



Office of Inspector General

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

Office of Inspections

Inspection of Embassy Pretoria, South Africa, and Constituent Posts

Report Number ISP-I-11-42A, June 2011

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PURPOSE, SCOPE, AND METHODOLOGY OF THE INSPECTION

This inspection was conducted in accordance with the Quality Standards for Inspection and Evaluation, as issued in 2011 by the Council of Inspectors General 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

- The Ambassador provides strong leadership to this large mission. He has focused on, and succeeded in, improving U.S. relations with the Republic of South Africa – the mission’s most important strategic goal.
- More than 25 percent of mission employees work full- or part-time on the President’s Emergency Plan for AIDS Relief (PEPFAR), and the program accounts for nearly all U.S. foreign assistance. Over the next 5 years many operations will be handed over to the South African Government. Current management structures and lines of authority are not equal to the task.
- Although Consulate General Durban enjoys strong leadership and has a vibrant public diplomacy program, its contributions are not critical to furthering U.S. interests in South Africa. The consulate should be significantly downsized or closed.
- The mission is beginning to take a critical look at whether Consulate General Johannesburg could be converted to an embassy annex. It has yet to determine whether a different alignment of personnel resources between Johannesburg and Pretoria would yield greater efficiencies.
- (b) (5) 
- Rapid growth has strained the mission’s ability to provide secure office space and housing in Pretoria while there is a surplus of office space in Consulate General Cape Town and underutilized space in Consulate General Johannesburg. The mission has done considerable work on a joint annex with the U. S. Agency for International Development (USAID) but does not have a comprehensive space utilization plan.
- The mission has done insufficient workforce planning to determine where position reductions should or could occur. The OIG team identified positions in the consular, public diplomacy, and political and economic sections for possible elimination.
- Pretoria employees cite housing as a negative morale issue, believing there are significant differences in housing quality. Security and rapid growth have led to more compound housing, in some cases of poor quality requiring extensive maintenance. The embassy has made some recent, positive, changes to the housing program but has done a poor job of managing housing expectations.
- The large, well-appointed information resource centers at the embassy and at the three constituent posts are not well used; in contrast, the two reading rooms in townships near Pretoria and Johannesburg have a large and steady clientele. Reduced hours at the information resource centers will enable staff to expand programming in venues more accessible to South African clientele.

- The mission's entire public affairs information unit is located in Pretoria rather than having some in Johannesburg where employees could interact more easily with the South African media as well as many pan-African and international correspondents located there.
- Mission South Africa's three consular sections provide generally good customer service with minimal wait times. All three sections are generously staffed, and the OIG team identified several positions for elimination or consolidation.

The inspection took place in Washington, DC, between January 3 and 28, 2011; in Pretoria, South Africa, between February 15 and 23, 2011, and between March 3 and 22, 2011; Cape Town, South Africa, between February 22 and March 1, 2011; Durban, South Africa, between March 2 and 4, 2011; and Johannesburg, South Africa, between February 28 and March 10, 2011. (b) (6)



Context

The Republic of South Africa has emerged as one of Africa's most influential countries, since the 1994 elections that brought Nelson Mandela and the African National Congress to power and ended the apartheid era. It maintains important ties with the United States and other Western industrialized nations, even as it continues to exert influence in the developing world and forge new associations with China, India, and other emerging powers. Its economy is the largest in Africa and its political influence in southern Africa unmatched. At home, it faces serious challenges that include high rates of unemployment and violent crime, corruption, and an ineffective education system. Some 17 percent of the country's adult population is infected with HIV/AIDS.

The United States has a significant stake in seeing South Africa emerge as a prosperous, multiracial democracy and has sought to assist it in a variety of ways. Diplomatic engagement between the two countries has increased significantly since 2009, with an agenda that includes security and nonproliferation, trade, transportation, climate change, and health. An important indication of policy progress came in December 2010 with the first meeting of the U.S.–South Africa Strategic Dialogue, among the broadest, high-level diplomatic exchanges held between the two countries.

The OIG inspection focused on Embassy Pretoria's efforts to advance this agenda and to manage the human and financial resources the United States has committed to this endeavor. The inspection team paid particular attention to PEPFAR, the largest program of its kind in the world. More than 25 percent of the mission works full- or part-time on this effort, which dominates U.S. foreign assistance. In 2010, the PEPFAR budget for South Africa exceeded \$550 million. Military assistance totaled less than \$1 million.

Mission South Africa faces considerable management and personnel challenges. The mission is the second largest in the Bureau of African Affairs in total staff, and the third largest in terms of Department staffing, behind Nigeria and Kenya. With consulates general in Johannesburg, Cape Town, and Durban, it is the only mission in Africa with three constituent posts. The inspection team examined several aspects of the mission's large footprint and rapid growth, including space utilization and workforce planning, and whether adjustments are needed in the size and function of the three consulates.

At the time of the inspection, mission staff included 357 direct-hire Americans and 546 locally employed staff members. Twenty-eight offices from 12 independent agencies maintain a presence at the mission, the largest being the Department, USAID, and the Centers for Disease Control and Prevention (CDC). The mission's operating budget is approximately \$32 million per year. Foreign assistance amounts to approximately \$577 million.

Executive Direction – Embassy Pretoria

Leadership

The Ambassador and the country team have been central to what many believe is the beginning of a significant, positive shift in U.S. relations with South Africa. Bilateral engagement has expanded rapidly during the last 18 months, with an agenda that runs from trade to nonproliferation. The principal vehicle for this engagement has been the U.S.–South Africa Strategic Dialogue, which was agreed to in April 2010, and held its first ministerial meeting 8 months later. The Ambassador led the embassy's successful efforts to create the dialogue structure and stand up its many working groups. His excellent contacts with senior Washington officials and his successful efforts to engage South African officials were key to establishing the dialogue.

The Ambassador is a strong leader who has articulated his goals clearly through the Mission Strategic and Resource Plan (MSRP) process and is moving his 12-agency mission forward. He is active in important government and business circles; his energy and commitment have earned him access and respect in the host community and high regard from mission staff members.

The deputy chief of mission (DCM) is an experienced Africa hand and former chief of mission, whose principal role is as the mission's chief operating officer. She led the mission as chargé d'affaires for 7 months before the Ambassador's arrival and then assisted him with the transition to his first Department position. They work well together and are viewed by the staff as sharing the same vision, despite employing very different leadership and management styles. Under their leadership, embassy operations are marked by generally good interagency cooperation. Agency heads actively participate in the weekly country team meetings and in the Ambassador's weekly senior staff meetings. Interagency efforts to promote trade and to provide law enforcement assistance are particularly productive.

Although the traditional division of labor – with the Ambassador focused on external relations and the DCM handling internal operations – works well, the Ambassador has not engaged sufficiently on broad, internal mission problems that have a negative effect on productivity and morale.

The DCM spends considerable time on PEPFAR program oversight, attending multiple weekly and monthly meetings and interfacing frequently with the consuls general. She is credited with the creation of a system of nine provincial liaisons who coordinate PEPFAR programs and grants with provincial and local governments. The program is the embassy's largest and is lacking sufficient executive oversight. The Ambassador has communicated his goals for the program but has not focused sufficiently on program management. As the program begins its transition from direct emergency delivery of aid to technical assistance, the Ambassador's increased engagement would eliminate communication problems that have plagued the two primary agencies, marginalized the PEPFAR coordinator, and prevented the executive office from ensuring that major grants are consistent with program goals.

The mission will have a significant senior staff turnover in 2011, with the departure of the DCM and the principal officers at all three consulates general. It will be essential for the Ambassador to quickly establish his vision with the new staff members and integrate them into his team.

Mission Strategic and Resource Plan

Under the over-arching framework of reinvigorating the U.S.–South Africa bilateral relationship, the MSRP prioritizes health as the mission’s number one goal, which reflects the scale and importance of the largest PEPFAR program in the world, totaling \$563 million in 2011. The MSRP also calls for greater efforts in education and law enforcement, the second and third of its eight goals. The full country team, including the consulates general, participated in the MSRP formulation, and country team members understand and support the mission’s MSRP goals.

Operating Efficiencies

A number of inefficient operating procedures require executive office attention, including clearance processes, the quantity of internal meetings, and in-country travel. Streamlining these processes would reduce the time pressure on existing staff and allow them to pursue more productive endeavors.

The clearance process for political and economic reporting is cumbersome and causes significant delays in releasing reporting cables. The process is also demoralizing to reporting officers, whose work frequently goes through as many as five editors. The inspection team saw numerous examples of routine cables being delayed in clearance for a week, and often more. One exasperated reporting officer told of six clearances being required for a routine, one-paragraph product. Several steps could help streamline the process, including reducing clearances within the sections, reducing the number of cables that require front office clearance, and reducing the number of executive office clearances on cables that require front office review.

Scrutiny of several other practices also could yield efficiencies. A review of individual officer’s calendars suggested that many spend more than one hour a day attending internal embassy meetings. Multiple officers from the same section often attend the same meetings. For example, three officers from the political section and three from the executive office attended a routine law enforcement working group meeting held during the inspection.

Embassy and consulate personnel travel frequently and perhaps excessively among mission offices. In 2010, for example, the mission spent \$77,500 on travel between Pretoria and Cape Town by International Cooperative Administrative Support Services (ICASS) program and public diplomacy staff. The travel included extended visits by reporting officers and support staff, despite the fact that two reporting officers and a full-time office management specialist are assigned permanently to Consulate General Cape Town. The three consuls general travel to Pretoria approximately once a month to attend senior staff meetings and have consultations; visits every other month should be sufficient, given the availability and use of digital video conference (DVC) equipment at all four posts. The executive office has not issued guidelines on internal travel.

Informal Recommendation 1: Embassy Pretoria should issue written guidelines for internal travel in order to eliminate unnecessary travel among mission offices.

Morale

As might be expected in a mission of this size, morale is uneven. Among the issues negatively affecting U.S. direct-hire morale, housing and the inability to resolve problems in a timely and clear manner rank high. The Ambassador has done a good job of improving local staff morale, in particular, which had suffered in recent years. His efforts have reinvigorated a local employee committee that was defunct for some time, and he has met with the committee to hear their concerns, most recently regarding a difficult tax issue that affects 70 percent of the mission's local staff. His outreach effort would benefit from walking around occasionally to visit employees in their offices.

Entry-Level Program

The mission's program for first and second tour (FAST) officers consists primarily of a monthly DVC, in which participants from all four posts hear a guest speaker's presentation, and occasional social events that are intended to serve as mentor-mentee engagement opportunities. Although the embassy's March 2009 policy notice outlining the program refers to reporting opportunities, country team attendance, post exchanges, and other enriching experiences, the responsibility for seeking out and arranging opportunities rests primarily with the almost 40 FAST employees themselves. Some have had experiences outside of their normal portfolios but others have not, and there is no systematic approach to ensure that they do. One FAST employee reported that some supervisors are not supportive of the program, because it takes them away from their busy desks. Another FAST employee was unsure who is in charge of the program.

The DCM is not energizing the program consistently or ensuring that FAST employees are rotated through the experiences outlined in the program. Some revisions to the policy would be useful, including: allowing one FAST employee at every country team meeting, rather than at just one meeting per month; holding the Ambassador's check-in meetings and quarterly DCM meetings, as provided for in the policy; and instructing supervisors to allow FAST officers to participate in program activities to the maximum extent possible. Although all FAST employees have an assigned mentor, the DCM does not hold mentors accountable for the frequency and quality of their mentoring or ensure that FAST employees are given subject matter mentoring by their supervisor or others in their functional areas.

Recommendation 1: Embassy Pretoria should update the mission's first and second tour program to include guidance for supervisors, more opportunities for first and second tour experiences outside of normal work requirements, a checklist to ensure the participation of each first and second tour employee in the opportunities, and greater oversight of mentoring efforts. (Action: Embassy Pretoria)

Executive Direction – Consulate General Johannesburg

Johannesburg's consul general devotes much of his time to public outreach and has become the public face of the U.S. Government in the Johannesburg district. He attends virtually all American Chamber of Commerce events and meetings, speaks frequently at schools, interfaces often with the press, and uses representation opportunities well. However, his leadership of the staff has not been quite as successful as his outside endeavors.

The consul general is an energetic manager who regularly visits U.S. and local staff in their offices and encourages them to actively engage in the embassy working groups via DVC. Nonetheless, morale among the 26 U.S. direct-hire employees is uneven, and several staff commented that his communication style detracts from collegial decision-making and from their overall job satisfaction. Morale among the 84 locally employed staff is generally higher, primarily due to the consul general's attention to their concerns.

Consulate General Johannesburg is only 35 miles from the much larger embassy in Pretoria. This proximity, coupled with the fact that officers from Pretoria venture regularly into Johannesburg's district to attend events, meet with contacts, and report on political and economic developments, has given rise in the past to turf battles and competition for influence. The incumbent consul general and his staff, however, support the activities of embassy personnel across agency lines. To keep Johannesburg on track with the embassy's priorities, the consul general travels to Pretoria for weekly senior staff meetings and participates by DVC in the political and economic section meetings, as well as the weekly country team meeting.

Executive Direction – Consulate General Cape Town

Cape Town's consul general is well known for her community outreach successes, but she has not provided strong leadership or management oversight within the consulate.

The consul general focuses much effort and attention on community outreach. She has established many contacts within the humanitarian and nongovernmental organization (NGO) community throughout the large consular district and frequently participates in their activities. Political outreach is also a focus for her, and her efforts have netted useful contacts for the mission, including some in the ruling African National Congress party. She hosts successful representation events.

The consul general's efforts within the consulate have been less positive. Her leadership style has resulted in fragmentation of her team of 25 American employees, which has dampened morale and lowered productivity. The consul general has not successfully communicated her vision and direction, leaving some employees unaware of the role of the consulate general in the mission. Her weak oversight of management operations allowed unresolved issues to fester, damaging staff confidence in her problem-solving abilities.

Morale among the 61 locally employed staff has improved as a result of the consul general's efforts to host town hall meetings and workshops, and to assist local staff with their serious tax difficulties.

The consul general's relationship with embassy principals has been adequate. She participates in country team meetings via DVC and has frequent phone contact with the DCM and others.

Executive Direction – Consulate General Durban

The consul general in Durban has made multiple contributions to mission goals and has forged a strong and productive team.

The consul general has developed strong personal and professional relationships with senior government officials and all political parties in Kwa-Zulu Natal, a province that is important politically and economically and also is the epicenter of the HIV/AIDS epidemic in South Africa. The consul general has paid special attention to improving coordination between U.S. and local officials working on HIV/AIDS, and successfully pushed for the appointment of the first provincial liaison in South Africa, to bring better order to the multimillion dollar U.S. investment in PEPFAR. She has provided strong support for multiple public diplomacy initiatives, and officials from the Foreign Commercial Service and the U.S. Trade and Development Agency laud her work on behalf of their efforts to promote U.S. business.

Within the consulate, the consul general has met the challenges of having many of the same duties and responsibilities as the larger and better staffed consulates in Johannesburg and Cape Town. She insisted on cross-training for the 7 American employees and 25 local employees. Her efforts met with initial resistance, but proved prescient: when extended staffing gaps occurred, the consulate was able to carry on normally. Morale is high and the consul general is well-respected; both American and local employees described her as thoughtful, open, accessible, engaged, and impartial. She has mentored a series of first-tour reporting officers, but the volume and depth of reporting from Durban could be improved.

The consul general's relations with the embassy are excellent. She has succeeded in obtaining needed support from the embassy. She participates fully in embassy meetings via DVC and was a major contributor to the MSRP process.

Policy and Program Implementation

President's Emergency Plan for AIDS Relief

The OIG team identified significant management changes needed for PEPFAR to transition successfully over the next 5 years from providing direct services to focusing on technical assistance that will allow South Africa to assume greater ownership of the program. The PEPFAR coordinator's office is not providing sufficient leadership or oversight of the program, and implementing agencies do not fully cooperate with the coordinator. Management practices and lines of authority that were weak but adequate when PEPFAR's emphasis was to provide emergency care and treatment are not sufficient for the program's new roles. It is important that the Ambassador take a more active role in managing the program as it begins a significant transition.

The PEPFAR program in South Africa is the largest in the world, and represents the largest source of U.S. foreign assistance to the country. Funding in 2010 was \$560 million; since 2003, the United States has contributed more than \$2.7 billion to address the country's HIV/AIDS epidemic, which continues to infect 17 percent of the adult population. Some 235 U.S. and local staff members work full- or part-time on the program, more than about 25 percent of the mission's staff. More than 95 percent of PEPFAR funds go to USAID and CDC. The remainder is divided among the Department, Peace Corps, the Department of Defense, and other offices in the Department of Health and Human Services.

More than 1 million South Africans with HIV/AIDS are kept alive through programs carried out by PEPFAR partners or in coordination with the South African Government. U.S. assistance has been crucial in reducing transmission of the disease from pregnant mothers to their newborns, caring for 400,000 orphaned and vulnerable children, and inaugurating campaigns for male circumcision and other measures to reduce the spread of the disease. With the Ambassador's encouragement, PEPFAR worked constructively with the South African Government to reduce the cost of procuring medicines by more than 50 percent, an achievement that will result in multimillion dollar savings.

The early years of the program were marked by a contentious relationship with South African health officials, many of whom disputed the need for such medical assistance. The government now supports the program, but legacies remain. USAID and CDC developed treatment, care, and prevention programs that relied on NGOs rather than the government. The number of NGOs receiving PEPFAR funding remains high: 135 prime partners, and some 600 subpartners. Programs were established with limited input from government officials, and communication remains inadequate.

The program is now at a pivotal point. Under terms of a bilateral agreement signed in December 2010, PEPFAR will transfer a number of operations to national and provincial health authorities over the next 5 years. The agreement provides for increased coordination between PEPFAR and the South African Government and shifts PEPFAR's primary role to providing technical and other assistance to the South African health system. Negotiations with the South African Government have yet to begin on drafting a Partnership Framework Implementation Plan that will spell out the scope and pace of this transition.

The OIG team examined current PEPFAR management structures in light of the coming transition to an operating environment that will see reduced budgets, involve more substantial consultation with the South African Government, and require greater efforts to reduce duplication.

The PEPFAR program receives weak executive oversight. The PEPFAR coordinator serves primarily as a staff resource and does not effectively coordinate the activities of USAID and CDC. The agencies, in turn, seek to bypass the coordinator. In one case, CDC and USAID staff members were explicitly directed by their supervisors not to discuss their findings with the coordinator. The Department's Office of the Global Aids Coordinator in Washington is reexamining the terms of reference for PEPFAR coordinators in the field, which is a potentially important step that could clarify the coordinator's role.

Lack of oversight and poor communication have taken a toll on important initiatives. For example, USAID and CDC began two innovative programs in 2010 that have fallen short of expectations because of ineffective oversight and direction. First, PEPFAR hired provincial liaisons to educate officials about PEPFAR programs, gain an understanding of their priorities, and facilitate their taking greater ownership of the programs. But provincial officials did not receive a comprehensive briefing about the program from the coordinator's office. Liaisons were not given adequate information about PEPFAR programs and partners, and were unable to tell their contacts how much PEPFAR was spending in a given province and for what programs. Better data collection and dissemination are required. The provincial liaisons report to USAID and CDC. Although they have a keen understanding of developments at the provincial level, neither the PEPFAR coordinator nor the Ambassador has ever met with them as a group.

Similarly, PEPFAR initiated a sound measure called alignment, which names a lead facilities partner in each local district to facilitate communication. Unfortunately, USAID and CDC in Pretoria chose the lead partners without consulting sufficiently with South African officials. Local officials expressed dismay over this, and said the process had set back bilateral dialogue rather than advanced it. The PEPFAR leadership's communication with NGO partners on the rationale for alignment was also weak.

The PEPFAR transition will present public affairs challenges that will require strong executive leadership. In recent years, the embassy's public affairs office has successfully publicized PEPFAR programs in print and broadcast media. Efforts to brand the program through PEPFAR's numerous partners have proven less successful. Public affairs challenges will increase, as PEPFAR budgets fall and the nature of U.S. assistance changes. These changes in U.S. assistance also will challenge the mission to counter any allegations that the United States is abandoning South Africa.

As PEPFAR pivots toward a new direction, the mission needs stronger leadership to coordinate activities undertaken by USAID and CDC and maintain consistency with transition goals; to engage South African authorities intensively at the national, provincial, and district level with a single, coherent message; and to expand effective public diplomacy efforts. The Ambassador is best positioned to provide this leadership and to empower the PEPFAR coordinator.

Recommendation 2: Embassy Pretoria should establish a Partnership Framework Implementation Plan committee, chaired by the Ambassador; articulate a common vision among the President's Emergency Plan for AIDS Relief agencies; issue and enforce clear guidelines on how to implement that vision; and oversee subsequent negotiations with the South African Government. (Action: Embassy Pretoria)

Establishing this Ambassador-chaired committee and arriving at a clearer sense of the program's future in South Africa should help reduce widespread program duplication between USAID and CDC. Both USAID and CDC fund and manage programs across the PEPFAR spectrum, but they make little effort to specialize or capitalize on each agency's core competencies. The agencies, described by staff as "fiercely competitive," have parallel offices dealing with treatment, care, and prevention – a situation one official termed "wholly redundant." Each agency continues to add new staff, but no mechanism exists to determine whether existing

staff might be shared, to obviate the need for new positions. Aside from the lack of executive leadership, senior PEPFAR staff cited this duplication of efforts as the most serious obstacle to efficient PEPFAR operations.

Rivalry between the two agencies also has led to an inefficient allocation of resources. At least one funding decision in 2010 was made by simply dividing additional funds in half between the two agencies, rather than analyzing where the funds could be spent most effectively. This decision precluded a potential squabble between the two agencies, but it did not serve the interests of those for whom the program was intended.

Employees indicated there is little coordination among partners funded by USAID and partners funded by CDC. In some cases, two partners (with different funding sources) appear to be doing similar work in the same geographic area. It is unclear which partner is performing most efficiently and effectively, although efforts are underway to compile such information.

Although there are exceptions, each agency tends to make major funding decisions with neither full coordination with the other agency nor review by the PEPFAR coordinator. There is little effort to ensure that CDC funding decisions, for example, do not duplicate similar USAID efforts. Additional funding decisions are pending, but have not been subject to strategic review.

This situation merits immediate attention, particularly given the Ambassador's explicit instruction to identify cost efficiencies.

Recommendation 3: Embassy Pretoria should require South Africa's coordinator for the President's Emergency Plan for AIDS relief and representatives of the United States Agency for International Development and the Centers for Disease Control and Prevention to prepare a joint report for the Ambassador, identifying duplications in staffing and overlaps in programming between the two agencies, outlining concrete steps to eliminate these inefficiencies, and indicating cost savings that could be achieved by doing so. A member of the Ambassador's staff should participate in meetings related to this endeavor. (Action: Embassy Pretoria)

Recommendation 4: Embassy Pretoria should thoroughly review all major United States Agency for International Development and the Centers for Disease Control and Prevention funding decisions, to identify and eliminate any redundancy, and to determine that the decisions are consistent with President's Emergency Plan for AIDS Relief's transition goals. (Action: Embassy Pretoria)

The mission has paid insufficient attention to monitoring the finances of PEPFAR partners. USAID maintains a 17-person regional inspector general's office in Pretoria that covers Eastern and Southern Africa and devotes a majority of its time to PEPFAR performance audits. The office gives less attention to financial audits. CDC does not maintain a similar auditing presence in Pretoria; the single grants manager CDC had in Pretoria was withdrawn in 2010. A handful of PEPFAR partners purportedly had faced early termination of their contracts, but none had been formally dropped for waste, fraud, and mismanagement. A recent USAID review of the program's largest partner found no significant shortcomings, but more needs to be done to ensure that all partners submit required annual audits, and agencies address deficiencies promptly and thoroughly.

Recommendation 5: Embassy Pretoria should require the President's Emergency Plan for AIDS Relief office to submit written reports to the Ambassador, outlining each agency's methods for uncovering waste and fraud among their prime partners and assessing whether these methods are sufficient. (Action: Embassy Pretoria)

The smallest portion of the PEPFAR program involves community grants, which normally amount to \$15,000 or less. Teams at the embassy and each of the three consulates oversee these grants, which assist orphans and vulnerable children. Team members were familiar with funding guidelines, vetted their recommendations properly, conducted pre-award and post-award site visits whenever possible, and required recipients to prominently display logos indicating that the project is funded by the United States. The program is well run and meets its objectives.

Other Interagency Programs

The embassy has sound programs to promote trade and coordinate law enforcement efforts. Seven law enforcement agencies maintain a presence in South Africa. The regional security officer chairs a regular, unclassified working group that focuses on increasing law enforcement training opportunities available to South African authorities. All agencies participate actively in the effort, and coordinate their training (sometimes providing it jointly). The Bureau of International Narcotics and Law Enforcement Affairs has provided funds to enable other agencies to provide specialized training. On operational issues, law enforcement agencies say they do not face turf battles; they share contacts and information effectively among themselves. There is no regular law enforcement working group that focuses on operational coordination.

Informal Recommendation 2: Embassy Pretoria should establish a law enforcement working group that focuses on operational issues and is chaired by the deputy chief of mission.

Trade promotion agencies in South Africa include, in addition to the Department, the Foreign Commercial Service, the Foreign Agricultural Service, and the United States Trade Development Agency. The minister counselor for economics meets weekly with the heads of these agencies to discuss ways to advance the President's export initiative. The Ambassador is heavily engaged in this endeavor. He meets frequently with U.S. and South African business executives and with relevant government officials. He also hosts representational events to promote U.S. business. Agency heads expressed satisfaction with the embassy's support, and singled out Consulate General Durban for providing valuable assistance.

Political and Economic Affairs

The political and economic sections have played crucial roles in expanding diplomatic dialogue with South Africa and implementing programs to support greater bilateral cooperation. Reporting is ample. Some officers feel under pressure to accentuate the positive, and downplay negative developments. The recent, unauthorized release of sensitive diplomatic cables by Wikileaks has had a chilling effect on access to South African contacts.

Political Affairs

The embassy's political section is amply staffed with separate officers assigned to foreign affairs, domestic political developments, and human rights. Two local political assistants report, provide background, and assist with making local contacts. There is no need for additional staff. The OIG team counseled the section chief on ways to make better use of existing staff in the section.

As part of expanded diplomatic engagement with South Africa, the section has effectively supported law enforcement cooperation, political-military affairs, and a new bilateral dialogue on security and nonproliferation. It also has actively engaged the South African Government on issues before the United Nations, where South Africa has a 2-year seat on the Security Council. Emails confirm frequent exchanges with Washington agencies on issues ranging from policy to logistics. A decision by the Bureau of International Security and Nonproliferation to include embassy political and economic officers in a group superior honor award is testament to the strong relationship both sections have with Washington counterparts.

The section's reporting and analysis of foreign affairs and human rights is strong. Domestic political reporting suffered when an experienced officer left the section in 2010 and was replaced by an officer who had no Africa experience and did not receive regional affairs training prior to arrival. The political minister counselor has mentored the new officer, and the amount and quality of reporting has increased.

The lack of political reporting from Consulate General Cape Town, the country's legislative capital, has been a continuing issue. A review of cable traffic from the consulate confirmed that output was low; for 5 months of 2010, the consulate filed only one political cable per month. The issue stems in part from differing guidance the political officer received from Pretoria. The political section called repeatedly for more reporting, while the executive office encouraged the officer to develop new contacts, which she did diligently and effectively and reported on by email. A better understanding between the political section and the front office would have prevented confusion over the officer's reporting responsibilities.

The political section and the economic section each have two Foreign Service office management specialists; three of these four positions were filled at the time of the inspection. The OIG team concluded that the embassy could eliminate one of these positions by adopting more efficient office procedures, such as eliminating unnecessary filing, and sharing one office management position between the two sections.

Recommendation 6: Embassy Pretoria should request, and the Office of the Director General should approve, the elimination of Foreign Service office management position 10109002 in the political section, and it should assign Foreign Service office management position 20160001 in the economic section additional duties supporting the political section. (Action: Embassy Pretoria, in coordination with DGHR)

Economic Affairs

Like the political section, the economic section has played a key role in establishing and supporting expanded diplomatic dialogue with South Africa. Economic and commercial agencies in Washington were unanimous in their praise for the section's support. They cited the minister counselor repeatedly for her knowledge and responsiveness. Economic officers, supported by three local staff members with extensive experience, maintain close contact with the American Chamber of Commerce and other business organizations, as well as with government officials, think tanks, and academics. They also work closely and effectively with trade agencies at the mission and with the Department of Homeland Security. The newly arrived head of the Transportation Security Agency said his counterpart in the section had played a key role assisting him with his new responsibilities.

The section's reporting and analysis covers a broad range of issues. One product consistently cited for excellence was a quarterly commentary on official South African economic statistics that provided insights not available elsewhere. Washington analysts also cited as particularly useful the labor reports by the economic officer assigned to Consulate General Johannesburg and analyses by the economic officer assigned to Consulate General Cape Town.

Officers in the section praised section management, although many suggested that the minister counselor could delegate more responsibility and authority to them. Staffing is adequate. As noted in the work force planning section of this report, two positions should be reviewed to determine if they could be combined with other positions.

Reporting Balance

Some Washington consumers described embassy reporting from 2010 as overly optimistic. All cables with comments that have "attitude" require front office clearance, according to several officers – a policy the embassy instituted after the front office took issue with a negative comment in one report. A number of officers confirmed the impression that the front office wanted them to accentuate positive aspects in their reporting. One noted an instance where the front office had deleted a relevant but damaging fact from a cable.

(b) (5)

The inspection team did not find a systematic bias in embassy reporting or inappropriate instructions about reporting. Nonetheless, a number of officers expressed uncertainty about whether the Ambassador expects them to downplay negative developments in their reporting.

Informal Recommendation 3: Embassy Pretoria should issue written guidance outlining the executive office's standards for balanced reporting.

WikiLeaks

The unauthorized release of Department documents by WikiLeaks and the major media coverage it engendered in late 2010 has had a chilling effect on the embassy's ability to make and

maintain contacts in South Africa. Several South Africa cables were released, and the fallout has left at least one key government contact refusing to meet with embassy officers. Others have become skittish or withdrawn. One reporting officer told of meeting a new political contact, who began the conversation: "This is not for a cable, is it?" As a result of the leaks, the political section no longer includes the names of contacts who are not essential to context or credibility. The embassy also has limited the number of cables it posts for wide distribution.

The embassy has worked diligently to contain damage from Wikileaks. When the leaks began in earnest in late 2010, the embassy's political, economic, and public affairs sections compiled a list of potentially compromised cables, and the persons named in them. The public affairs staff contacted many of those persons, as Department guidance permitted. The section's excellent working relationship with the media has proven crucial to managing this issue.

Embassy officers found initial Department guidance on the leaks to be slow and confusing, particularly with regard to whether missions could contact people who were named in documents that were likely to become public. The Department was also slow in compiling an accurate list of the documents at risk. Guidelines that prohibited officers from reading leaked documents on embassy computers hindered the embassy's ability to stay abreast of events.

Public Diplomacy

Mission Pretoria's public affairs section (PAS) is the largest in sub-Saharan Africa. The public affairs officer (PAO) manages a budget of over \$8 million and oversees a staff of 14 American officers and 43 local employees countrywide. Since his arrival in late summer of 2010, he has become a trusted senior advisor to the Ambassador. The PAO has taken advantage of the Ambassador's strong interest in public diplomacy to raise the section's profile inside and outside the embassy. PAS, including operations at the three consulates general, serves the U.S. mission well and enjoys strong leadership, with a creative and dedicated staff who use their ample resources well.

The PAO in Pretoria has raised morale significantly among both American and local staff countrywide, engaging them in serious discussions about operational and budget issues. He has made welcome efforts to decentralize decision making and give constituent posts greater autonomy. Leadership changes at PAS Johannesburg also have improved morale there. The situation at PAS Cape Town is mixed, due largely to the management style of the PAO. PAS Durban had no PAO at the time of inspection; Pretoria was assigning a series of public diplomacy officers to fill the staffing gap.

PAS South Africa is the "go-to" public diplomacy mission in Africa. The Department relies on PAS South Africa to host regional conferences and training workshops, provide neighboring embassies with technical and other support, and respond to last-minute requests for high-profile exchange visitors. The Department also counts on PAS South Africa to develop innovative and effective ways to "get out the message." For example, when President Obama announced that he would give a major address during his visit to Ghana, PAS partnered with a South African-based telecommunications company to solicit messages to the President from African citizens. PAS received over 200,000 messages that it then conveyed to the White House.

PAS South Africa was also behind ConnectUS, the first U.S. Government mobile platform designed and hosted overseas for a targeted audience. ConnectUS allows PAS South Africa, working with in-country technology and media partners, to reach quickly broad audiences via any one of the 4,500 makes and models of Internet-enabled mobile phones available in South Africa, devices that are far more common—especially among young people—than home or office computers. In 2010, PAS Pretoria also provided start-up funds to a local Internet news site to help create a Web site dedicated to promoting freedom of the press in Africa. The site provides African journalists an outlet to communicate stories that they could not publish safely in their home countries.

Press and Media Operations

Pretoria's information officer (IO) is well respected inside and outside the mission. She attends all of the Ambassador's senior staff meetings, along with the PAO, to ensure that the IO is aware of the embassy's thinking on all issues.

The IO leads a dedicated staff of one entry-level officer and seven local employees. They produce a comprehensive daily media report, with input from PAS staff in the consulates. The report is divided into topical areas; hyperlinks enable users to get the full text of articles in which they are interested. A three-person audio-visual team provides regular on- and off-site support to PAS and Embassy Pretoria offices, as well as occasional support to constituent posts and other PAS offices in the region. PAS Pretoria's information unit also manages the embassy Web site, which is updated daily, has links to the Web sites of the three consulates general, and complies with the Department's privacy rules. Information unit employees also oversee the mission's popular social media sites, which include Face Book, Twitter, Flickr, MXit, and ConnectUS.

The embassy's use of Twitter is notable. The site, called @USEmbPretoria, now has nearly 5,500 followers. Its primary audience is reporters and editors, and it was designed as a news aggregator for the region. The IO and her staff search for straight news stories from third parties that reflect well on U.S. interests and then re-Tweet the articles, sometimes with embassy comment to provide perspective. Through the embassy's Twitter site, PAS helps shape the narrative on issues important to the mission, the Department, and the U.S. Government. IO staff also use the site to re-tweet favorable viewpoints from other Twitter users, to promote public diplomacy programs and events, and to provide reporters with news tips and rapid for-the-record corrections of misinformation in the media. The site has proved its worth. During the post-election crisis in the Ivory Coast, for example, it linked its local, regional, and international followers to third-party video showing soldiers killing women, becoming the #1 Twitter account in South Africa for 72 hours during the peak of the crisis. A Nairobi-based bureau chief for a major American television network called @USEmbPretoria a "must-read service" for anyone who cares about Africa.

The IO and her staff work in Pretoria, although most South African newspaper and television operations are located in nearby Johannesburg. Historically, this anomalous situation has resulted in friction between PAS officers in Pretoria and Johannesburg, with embassy IOs rightly asserting their role as official spokespersons for the mission and Johannesburg staff legitimately claiming they can work effectively to advance mission programs only if they have regular contact with senior media officials in Johannesburg. The current IO makes regular media visits to

Johannesburg, often without informing her colleagues there, but insists they report to her any and all of their contacts with Johannesburg media.

One solution to this long-standing problem is to relocate some of the mission's media operations to Consulate General Johannesburg, a move that might streamline the information operation, result in economies of scale, and alleviate overcrowding in the chancery in Pretoria. Office space in Johannesburg can be reconfigured to accommodate additional staff. Most changes would be made when incumbents depart, so no current U.S. direct-hire staff in the information unit would have to change their residences, and future hires could be assigned to Johannesburg rather than Pretoria. The country PAO, the IO in Pretoria, and the PAO in Johannesburg agree that such a move is both feasible and desirable. The OIG team supports this approach.

Recommendation 7: Embassy Pretoria should move appropriate press and media staff from Embassy Pretoria to Consulate General Johannesburg. (Action: Embassy Pretoria)

The Africa Media Hub

The Africa Media Hub is run out of Embassy Pretoria. It is the newest of six regional media hubs that report to the Department's Office of International Media Engagement in the Bureau of Public Affairs. Each hub has a specific focus, tied to the geographic region for which it is responsible; all aim to promote accurate and positive coverage of U.S. foreign policy priorities in international media. The African Media Hub is responsible for developing working relationships with key African media outlets, arranging media interviews with U.S. Government officials in Washington or in the region, and finding innovative ways to deliver policy messages that resonate with African audiences. PAOs and press attaches at U.S. embassies in Africa reportedly see some of the hub's work as duplicative of or in competition with their own programs, but the Pretoria hub's director is trying to change this perception.

Because both the hub and its director are new, the country PAO chose to have the hub based at the embassy, where both he and the IO can provide support and guidance. If the next hub director is more experienced or if the embassy moves parts of its media operations to Johannesburg, it might be logical to move the hub to Johannesburg, where its personnel could develop and sustain personal relationships with pan-African media more easily.

Informal Recommendation 4: Embassy Pretoria, in coordination with the Bureau of Public Affairs and the Bureau of African Affairs, should do a cost-benefit analysis to determine whether the Africa Media Hub should move to Johannesburg.

Information Resource Centers and Innovative Extensions

PAS South Africa maintains information resource centers (IRCs) in Pretoria and in the three constituent posts. All four are directed by library science professionals who report to their respective PAOs and to a Pretoria-based information resource officer. The IRCs in the constituent posts are large, welcoming, and well-appointed; the one in Pretoria is less so, due to its unusual architecture and the fact that a portion of its original space was turned over to another embassy section that needed extra offices.

The IRCs provide reference and research services to mission staff and contacts in the South African Government, universities, think-tanks, media, and civil society organizations. In addition to their reference materials, all four IRCs have decent-sized collections of books and magazines about the United States that patrons can borrow. Patrons can also make free use of the IRC's Internet-enabled computers.

The IRCs do excellent work in serving specific clientele; for example, they readily provide government ministries with information about U.S. laws or regulations. They are less successful, however, serving the general public. During the inspection, the OIG team noted only one instance where there were more than five members of the public using an IRC, although each can accommodate 40 or more patrons at one time. On most occasions, there was no one in the IRC except the IRC staff.

There are several reasons for this situation. All IRCs are located within the embassy or the consulates. Would-be patrons pass through security screening procedures that many of them resent, a problem shared by IRCs worldwide. In South Africa, the problem is aggravated by the location of the consulates themselves. In Cape Town, the new consulate is located far outside the city, with no public transport available. The situation is similar in Johannesburg, where the consulate is located in a wealthy suburb whose residents do not need the IRC, while those who could use its resources find the IRC difficult to reach. In Durban, the IRC is located in the central business district, which was an ideal location – until crime rates started increasing.

IRC directors, however, are enjoying success in taking their products and services to the public, rather than asking that patrons come to the IRCs. Johannesburg was the first to do so, establishing a small library in YMCA offices in Soweto in 1976 and a stand-alone facility in a Soweto community center in the mid-1980s. The facility, renamed the Rosa Parks Library in 2006, primarily serves a student clientele. It has nearly 6,000 books, most focused on business and entrepreneurship, a selection of periodicals, study carrels, and computer terminals with free Internet access. The library also hosts regular film programs, and book and chess clubs. The OIG team found the library filled with township students.

Even more crowded was the Mae Jemison U.S. Science Reading Room, named in honor of the first African-American female astronaut and located on the University of Pretoria campus in Mamelodi township. The Mae Jemison center uses U.S. models to make science fun and accessible to secondary school students and to provide resources to supplement those in local schools. Its collection of more than 3,000 science-focused books and magazines draws students from high schools in the township. IRC Pretoria personnel, along with the PAS youth outreach coordinator and volunteers from the university, take turns staffing the center, tutoring students, and overseeing the various clubs that meet there. In addition to its library, the center also features an exhibition space equipped with scientific models and games, and an auditorium used to host films, lectures, and DVCs.

IRC directors in Durban and Cape Town also have conducted successful outreach experiments. The Durban IRC provides township libraries with “block loans” of books from its collection focusing on HIV/AIDS, business and entrepreneurship, and community policing and crime prevention. Cape Town IRC staff members hold regular programs at the Cape Town Central Library, which is always filled with patrons, and which boasts an American Corner.

The success of the Durban and Cape Town outreach programs, and the numbers at both the Rosa Parks Library and the Mae Jemison U.S. Science Reading Room, attest to the value of taking programs to target audiences, rather than waiting for patrons to come to the IRCs. IRC employees acknowledge this fact, but limited staffing prevents them from expanding outreach efforts while simultaneously keeping IRCs open 40 hours a week.

Informal Recommendation 5: Embassy Pretoria should reduce the public operating hours of information resource centers at the embassy and the three constituent posts to allow IRC staff to expand programming at satellite centers and pursue new and more productive opportunities elsewhere.

Exchanges and Cultural Programming

PAS South Africa has a large and vibrant cultural and exchanges program that focuses on education, health, public safety, and the rule of law. All are goals in the MSRP and mirror objectives of the South African Government, 50 percent of whose current cabinet members have participated in U.S. Government exchange programs.

The experienced cultural affairs officer and two deputies oversee all cultural and educational exchange programs, which in FY 2010 included \$5 million in academic exchanges and nearly \$1.8 million in professional and cultural exchanges. One deputy handles Fulbright academic exchange programs; the other manages citizen exchange programs, including the International Visitor Leadership Program (IVLP), as well as the American Speakers program. A regional English language officer, who reports directly to the country PAO, works closely with cultural section staff and the mission's education working group to support programs with an English language focus.

Embassy Pretoria's Fulbright program is the largest in sub-Saharan Africa, with an FY 2010 base allocation of nearly \$2 million. The largest component of the program is the South African student program, which in FY 2010 saw 41 South African students studying for master's or doctoral degrees in the United States. A special subset of the program sends South African high school and university teachers to the United States to obtain master's degrees in teaching English as a second or foreign language. Improving English language skills is a priority for the South African Government, and PAS has increased its investments in the area substantially. One example is the Access Microscholarship program, which provides 200 economically disadvantaged 14- to 18-year olds with two years of after-school English classes and intensive summer learning activities, thereby making them more competitive for better jobs or for scholarship programs for which English language fluency is a requirement.

PAS staff in Pretoria and the consulates general build the American speaker and specialist program around MSRP goals. U.S. experts address local audiences on issues like fighting gang-based gun violence, empowering women, improving education, and developing more effective strategies to combat HIV/AIDS. These topics are also the focus for the mission's IVLP. PAS South Africa concentrates 85 percent of its IVLP nominees in single-country projects, maintaining that its IVLP dollars are better spent on programs designed around issues of greatest interest to the mission.

Educational Advising

There are three part-time educational advisers in South Africa. Although the current country PAO wants to increase advising hours, in line with the MSRP goal of improving education and educational opportunities, he is constrained by a finite budget. The advisers do not have sufficient time to do serious outreach, especially outside their home cities; instead, they must work to attract students to the periodic group advising sessions at the IRCs. In addition, not all the advisers are equally well qualified.

Informal Recommendation 6: Embassy Pretoria should prepare a plan to expand the work hours of educational advisers, so that it is ready to implement such an expansion when the budget allows.

Informal Recommendation 7: Embassy Pretoria should review job descriptions and selection criteria for new educational advisers and provide them the necessary training.

The full-time regional educational advising coordinator (REAC) is based at PAS Johannesburg. She provides advice and assistance to educational advisers in 21 countries in eastern and southern Africa. Advisers in South Africa are dissatisfied with the REAC's responsiveness. Also, because she does not share her travel schedule, they are uncertain where to find the REAC when they need her assistance. The REAC does not attend consulate general staff meetings and commonly works at home, rather than at the office. Working from home is problematic, because the REAC does not have access to her official account and cannot email colleagues and contacts when she is out of the office.

The REAC's work style contrasts sharply with that of the regional English language officer and the information resource officer based in Pretoria. When they are not traveling, they work out of the embassy and collaborate with PAS colleagues on projects in and for South Africa. The REAC is officially employed by the Institute of International Education, under an arrangement that is funded by the Department's Bureau of Educational and Cultural Affairs. The REAC's skills and extensive marketing experience could benefit advising operations in South Africa, if she worked more regularly out of her offices at PAS Johannesburg and more collaboratively with her advisers in South Africa.

Recommendation 8: The Bureau of Educational and Cultural Affairs should review and, if necessary, revise the work goals of the regional educational advising coordinator, share those with public affairs officers in the region, and solicit regular feedback from them on how well the requirements are being met. (Action ECA)

Grants Management

PAS South Africa uses grants creatively to extend the reach of its programs, by providing financial assistance to projects that support mission and public diplomacy goals. Until recently, all grant requests, regardless of size, made by public diplomacy officers anywhere in South Africa had to be approved and signed in Pretoria. The new country PAO is moving to allow public diplomacy officers in the consulates general greater flexibility, providing them a yet-to-be-determined pot of grant money, from which they can draw without consulting Pretoria. Constituent post PAOs

applaud the plan, noting that the change will allow them to take advantage of quick turnaround opportunities. At present, however, not all public diplomacy officers who will sign grants have taken the requisite training, and neither have the local staff who will ensure grantees meet terms and conditions. Local employees at the consulates general rely on Embassy Pretoria to record and track supporting documents and receipts for consulate grants, rather than keeping their own records.

Informal Recommendation 8: Embassy Pretoria should arrange for formal grants training for all public diplomacy officers and staff who are involved in signing or monitoring grants.

Informal Recommendation 9: Embassy Pretoria should require public affairs officers and staff at the consulates general to maintain all documentation supporting the terms and conditions of grants signed at the consulates.

Consular Affairs

The consulates general in Cape Town, Durban, and Johannesburg are generously staffed and provide generally good customer service with minimum wait times. The embassy does not provide consular services to the public. With the exception of the two consular managers at Consulate General Johannesburg, which processes the largest volume of nonimmigrant visas and all of the region's immigrant visas, the U.S. direct-hire staff is new to either consular processing or consular management. The OIG team identified inequities in locally employed staff grade levels, some incidences of overstaffing and inefficiency, and occasional lapses in oversight and training. The classified annex discusses steps that the consular management in Johannesburg has taken, in light of the loss of several passports over an 18-month period.

Management and Staffing

Demand for consular services in South Africa has remained relatively steady over the past several years. Officer staffing appears appropriate, even if nonimmigrant visa applications return to their pre-September 11, 2001, levels. Locally employed staff levels, however, are excessive in some cases.

In 2004, the OIG inspection team recommended the abolition of the Embassy Pretoria consular associate position and one locally employed staff member. The Pretoria consular staff provided services primarily for embassy employees and their dependents, as well as for a small number of third-country diplomats who preferred to apply for nonimmigrant visas in Pretoria, rather than travel 35 miles to Johannesburg. The embassy abolished the local staff position and committed to eliminating the consular associate position upon the departure of the incumbent, but it has not done so. The current consular associate provides good service to embassy personnel and has assisted the Johannesburg consular section with accident or judicial assistance cases on occasion, but there is no justification for funding this limited service. In other situations where the embassy is only a few miles from a constituent post with a full-service consular section, either a consular officer travels to the embassy periodically, or an embassy officer from another section with a consular commission provides limited services for staff as needed.

Recommendation 9: Embassy Pretoria, in coordination with the Bureau of Consular Affairs, should abolish the consular associate position upon the departure of the incumbent and make alternative arrangements for the provision of notarial and passport services for embassy employees. (Action: Embassy Pretoria, in coordination with CA)

In FY 2009, based on historical workload and growth projections, the Bureau of Consular Affairs approved a professional adjudication specialist position to assist the sole consular officer in Durban. The anticipated workload growth never materialized, and one officer is sufficient to provide consular services. There are enough consular commissioned officers working in other functional areas to provide backup when required. The OIG team identified several file clean-up projects that the consul and the adjudication specialist can work on in the coming few months, but there is not enough work for two adjudicators in the long term.

Recommendation 10: The Bureau of Consular Affairs, in coordination with Embassy Pretoria, should abolish the Durban professional adjudication specialist position upon the departure of the incumbent. (Action: CA, in coordination with Embassy Pretoria)

The Cape Town consular section has too many local employees dedicated to nonimmigrant visa services and the attendant fraud issues. In 2008, the Bureau of Consular Affairs gave Cape Town a new local staff position. At about the same time, consular management reassigned a number of local staff tasks to a full-time, eligible, family member consular assistant. This decision left the new local employee with little to do. When another experienced local staff member returned from Iraq and resumed his earlier functions, three of the four local staff were left with half-time jobs, at best. (b) (5)

Consular management already has taken steps to reduce the consular assistant position in the visa unit to a half-time biometrics position, but even with reassigning her work, the section will remain overstaffed. One of the visa clerks already has announced plans to retire in FY 2012, giving management the opportunity to rationalize consular staffing in the next few months.

Recommendation 11: Embassy Pretoria, upon the first resignation or retirement of a visa clerk in the Cape Town consular section, should abolish one visa clerk position and reassign responsibilities accordingly. (Action: Embassy Pretoria)

Some of the overstaffing discussed above may result from a broader lack of attention over the years to the personnel and supervisory structure of the three consular sections, particularly the larger sections in Johannesburg and Cape Town. In the past, the senior consular officer in Johannesburg also served as a regional consular officer, covering operations in several countries. Five years ago, the Bureau of Consular Affairs established a separate regional consular officer position and designated the consular section chief as the country coordinator for South African consular operations. The country coordinator has the opportunity to review position descriptions across the board, check that grade levels and work assignments are consistent countrywide, and rectify any anomalies.

In Johannesburg, management had not reviewed or updated the position description of the supervisory local employee for 8 years, prior to the OIG team's visit. During that time, various supervisors had carved off some of that employee's responsibilities, without considering how their

decisions might alter her grade or affect institutional knowledge and supervisory structure. The immigrant visa operation, in particular, has suffered through loss of expertise and lack of training. Similarly, another experienced local staff member has been serving as primary cashier and an American citizens services assistant for years. Even though she works at a high level of responsibility as an American citizens services assistant, a job that in many other consular sections warrants a higher grade level, the fact that she is a cashier more than 50 percent of her time precludes her aspiring to a higher grade. The locally employed nonimmigrant visa employees may be undergraded, as compared with the grade levels in other consular sections with comparable workloads. Also, integrating the correspondence unit into the nonimmigrant processing contingent may result in the savings of one local staff position.

In Cape Town, although there are four local employees who provide basic nonimmigrant visa services, their grade levels vary from FSN-06 to FSN-08. One employee at the FSN-07 level essentially does nothing but print and quality-check visas. The current structure does not provide adequate cross training, and the disparity in grade levels for similar work contributes to a lack of job satisfaction. Although there is excess capacity in the nonimmigrant visa and fraud prevention units, there is no well crafted plan for cross training visa clerks in American citizens services.

Recommendation 12: Embassy Pretoria should analyze long-term consular section goals and objectives at Consulates General Johannesburg and Cape Town, review and update all of the consular position descriptions in light of that analysis, and submit revised position descriptions for Computer Assisted Job Evaluation reviews, as appropriate. (Action: Embassy Pretoria)

Institutional memory in the Johannesburg immigrant visa and American citizens services units is limited, because of the combination of entry-level line supervisors, the relative inexperience of the immigrant visa local staff, and the recent serial resignations of American citizens services assistants. Although the consular section chief has an open door policy, and the staff is comfortable consulting him on complex cases, day-to-day operational oversight of those two units and the fraud prevention unit falls primarily to a cadre of entry-level officers who spend 6 months at a time in those functional areas. During the inspection, the immigrant visa officer and the local staff realized that they were managing DNA testing incorrectly and adjudicating returning resident status improperly; although they rectified the processing problems, this situation could have been avoided with closer senior officer training and oversight.

In Cape Town, the consular section chief is similarly approachable, but she involves herself in processing details only when asked to do so. The American citizens services local staff is capable, but the sole local employee and the consular assistant have each spent only 3 years on the job and still require time management guidance and close supervision on sensitive cases.

The OIG team counseled both the Johannesburg and Cape Town consular section chiefs on the need to provide hands-on supervision, including regular training sessions, for their relatively inexperienced local employees. In response to this advice, the Cape Town section chief reorganized local employee seating to facilitate closer oversight of the American citizens services staff.

Process and Efficiency

The OIG team identified two areas, in addition to the previously mentioned issues of DNA testing and returning-resident processing, in which the South Africa consular sections are not following *Foreign Affairs Manual* (FAM) guidelines. In 9 FAM 42.66 N2.2, the Bureau of Consular Affairs recommends that embassies limit the number of panel physicians to one physician per 2,000 applicants, and that the panel physician's practice be located near the immigrant visa processing operation to facilitate oversight. There are four authorized panel physicians in South Africa, two of whom are located in the same medical building in Johannesburg. Consulate General Johannesburg processes approximately 1,300 immigrant and refugee cases per year, and Durban's visa workload is low enough that it would be rare to refer a nonimmigrant case to a panel physician. Consular management has been reluctant to reduce the number of panel physicians, because it is more convenient to have a panel physician wherever there is a visa operation.

Recommendation 13: Embassy Pretoria should reduce the number of its panel physicians to one in Johannesburg and one in Cape Town. (Action: Embassy Pretoria)

All three consular sections are storing a large number of Category I files, many dating back 20 years and taking up unnecessary storage space. According to 9 FAM Appendix F 101.1, consular sections are required to scan all associated documents for Category I visa refusals into the Consular Consolidated Database and ship paper files to the Kentucky Consular Center for further disposition. In 2003, the Bureau of Consular Affairs instructed consular managers how to review, cull, and scan or ship old Category I case files.

Recommendation 14: Embassy Pretoria should establish a process and a timeline for reviewing and shipping the Category I holdings at all three consulates general to the Kentucky Consular Center. (Action: Embassy Pretoria)

Consular management rectified several inefficient practices during the inspection, but several other improvements were still pending. The Bureau of Overseas Buildings Operations fire marshal advised the consular section in Cape Town that the section needed to halve the number of chairs in the waiting room. Because Cape Town schedules all of its public services in the mornings and allocates visa appointments in 1-hour blocks, there is always a line of applicants at the consular access gate and always pressure on waiting room seating. The reduction of available seating will aggravate this situation.

Informal Recommendation 10: Embassy Pretoria should schedule visa appointments for Consulate General Cape Town in 15- or 30-minute increments to prevent waiting room overcrowding.

At the time of the inspection, Cape Town's consular section had a 2-week wait for nonimmigrant visa appointments but the section was closed to the public every Friday and there were no afternoon visa interviews. There is no reason for Cape Town, with its underemployed visa assistants and its adequate officer staff, to maintain an artificial appointment wait time or to limit its public hours to the mornings. The new consular section chief introduced an appointment system for American citizens services, which is a useful management tool, but the OIG team reminded the

staff that they have ample time and resources on most days to handle requests for service, whether or not the customer has an appointment.

Informal Recommendation 11: Embassy Pretoria should schedule afternoon appointments, as needed, at Consulate General Cape Town and should accept walk-in requests for service, when practical.

In order to maximize its limited waiting room space, the Johannesburg consular section provides nonimmigrant visa services in the morning and immigrant visa and American citizen services in the afternoon. As a result, the cashier takes fees until 4:00 p.m. This means that the earliest the consular cashier can submit the day's receipts to the Class B cashier is 4:30 p.m. The Class B cashier has little time to prepare the OF-158s and secure the consular fees before the end of her work day.

Informal Recommendation 12: Embassy Pretoria should schedule the afternoon consular appointments at Consulate General Johannesburg so that the cashier can close at 3:30 p.m. and submit consular fees to the Class B cashier by 4:00 p.m.

Fraud Prevention Units and the Assistant Regional Security Officer-Investigations

The consular sections in both Johannesburg and Cape Town have full-time local fraud investigators reporting to part-time fraud prevention managers. In Johannesburg, the fraud prevention manager is also the American citizens services officer and on her first consular tour, and in Cape Town the second-tour visa officer supervises the fraud investigator. Even though the incidence of fraud in South Africa is relatively low and the visa issuance rate is 95 percent or higher, each local fraud investigator is assisted by a part-time backup. In Durban, a senior visa assistant also fills the fraud investigator role.

In all three consular sections, the fraud prevention unit's emphasis is on suspect travel and residence documents submitted in support of nonimmigrant visa applications by non-native residents or citizens of South Africa. Each consular section occasionally confiscates and returns suspect South African documents to the Department of Home Affairs. Johannesburg gives visa applicants a letter to confirm that their passports are being sent to the Department of Home Affairs and provides them a Home Affairs point of contact in order to pursue clarification of their status in South Africa. Durban simply confiscates the passports and gives the applicant a verbal explanation of their disposition. Not all sections maintain a list of all the passports that have been returned to Home Affairs, and there is no mechanism for following up on these cases to determine whether the passports were indeed obtained illegally. In short, all three consular sections invest significant time and energy in fraud prevention efforts, without any feedback on their effectiveness.

Informal Recommendation 13: Embassy Pretoria should standardize the letters given to visa applicants whose passports have been confiscated and returned to the Department of Home Affairs, and should maintain a database of all such cases.

Informal Recommendation 14: Embassy Pretoria should establish a mechanism for obtaining timely feedback from the Department of Home Affairs regarding the disposition of suspect citizenship and residence documents.

Despite the low incidence of indigenous fraud in South Africa, both Johannesburg and Cape Town have assistant regional security officers for investigations (ARSO-I). In each of the consular sections, the ARSO-I works in an open bay cubicle. They have no privacy for phone interviews or consultations with other staff. This lack of privacy means that they tend to do their consular work in the regional security office, which detracts from their integration into the consular section and their availability to the interviewing officers and local fraud investigators. In each section, there is an option for enclosing an existing cubicle or constructing a semi-private enclosure to give the ARSO-I appropriate work space.

Recommendation 15: Embassy Pretoria should relocate the Consulate Cape Town assistant regional security officer for investigations to the vice consul's office, until the consulate general can construct an enclosed work space for the incumbent of that position. (Action: Embassy Pretoria)

Recommendation 16: Embassy Pretoria should design and construct an enclosure for Consulate General Johannesburg's assistant regional security officer for investigations. (Action: Embassy Pretoria)

Resource Management

Agency	U.S. Direct-Hire Staff	U.S. Local-Hire Staff (EFM/PSA)	U.S. Local-Hire Staff (LE Staff)	Total Staff	Total Funding FY 2010
State – Program	74	10	48	132	\$10,522,500
State – ICASS	26	15	209	250	\$19,658,200
State – Public Diplomacy	13	3	42	58	\$3,900,900
State – Diplomatic Security	11	2	13	26	\$7,334,100
State – Marine Security	25	1	6	32	\$633,500
State – Representation	0	0	0	0	\$162,100
State – OBO	4	5	1	10	\$9,196,900
State - ESC	10	2	0	12	Not managed at post
State - Seabee	2	0	0	2	Not managed at post
State - RIMC	15	3	0	18	Not managed at post
State - PRDCH/Courier	4	2	0	6	Not managed at post
Foreign Commercial Service	2	0	12	14	\$1,309,500
DAO - Defense Attaché Office	8	0	2	10	\$549,300
ODC - Office of Defense Cooperation	3	0	4	7	\$1,045,200
Pentagon Force Protection Agency	2	0	0	2	Not managed at post
Foreign Agricultural Service	5	1	5	11	\$559,600
Federal Bureau of Investigation	2	1	0	3	Not managed at post
Drug Enforcement Agency	4	0	0	4	Not managed at post
ICITAP	1	1	0	2	Not managed at post
Health and Human Services	0	0	0	0	\$19,540,000
PEPFAR	0	0	7	7	\$960,000
Office Support	0	0	1	1	\$130,000
CDC	17	0	64	81	\$8,450,000
FDA	2	1	0	3	Not managed at post
Homeland Security	0	0	0	0	\$658,400
CSI	0	0	0	0	\$132,400
CBP	5	0	1	6	\$98,800
ICE	7	0	2	9	Not managed at post
CIS	1	0	1	2	\$163,700
TSA	1	0	1	2	\$263,500
USSS	2	1	0	3	Not managed at post
USAID	99	3	127	229	Not managed at post
IBB	1	0	0	1	Not managed at post
Open Source Center	4	0	0	4	Not managed at post
Peace Corps	6	0	0	6	Not managed at post
USTDA	1	0	0	1	Not managed at post
Totals	357	51	546	954	\$85,268,600

Space Utilization and Workforce Planning

Mission South Africa's staff has grown considerably, from 258 U.S. direct-hire and 521 locally employed staff positions in 2005 to 344 U.S. direct-hire and 546 locally employed staff in March 2011. Embassy Pretoria added 40 positions in the past 2 years, which has strained embassy resources in several key areas, including the ability to find secure and affordable housing and reasonable office space. The growth has created overcrowded conditions at the chancery in Pretoria, even while there is significant underutilized space at Consulate General Cape Town and, to a lesser extent, at Consulate General Johannesburg. Staffing levels and space utilization are significant management issues that require attention.

Mission Staffing

The OIG team found a generously staffed mission and identified several positions that merit review as part of a mission-wide analysis of staffing requirements. The OIG team's effort focused on identifying American and local positions the mission could eliminate while maintaining sufficient staffing to support mission goals. Senior mission management has not focused on whether staffing is aligned with MSRP goals or whether comparable work might be accomplished with fewer personnel, instead relying on section or agency heads to decide whether staffing in their specific section is adequate. The OIG team identified several positions that require a more thorough justification before the embassy should refill them.

In the executive office, there are two staff aides. The second staff aide position was reprogrammed from a position created in 2010 for a political officer in Johannesburg, and it was added in the absence of a local-hire protocol assistant. The protocol assistant is now in place. The second staff aide position requires a review before it is filled a second time, either as a staff aide or as the originally intended political officer.

As noted above, executive office attention is required to eliminate duplication of effort within the PEPFAR operation. In addition to saving money, reducing or realigning PEPFAR positions will likely produce greater efficiency in administering the program.

The political and economic sections have not looked carefully at portfolios and officer workload. In addition to the one office management specialist position recommended for elimination (see political/economic section above), the embassy could have one officer handle a combined portfolio that two officers currently hold separately. Some of the potential portfolio realignments include: combining the trade and macroeconomic reporting positions in the economic section; combining the energy and mining reporting position with the environmental, science, technology and health position in the economic section; and combining the human rights and domestic politics reporting positions in the political section.

The mission's public affairs operation also is generously staffed. The PAS in Pretoria has an American office management specialist, although the section does little classified work and a local employee could do the job. Consulates General Cape Town and Johannesburg each have two American public affairs officers. The mission could eliminate some lower-priority programming and reduce each consulate to one public diplomacy position, with Embassy Pretoria providing back up for large events. There are also possible cuts in local staff positions. There is little need for an

IRC assistant in Johannesburg, given the limited use of the IRC. Likewise, the mission could eliminate the second IRC position in Durban. There are three local employees in the Pretoria audio-visual unit; the mission could eliminate one position. A secretary for the cultural affairs officer was just hired, but the position is unnecessary. Better coordination between Johannesburg and Pretoria may result in additional position savings.

The OIG team identified two eligible family member positions and one local staff position in the three consular sections that could be eliminated upon the departure of the incumbents. Those are described in detail in the consular section below and include the Pretoria consular associate position, the Durban professional adjudication specialist, and a Cape Town visa clerk position.

Management staffing is adequate for the size of the mission. A reduction in Durban staffing or change in Johannesburg's status may result in the need for fewer management positions mission-wide.

Recommendation 17: Embassy Pretoria should set up a working group, chaired by the deputy chief of mission, to conduct a thorough staffing review, reducing unnecessary positions and avoiding duplication of effort. (Action: Embassy Pretoria)

Overcrowding and Underutilization

Embassy Pretoria has become overcrowded, with a number of agencies forced to locate in offices outside the chancery. At the same time, Consulate General Cape Town has considerable excess office space. Consulate General Johannesburg also has some underutilized space.

In addition to the planned USAID-Department annex, transferring some operations from the embassy to one of the consulates general would help relieve overcrowding. The inspection team identified several offices that should be reviewed for possible transfer from Pretoria, including the Open Source Center, portions of the information unit of PAS, the regional information management center (RIMC), and the Department of Agriculture's Animal and Plant Health Inspection Service office. A comprehensive survey may identify additional candidates for transfer.

Recommendation 18: Embassy Pretoria should conduct a comprehensive analysis to determine whether any offices currently located in Pretoria could be transferred to underutilized space at Consulate General Cape Town or Consulate General Johannesburg. (Action: Embassy Pretoria)

Johannesburg: Consulate or Embassy Annex

Consulate General Johannesburg, located 35 miles from Pretoria, was constructed in 2009 and has some vacant space. Embassy and consulate management have floated preliminary ideas on whether Johannesburg should maintain its consulate status or become an embassy annex but have not yet followed through on a detailed review. The OIG team reviewed the potential cost savings of eliminating the consul general position and selling the residence. In addition, turning Johannesburg into an embassy annex may allow reduction of some other American and local staff positions in public affairs and management.

A new consul general has been assigned to the consulate and arrives in the summer of 2011. Other officers also depart during the summer transfer cycle and have replacements ready to arrive in Johannesburg within a few months. Decisions affecting the staffing and future of the consulate could involve curtailing some American assignments.

Recommendation 19: Embassy Pretoria should do a cost benefit analysis to determine whether the change of Johannesburg from a consulate to an embassy annex is warranted. (Action: Embassy Pretoria)

Consulate General Durban: Downsize or Close

Consulate General Durban, the mission's smallest constituent post, has seven U.S. direct-hire officers and 25 local employees. The consulate has strong relationships with senior provincial and local government officials whose support is important to advancing the MSRP's health, education, economic growth, and governance goals. The province has the highest incidence of HIV/AIDS in South Africa; hence, a recently appointed provincial coordinator is working to bring order to the U.S. Government's multimillion dollar PEPFAR investment. Although these efforts are important, there are alternatives that would reduce the American footprint and the cost to maintain a full service consulate general.

The information resource library is not used frequently, and the consular section has a modest workload. Consular clients could be served by Consulate General Johannesburg, an hour away by air. The present cost to operate and maintain the consulate general (excluding staffing costs) is over \$1.9 million. This figure does not include some ICASS lease costs, costs for local guards billed to agencies separately, and American salaries that the central personnel system pays.

Given current and ongoing U.S. Government budget limitations and cost constraints, it is time to analyze the cost to maintain and operate Consulate General Durban, and explore alternative staffing and operational structures. The mission could establish an American Presence Post, a branch office, a consular agency, or a smaller consulate in Durban and realize both cost savings of approximately \$1.5 million and funds put to better use. If the post were downsized to a small consulate, for example, the mission could limit staffing to one to three Americans, with a reduced local staff. That change could result in over \$2 million in funds put to better use from American direct-hire staff reductions and a \$300,000 savings to the mission from a reduction of 10 or more local staff. Selling the consulate general's residence could yield about \$3 million and save the mission about \$31,000 in official residence expenses.

Closing the consulate should also be considered. While the consulate staff contribute to mission goals, it is not essential to have a permanent presence to get the job done. Department of Homeland Security employees assigned to Durban have confirmed that they can continue to carry out their responsibilities without the presence of a consulate. Readily available transportation options and use of technology would enable Embassy Pretoria to advance U.S. interests in Durban. Closure would result in considerable savings of U.S. taxpayer monies.

Recommendation 20: The Bureau of African Affairs, in coordination with Embassy Pretoria should significantly downsize or close Consulate General Durban. (Action: AF, in coordination with Embassy Pretoria)

General Management

Embassy Pretoria's rapid and extensive staffing growth has taken a toll on the management section's ability to focus on mission-wide forward planning. The section is focused largely on the day-to-day issues that require immediate attention. Housing issues consume a large amount of officer time. The severe lack of office space has prompted the management section to discuss possibly shifting offices between the embassy and the consulates and closing or reducing the size of some consulates. The preliminary discussions include some review of costs associated with these alternatives, but a more comprehensive review is needed. The management section would benefit from a strategic plan to identify key issues and comprehensive solutions for the provision of management services throughout the mission.

Informal Recommendation 15: Embassy Pretoria should develop a mission-wide strategic plan for the provision of management services that identifies the most significant challenges and potential solutions.

In this environment, the mission's management operation has allowed some slippage of management controls, and staff development needs at the consulates to go unmet. Consulate General Cape Town, the furthest distance away, has suffered from weak internal management. Cape Town's entry-level and other, more junior personnel receive little mentoring and fewer growth opportunities than their counterparts in Pretoria. Problems in Cape Town that rose to the attention of Pretoria management were not quickly resolved. Cape Town and Durban also have a number of inventory control issues and will need continued help from the embassy to resolve them.

Nowhere is the effect of rapid growth more evident than in Embassy Pretoria's housing arena. Several employees conveyed frustration with their housing assignments and noted the impact on embassy morale. The embassy is having difficulty managing expectations for housing assignments. The security situation dictates suitable housing and housing location, as do family size, position level, and availability. Maintenance issues create stress on residents, particularly when nonresponsive landlords stall the process.

While the embassy has paid attention to housing and maintenance, the problems continue. The section is not working as closely as necessary with agencies whose officers have less experience in the overseas environment to help them set reasonable expectations for housing and maintenance prior to their employees' arrival in Pretoria.

Informal Recommendation 16: Embassy Pretoria should develop and implement an action plan for working closely with the relevant U.S. agencies, to help them set more realistic housing expectations for new employees.

Another crosscutting issue is late vendor payments, often for blanket purchase agreements. Several companies that maintenance technicians use to purchase parts and supplies have declined to provide goods, citing late or nonpayment for previous purchases. In several cases, the late payments were the responsibility of a non-Department agency. In some of those cases, the embassy terminated the blanket purchase agreement and created a new one for Department-only

purchases. The effect has been to limit relationships with some formerly responsible companies, particularly smaller ones that rely on prompt payments, and to decrease opportunities for competition. The Prompt Payment Act requires the U.S. Government to pay valid invoices with proper receiving reports within 30 days, and the South African Government recently implemented a new Credit Act that will impose harsher penalties for late payment.

Recommendation 21: Embassy Pretoria should review all procedures for handling invoices and vendor payments for the Department and other agencies, determine where the delays in the process are occurring, and take steps to fix the process. The embassy should send out a reminder to all agency heads that late vendor payments accrue interest and that timely payments are essential. (Action: Embassy Pretoria)

Financial Management

Embassy Pretoria manages one of the largest overseas financial management units. In FY 2010, it managed \$69.6 million in post-held funds and processed payments totaling \$84.6 million. The unit paid 34,200 vouchers (32,500 vendor payments and 1,700 cashier vouchers) and processed 18,800 fiscal strips for obligations. The embassy outsourced travel voucher processing to the post support unit in Bangkok; thus, travel vouchers are completed and advances are repaid in a timely manner.

The financial management unit is responsible for overseeing financial services not only for the embassy and the three consulates general in South Africa, but also for Embassies Mauritius, Lesotho, and Swaziland. To meet these regional responsibilities, the unit employs 2 direct-hire American financial management officers, 25 local employees, and 2 regional specialists. The regional local staff or the financial officers visit the consulates general and the supported embassies at least once a quarter. The visits provide critical support to these consulates and embassies that have no U.S. direct-hire financial management officer. Regional employees pay particular attention to cashiering and vouchering during their assistance visits.

One of the regional financial specialists visited all of the consulates general while the inspection team was at those locations. In all three locations, cash counts were accurate and vouchers were properly certified in the consolidated overseas accountability toolbox. Certification procedures were completed in timely fashion, except in Cape Town, where the management officer was often late with certifications.

Informal Recommendation 17: Embassy Pretoria should instruct the Consulate General Cape Town management officer to certify vouchers at least once each week.

In Cape Town, there is a surfeit of coins. Hence, the cash count took more than 2 hours. There is no need for so many coins.

Informal Recommendation 18: Embassy Pretoria should instruct Consulate General Cape Town to sell unneeded coins to the bank.

The Bureau of African Affairs also provides cashier oversight, through its rover program and the Financial Support and Training Office, both located in Paris. The Financial Support and Training Office has trained and designated Class B cashiers who assist with staffing gaps and

monitor cashier accounts. The office provides training to overseas staff on new systems and procedures from training sites located in Paris, Bangkok, and Charleston.

Currently, there are no fully qualified back-up cashiers in the consulates general. Consulate General Cape Town is in the process of recruiting for a Class B cashier. The management officers in the consulates general have identified but not fully trained backup cashiers. Without fully trained back-ups, consulates may have problems processing cash transactions.

Informal Recommendation 19: Embassy Pretoria should require the consulates general to train designated back-up cashiers and should schedule training for back-up cashiers and a new Class B cashier as soon as the hiring process is completed.

None of the consulates have back-up certifying officers. Consequently, when the primary certifying officer is not available, vouchers are delayed waiting for payment certification. These delays may prevent the cashier from obtaining cash replenishment.

Informal Recommendation 20: Embassy Pretoria should require all of the consulates general to designate back-up certifying officers.

Human Resources

The human resources (HR) office in Embassy Pretoria supports 525 employees in the embassy, three consulates, and six ICASS subscriber agencies. The office also provides regional support for Missions Swaziland and Lesotho, and the regional HR officer provides mentoring support to the mission in Madagascar. The senior HR officer and regional HR officer visit the supported consulates and embassies on a quarterly basis, but they provide the majority of support long distance via email and phone conferences. Each consulate uses a locally employed HR assistant to manage daily tasks such as time and attendance records, and all rely heavily on Embassy Pretoria for support on evaluations, recruiting, hiring, and other personnel actions.

In general, the regional arrangement provides a cost-effective approach to HR management in the mission. However, the HR assistants in two of the three consulates are new to their positions and have little formal training. Until the assistants are fully trained, the senior HR officer can best serve the consulates by using her visits to train the HR assistants and the management teams they support.

Performance Management

Embassy Pretoria successfully tracks the completion of annual performance evaluations for both American and local employees in the embassy and the consulates. Considering the number of employees in South Africa, the HR office has a very low rate of late evaluations. However, many supervisors are not working with their local employees to complete timely work and development plans (due 30 days after the annual or interim performance evaluation) or to provide interim counseling sessions to discuss performance (required at least once per rating period). The HR office does not have a process in place to track these aspects of the performance process. Local employees noted that they see these issues as a failure of the performance management system,

and they often question whether the mission has followed all of its requirements when corrective actions, particularly terminations, are needed.

Recommendation 22: Embassy Pretoria should develop and implement procedures to track the completion of the required work and development plans and the timely completion of interim counseling sessions on performance. (Action: Embassy Pretoria)

Local Compensation Plan

In the year preceding the inspection, the HR office made it a priority to revise the local compensation plan to allow for withholding domestic taxes. It received the amended plan from the Bureau of Human Resources late in the inspection period. The number of employees with tax debts (approximately 70 per cent of mission staff) has a significant impact on mission morale. Local employees cited the work done on the new tax withholding system as their number one HR concern, noting that they had tried for many years to have automatic tax withholding. Embassy Pretoria expects to implement the new withholding in April 2011, with the plan taking full effect by March 2012. This new policy is a significant accomplishment for the mission, and employees are already encouraged by the attention this problem was given, handing credit to the Pretoria HR office as well as the Ambassador and DCM.

There are still concerns about how the new tax withholding system may affect non-South African employees or South Africans in certain tax categories. There is also some confusion about how the withholding will work; inspectors heard conflicting explanations in discussions at the consulates. The HR office is meeting with the South African revenue service and a third-party company to work on some of these issues, and the mission is drafting guidance and tools to release by the end of March 2011.

Informal Recommendation 21: Embassy Pretoria, after implementing the new tax withholding system, should arrange for the senior human resources officer to meet with each of the locally employed staff committees to assess how well the process is working and whether employees need further guidance.

General Services Office

The general services office provides a wide range of services to Embassy Pretoria's large staff. Housing issues are a predominant challenge. ICASS services are stretched thin to meet the needs and expectations of the constantly growing staff; funding for ICASS has not increased commensurate with this expansion. General services officers at the consulates general need more guidance and mentoring.

Housing

Housing has been one of Embassy Pretoria's most challenging issues, and it continues to concern embassy management. Despite concerted efforts to address housing complaints and explain requirements, Embassy Pretoria still faces housing issues. The embassy has undertaken positive steps to manage expectations, and the results should minimize discontent. While housing in Pretoria is quite nice, a few people remain upset and concerned about housing long after they have moved into a residence.

Further exacerbating the housing problem is that landlords have not always made repairs, and the facilities management unit's maintenance employees are doing repairs that the landlords should perform. In many instances, embassies gain leverage over landlords by deducting the cost for doing such repairs from their monthly rental payments. However, at the landlords' request, Embassy Pretoria has been paying the first year's lease costs in advance. The embassy pays subsequent years' leases semiannually. It is difficult to deduct repair costs from prepaid leases. Since most maintenance problems do not arise in the first year of the lease, changing leases to quarterly payments after the first year might increase landlord responsiveness to the embassy's repair needs.

Informal Recommendation 22: Embassy Pretoria should make lease payments, after the first year, on a quarterly basis.

A single landlord owns many of the compound residences, which is not a desirable situation. Alternatives are not readily available, however, and the U.S. Government's investment in these houses is substantial. Since security and safety upgrades to prepare a house for occupancy cost about \$45,000, efforts to lease new housing have been stymied by the lack of suitable housing and the need to minimize investments. Efforts by the housing unit of the general services office have improved this landlord's responsiveness, but many of the houses were quickly (and in some cases, poorly) constructed, and maintenance issues continue. In the future, before leases are renewed, the facilities management unit will inspect houses to be sure that technical problems such as plumbing, power, and structural issues are addressed before the lease is signed. The regional security office will continue to approve housing.

Housing Assignments

The guidance in 15 FAM 200 clearly states that the Housing Abroad Program's objective is to provide safe and secure housing, adequate for employees' personal and professional needs. Importantly, housing shall be provided to employees based on position rank and family size. These two factors determine employees' maximum space authorization.

Employees generally are assigned to their houses before arriving at post, based on responses to a housing questionnaire; however, there is no assurance that their preference will be honored, given housing availability at the date of arrival. The housing officer recommends assignments and the Interagency Housing Board makes the final decision.

The Interagency Housing Board is responsible for ensuring fair and equitable treatment for all employees. The OIG team recognizes that tension among housing board members sometimes has affected the outcome of an assignment. Further, employees of some non-foreign affairs agencies are new to overseas life and need more information about embassy staff housing and how assignments are made. The Foreign Service Institute publishes a packet of housing information that could fill that need.

Pretoria Housing

In Pretoria, there are three types of housing: stand-alone houses, residences located in compounds, and residences located in gated communities. In fact, few residents among those assigned to over 235 houses complain; most are well-satisfied. In the past, the mission sent

welcome information to new employees, indicating a wide number of housing choices. Security and safety requirements have reduced those choices, and new employees may not get their first choice housing assignment. Some complaints do arise from residents who would prefer a stand-alone house to compound housing, but the requirement to increase the number of residences in compounds is based on Department regulations (12 FAH-8 H-143.4). Changing the housing pool composition takes time and involves several steps, from eliminating stand-alone housing to leasing new compound residences. The regional security office provides 24/7 guards for compounds (12 FAH-8 H-145.4(b)), but not for stand-alone housing.

The general services unit's housing office sends housing surveys to new employees. These surveys appear to promise housing assignments that in fact cannot be guaranteed. In response to the OIG team's suggestion that the survey information was misleading, the office commenced revising the survey language. Managing expectations through a revised survey will help mitigate the existing level of housing discontent and would help incoming staff understand that, although the Department's goal is to meet their preferences, their housing choices are not guaranteed.

Executive Housing at Consulates General

In addition to the consul general's residence, Cape Town retains an ambassador's residence, a legacy from the time ambassadors spent much of the summer Parliamentary session in Cape Town. The property is underutilized and expensive to maintain. The Ambassador spent about 14 days at the residence in 2010 and early 2011. Representational use does not justify retaining this property, since representational events are often catered, and many are held in outside locations. The cost to maintain the residence in 2010 was over \$8,000, including daily pool maintenance, plus the official residence staff salary of \$18,000. The residence staff member is not well supervised, and the house is not well kept.

The consul general's house is adjacent to the ambassador's residence. The houses are separated by a winding garden path and share a tennis court. There is also a large representational residence, which the PAO occupies. Only two of these three expensive and expansive residences are fully used. Knowledgeable local employees estimate selling the ambassadorial residence would net about \$3 million. They also believe that a similar sum could be expected if the consul general's residence were sold instead.

Recommendation 23: Embassy Pretoria, in coordination with the Bureau of Overseas Building Operations, should determine which executive-level residences in Cape Town should be sold and which should be maintained. (Action: Embassy Pretoria, in coordination with OBO)

Other executive-level consulate general residences could be sold. If the mission decides to change Consulate General Durban to an American Presence Post or branch office, Durban will no longer need an executive-level residence. The residence, with pool, tennis court, and guest house would likely sell for \$2 million to \$3 million.

Additionally, changing Consulate General Johannesburg to an annex would eliminate the need for the consul general's house. That residence also would sell for \$2 million to \$3 million. There is a beautifully renovated, U.S. Government-owned residence in Johannesburg that could serve as a representational house if the consul general's house were sold.

Informal Recommendation 23: Embassy Pretoria should determine whether consulate generals' houses in Durban and Johannesburg are needed, and sell them if they are no longer required.

Travel Services

Embassy Pretoria provides travel services for subscribing ICASS agencies and the Department's staff. Regional agency and Department operations in the embassy generate a heavy travel workload. The travel office provides support for purchasing airline tickets, booking hotels and local transportation, and managing visa applications for employees traveling outside of South Africa. In the past year, the travel office processed more than 1,700 requests, with only two of the three positions filled. Before the end of the inspection, the travel specialist also left her position, leaving the remaining travel clerk with a heavy workload.

Embassy Pretoria purchased a number of higher-fare, economy D class airline tickets that were upgradeable to business class for travel between Johannesburg, Cape Town, and Durban. These tickets are more expensive than another economy class fare, Y class, that is available without change restrictions or penalties. Posts may not expend more funds for a coach class ticket to qualify the trip for an upgrade, when an unrestricted coach class ticket is available for a lower fare. It is possible that, in some cases, the Y class tickets were sold out for the specific flights and the traveler was on a restricted schedule requiring the purchase of the more expensive D class ticket. However, the OIG team found no justifications on file with information on other travel options; instead, the authorizations included a note stating that the tickets were economy class with business class upgrades. Without documentation, the OIG team could not determine that the ticket was purchased on the lowest available fare that met the mission's requirements. Documentation is also required in cases where the traveler pays the extra cost for the upgradeable ticket.

Recommendation 24: Embassy Pretoria should implement procedures to document all business class travel, including upgraded travel when lower fare tickets are not available and when the traveler pays for the upgrade. (Action: Embassy Pretoria)

The assistant general services officer is the designated approving official for Department employees on official travel, including the Chief of Mission. Some of these authorizations have included business class travel on domestic flights for the Ambassador. The designated approving official for business class tickets must not be subordinate to the traveler, and in the case of the Chief of Mission, approval must come from the bureau executive director.

Recommendation 25: Embassy Pretoria should revise the approval structure for business class travel so that the designated approving official is not subordinate to the traveler. (Action: Embassy Pretoria)

Official Visit Support

The mission in South Africa supports a large number of official visits each year. Embassy Pretoria alone averages 10 to 15 high-level visits each year, and Consulate General Johannesburg serves as an unofficial regional conference center and training hub. Consulate General Cape Town

also supports a heavy visitor workload. Mission employees gained considerable experience supporting visitors during the 2010 World Cup, and developed strong relationships with hotels and other service providers who assist with visits. The mission developed useful procedures that have not been put into writing, and many of the Foreign Service officers who led these efforts will soon leave South Africa. The mission's guidebook on visits is out of date and does not include information about charging expenses to travelers' fiscal data, nor does it have a record of relationships with hotels and other service providers. The mission will not be prepared for future high-level visits without developing standard operating procedures and an updating its guidebook.

Recommendation 26: Embassy Pretoria should revise the guidebook for official visits to include the proven practices and updated information. (Action: Embassy Pretoria)

Procurement

This is an excellent unit, with a fully trained and highly experienced staff. Two recent departures have, however, left the unit understaffed. Each was expert with contracting requirements, developing statements of work, coordinating changes, and assisting with difficult acquisitions problems.

To meet budget constraints and operate through ongoing continuing resolutions, the unit accomplishes many purchases on purchase orders, cash vouchers for emergencies, and purchase cards. They obtain and properly record funds availability data in the Bureau of Resource Management's financial systems. Many purchase cards are transaction-based and not bulk-funded, to ensure fiscal solvency.

Embassy Pretoria has funding set aside for 124 blanket purchase agreements, but the funds are not obligated until the goods or services are actually purchased. The unit has multiple awards for these requirements, ensuring the best price for each transaction. It keeps all required logs and ample evidence of competition.

Property Management

The embassy and consulates general share management of nonexpendable property. Embassy Pretoria and Consulate General Johannesburg share a warehouse that is located in Pretoria. The consulates general in Durban and Cape Town receive support from Embassy Pretoria for property disposal and some receiving tasks. These consulates general also frequently receive assistance with the annual inventory process.

Consulate General Durban was preparing the annual inventory report during the OIG team's visit. The nonexpendable property supply clerk was terminated in 2010, and the position remains vacant. Embassy Pretoria provided a team to assist in the inventory process, but they departed before the summary documents were completed. The draft report showed an impossibly high shortage, indicating that the inventory may have been conducted incorrectly.

Recommendation 27: Embassy Pretoria should conduct a new annual inventory in Consulate General Durban, providing assistance throughout the entire process. (Action: Embassy Pretoria)

Embassy Pretoria operates a residential furniture and appliances pool, but not all of the ICASS agencies in the housing pool have joined the furniture and appliances pool. As a result, the mission maintains an unnecessarily high number of furniture pieces and appliances as a contingency. For example, there are more than 30 refrigerators in the warehouse. Agencies that are not members of the furniture pool also store furniture and appliances in the warehouse. Furniture and appliances have a shorter than optimal life span when they are constantly moved between residences and the warehouse, whenever a house is transferred between agencies. The warehouse supported 61 furniture moves in 2010 when houses were transferred. Pooled furniture can remain in the houses, reducing the number of furniture moves. The goal of ICASS consolidation is to maximize economies of scale and provide the best service to all members in the most efficient manner possible. Having separate memberships in the housing pool and the furniture pool prevents the mission from achieving this goal.

Recommendation 28: Embassy Pretoria should require that all subscribers to the International Cooperative Administrative Support Services housing pool also subscribe to the International Cooperative Administrative Support Services furniture and appliance pool. (Action: Embassy Pretoria)

Embassy Pretoria keeps a very small stock of expendable supplies on hand, and relies on blanket purchase agreements and purchase orders to respond to more than half of the mission's supply requests. The outcome is a larger number of purchases than there would be if the embassy kept expendable supplies in inventory. There is no shortage of storage space for expendable supplies. Keeping a larger stock of expendables on hand not only would reduce the workload, but also would allow the mission to take advantage of potential savings by purchasing expendable supplies in bulk.

Recommendation 29: Embassy Pretoria should review the expendables stock inventory and increase the stock to a level that eliminates the need for heavy reliance on separate purchases for requested supplies. (Action: Embassy Pretoria)

Consulate General Johannesburg expanded its property management role, with its move into the new consulate building and an increase in general services staff. To separate the property management duties, the general services officer assigned expendables and nonexpendables management responsibilities to two relatively new employees who had been hired as trades helpers. These employees are successfully revising procedures in the consulate, to address past problems with the receiving and issue processes. However, their property management responsibilities are not reflected in their position descriptions, and they may be undergraded for the work they are performing.

Recommendation 30: Embassy Pretoria should revise the position descriptions for the trades helpers in Consulate General Johannesburg to reflect their new responsibilities in managing nonexpendable and expendable property. (Action: Embassy Pretoria)

The management controls portion of this report also contains recommendations concerning property management.

Official Vehicles

The mission's motor vehicle policy marginally addresses the chief of mission's authority over all U.S. Government official vehicle programs in South Africa, but it lacks clarification regarding which specific program requirements must apply to all agencies. It also includes a broad provision for other authorized use of vehicles, whereby the management officer may decide on a case-by-case basis to approve use not otherwise included in the policy. The deficiencies in the policy create confusion over what constitutes authorized use, and how the general services office should manage the process.

Informal Recommendation 24: Embassy Pretoria should revise the motor pool policy to reflect country-wide requirements, and should clarify the other authorized use policy.

Embassy Pretoria and USAID South Africa have an agreement to consolidate motor pool resources into a single ICASS motor pool. Both of the motor pools operate with a reduced number of drivers, and Embassy Pretoria relies on contracted chauffeur companies to provide official use transportation when their drivers are unavailable. Since the fees the chauffeur companies charge are very high, it is questionable whether using chauffeurs, instead of embassy vehicles and drivers, is a cost savings for the mission.

Informal Recommendation 25: Embassy Pretoria should conduct a utilization survey that includes vehicle use for the International Cooperative Administrative Support Services motor pool and United States Agency for International Development, to predict the demand on the consolidated motor pool and evaluate the cost of continuing to use contracted services for transportation beyond what the combined motor pool will be able to provide.

Consulate General Johannesburg's motor pool supervisor assigned a number of administrative duties to one of the drivers. This driver now is spending the majority of his time on these administrative duties and filling in for the motor pool supervisor. He is operating as an assistant supervisor and dispatcher, but his position description and work requirements do not reflect the work he is doing.

Informal Recommendation 26: Embassy Pretoria should evaluate the administrative workload for the Consulate General Johannesburg motor pool and assign duties accordingly.

The management controls section of the report also contains a recommendation related to the country-wide oversight of official vehicles and the motor pool programs.

Shipping

Embassy Pretoria operates a regional shipping office, providing support not only to the embassy and consulates in South Africa, but also to Embassies Maseru, Mbabane, Lilongwe, Windhoek, Gaborone, Lusaka, and Antananarivo. In 2010, the office supported more than 600 imports and 250 exports, and processed 879 invoices. The office also supports registration and other services for more than 600 vehicles, both U.S. Government-owned and personally owned by American employees in South Africa.

In response to an OIG recommendation from its inspections of the regionally supported missions, the shipping office held a regional conference in 2010 for representatives from southern Africa missions. The workshop provided education on the processes and vendors that Embassy Pretoria uses, and it provided the opportunity for missions to complete memoranda of understanding that clearly define the services Embassy Pretoria will provide for each mission. The workshop also generated a number of suggestions for cost savings, including purchasing containers in Durban and then reselling them in the destination countries, avoiding the demurrage and storage fees; offering to purchase expendable supplies through South Africa, to reduce transportation costs on items previously purchased in the United States and shipped to missions; shipping personal vehicles in vehicle car carriers, to save the cost of containers; and asking the dispatch agency to wait for enough orders to complete an entire container, rather than shipping partially filled containers or grouping them with non-mission shipments. The office already has seen a number of positive results from these suggestions.

Facilities Management

The mission has a robust facilities management operation, with two U.S. direct-hire facility managers in Pretoria, one facility manager in Cape Town, and a trained locally employed facility manager in Johannesburg. Embassy Pretoria has six office buildings to maintain, including the chancery, and more than 250 U.S. Government-owned and short-term lease properties. Consulate General Cape Town is located in a new facility, completed 5 years ago; the new consulate in Johannesburg was completed in 2009. Consulate Durban is located in a commercial building, but has two U.S. Government-owned residences to maintain.

The large Embassy Pretoria facilities operation is well managed, with some staff and the senior facility manager located in the chancery and responsible for maintaining all office spaces with the exception of the USAID building. The remainder of the staff and the first-tour facility manager work from the embassy's warehouse. Together, they handle all residential maintenance, a function that has historically challenged embassy management. On February 1, 2011, a new office began operation, with six residential coordinators. Each of these six employees (five local employees and one eligible family member) handles a portion of the embassy's housing pool. The new residential coordinators are the liaisons between customers and landlords on all residential maintenance issues.

At the time of the inspection, the new office had been in operation for only a few weeks, but the assistant facilities manager already had received positive customer feedback on the coordinators' work. Some internal challenges remain, the most significant being that the current personnel structure gets in the way of accountability and customer service. The residential maintenance office has grown, absorbed USAID staff, and set up the new residential coordinators group without making other changes to work flow within the facilities office. In addition, two supervisors in the unit have similar job duties, and there is insufficient workload to justify both positions. The result is too many layers of supervision and not enough communication among the clerks who receive work orders, supervisors who assign them the work, maintenance technicians who carry out the work, and residential coordinators who interface with customers and landlords.

Recommendation 31: Embassy Pretoria should eliminate the maintenance foreman position and improve work flow and communication among maintenance technicians, residential coordinators, and work order clerks. (Action: Embassy Pretoria)

The American facility managers do not have regular meetings with staff below the supervisor or foreman level. Until the second facility manager arrived, the existing facility manager's workload precluded attending those meetings. Consequently, maintenance technicians in the chancery and at the warehouse have had little opportunity to give unfiltered feedback to the facility managers or to hear directly from the facility managers about policy changes that affect their work.

Recommendation 32: Embassy Pretoria should establish regular facilities management meetings that include maintenance technicians. (Action: Embassy Pretoria)

In Johannesburg there is one locally employed facility manager and one maintenance supervisor. Both have similar job descriptions, although generally the facility manager handles the consulate office space, while the maintenance supervisor handles residential maintenance. Other employees in the unit, however, say they report to both of the supervisors; hence, the lines of authority are unclear. The local facility manager position was created when the consulate building was completed, and it became clear that additional employees with more training were needed to maintain all of the new systems. Extant job descriptions were not changed. Because both supervisors have similar job descriptions, there is sometimes confusion about where responsibility and accountability lie.

Informal Recommendation 27: Embassy Pretoria should revise the job descriptions for the two senior positions in the Johannesburg facilities management office to eliminate overlap or confusion of responsibilities.

Consulate Cape Town has an excellent first-tour facility manager, who gets high marks from his staff and his customers. The facilities team works closely with customers to ensure their satisfaction.

Building automation systems in Cape Town and Johannesburg are problematic. Both posts have complex, highly technical systems that require specialized knowledge, including computer skills, to reprogram the systems and use them for optimal efficiency. There is no local technician who is trained to reprogram either system. The Bureau of Overseas Buildings Operations (OBO) awarded a contract for a U.S. technician to travel to Johannesburg to reprogram its building automation system, but the technician will not adjust the Cape Town system because it is manufactured by a different company. Each of the new consulates general needs a trained technician on site to reduce maintenance costs and improve system efficiency.

Recommendation 33: The Office of Overseas Buildings Operations, in coordination with Embassy Pretoria, should provide training to local employees in Johannesburg and Cape Town, so they can reprogram the building automation systems for maximum efficiency and maintain those systems. (Action: OBO, in coordination with Embassy Pretoria)

The mission owns residences in Pretoria, Johannesburg, Durban, and Cape Town. In a country with high rental rates and a tight housing market, owning residences results in cost savings to the U.S. Government; however, insufficient funding for maintaining and renovating this housing

has left some of it in substandard condition. Moving employees into substandard housing has created morale problems in Pretoria.

Recommendation 34: Embassy Pretoria should request, and the Bureau of Overseas Buildings Operations should approve, additional resources to renovate U.S. Government-owned housing up to the standards of leased housing. (Action: Embassy Pretoria, in coordination with OBO)

Information Management

Embassy Pretoria's information management (IM) program is exceptionally well run. The information management officer (IMO) uses a project management approach to handle embassy obligations, regional responsibilities, and Department taskings, completing work on time and within budget.

Pretoria's U.S. direct-hire staff is competent and proficient. The local employees are motivated and perform their duties well. The embassy's IM staffing is sufficient, if workload remains stable and there are no staffing gaps.

The Department's cybersecurity scoring system, Ipost, has rated Embassy Pretoria as number one in the African region for cybersecurity controls. Embassy Pretoria also was rated number 13 worldwide.

The Department is in the process of establishing a combined infrastructure network of multiple agencies, for cost savings and information sharing purposes. Pretoria's IMO is at the forefront of this new foreign affairs network. The IMO meets with the agency heads, IM staff, and other stakeholders to determine each agency's needs. The agencies cooperate in this process.

The IMO oversees IM operations at the embassy and at the three consulates general. The embassy's regional responsibilities include filling in during staffing gaps, providing technical support, and supplying classified networking to the consulates.

The OIG team found several problems – an inoperable telephone switch, unsecured network switch, server room wiring, power panel labeling, and mail handling. Embassy Pretoria fixed a number of the identified deficiencies while the OIG team was in country.

At the consulates general, the management officer provides the performance rating for the information program officer, while the consul general writes the review statement. The rater and reviewer are capable of rating customer service, but they do not have the expertise to rate technical performance. The IMO is the only supervisor capable of evaluating the information program officers' technical performance. If the IMO is not in the supervisory chain of command, performance problems may persist without either the rater or reviewer being aware of them.

Recommendation 35: Embassy Pretoria should designate the information management officer as the reviewing official for information program officers at the consulates general. (Action: Embassy Pretoria)

The regional information management center (RIMC) performed a post requirements survey of Embassy Pretoria's telephone switch at both the chancery and the off-site facilities. The current telephone switch is a Nortel Option 61C. The RIMC report states that, "the original equipment manufacturer has gone out of business exacerbating the complexities of system maintenance and future expansion." The report also states that, "spare parts for this outdated platform are becoming more difficult to obtain." In addition, technical support is extremely limited. The embassy had been on the foreign post telephone refresh list, until OBO decided to build an annex on the chancery grounds. The annex project included installation of a new telephone switch, and since then the annex has been dropped from the list of OBO projects.

Recommendation 36: The Bureau of Information Resource Management should reinstate Embassy Pretoria on the foreign post telephone refresh list. (Action: IRM)

(b) (5)

Recommendation 37: (b) (5)

Respondents rated mail services low on the OIG workplace and quality of life questionnaire. Aside from the international mail that is delivered through the South Africa mail system, Embassy Pretoria and the consulates general have only pouch mail service. Mail services received multiple negative comments, because of limitations on size and permissible content through the pouch. Pouch limitations for personal mail have affected morale.

Informal Recommendation 28: Embassy Pretoria should establish a diplomatic post office.

Consulate General Durban

Consulate General Durban IM staff has one U.S. direct-hire and three local employees. The locally employed system administrator position has been vacant for some time. Embassy Pretoria employees and staff from other embassies in the region have been backfilling this position. At the same time, the information program officer has been on extended sick leave. This position also has been backfilled with personnel from Embassy Pretoria. The dedication and skill of the personnel backfilling these two positions has kept Consulate General Durban's IM program in good shape.

As mentioned earlier in this report, Embassy Pretoria is evaluating Consulate General Durban's future. If the consulate is downsized, the information program officer position would be one of the positions considered for reprogramming or elimination.

(b) (5)

Recommendation 38: ([REDACTED])

The consulate general's information systems center was designed with one main electrical circuit breaker for all systems. The circuit breaker is located in an electrical room in the corridor. A small fire or smoke in the information systems center would require a person to walk to the main circuit breaker and shut off all equipment, causing a denial of service. This situation could be mitigated if the information systems center had a power panel with individual circuit breakers for the outlets.

Informal Recommendation 29: Embassy Pretoria should install in Consulate General Durban's information systems center an electrical power panel with individual circuit breakers for the outlets.

Consulate General Cape Town

Consulate General Cape Town has an information program officer and an information systems officer. The locally employed staff includes a system administrator, three receptionists/telephone operators, and one mail room employee. There is one system administrator position unfilled. The IM section runs well, and the morale within the section is good.

The new consulate general was built with the network alternate route following the same path as the primary route to the telecommunications central office. A natural disaster would cut off all communications. Good management practice would normally have an alternate route that is independent of the primary infrastructure.

Recommendation 39: Information Resource Management, in coordination with the Diplomatic Telecommunication Service Program Office, should provide an alternate route for communications at Consulate General Cape Town. (Action: IRM, in coordination with DTSP0)

Innovative Practice: Tagging Prioritized Equipment for Destruction

Issue: The emergency destruction plan requires prioritizing equipment for destruction, according to the tripwires. Chaos is rampant during an emergency. The ability to identify and determine the correct prioritization for equipment destruction is essential.

Response: Consulate General Cape Town installed color coded tags on equipment according to the destruction priority.

Result: Tagging with color codes allows an easy way to identify the order for equipment destruction. A person not trained in the nomenclature of the equipment could also help with destruction, based on the tags.

Consulate General Johannesburg

Consulate General Johannesburg occupies a new consulate compound. The two U.S. direct-hire and three locally employed systems employees maintain an excellent IM program.

The information systems center was installed without a temperature sensing device that notifies personnel in case of overheating. Overheating could result in a denial of service or equipment failure.

Informal Recommendation 30: Embassy Pretoria should install a temperature sensing device that notifies personnel in case of overheating in Consulate General Johannesburg's information systems center.

The new consulate general was built without water in or near the mail handling facility. The closest water outlet is approximately 200 feet away. According to 12 FAH-1 Annex F addendum 8, water is essential in decontaminating personnel in case of a biohazard.

Informal Recommendation 31: Embassy Pretoria should provide water to the mail handling facility at Consulate General Johannesburg.

Consulate General Johannesburg has a dedicated Internet network for use by the public. The computers do not require a logon. Regulations (03 STATE 00110378) require public users to sign in and out. Account logons provide accountability, in case of inappropriate use.

Informal Recommendation 32: Embassy Pretoria should provide account logons for the dedicated Internet network at Consulate General Johannesburg.

Information Security

The OIG team performed penetration testing, network monitoring, server reviews, and active directory account management at the embassy and the three consulates general. The OIG team found deficiencies in equipment labeling, folder permissions, operating system patches, active directory user accounts, unsecured printers, and wireless connections. The embassy and the consulates general fixed these problems while the OIG team was in country.

Embassy Pretoria has an information systems security officer (ISSO), who performs all necessary duties and follows Department guidelines. However, the ISSOs at the three consulates generals do not perform all of the required duties, citing lack of time. The ISSO duties prevent unauthorized personnel from inappropriately using the system. The embassy's ISSO could perform some of the duties for the consulates remotely.

Recommendation 40: Embassy Pretoria should require information systems security officers at the consulates to perform the information systems security officer duties, providing assistance as necessary. (Action: Embassy Pretoria)

Regional Information Management Center

Embassy Pretoria hosts the RIMC that provides regional technical support to 38 countries in Africa. Its offices are located on the ground floor of the chancery in a controlled access area.

The RIMC staff includes a deputy director, two support personnel, and five each of radio, telephone, and digital technicians. The director position has been eliminated, as a part of RIMC's process of downsizing and consolidating staff in Frankfurt. RIMC Pretoria will be downsized further by 2012. The final complement in South Africa will include one senior information technology manager, one regional ISSO, one support staff, three radio technicians, three telephone technicians, and two digital technicians. The OIG supports this downsizing effort.

On a pre-inspection questionnaire sent to all the regional missions supported by RIMC Pretoria, the center received high marks in digital, radio, and telephone service.

Quality of Life

Equal Employment Opportunity

Embassy employees, mission-wide, lack an understanding of the complaints and grievance processes available to them. Unresolved problems between employees can become allegations of racial or gender bias when employees turn to the Equal Employment Opportunity (EEO) complaint process for help resolving problems that may not be discriminatory in nature. There have been a number of instances where management did not maintain adequate procedural records or investigate allegations thoroughly. In some cases, supervisors and other confidantes breached employee confidentiality. These episodes highlight the need for mission leadership to clarify the processes for reporting misconduct, suspected malfeasance, grievances, and EEO complaints.

In light of these recent incidents, a number of staff members expressed a lack of confidence in their supervisors and the mission. The lack of understanding also results in a cycle of rumors and innuendo that makes it more difficult for the mission to address allegations appropriately. The mission provides standard guidance on available recourse and processes, in the handbook for locally employed staff. However, the embassy is not adequately communicating or training staff about how these procedures apply in specific circumstances. In addition, the particular individuals whom employees may consult are not always clearly identified. The EEO counselors, local staff EEO liaisons, local employee staff committees, and consulate HR assistants in particular would benefit from training, including clarification of their roles in the complaint process.

Recommendation 41: Embassy Pretoria should develop clear and accessible guidance on the processes available to employees for reporting complaints and grievances in a confidential manner, and it should provide training to supervisors and any others identified as employee confidantes. (Action: Embassy Pretoria)

Community Liaison Office

There are community liaison office (CLO) coordinators in three of the four South African posts; Durban's coordinator position has been unfilled for some time. In Pretoria, there is a co-CLO coordinator arrangement, but the second coordinator position has not been filled for months. The sole coordinator struggles to keep up with the demands of the job. The embassy has not funded training for the Johannesburg coordinator, who took over as a temporary coordinator a year ago, upon the sudden departure of her predecessor. In Cape Town, two co-CLO coordinators run a vibrant program.

There is little consistency or systematic information sharing among the three CLO operations. Newcomer orientation and the sponsorship program are priorities for all three offices. In Pretoria and Cape Town, the coordinators maintain an extensive collection of pre-arrival information that they send to newly assigned personnel. Cape Town also maintains a timeline and checklist for sponsors. The Johannesburg coordinator exchanges individually crafted emails with new arrivals and forwards questions she cannot answer to the relevant management personnel. All three coordinators could benefit from standardizing their newcomer, sponsor, and orientation materials, adapting the content for post-specific information.

Informal Recommendation 33: Embassy Pretoria should require the community liaison office coordinators to standardize newcomer, sponsor, and orientation materials to the extent practicable.

Fundraising is an ongoing problem for CLO coordinators. Until recently, all three CLO operations were selling a variety of items to raise money for community events, in violation of CLO guidelines. At the time of the inspection, all the CLO coordinators had disposed of lanyards, baskets, wine, and other items that previous coordinators had been selling. Their fundraising challenge remains, however. Bake sales and a percentage of sales from vendors' corners are favorite fundraisers. In Johannesburg, the locally employed staff committee operates two profitable vending machines and gives 10 percent of the proceeds to the CLO coordinators, whose events routinely include both local and U.S. staff and their families. In Pretoria and Cape Town, neither the CLO coordinators nor the locally employed staff committees were aware of this option. There are undoubtedly many other practices that coordinators could share for their mutual benefit. They also could benefit from more frequent outreach to the Family Liaison Office in Washington.

Informal Recommendation 34: Embassy Pretoria should initiate monthly digital video conferences for the community liaison coordinators, so that they can share strategies, lessons learned, and best practices.

Each of the three CLO operations publishes a periodic newsletter. Pretoria and Cape Town have part-time newsletter editors; in Johannesburg, the CLO coordinator writes the newsletter herself. Pretoria's newsletter comes out weekly, Cape Town's monthly with a mid-month update, and Johannesburg's every two weeks. Pretoria's newsletter editor might be able to assist the sole CLO coordinator with event planning, if the newsletter were published less frequently.

Informal Recommendation 35: Embassy Pretoria should review and rationalize the frequency of the publication of the embassy and consulate general newsletters, and should reassign newsletter editor hours, if appropriate.

Health Unit

Embassy Pretoria houses a large Medevac center that serves much of Africa. In recent years, with the closure of the Medevac center in Nairobi, the number of Medevac cases that Pretoria handles per year has increased from 29 to nearly 200, half requiring hospitalization. Ninety-five percent of the Medevac patients go no further than Pretoria, where they are cared for by local specialists or in local hospitals, and are followed by one of the Pretoria's health care providers.

South Africa offers world-class medical care. Consequently, the Department routinely makes assignments of U.S. direct-hire personnel with Class 2 medical clearances to South Africa. If Pretoria were not a Medevac center, it might be staffed by a nurse practitioner or a local nurse at best. Because it is a Medevac center, however, its medical professionals and administrative staff also serve the embassy community. The doctors, nurse practitioner, and locally employed nurses handled more than 2,500 patient visits last year, in cramped basement offices that span a public hallway and offer little privacy for patients or medical personnel. Cell phone service to the health unit is virtually non-existent, a situation that occasionally results in medical personnel talking to local health practitioners and patients in the atrium. The regional medical officer (RMO) is hopeful that, if the embassy eventually relocates some of its offices or personnel, the health unit will be able to occupy a purpose-designed suite of offices on the ground floor.

Despite its inadequate premises, the health unit received very high scores on the OIG's workplace and quality of life questionnaire. The regional medical manager, who oversees all sub-Saharan Africa's regional medical officers and nurse practitioners, characterized the Pretoria Medevac center and health unit as one of the system's very best. Despite the quality of local care, embassy employees and their families clearly prefer having U.S. medical personnel on site.

The Pretoria health unit is headed by an RMO who, until recently, covered 14 embassies and consulates in the region. With the recent decision to assign an RMO to Harare and realign responsibility for overseeing health units in southern Africa, the Pretoria RMO will be able to spend more time in Pretoria and at the three consulates general in South Africa that do not have medical professionals in residence.

Pretoria's health unit also includes a regional psychiatrist. Given the number of U.S. direct-hire and local staff who have served in Iraq, Afghanistan, and Pakistan, the number of employees and family members with Class 2 medical clearances, and her regional responsibilities, the regional psychiatrist is an essential part of the health unit's program.

In 2006, Pretoria hired a local manager to coordinate the Medevac process, including arrival of patients at the airport, their admission to the hospital, lodging for accompanying family members, and follow-on consultations. Given the exponential growth in Medevac cases, these arrangements alone constitute a full-time job. The Medevac manager assigns some of the lodging

and transportation arrangements to the health unit's eligible family member administrative assistant, in order to cope with the workload.

The Medevac manager's job does not end with these complicated logistics. As required in 2006 State 092804, the health unit is responsible for reviewing all bills, sending them to the financial management office for payment when there are fund cites, and submitting insurance claims to Blue Cross Blue Shield or the Foreign Service Benefit Plan for all patients who were hospitalized. Because the Medevac manager cannot handle Medevac arrangements and all the related insurance submissions singlehandedly, the financial management office voluntarily submits insurance claims to the Foreign Service Benefit Plan. However, the financial management office may not always be able to provide this service. The Medevac manager also follows up with employees on the payment of non-reimbursable charges. When the Medevac manager is absent, the nurses divide their time among patient care and Medevac or billing questions.

Recommendation 42: The Office of Medical Services should authorize and fund a second, part-time Medevac position at Embassy Pretoria. (Action: M/MED)

Embassy Pretoria is located in an Afrikaans-speaking enclave, and most of the medical personnel with whom the health unit does business are Afrikaans speakers. The relationships that the local medical staff have developed and maintained over the years are invaluable in securing last minute appointments with overbooked specialists and getting the immediate attention that Medevac and embassy patients need. It is important, therefore, to recruit and retain bilingual health unit staff. This desire for Afrikaans speakers creates inevitable tension between the embassy's desire to provide employment to family members and the health unit's need to ensure access to the best available local medical professionals.

When the previous administrative assistant moved to the Medevac manager position approximately two years ago, the human resources section changed the health unit's administrative assistant position from a locally hired position to an eligible family member position. In response, the health unit circumscribed the administrative assistant's responsibilities, because of the time it takes to train someone in billing and because it is more effective to make many of the Medevac arrangements in Afrikaans. This reduction in the administrative assistant's role put even more pressure on the Medevac manager.

Informal Recommendation 36: Embassy Pretoria should return the health unit administrative assistant job to a locally employed staff position upon the departure of the incumbent.

Schools

Parents are very satisfied with the (b)(5)(b)(6), which is where most officers assigned to Pretoria and Johannesburg send their children. (b)(5)(b)(6)

While most mission children attend the (b)(5)(b)(6) a few attend other schools (b)(5)(b)(6). Parents assigned to Consulate General Cape Town send their children to the (b)(5)(b)(6).

The only school that receives educational and soft target grants is the (b)(5)(b)(6). The educational grant was \$60,000 in 2010, and the soft target grant totaled \$67,000. A 10-member school board directs school activities; nine members are selected from among school association members, and the Ambassador selects one member. Association membership is automatic for parents or guardians of children enrolled in the school. The curriculum meets both U.S. college preparatory public schools and the International Baccalaureate Diploma program requirements. The Middle States Association of Colleges and Schools accredits the school.

Management Controls

Embassy Pretoria's August 2010 statement of assurance of management controls cites three material weaknesses. The first is the lack of secure office space. The corrective action plan indicated that the Department would add two floors to a USAID annex on its secure compound, a project that is currently in the planning stage. The expectation was that this new space would be available for occupancy by mid 2013. OBO identified \$18 million to pay for the two additional floors. However, the contract had not been awarded at the time of this inspection, and there are concerns at USAID that the nearly \$40 million allocated for the annex may be rescinded due to budget cuts. The weakness continues.

The second material weakness was identified as staffing shortages in a few embassy sections. The OIG team concluded that this condition does not meet the definition of material weakness.

The third weakness was the non-payment of taxes by local staff. Local staff should have been making tax allotments directly to the South African Revenue Service; however, many of them had not done so, in part because some local tax authorities were also confused about the requirement for tax payments. As noted earlier in this report, the Department has given the embassy permission to start a payroll allotment plan, to allow local staff to pay current and back taxes. With the help of the Charleston Financial Center, the embassy is working with local tax authorities to implement the payroll deduction scheme.

Consular Cash Collections

The consular cashiers in Cape Town, Durban, and Johannesburg do not always follow regulations regarding end-of-day procedures for the deposit of consular receipts with the Class B cashier (7 FAH 770). The process for taking the day's receipts to the Class B cashier and getting three OF-158 receipts for fees paid in dollars, South African rand, and by credit card works well – except when the Class B cashier is absent. For different reasons at each consulate, the back-up consulate cashiers cannot prepare OF-158s. Hence, consular cashiers either obtain hand written receipts in the interim or hold fee collections in the consular section until the Class B cashier

returns. Either scenario fails to comply with regulations (7 FAH-1 H-771.2-5 f). The financial management section of this report recommends fully training back-up cashiers so they can perform all the necessary procedures in the Class B cashier's absence.

Advances for Representation

The embassy uses purchase orders for large, expensive representation costs. In some cases, however, senior officials have requested and received funding in advance for representational events. However, advances to individuals are not authorized for representational events. Funds for representational events should be reimbursed or paid for with purchase orders. (31 U.S.C. 3324 Advances).

Informal Recommendation 37: Embassy Pretoria should explain the requirements for reimbursement for representational events to senior staff and process no advances for representation expenses.

Separation of Duties

Consulate General Durban is recruiting for a general services assistant to serve as the procurement agent, property manager, and back-up alternate class B cashier. In this small consulate, each employee is responsible for multiple functions and provides back-up for others. Regulations (14 FAM 411.2 d.) direct that one person cannot control all aspects of a transaction that involves the receipt, storage, or disposition of expendable or nonexpendable personal property. Duties to be separated are procurement, receiving, payment, property record keeping, and conducting an annual physical inventory.

Recommendation 43: Embassy Pretoria should require Consulate General Durban to reorganize the general services office, to separate the duties for procurement, property management and cashiering. (Action: Embassy Pretoria)

Recommendation 44: Embassy Pretoria should cease the hiring process for the general service and cashiering assistant, revise the position description to meet internal controls requirements, and readvertise the vacancy. (Action: Embassy Pretoria)

The OIG team's physical spot check in Embassy Pretoria's warehouse identified misplaced stock and items that were not in the inventory. Warehouse employees are returning household goods to the warehouse without thoroughly checking for inventory identification and updating the inventory records. When the OIG team identified this issue, the assistant general services officer immediately revised return procedures for household goods and emphasized that staff must record all items in inventory before they pass out of the receiving cage. Although the embassy has a recently completed inventory, this problem indicates that the embassy may not have captured the misplaced property during the inventory process.

Informal Recommendation 38: Embassy Pretoria should review the procedures used in the annual physical inventory to reconcile the actual location of property with the recorded location.

Consulate General Cape Town could not reconcile missing property identified in its annual inventory with records maintained in the consulate. Embassy Pretoria and the consulates have a division of responsibilities for property management; in particular, Embassy Pretoria disposes of all property for the consulates general, and keeps all of the property disposal records in Pretoria, sending no copies to the consulates general. The accountable property officers at each of the consulates are responsible for maintaining all required property records, and must have them available in order to complete reconciliation and certification reports.

Recommendation 45: Embassy Pretoria should provide all the consulates general's accountable property officers with copies or electronic access to all required property records. (Action: Embassy Pretoria)

The mission uses a vehicle fleet management system that is managed by a South African bank. The monthly reports provide data related to financial transactions; for example, recording odometer readings when a vehicle is fueled, and tracking the condition of vehicles based on repairs and service. The reports do not include information on destination and passengers, so the mission relies on standard daily trip forms and *eServices* requests for this information. Not all drivers are consistently completing the trip forms, and the motor pool managers are not summarizing or compiling the records in a manner that allows for oversight.

Recommendation 46: Embassy Pretoria should implement procedures to maintain complete trip records in a system that includes information on all official vehicles in the embassy's and consulates' control. (Action: Embassy Pretoria)

The motor vehicle accountable officer is not collecting all required information from the consulates. The accountable officer relies primarily on the monthly fleet management financial reports. The motor pool supervisors are responsible for reconciling these reports, but consulate supervisors have received no training on this process. The accountable officer does not ask the consulates to provide other required reports, in order to oversee the actual use and condition of the vehicles. The motor vehicle accountable officer in Embassy Pretoria is an assistant general services officer, and he does not have the necessary authority to provide country-wide oversight of Department and ICASS official vehicle policy and use.

Recommendation 47: Embassy Pretoria should designate a motor vehicle accountable officer who has the authority to provide mission-wide oversight of the official vehicles program. (Action: Embassy Pretoria)

Other management controls weaknesses in the consulates are slowly being resolved, as supervisors reorganize staff and revise processes, but problems remain. For example, Consulate General Johannesburg is preparing receiving reports for property delivered as far back as May 2010 which was either not entered into the inventory or was not properly received and invoices submitted to Embassy Pretoria for payment. Embassy Pretoria does not provide the leadership or oversight that could identify management controls weaknesses in the consulates.

Recommendation 48: Embassy Pretoria should review management controls for the consulates and implement a system that provides oversight at both the embassy and consulate level. (Action: Embassy Pretoria)

List of Recommendations

Recommendation 1: Embassy Pretoria should update the mission's first and second tour program to include guidance for supervisors, more opportunities for first and second tour experiences outside of normal work requirements, a checklist to ensure the participation of each first and second tour employee in the opportunities, and greater oversight of mentoring efforts. (Action: Embassy Pretoria)

Recommendation 2: Embassy Pretoria should establish a Partnership Framework Implementation Plan committee, chaired by the Ambassador; articulate a common vision among the President's Emergency Plan for AIDS Relief agencies; issue and enforce clear guidelines on how to implement that vision; and oversee subsequent negotiations with the South African Government. (Action: Embassy Pretoria)

Recommendation 3: Embassy Pretoria should require South Africa's coordinator for the President's Emergency Plan for AIDS relief and representatives of the United States Agency for International Development and the Centers for Disease Control and Prevention to prepare a joint report for the Ambassador, identifying duplications in staffing and overlaps in programming between the two agencies, outlining concrete steps to eliminate these inefficiencies, and indicating cost savings that could be achieved by doing so. A member of the Ambassador's staff should participate in meetings related to this endeavor. (Action: Embassy Pretoria)

Recommendation 4: Embassy Pretoria should thoroughly review all major United States Agency for International Development and the Centers for Disease Control and Prevention funding decisions, to identify and eliminate any redundancy, and to determine that the decisions are consistent with President's Emergency Plan for AIDS Relief's transition goals. (Action: Embassy Pretoria)

Recommendation 5: Embassy Pretoria should require the President's Emergency Plan for AIDS Relief office to submit written reports to the Ambassador, outlining each agency's methods for uncovering waste and fraud among their prime partners and assessing whether these methods are sufficient. (Action: Embassy Pretoria)

Recommendation 6: Embassy Pretoria should request, and the Office of the Director General should approve, the elimination of Foreign Service office management position 10109002 in the political section, and it should assign Foreign Service office management position 20160001 in the economic section additional duties supporting the political section. (Action: Embassy Pretoria, in coordination with DGHR)

Recommendation 7: Embassy Pretoria should move appropriate press and media staff from Embassy Pretoria to Consulate General Johannesburg. (Action: Embassy Pretoria)

Recommendation 8: The Bureau of Educational and Cultural Affairs should review and, if necessary, revise the work goals of the regional educational advising coordinator, share those with public affairs officers in the region, and solicit regular feedback from them on how well the requirements are being met. (Action ECA)

Recommendation 9: Embassy Pretoria, in coordination with the Bureau of Consular Affairs, should abolish the consular associate position upon the departure of the incumbent and make alternative arrangements for the provision of notarial and passport services for embassy employees. (Action: Embassy Pretoria, in coordination with CA)

Recommendation 10: The Bureau of Consular Affairs, in coordination with Embassy Pretoria, should abolish the Durban professional adjudication specialist position upon the departure of the incumbent. (Action: CA, in coordination with Embassy Pretoria)

Recommendation 11: Embassy Pretoria, upon the first resignation or retirement of a visa clerk in the Cape Town consular section, should abolish one visa clerk position and reassign responsibilities accordingly. (Action: Embassy Pretoria)

Recommendation 12: Embassy Pretoria should analyze long-term consular section goals and objectives at Consulates General Johannesburg and Cape Town, review and update all of the consular position descriptions in light of that analysis, and submit revised position descriptions for Computer Assisted Job Evaluation reviews, as appropriate. (Action: Embassy Pretoria)

Recommendation 13: Embassy Pretoria should reduce the number of its panel physicians to one in Johannesburg and one in Cape Town. (Action: Embassy Pretoria)

Recommendation 14: Embassy Pretoria should establish a process and a timeline for reviewing and shipping the Category I holdings at all three consulates general to the Kentucky Consular Center. (Action: Embassy Pretoria)

Recommendation 15: Embassy Pretoria should relocate the Consulate Cape Town assistant regional security officer for investigations to the vice consul's office, until the consulate general can construct an enclosed work space for the incumbent of that position. (Action: Embassy Pretoria)

Recommendation 16: Embassy Pretoria should design and construct an enclosure for Consulate General Johannesburg's assistant regional security officer for investigations. (Action: Embassy Pretoria)

Recommendation 17: Embassy Pretoria should set up a working group, chaired by the deputy chief of mission, to conduct a thorough staffing review, reducing unnecessary positions and avoiding duplication of effort. (Action: Embassy Pretoria)

Recommendation 18: Embassy Pretoria should conduct a comprehensive analysis to determine whether any offices currently located in Pretoria could be transferred to underutilized space at Consulate General Cape Town or Consulate General Johannesburg. (Action: Embassy Pretoria)

Recommendation 19: Embassy Pretoria should do a cost benefit analysis to determine whether the change of Johannesburg from a consulate to an embassy annex is warranted. (Action: Embassy Pretoria)

Recommendation 20: The Bureau of African Affairs, in coordination with Embassy Pretoria should significantly downsize or close Consulate General Durban. (Action: AF, in coordination with Embassy Pretoria)

Recommendation 21: Embassy Pretoria should review all procedures for handling invoices and vendor payments for the Department and other agencies, determine where the delays in the process are occurring, and take steps to fix the process. The embassy should send out a reminder to all agency heads that late vendor payments accrue interest and that timely payments are essential. (Action: Embassy Pretoria)

Recommendation 22: Embassy Pretoria should develop and implement procedures to track the completion of the required work and development plans and the timely completion of interim counseling sessions on performance. (Action: Embassy Pretoria)

Recommendation 23: Embassy Pretoria, in coordination with the Bureau of Overseas Building Operations, should determine which executive-level residences in Cape Town should be sold and which should be maintained. (Action: Embassy Pretoria, in coordination with OBO)

Recommendation 24: Embassy Pretoria should implement procedures to document all business class travel, including upgraded travel when lower fare tickets are not available and when the traveler pays for the upgrade. (Action: Embassy Pretoria)

Recommendation 25: Embassy Pretoria should revise the approval structure for business class travel so that the designated approving official is not subordinate to the traveler. (Action: Embassy Pretoria)

Recommendation 26: Embassy Pretoria should revise the guidebook for official visits to include the proven practices and updated information. (Action: Embassy Pretoria)

Recommendation 27: Embassy Pretoria should conduct a new annual inventory in Consulate General Durban, providing assistance throughout the entire process. (Action: Embassy Pretoria)

Recommendation 28: Embassy Pretoria should require that all subscribers to the International Cooperative Administrative Support Services housing pool also subscribe to the International Cooperative Administrative Support Services furniture and appliance pool. (Action: Embassy Pretoria)

Recommendation 29: Embassy Pretoria should review the expendables stock inventory and increase the stock to a level that eliminates the need for heavy reliance on separate purchases for requested supplies. (Action: Embassy Pretoria)

Recommendation 30: Embassy Pretoria should revise the position descriptions for the trades helpers in Consulate General Johannesburg to reflect their new responsibilities in managing nonexpendable and expendable property. (Action: Embassy Pretoria)

Recommendation 31: Embassy Pretoria should eliminate the maintenance foreman position and improve work flow and communication among maintenance technicians, residential coordinators, and work order clerks. (Action: Embassy Pretoria)

Recommendation 32: Embassy Pretoria should establish regular facilities management meetings that include maintenance technicians. (Action: Embassy Pretoria)

Recommendation 33: The Office of Overseas Buildings Operations, in coordination with Embassy Pretoria, should provide training to local employees in Johannesburg and Cape Town, so they can reprogram the building automation systems for maximum efficiency and maintain those systems. (Action: OBO, in coordination with Embassy Pretoria)

Recommendation 34: Embassy Pretoria should request, and the Bureau of Overseas Buildings Operations should approve, additional resources to renovate U.S. Government-owned housing up to the standards of leased housing. (Action: Embassy Pretoria, in coordination with OBO)

Recommendation 35: Embassy Pretoria should designate the information management officer as the reviewing official for information program officers at the consulates general. (Action: Embassy Pretoria)

Recommendation 36: The Bureau of Information Resource Management should reinstate Embassy Pretoria on the foreign post telephone refresh list. (Action: IRM)

Recommendation 37: (b) (5)

Recommendation 38: (b) (5)

Recommendation 39: Information Resource Management, in coordination with the Diplomatic Telecommunication Service Program Office, should provide an alternate route for communications at Consulate General Cape Town. (Action: IRM, in coordination with DTSP0)

Recommendation 40: Embassy Pretoria should require information systems security officers at the consulates to perform the information systems security officer duties, providing assistance as necessary. (Action: Embassy Pretoria)

Recommendation 41: Embassy Pretoria should develop clear and accessible guidance on the processes available to employees for reporting complaints and grievances in a confidential manner, and it should provide training to supervisors and any others identified as employee confidantes. (Action: Embassy Pretoria)

Recommendation 42: The Office of Medical Services should authorize and fund a second, part-time Medevac position at Embassy Pretoria. (Action: M/MED)

Recommendation 43: Embassy Pretoria should require Consulate General Durban to reorganize the general services office, to separate the duties for procurement, property management and cashiering. (Action: Embassy Pretoria)

Recommendation 44: Embassy Pretoria should cease the hiring process for the general service and cashiering assistant, revise the position description to meet internal controls requirements, and readvertise the vacancy. (Action: Embassy Pretoria)

Recommendation 45: Embassy Pretoria should provide all the consulates general's accountable property officers with copies or electronic access to all required property records. (Action: Embassy Pretoria)

Recommendation 46: Embassy Pretoria should implement procedures to maintain complete trip records in a system that includes information on all official vehicles in the embassy's and consulates' control. (Action: Embassy Pretoria)

Recommendation 47: Embassy Pretoria should designate a motor vehicle accountable officer who has the authority to provide mission-wide oversight of the official vehicles program. (Action: Embassy Pretoria)

Recommendation 48: Embassy Pretoria should review management controls for the consulates and implement a system that provides oversight at both the embassy and consulate level. (Action: Embassy Pretoria)

Informal Recommendations

Informal recommendations cover operational matters not requiring action by organizations outside the inspected unit and/or the parent regional bureau. Informal recommendations will not be subject to the OIG compliance process. However, any subsequent OIG inspection or on-site compliance review will assess the mission's progress in implementing the informal recommendations.

Informal Recommendation 1: Embassy Pretoria should issue written guidelines for internal travel in order to eliminate unnecessary travel among mission offices.

Informal Recommendation 2: Embassy Pretoria should establish a law enforcement working group that focuses on operational issues and is chaired by the deputy chief of mission.

Informal Recommendation 3: Embassy Pretoria should issue written guidance outlining the executive office's standards for balanced reporting.

Informal Recommendation 4: Embassy Pretoria, in coordination with the Bureau of Public Affairs and the Bureau of African Affairs, should do a cost-benefit analysis to determine whether the Africa Media Hub should move to Johannesburg.

Informal Recommendation 5: Embassy Pretoria should reduce the public operating hours of information resource centers at the embassy and the three constituent posts to allow IRC staff to expand programming at satellite centers and pursue new and more productive opportunities elsewhere.

Informal Recommendation 6: Embassy Pretoria should prepare a plan to expand the work hours of educational advisers, so that it is ready to implement such an expansion when the budget allows.

Informal Recommendation 7: Embassy Pretoria should review job descriptions and selection criteria for new educational advisers and provide them the necessary training.

Informal Recommendation 8: Embassy Pretoria should arrange for formal grants training for all public diplomacy officers and staff who are involved in signing or monitoring grants.

Informal Recommendation 9: Embassy Pretoria should require public affairs officers and staff at the consulates general to maintain all documentation supporting the terms and conditions of grants signed at the consulates.

Informal Recommendation 10: Embassy Pretoria should schedule visa appointments for Consulate General Cape Town in 15- or 30-minute increments to prevent waiting room overcrowding.

Informal Recommendation 11: Embassy Pretoria should schedule afternoon appointments, as needed, at Consulate General Cape Town and should accept walk-in requests for service, when practical.

Informal Recommendation 12: Embassy Pretoria should schedule the afternoon consular appointments at Consulate General Johannesburg so that the cashier can close at 3:30 p.m. and submit consular fees to the Class B cashier by 4:00 p.m.

Informal Recommendation 13: Embassy Pretoria should standardize the letters given to visa applicants whose passports have been confiscated and returned to the Department of Home Affairs, and should maintain a database of all such cases.

Informal Recommendation 14: Embassy Pretoria should establish a mechanism for obtaining timely feedback from the Department of Home Affairs regarding the disposition of suspect citizenship and residence documents.

Informal Recommendation 15: Embassy Pretoria should develop a mission-wide strategic plan for the provision of management services that identifies the most significant challenges and potential solutions.

Informal Recommendation 16: Embassy Pretoria should develop and implement an action plan for working closely with the relevant U.S. agencies, to help them set more realistic housing expectations for new employees.

Informal Recommendation 17: Embassy Pretoria should instruct the Consulate General Cape Town management officer to certify vouchers at least once each week.

Informal Recommendation 18: Embassy Pretoria should instruct Consulate General Cape Town to sell unneeded coins to the bank.

Informal Recommendation 19: Embassy Pretoria should require the consulates general to train designated back-up cashiers and should schedule training for back-up cashiers and a new Class B cashier as soon as the hiring process is completed.

Informal Recommendation 20: Embassy Pretoria should require all of the consulates general to designate back-up certifying officers.

Informal Recommendation 21: Embassy Pretoria, after implementing the new tax withholding system, should arrange for the senior human resources officer to meet with each of the locally employed staff committees to assess how well the process is working and whether employees need further guidance.

Informal Recommendation 22: Embassy Pretoria should make lease payments, after the first year, on a quarterly basis.

Informal Recommendation 23: Embassy Pretoria should determine whether consulate generals' houses in Durban and Johannesburg are needed, and sell them if they are no longer required.

Informal Recommendation 24: Embassy Pretoria should revise the motor pool policy to reflect country-wide requirements, and should clarify the other authorized use policy.

Informal Recommendation 25: Embassy Pretoria should conduct a utilization survey that includes vehicle use for the International Cooperative Administrative Support Services motor pool

and United States Agency for International Development, to predict the demand on the consolidated motor pool and evaluate the cost of continuing to use contracted services for transportation beyond what the combined motor pool will be able to provide.

Informal Recommendation 26: Embassy Pretoria should evaluate the administrative workload for the Consulate General Johannesburg motor pool and assign duties accordingly.

Informal Recommendation 27: Embassy Pretoria should revise the job descriptions for the two senior positions in the Johannesburg facilities management office to eliminate overlap or confusion of responsibilities.

Informal Recommendation 28: Embassy Pretoria should establish a diplomatic post office.

Informal Recommendation 29: Embassy Pretoria should install in Consulate General Durban's information systems center an electrical power panel with individual circuit breakers for the outlets.

Informal Recommendation 30: Embassy Pretoria should install a temperature sensing device that notifies personnel in case of overheating in Consulate General Johannesburg's information systems center.

Informal Recommendation 31: Embassy Pretoria should provide water to the mail handling facility at Consulate General Johannesburg.

Informal Recommendation 32: Embassy Pretoria should provide account logons for the dedicated Internet network at Consulate General Johannesburg.

Informal Recommendation 33: Embassy Pretoria should require the community liaison office coordinators to standardize newcomer, sponsor, and orientation materials to the extent practicable.

Informal Recommendation 34: Embassy Pretoria should initiate monthly digital video conferences for the community liaison coordinators, so that they can share strategies, lessons learned, and best practices.

Informal Recommendation 35: Embassy Pretoria should review and rationalize the frequency of the publication of the embassy and consulate general newsletters, and should reassign newsletter editor hours, if appropriate.

Informal Recommendation 36: Embassy Pretoria should return the health unit administrative assistant job to a locally employed staff position upon the departure of the incumbent.

Informal Recommendation 37: Embassy Pretoria should explain the requirements for reimbursement for representational events to senior staff and process no advances for representation expenses.

Informal Recommendation 38: Embassy Pretoria should review the procedures used in the annual physical inventory to reconcile the actual location of property with the recorded location.

Principal Officials

	Name	Arrival Date
<i>Embassy Pretoria</i>		
Ambassador	Donald H. Gips	08/2009
Deputy Chief of Mission	Helen La Lime	09/2008
Chiefs of Sections:		
Administrative	John D. Lavelle	07/2009
Political	Walter N.S. Pflaumer	08/2006
Economic	Terri L. Robl	08/2009
Public Affairs	Karl Stoltz	08/2010
Regional Security	Daniel Weber	10/2010
<i>Consulate General Cape Town</i>		
Consul General	Alberta Mayberry	09/2008
Chiefs of Sections:		
Administrative	Marcia Oshinaike	08/2008
Consular	Claudia Baker	09/2010
Political	Brooke de Montluzin	09/2008
Economic	William Lehmborg	07/2010
Public Affairs	Nathan Holt	09/2009
Regional Security	Thomas Green	08/2010
<i>Consulate Durban</i>		
Consul General	Jill Derderian	09/2008
Chiefs of Sections:		
Administrative	Marguerite Macy	10/2009
Consular	Lewis Carroll	09/2010
Political/Economic	Pierce Davis	01/2011
Public Affairs	VACANT	
Regional Security	Edward Allen	12/2008
<i>Consulate General Johannesburg</i>		
Consul General	Andy Passen	09/2008
Chiefs of Sections:		
Administrative	William Steuer	08/2008
Labor	Robert Ewing	08/2008
Consular	Doron Bard	08/2008
Public Affairs	Melissa Clegg-Tripp	07/2010
Regional Security	Jeffrey Dee	01/2009

Other Agencies: Embassy Pretoria

Foreign Agricultural Service	Ross Kreamer	08/2010
Department of Defense	Daniel Hampton	02/2011
U.S. Agency for International Development	Jeff Borns	01/2010
Health and Human Services	Mary Fanning	01/2008
Federal Bureau of Investigations	Wilfred Rattigan	06/2010
Peace Corp	McGrath Thomas	01/2009
Drug Enforcement Administration	Arthur Staples	05/2009
Immigration and Customs Enforcement	Abraham Lugo	08/2009
Centers for Disease Control	Thurma Goldman	08/2009
Open Source Center	Robert Kearney	08/2008
Animal and Plant Health Inspection Service (USDA)	Thomas Shissel	06/2009
Company F	Matthew Boykin	06/2010
Office of Defense Cooperation	TC Schultz	08/2010
Secret Service	Carlos Castro (<i>Acting</i>)	

Other Agencies: Consulate General Cape Town

U.S. Department of Defense	Paul Johann	06/2009
Federal Bureau of Investigation	Anthony Velazquez	08/2007

Other Agencies: Consulate Durban

U.S. Department of Homeland Security/CBP/CSI	Fuad Hafidh	11/2007
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Other Agencies: Consulate General Johannesburg

Customs and Border Protection	Tarance Drafts	06/2008
US Trade and Development Agency	Jason Nagy	12/2008
Customs Immigration Service	Brett Lassen	04/2008
Foreign Commercial Service	Larry Farris	08/2010
International Broadcasting Bureau	Paula Caffey	10/2002
Transportation Security Administration	Ron Malin	04/2010

Abbreviations

ARSO-I	Assistant regional security officers for investigations
BBG	Broadcasting Board of Governors
CDC	Centers for Disease Control and Prevention
CLO	Community liaison office
DCM	Deputy chief of mission
Department	U.S. Department of State
DVC	Digital video conference
EEO	Equal employment opportunity
FAST	First- and second-tour
HR	Human Resources
ICASS	International Cooperative Administrative Support Services
IM	Information management
IMO	Information management officer
IO	Information officer
IRC	Information resource centers
ISSO	Information systems security officer
IVLP	International Visitor Leadership Program
MSRP	Mission Strategic and Resource Plan
NGO	Nongovernmental organization
OBO	Bureau of Overseas Buildings Operations
PAO	Public affairs officer
PAS	Public affairs section
PEPFAR	President's Emergency Plan for AIDS Relief
REAC	Regional educational advising coordinator
RIMC	Regional information management center
RMO	Regional medical officer
USAID	United States Agency for International Development

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