residential maintenance services. This provider has taken over responsibility for maintenance at 42 residences, removing some of the workload from the facilities office and anecdotally leading to service improvements in some areas. Reported cost center charges per square meter are about half those of the embassy's residential maintenance unit. Customers interviewed by the OIG team find having two service providers confusing, and this arrangement is probably not sustainable over the long term. The embassy's ICASS council expects to complete its assessment of the pilot program in a year, at which point the embassy will determine the program's future. Assuming that the contractor meets embassy safety and regional security office requirements, in principle there is no reason that it could not replace in-house service providers in whole or in part. Embassy Dakar must be attentive to ensure that electrical safety is a central responsibility for both in-house and contract maintenance teams.

### **Human Resources**

A second-tour officer leads the human resources (HR) office. In addition to his HR responsibilities at Embassy Dakar, he also has regional responsibilities for Nouakchott, Banjul, and Bissau. He supervises six LE staff members: one language instructor; one full-time EFM HR assistant, currently vacant; and three part-time EFMs, including an HR assistant and two training coordinators. One EFM and one LE member of staff have responsibility for American personnel services, and two LE staff assistants have responsibility for LE staff personnel services. The human resources officer (HRO) and two of his LE staff members are certified to perform computer-aided job evaluations.

The HR office provided mixed services to its ICASS customers. Respondents to the 2010 ICASS customer satisfaction survey ranked American personnel services slightly above bureau and worldwide averages but ranked LE staff services appreciably lower than bureau and worldwide averages. When compared with prior surveys, American personnel services scores equaled or bested those of 2005–2009, whereas scores for LE staff services were lower than those for the same period.

The current HRO departs Dakar in July 2011, and his replacement will not arrive until February 2012. On top of that, the HR specialist has requested leave without pay. During the gap between HROs, the management counselor will be the acting HRO. Both the management counselor and HRO believe that a second HRO in Dakar is a necessity, especially given the regional support provided by the HRO. As the position was not included in Dakar's FY 2012 MSRP, it was also not included in the FY 2012 Bureau Strategic and Resource Plan. Should Dakar wish to formally request a second HRO position, they should do so in the FY 2013 MSRP. The only other option would be to request an entry-level position under the next round of Diplomacy 3.0.

To quote one employee, "...there now seems to be a wall between HR and the LE employee. People never think of going to HR if they have an issue, but to the DCM or Ambassador." This sentiment should be instructive to the HR office. As customer service providers, the HR office should improve communication and operations. As a first step toward better communication, the HR office should visit the various sections and agencies within the mission to educate employees on position classification and computer-aided job evaluations; performance evaluations; the Compensation Modernization and Refinement Initiative; the Alternative Retirement Plan, when implemented by the Bureau of Human Resources, Office of Overseas Employment; and the FSN Emergency Relief Fund, to name a few.

***Informal Recommendation 10:*** Embassy Dakar should require the human resources office to hold mini town hall meetings throughout the mission to educate employees on human resources issues.

The OIG team also learned, anecdotally, that the HR office resists communicating unwelcome news to mission personnel, such as when an employee's diplomatic ID card is delayed by Government of Senegal procedures. In such cases, the HR office fails to communicate the problem directly to the affected employee in order to avoid confrontation. The HR section must master the art of communication and be proactive rather than reactive.

There are bright spots. The HRO was commended by Embassy Nouakchott for the quality of service he provided during his quarterly visits. The awards program functions appropriately, with nearly 180 awards given to mission employees in 2010, including superior and meritorious honor, Franklin, cash, extra mile, and safe driving awards. The embassy has a robust training plan. During the first 11 months of 2010, 170 employees were enrolled in FSI and FasTrac distance learning and FSI classroom training.

The evaluation process is generally well managed. Work requirement statements for most U.S. direct hires were completed as required, and during the 2009–2010 cycle, all Foreign Service employees used ePerformance even though it was optional. Most, but not all, LE staff

employee performance reports were completed as required. Twelve facilities maintenance LE staff employee performance reports, due during September-October 2010, were completed after the due date. According to the Department's *LE Staff Performance Management Policy Guidebook*, a listing of late employee performance reports must be submitted to the appropriate agency head and/or DCM or ambassador.

***Informal Recommendation 11:*** Embassy Dakar should implement procedures in the human resources office to provide listings of late employee performance reviews to the agency head and/or deputy chief of mission and Ambassador.

### ***Rightsizing***

In preparation for the NEC project, Embassy Dakar prepared a rightsizing review in 2008. Embassy management has since updated the original review four times, most recently on September 4, 2009.

The FY 2012 MSRP includes a management goal of strengthening consular and management capabilities and proposes two additional management positions—an entry-level information management (IM) specialist and a second facilities manager—to increase the mission's capacity to support the expanding customer base.

As originally designed, the NEC's ability to accommodate some share of the new growth anticipated in mission personnel, especially USAID, would have been severely limited. USAID subsequently funded a fourth floor to house staff who will be providing support to other missions in the region.

### ***Locally Employed Staff Committee***

The OIG team met with officers of the LE staff committee and a representative from USAID's separate committee. The two committees will merge when the Department and USAID are colocated in the NEC. The committee serves for a 2-year term.

The president of the committee stated that they meet monthly but will hold extraordinary meetings as required. Members meet with the management counselor and HRO every other month and with the front office quarterly. Four issues of concern have been raised with embassy management and forwarded to the Bureau of Human Resources' Office of Overseas Employment for their determination: moving the retirement age from 55 to 60 years of age, paying severance before retirement, contributing to the Voluntary Savings Retirement Plan, and increasing the transportation allowance for LE staff in grades FSN-1 to FSN-8.

The current health insurance provider's services have steadily worsened, and since the 5-year contract is set to expire, the mission is now preparing a solicitation to seek a new provider. The LE staff committee expressed an interest in being consulted during the solicitation process, from start to finish, which is also a good practice for ensuring transparency during the process.

***Informal Recommendation 12:*** Embassy Dakar should seek input from representatives of the LE staff committee in the solicitation of a new health insurance provider.

## Financial Management

Embassy Dakar's financial management office has encountered challenges in providing service to its ICASS customers, as evidenced by the 2010 ICASS customer satisfaction survey. The scores for all financial operations were below bureau and worldwide averages except for cashing, which was identical to the worldwide figure. Further, the 2010 scores were below those of the previous 3 years, 2007–2009.

Since August 2010, the deputy financial management officer, a first-tour officer, has been acting as the senior financial management officer, a position that became vacant in July 2010 and will not be filled until September 2011. Even though the senior financial management officer position is a one-grade stretch for the deputy, his three tours as an USAID controller have prepared him for the added responsibility. The financial management officer directly supervises 11 LE staff members and indirectly supervises a regional financial specialist who reports to both the bureau and the Financial Support and Training Office in Paris. There are three LE staff certifying officers in the financial management office, which was responsible for FY 2010 allotments of approximately \$16.4 million.

The financial management officer has regional responsibilities for four other African countries and is supported in his regional responsibilities by one of the financial management office's financial specialists, who also provides support in Direct Connect and Consolidated Overseas Accountability Support Toolbox encryption to other African embassies as needed. Both Embassy Nouakchott and Praia, in response to OIG enquires, were highly appreciative of the quarterly visits.

Although lacking the experience of many Class B cashiers, Embassy Dakar's cashier is knowledgeable and well trained. Cashier operations are conducted in accordance with financial management procedures and requirements. The cashier's accountability was decreased (b) (5) under a Department pilot program, most cashier functions were contracted out to ECOBANK. Two further reductions have decreased the accountability to (b) (5). The inspectors identified one shortcoming in cashier operations: unannounced verifications of Guinea-Bissau subcashier funds were not being performed monthly as required by 4 FAH-3H397.2-3. With the arrival of the Guinea-Bissau action officer, who will be spending 50 percent of his time in Bissau, this shortcoming may be alleviated.

***Informal Recommendation 13:*** Embassy Dakar should require the Guinea-Bissau action officer to conduct monthly unannounced cash counts of Guinea-Bissau subcashier funds.

## Information Management

The IM office must deal with difficult conditions such as multiple daily power cuts and surges as well as the associated loss of vital equipment. Through this hardship, IM Dakar provides more than adequate service to a continually growing number of end users. These services include computer networks and radio and telephone programs, as well as a large mail and pouch operation. The Information Programs Center is managed by an experienced information management officer (IMO). The American staff includes an information programs officer, one IM specialist, an information security officer, and one IM assistant. This IM team

takes pride in putting customer service first, which is reflected by its consistently high post ICASS scores. IM Dakar's scores within the Department's rating scheme for systems security (iPost) are often number one within the Bureau of African Affairs. Dakar requested and received double its previous bandwidth to accommodate increased mandated use of Web-based applications for reporting functions.

The IM LE staff consists of four systems personnel, five mail room employees, two telephone operators, two radio/telephone technicians, and one pouch assistant. Two members of the Dakar systems staff are members of the worldwide FSN Executive Corp. These employees perform frequent regional travel to assist other missions with their computer system anomalies.

In compliance with regulations, the information security officer serves as the information systems security officer for the unclassified system, and the information programs officer is in charge of security for the classified system. Both officers are proactive with their duties and responsibilities.

The ongoing growth in both American and local staff, particularly within USAID, has led to an increase in the number of requests for IM support. If this growth continues, the IM team may need to approach the Department again for greater circuit speed.

#### *Dakar New Embassy Compound*

IM is supporting information services to the OBO team that is currently supervising construction of the NEC. Through wireless connectivity, 20 new workstations provide OpenNet capability. The IMO and senior OBO supervisor are optimistic that the move to the NEC will go smoothly.

There are currently no plans in the NEC construction for a mission-wide central uninterrupted power supply (UPS). This is a long-standing OBO policy and is not specific to Dakar. Although the unclassified systems server area will have a dedicated UPS, Dakar will be required to supply and maintain individual UPS units for all workstations, possibly 300 units. Recently, because of battery restriction concerns, UPS units can no longer be shipped by air or diplomatic pouch. In the future, with no local vendors available for procurement of quality UPS units, the procurement and shipping of this necessary equipment will be a problem for this and other missions facing the same situation.

#### *Bissau Liaison Office Communications*

The Bissau Liaison Office is currently staffed by three LE staff assistants. There are three Internet connected computers for use. U.S. Government employees traveling to Bissau are issued a FOB (remote password device). Additional equipment has been ordered and will be installed to accommodate the needs of the recently arrived Guinea-Bissau action officer and the increasing number of official visits. If additional speed is needed in the future, a more robust Internet connection will be required, perhaps provided by a Very Small Aperture Terminal. The Bissau Liaison Office was host to 200 visitors during the past fiscal year, and over 250 visitors are expected for FY 2011.

### *Dakar Regional Courier Office*

A regional courier office was relocated to Dakar following the drawdown of Embassy Abidjan in 2008. The office includes two American direct-hire employees and three LE staff assistants. Airline connections in and out of Dakar are relatively good, and this office is able to provide adequate support to other missions from this location. The NEC plan now includes a large pouch vault for regional courier operations.

### *Embassy Dakar as a Regional Training Center*

Embassy Dakar maintains a large and well-equipped training facility that provides 12 computer training stations and digital videoconference capability. The IMO and other mission elements use this facility for staff training, and the embassy recently answered an FSI request for a volunteer mission to host a course for the Africa region in which an FSI instructor will participate via digital videoconference. Staff training will always be important and necessary in this region, and plans for the NEC in Dakar also include a training facility. As a cost-saving measure, in lieu of sending students to Europe or the Washington area for training, the Department and FSI may want to keep open the option of sending an instructor to Dakar and using the embassy as a regional training area.

### *Alternate Command Center*

The definition of an alternate command center is “a location designated and equipped to be used for command center functions in the event the primary command center becomes inaccessible or inoperable.” The Ambassador’s residence is now designated as the alternate command center. Internet capability, an ultra-high-frequency (UHF) city-use radio and high-frequency (HF) regional-use radio are located there, along with some food and water. The Ambassador’s residence is directly across from the NEC construction site. For safety, the alternate command center should eventually be located farther away from the NEC. To provide better communications service and to meet this safety need when the embassy moves into the NEC, the IMO and RSO believe that the alternate command center should eventually be relocated. They are actively pursuing the use of existing vacant office space at a U.S. Government-owned facility a few miles away. The embassy has obtained new alternate command center equipment, including HF Radio base station, Broadband Global Area Network system, laptops, Thuraya World Phones, a conventional phone line, UHF Radios, and medical supplies; all of this equipment has been tested, but not installed.

According to 12 FAH-1 H-260 and 12 FAH-1 Appendix 7, the embassy should have an alternate command center with appropriate equipment. In the event of political unrest or acts of terrorism, an alternate command center is an important element of an emergency action plan.

**Recommendation 18:** Embassy Dakar should move its alternate command center operations from the Ambassador’s residence to a new location and install all necessary equipment. (Action: Embassy Dakar)

*Documentation*

When the OIG inspection began, completion of the emergency contingency plans was in progress, but not complete. This delinquency is the result of an 18-month vacancy in the information programs officer position. To the Dakar IM team's credit, all documents are now completed except for the standard operating procedures used in the Information Programs Center.

***Informal Recommendation 14:*** Embassy Dakar should test its information management contingency plan and complete the information programs center standard operating procedures.

## Quality of Life

### Health Unit

The health unit at Embassy Dakar practices a team approach in its medical services. It provides primary medical care to embassy staff and dependents as well as emergency care to local staff members who suffer illness or injury while on the job.

The presence of a robust health unit is particularly important for Embassy Dakar because of the poor quality of local medical care. There are relatively few Western-trained medical personnel in Dakar who can adequately treat secondary medical conditions, which require specialized knowledge, skills, or equipment. London is the medical evacuation point for patients requiring such care. There have been 13 medical evacuations from Dakar in the past 12 months.

The health unit space includes a reception and waiting area, medical records storage, offices, and examination rooms. It also has a pharmacy that doubles as a medical supply storage room. The medical laboratory, which is a participant in a Walter Reed Army Medical Center pilot program on influenza research, offers a far more robust range of in-house diagnostic tests than is typically available in most stand-alone primary care clinics in the community. The unit is conveniently located on the chancery compound, but the current space is not large enough to comfortably accommodate all operations. Moving eventually to the NEC will afford the health unit the space it needs for a mission of this size.

The health unit is well staffed with medical personnel, including a regional medical officer, a regional medical officer/psychiatrist, a regional medical technologist, two nurses (i.e., an EFM registered nurse and an LE staff nurse), a resident-American physician assistant, and an administrative assistant.

In recent evaluation cycles, the embassy community has expressed dissatisfaction with the quality of health services. Although the average score on the workplace and quality-of-life questionnaires was more or less equal to the average score of prior posts the OIG has inspected, the 2010 ICASS customer satisfaction survey tells a different story. This score was well below that of both the bureau and worldwide averages and lower than that of the previous 5 years. The health unit has implemented significant changes to address the underlying causes of this dissatisfaction during the current 2010–11 ratings cycle and is awaiting the 2011 ICASS survey results to gauge the success of their efforts.

Two items that the regional medical managers use on their checklist of things by which to evaluate RMOs and/or health units are the number of first aid, resuscitation, and defibrillator training classes given in the past year and the number of people who attended these sessions. Embassy Dakar's health unit has not provided any first aid training since 2007.

***Informal Recommendation 15:*** Embassy Dakar should provide first aid and cardiopulmonary resuscitation/automated external defibrillator training to mission personnel.

## Community Liaison Office

The embassy currently has two community liaison office coordinator positions, one full-time and one part-time. The full-time coordinator has been in the position for 5 months and has had training. The part-time coordinator has worked for 10 months but has not yet had formal training. There is also a 10-hour-per-week newsletter editor position. The two coordinators work as a team and have put together an active program of community events and outings. Information on schools is up to date and thorough. The coordinators attend country team and weekly management meetings and participate in the emergency action committee.

## Equal Employment Opportunity

Senior management has designated an experienced officer as its EEO counselor, and EEO information is posted in several locations around the mission. The EEO counselor has taken the mandatory 32-hour training per 3 FAM 1514.2 a. but is overdue for the yearly refresher training. At the time of the inspection, the embassy was in the process of identifying a second EEO counselor to ensure uninterrupted coverage. The EEO counselor has filed reports of three incidents, none of which was determined to involve EEO issues and all of which were resolved through discussion at the local level. There are no active EEO cases.

### (b)(5)(b)(6) School

(b)(5)(b)(6) has a good academic reputation within the embassy community. (b)(5)(b)(6)

The school follows a standard American curriculum and is accredited with the Middle States Association of Schools and Colleges and the Council of International Schools. (b)(5)(b)(6)

The highly regarded director is in the fourth of a 5-year commitment. He acknowledges that managing growth is his biggest challenge. With the influx of students in recent years from the closure of other West African regional hubs, (b)(5)(b)(6) has experienced a growth spurt. (b)(5)(b)(6)

In FY 2010, the Department's Office of Overseas Schools provided (b)(5)(b)(6) with a \$72,000 grant. In the past, the school has also received Department funds for security upgrades. The nine-member school board must have five American members. The school reserves the last two seats in each grade for U.S. Government families until September 30 each year.

The school's two part-time special education instructors (one full-time equivalent) provide a limited special needs program. The program will not accept students performing 2 years below grade level. The school has found that some families come with unrealistic expectations about services in overseas schools. The director urges families to consult early and

thoroughly before seeking enrollment. The OIG team found that most parents were very satisfied with the school's academic program and its extracurricular activities. Some, however, expressed concern about certain security issues, which are addressed in the classified annex to this report.

### **Employee Association**

The Embassy Community Welfare Recreational Association (ECWRA) provides its members a range of services, including the embassy cafeteria, DVD and videotape rental, Homeward Bound Mail, and the American Club (Club Atlantique), which includes a snack bar and bar, fitness center, tennis courts, swimming pool, playground, and spring and summer camps. In 2008, ECWRA incurred a net loss of \$16,141 on a total income of \$202,859. In 2009 the loss was \$16,440 on a total income of \$181,460. In its latest financial audit by an independent firm, it received a qualified opinion, which was in large part because ECWRA failed to deduct income taxes from local staff salaries for the past 5 years. The estimated liability is approximately \$14,000.

In addition to full membership available to U.S. direct-hire employees, ECWRA offers associate, affiliate, and guest memberships to, among others, USAID contractors, American Fulbright Program participants, Peace Corps Volunteers, third-country diplomats, U.S. teachers of ISD, and third-country nationals employed by third-country governments, international nongovernmental organizations, schools, and companies.

ECWRA has not fully complied with the Department's Office of Commissary and Recreation Affairs' 2010 reporting requirements. The 2009 statement of auditor's independence and the 2010 semiannual financial statements are currently outstanding.

***Informal Recommendation 16:*** Embassy Dakar should prepare the 2009 statement of auditor's independence and the 2010 semiannual financial statements and forward them to the Office of Commissary and Recreation Affairs.

Because of uncertainties surrounding the operations of ECWRA—mainly, who owns the buildings located on the ISD's premises—the 2010 ECWRA compliance certification has yet to be signed by the management counselor and forwarded to the Office of Commissary and Recreation Affairs.

***Informal Recommendation 17:*** Embassy Dakar should prepare the 2010 employee association compliance certification and forward it to the Office of Commissary and Recreation Affairs.

ECWRA is facing an uncertain future. Club Atlantique is located on property owned by the (b)(5)(b)(6) ECWRA's board chair is hopeful that the association can remain where it is until the 2013 move to the NEC.

## Management Controls

Embassy Dakar operates in a high-risk environment for waste, fraud, and mismanagement. The Ambassador submitted the annual management controls certification on July 15, 2010. This certification did not identify any reportable conditions during the previous year. However, the embassy reported to the Department the loss of \$211,000 in nonexpendable property in 2010 because of suspected malfeasance (b) (6)

This issue was reviewed at the post level by a property survey board. The OIG team identified internal controls vulnerabilities in several areas, which are discussed in this section. Several of these—SHEM deficiencies, fire safety, and internal controls on property and fuel—merit inclusion in the annual statement to the Department on management controls.

**Recommendation 19:** Embassy Dakar should amend its annual certification of management controls to the Department of State to note the existence of the main internal controls deficiencies identified in this inspection report. (Action: Embassy Dakar)

### *Sales of Fuel Coupons*

The motor pool supervisor dispenses fuel coupons to USAID employees and certain individuals who work for the embassy. The supervisor accepts cash totaling an estimated \$85,000 a year for such fuel coupons. He stores funds received in a safe and conducts transactions with the embassy's banking outsourced accommodation exchange provider. These transactions are improper and inappropriate. Only officially designated personnel, usually Class B cashiers, may accept cash collections at an embassy. Handling of cash by employees not authorized to do so raises the risk of fraud or misuse of U.S. Government funds.

**Recommendation 20:** Embassy Dakar should cease the practice of selling fuel coupons through the motor pool. (Action: Embassy Dakar)

### *Official Vehicle Inventory*

Embassy Dakar's inventories of official vehicles are not accurate. A spot check of the Integrated Logistics Management System found that vehicles for OBO were not included in post's inventory, vehicles transferred to Guinea-Bissau were still on the inventory, and four vehicles sold at auction in December still appeared on inventory records. These errors must be corrected. More broadly, the embassy needs to ensure that its processes for procuring, registering, and disposing of official government vehicles incorporate internal controls to maintain accurate vehicle inventories. These controls are necessary to maintain effective inventory controls on capitalized property.

**Informal Recommendation 18:** Embassy Dakar should develop and implement standard operating procedures with respect to motor vehicle inventory controls.

### *Daily Trip Ticket Records*

Embassy Dakar's motor fleet consists of approximately 44 official government vehicles. The embassy is not preparing and retaining complete motor vehicle and fuel usage paperwork that is essential to internal controls. For example, a review of a sample of OF-108 trip tickets found that only 23 of 44 vehicles submitted trip tickets in a 1-month period. Trip tickets are not usually submitted for vehicles outside the motor pool. Records of fuel consumption were not always recorded accurately in the OF-108s that were completed. For example, one vehicle traveled 2,300 miles in a month with only two recorded gasoline refills. The OF-108 is an essential internal control for documenting fuel consumption and vehicle usage. Without such documentation, the embassy is vulnerable to theft of fuel or misuse of official vehicles.

**Recommendation 21:** Embassy Dakar should develop and implement a plan to provide a monthly report to the deputy chief of mission confirming receipt of OF-108 forms for all official government vehicles in the mission. (Action: Embassy Dakar)

### *Monthly Fuel Records*

The embassy is also not maintaining records of monthly fuel consumption for each vehicle in the fleet. These records allow the embassy to determine vehicle-specific monthly fuel consumption and detect inappropriate or excessive usage patterns. These records are also supposed to be reconciled with bulk fuel records to detect potential unexplained shortages. Preparation of monthly fuel reports (DS-1775) is required by 14 FAH-1 H-814.2. Without accurate records of monthly fuel consumption, theft of fuel from vehicles, generators, or the warehouse can go undetected.

**Recommendation 22:** Embassy Dakar should prepare the DS-1775 monthly fuel consumption report as required by Department of State regulations and investigate any irregularities immediately. (Action: Embassy Dakar)

### *Separation of Duties for Fuel Dispensing*

The embassy does not have in place an adequate separation of duties with respect to fuel issuance. At the chancery, motor vehicle chauffeurs and incidental drivers fill their own vehicles and make note of fuel consumption in a green log book maintained by a contract guard. Chauffeurs are thus responsible for all aspects of use and disposal of fuel—a controls structure that does not adequately protect against misuse of fuel. At the warehouse, an American local-hire employee controls the key to the gas pump and oversees fill-ups during working hours. A stronger internal controls practice is needed at both locations.

**Recommendation 23:** Embassy Dakar should designate in writing those employees who are authorized access to the embassy's fuel pumps and limit pump access only to those personnel. (Action: Embassy Dakar)

### ***Locks for Fuel Tanks and Pumps***

The gas pump at the chancery does not have a locking mechanism. Accordingly, it is available 24 hours a day, potentially raising the risk of after-hours fuel diversion. The warehouse diesel and gasoline fuel tanks also do not have locks. Although the diesel pump is locked after hours, the two main tanks are not locked and can be accessed by warehouse personnel. The lack of physical safeguards against fuel diversion could increase the risk of fuel theft or loss.

***Informal Recommendation 19:*** Embassy Dakar should install a lock on the gasoline pump at the chancery.

***Informal Recommendation 20:*** Embassy Dakar should install a lock on the gasoline and diesel pumps at the warehouse.

### ***Warehouse Property Management***

As noted earlier, the embassy detected a shortage of nonexpendable property totaling \$211,000 in 2009. The embassy conducted a new baseline inventory of property at the warehouse and at all residences in 2010. The OIG team noted that complete records of property disposals prior to 2009 could not be located, even though the embassy conducted auctions and disposed of property during these periods. The embassy currently employs proper receiving, inventory control, property management practices, and disposal practices, but this process requires close and continued American supervision. The warehouse is in an off-site government-owned compound located a considerable distance from the chancery. Because the NEC will not include warehouse facilities, the embassy expects to retain its current dilapidated, flood-prone warehouse. The facility will require additional infrastructure investments in coming years to meet essential functionality and life safety needs. This issue is addressed further in the classified annex to this report. The upcoming departure of both the assistant general services officer and a locally resident American employee further underscores the need for direct American supervision at the warehouse.

***Informal Recommendation 21:*** Embassy Dakar should develop a duty schedule for the accountable property officer or a designated American alternate to be physically present at the warehouse to sign gate passes, observe receipt of property and fuel deliveries, and oversee property issuance during designated working hours.

### ***Time and Attendance Reporting***

The OIG team reviewed a sample of time and attendance sheets for facilities maintenance and warehouse employees and found an excessive pattern of adjustments to the reports. In several time periods, virtually every employee's timesheets reported adjustments. Regulations at 4 FAH-3 H-523.3 require that accurate records of each employee's attendance be kept and that adjustments be certified by supervisors. Because excessive numbers of adjustments to payroll records are a red flag for fraud, post must be diligent in determining the causes of these adjustments and ruling out fraud or abuse as a cause.

***Informal Recommendation 22:*** Embassy Dakar should conduct a review of the time and attendance reports for the facilities maintenance section for the past 3 months, comparing paper records in the files with the official timekeeping reported to the Department of State and determining the cause of any discrepancies.

***Guinea-Bissau Property Accountability***

The U.S. Government has substantial real property assets in Guinea-Bissau, including a government-owned chancery, Ambassador's residence, and DCM's residence. The embassy also has shipped motor vehicles and nonexpendable property to Guinea-Bissau, including high-value items such as generators. After the suspension of U.S. Government operations in Bissau in 1998, the embassy transferred some property records to Embassy Dakar. A review of post's real property and personal property inventory systems found that assets were not always recorded in Embassy Dakar's systems correctly. In part, this is because the Department does not have an active post code in the electronic systems for property control for Guinea-Bissau. To ensure accountability for U.S. Government property in Bissau, the Department's property management systems must be updated to allow for tracking of high-value assets, and the embassy must record custody for this property in the system.

**Recommendation 24:** Embassy Dakar should establish and implement a written standard operating procedure for control of personal property and vehicle inventories in Guinea-Bissau (Action: Embassy Dakar)

## List of Recommendations

**Recommendation 1:** Embassy Dakar should establish a mission-wide assistance committee that meets on a regular basis to review and coordinate all foreign assistance plans and proposals. (Action: Embassy Dakar)

**Recommendation 2:** Embassy Dakar should fully implement a media policy that requires all mission elements to coordinate media contact with the public affairs office. (Action: Embassy Dakar)

**Recommendation 3:** (b) (5)

**Recommendation 4:** (b) (5)

**Recommendation 5:** Embassy Dakar, in coordination with the Foreign Service Institute, should identify customer service training resources and bring customer service trainers to Dakar to provide training for the management staff. (Action: Embassy Dakar, in coordination with FSI)

**Recommendation 6:** Embassy Dakar should identify and train a central customer service point of contact within the management section to field questions and manage requests pertaining to all areas of management operations. (Action: Embassy Dakar)

**Recommendation 7:** Embassy Dakar should issue competitive purchase orders or contracts for non-personal services such as janitorial and freight transportation. (Action: Embassy Dakar)

**Recommendation 8:** Embassy Dakar should cease using noncompetitive procurement mechanisms to employ casual labor. (Action: Embassy Dakar)

**Recommendation 9:** Embassy Dakar should implement an interagency furniture and appliance pool. (Action: Embassy Dakar)

**Recommendation 10:** The Bureau of Overseas Buildings Operations should conduct a teleconference with Embassy Dakar management that is attended by the Ambassador or DCM to discuss the findings of the last occupational safety and health management report and to assist in prioritizing remediation of post-specific safety hazards. (Action: OBO)

**Recommendation 11:** Embassy Dakar should require its post occupational safety, health, and environmental management committee, chaired by the Deputy Chief of Mission, to develop an action plan to address occupational and residential safety issues on an ongoing basis. (Action: Embassy Dakar)

**Recommendation 12:** Embassy Dakar should develop and implement a plan to inspect all residences in Dakar's housing pool and certify in writing that they comply with minimum life safety standards by July 1, 2011. These inspections should include results from electrical grounding tests for each residence. (Action: Embassy Dakar)

**Recommendation 13:** Embassy Dakar should conduct quarterly fire drills at the Kleber annexes. (Action: Embassy Dakar)

**Recommendation 14:** Embassy Dakar should install steel fire doors at all exterior stair landing doors in the Kleber annexes. (Action: Embassy Dakar)

**Recommendation 15:** Embassy Dakar should install residential smoke detectors in the stairwells and occupied offices and residences of the Kleber annex buildings. (Action: Embassy Dakar)

**Recommendation 16:** Embassy Dakar should negotiate with the landlord of the Kleber buildings to construct a secondary egress point for the two Kleber annexes. (Action: Embassy Dakar)

**Recommendation 17:** Embassy Dakar should inspect all electrical outlets in the Kleber annexes to remediate overloaded electric outlets and other fire hazards. (Action: Embassy Dakar)

**Recommendation 18:** Embassy Dakar should move its alternate command center operations from the Ambassador's residence to a new location and install all necessary equipment. (Action: Embassy Dakar)

**Recommendation 19:** Embassy Dakar should amend its annual certification of management controls to the Department of State to note the existence of the main internal controls deficiencies identified in this inspection report. (Action: Embassy Dakar)

**Recommendation 20:** Embassy Dakar should cease the practice of selling fuel coupons through the motor pool. (Action: Embassy Dakar)

**Recommendation 21:** Embassy Dakar should develop and implement a plan to provide a monthly report to the deputy chief of mission confirming receipt of OF-108 forms for all official government vehicles in the mission. (Action: Embassy Dakar)

**Recommendation 22:** Embassy Dakar should prepare the DS-1775 monthly fuel consumption report as required by Department of State regulations and investigate any irregularities immediately. (Action: Embassy Dakar)

**Recommendation 23:** Embassy Dakar should designate in writing those employees who are authorized access to the embassy's fuel pumps and limit pump access only to those personnel. (Action: Embassy Dakar)

**Recommendation 24:** Embassy Dakar should establish and implement a written standard operating procedure for control of personal property and vehicle inventories in Guinea-Bissau (Action: Embassy Dakar)

## 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.

***Informal Recommendation 1:*** Embassy Dakar should establish a subcashier position within the public affairs section and provide appropriate training.

***Informal Recommendation 2:*** Embassy Dakar should establish and implement a procedure to allow the consular cashier to deposit money directly with the Class B cashier after 2:00 p.m. on an as-needed basis or on specific days of the week.

***Informal Recommendation 3:*** Embassy Dakar should cover the turnstiles at the consular waiting area exit to provide protection from inclement weather.

***Informal Recommendation 4:*** Embassy Dakar should establish mission-specific visa referral procedures to maximize efficient use of its limited consular resources.

***Informal Recommendation 5:*** Embassy Dakar should conduct a training session in the use of E2 Solutions for American and local-hire office management personnel so that they can serve as the primary travel arrangers for their sections.

***Informal Recommendation 6:*** Embassy Dakar should review routing and approval flows in E2 Solutions to minimize the number of steps needed to approve travel authorizations and vouchers.

***Informal Recommendation 7:*** Embassy Dakar should prioritize its vacant maintenance unit positions and seek to fill its top priorities as soon as possible, subject to availability of funding.

***Informal Recommendation 8:*** Embassy Dakar should ensure that all minimum standards are met for the proper placement and installation of working fire extinguishers throughout the Kleber I and Kleber II annexes, as well as informational signage alerting the occupants to their locations. The Embassy should also provide an adequate (10 percent) supply of functional "backup" fire extinguishers.

***Informal Recommendation 9:*** Embassy Dakar should distribute National Security Decision Directive-38 guidance and train International Cooperative Administrative Support Services council members on developing cost impacts for National Security Decision Directive-38 requests.

***Informal Recommendation 10:*** Embassy Dakar should require the human resources office to hold mini town hall meetings throughout the mission to educate employees on human resources issues.

***Informal Recommendation 11:*** Embassy Dakar should implement procedures in the human resources office to provide listings of late employee performance reviews to the agency head and/or deputy chief of mission and Ambassador.

***Informal Recommendation 12:*** Embassy Dakar should seek input from representatives of the LE staff committee in the solicitation of a new health insurance provider.

***Informal Recommendation 13:*** Embassy Dakar should require the Guinea-Bissau action officer to conduct monthly unannounced cash counts of Guinea-Bissau subcashier funds.

***Informal Recommendation 14:*** Embassy Dakar should test its information management contingency plan and complete the information programs center standard operating procedures.

***Informal Recommendation 15:*** Embassy Dakar should provide first aid and cardiopulmonary resuscitation/automated external defibrillator training to mission personnel.

***Informal Recommendation 16:*** Embassy Dakar should prepare the 2009 statement of auditor's independence and the 2010 semiannual financial statements and forward them to the Office of Commissary and Recreation Affairs.

***Informal Recommendation 17:*** Embassy Dakar should prepare the 2010 employee association compliance certification and forward it to the Office of Commissary and Recreation Affairs.

***Informal Recommendation 18:*** Embassy Dakar should develop and implement standard operating procedures with respect to motor vehicle inventory controls.

***Informal Recommendation 19:*** Embassy Dakar should install a lock on the gasoline pump at the chancery.

***Informal Recommendation 20:*** Embassy Dakar should install a lock on the gasoline and diesel pumps at the warehouse.

***Informal Recommendation 21:*** Embassy Dakar should develop a duty schedule for the accountable property officer or a designated American alternate to be physically present at the warehouse to sign gate passes, observe receipt of property and fuel deliveries, and oversee property issuance during designated working hours.

***Informal Recommendation 22:*** Embassy Dakar should conduct a review of the time and attendance reports for the facilities maintenance section for the past 3 months, comparing paper records in the files with the official timekeeping reported to the Department of State and determining the cause of any discrepancies.

## Principal Officials

	<b>Name</b>	<b>Arrival Date</b>
Ambassador	Marcia S. Bernicat	07/08
Deputy Chief of Mission	Robert T. Yamate	08/10
Chiefs of Sections:		
Administrative	Stephen A. Dodson	08/10
Consular	Mary Emma Arnold	07/10
Political	David D. Whiting	04/10
Economic	Steven J. Perry	06/10
Public Affairs	Robin D. Diallo	08/07
Regional Security	Thad Osterhout	08/10
Other Agencies:		
Foreign Agricultural Service	Joani Dong	07/10
Department of Defense/Office of Security Cooperation/Defense Attaché Office	LtC. Matthew Sousa	08/09
Foreign Commercial Service	John R. Howell	09/10
U.S. Agency for International Development	Kevin Mullally	
Millennium Challenge Corporation	Tanya Sutherland	01/10
Peace Corps	Christopher M. Hedrick	09/07
Africa Center for Strategic Studies	Elisabeth Fekele	01/09
Animal and Plant Health Inspection Service	Vacant	
Federal Aviation Administration	Moira Keane	03/07
Federal Bureau of Investigation	Norman R. Hope	06/10
Treasury	Ed Roche	09/09
Voice of America	Scott Stearns	07/07

## Abbreviations

ACS	American citizens services
ARSO-I	Assistant regional security officer-investigator
ATA	Antiterrorism assistance
DCM	Deputy chief of mission
ECWRA	Embassy Community Welfare Recreational Association
EEO	Equal Employment Opportunity
EFM	Eligible family member
ELO	Entry-level officer
FAH	<i>Foreign Affairs Handbook</i>
FAM	<i>Foreign Affairs Manual</i>
FSI	Foreign Service Institute
FSN	Foreign Service national
HF	High frequency
HR	Human resources
HRO	Human resources officer
ICASS	International Cooperative Administrative Support Services
IM	Information management
IMO	Information management officer
IRC	Information Resource Center
ISD	International School of Dakar
IV	Immigrant visa
LE	Locally employed (staff)
LEWG	Law enforcement working group
MSRP	Mission Strategic Resource Plan
NEC	New embassy compound
NIV	Nonimmigrant visa
OBO	Bureau of Overseas Buildings Operations
OIG	Office of Inspector General
PAS	Public Affairs section
RSO	Regional security officer
SHEM	Safety, health, and environmental management
UHF	Ultra high frequency
UPS	Uninterrupted power supply
USAID	U.S. Agency for International Development

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**FRAUD, WASTE, ABUSE,  
OR MISMANAGEMENT**  
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