



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

**Office of Inspections**

**Inspection of  
Embassy Lusaka, Zambia**

**Report Number ISP-I-12-41A, August 2012**

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**Office of Inspector General**

## **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 (OIG) 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". The signature is fluid and cursive, with a large loop at the end.

Harold W. Geisel  
Deputy Inspector General

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## Key Judgments

- An energetic and creative Ambassador presides over a productive interagency process at Embassy Lusaka. Coordination of a five-agency, \$400 million-plus annual health initiative is particularly well done and effective.
- Customer service in the human resources section is deficient and diminishes mission morale.
- The most recent chief of mission certification cited property inventory controls as a material weakness, but the embassy has not remedied the problem.
- The mission's new compound has the capacity to accommodate planned growth, but it needs to develop a space-use plan.
- The embassy needs to make more efficient use of its considerable inventory of government-owned properties and could benefit from a Bureau of Overseas Buildings Operations (OBO) assessment.
- The public diplomacy program effectively promotes U.S. policy.
- The embassy's top strategic priority is supporting democracy and good governance in Zambia, but this priority is not reflected in U.S. assistance levels.
- Locally employed (LE) staff members report that they are not adequately informed about issues of interest to them. The existing LE council needs a charter and more regular and consultative contact with senior management.
- The first- and second- tour (FAST) officer development program lacks structure and sustained engagement by the deputy chief of mission (DCM).
- The consular section handles a small but complex workload in a professional manner.

The inspection took place in Washington, DC, between April 9 and 30, and in Lusaka, Zambia, between May 30 and June 12, 2012. (b) (6)



## Context

About the size of Texas, Zambia gained independence in 1964 and today has a population of 13.8 million, consisting of more than 70 Bantu-speaking ethnic groups. The HIV/AIDS epidemic has ravaged Zambia, with an estimated 13.5 percent of Zambians now infected. More than 800,000 Zambian children have lost one or both of their parents to HIV/AIDS. Zambia's economy is dependent on natural resource extraction, particularly copper, and agriculture. The economy grew for the 13th consecutive year in 2011 with real growth of 7.6 percent. Foreign investment in Zambia's mining sector, higher world copper prices, and a bumper corn crop account for most of the recent growth. The Zambian Government is seeking to diversify the economy by promoting agriculture, tourism, gemstone mining, and hydropower.

In September 2011, President Rupiah Banda lost an election to opposition candidate Michael Sata, making Zambia one of only two countries in the subregion to have had two democratic transitions of power. The Sata government reinitiated a constitutional reform process to strengthen Zambian democracy by restricting the powers of the executive branch, but parliament has not made much progress on the reform agenda.

Zambia is a member of the Non-Aligned Movement, the African Union, the Southern African Development Community, and the Common Market for Eastern and Southern Africa, which is headquartered in Lusaka. The Zambian Defense Force is designed primarily for internal defense, although it has contributed to African Union and UN peacekeeping operations in Mozambique, Rwanda, Angola, Sierra Leone, Sudan, and South Sudan. The United States and Zambia have cordial relations, although the defense relationship is not robust. At the start of his term, President Sata expressed an interest in closer relations with the United States.

U.S. goals in Zambia are good governance, public health, economic growth, and development. Technical assistance and support in these areas is managed by the Department of State (Department), in cooperation with the U.S. Agency for International Development (USAID), the Centers for Disease Control and Prevention (CDC), the Department of Treasury, the Department of Defense, and the Peace Corps. Zambia has the largest Peace Corps program in Africa with more than 240 volunteers and 15 employees.

The United States is not one of Zambia's top 10 trade partners, but U.S. exports to Zambia in 2011 more than doubled over 2010 levels, to approximately \$129 million, most of which was mining and transportation equipment; Zambian exports to the United States in the same year had a value of \$47 million and consisted largely of unwrought cobalt.

The Office of Inspector General (OIG) team focused on management performance, staffing, and foreign assistance. Embassy Lusaka has 413 employees, of whom 85 are U.S. direct hires. CDC, with 47 employees, and USAID, with 87 employees, represent the largest non-Department presence. The mission was last inspected in June 2005.

## Executive Direction

An energetic and thoughtful Ambassador provides effective leadership to the American staff at Embassy Lusaka. The DCM returned unexpectedly to the United States on emergency leave and was not present during the inspection. The Ambassador works well with agency heads and section chiefs; both he and the DCM are political cone officers and their skills are similar rather than complementary. Both scored higher on overall management skills than 80 of their recently inspected counterparts; other agency heads in Lusaka gave the Ambassador particularly high scores as a manager. Regularly scheduled meetings, including a weekly country team meeting and thrice-weekly morning huddles ensure that all areas of interest and activity are coordinated and well planned. Policy coordination on health issues, of major interest to almost all agencies at Embassy Lusaka, is close and productive. During the inspection, the upcoming visit of a former president and the death of two American citizens in an air crash provided vivid examples of competent staff members working well together toward the attainment of specific goals.

The DCM has not devoted sufficient attention to supervising the management section, where indecision and questionable procedures have led to customer dissatisfaction. The section's focus has necessarily been on immediate operational needs during a year of high-level visits and international conferences, and it has neglected some key areas relating to equitable treatment of clients, attention to internal controls, and leadership at all levels. (These issues are addressed in the Management section of this report.) The DCM needs to signal to the section staff that he wants to hear about or resolve management challenges. As the embassy consolidates its recent achievements, the DCM could usefully exercise greater oversight of management operations.

**Recommendation 1:** Embassy Lusaka should require that the deputy chief of mission implement a plan to improve management operations, using this report and the risk assessment questionnaires associated with the chief of mission annual certification as guidelines. (Action: Embassy Lusaka)

## Planning

The FY 2013 Mission Strategic and Resource Plan,<sup>1</sup> produced in the spring of 2011, is a clear statement of U.S. goals and objectives in Zambia. It was created in an ambitious exercise drawing on all agencies at the mission; progress toward each goal is reviewed at least quarterly in meetings chaired by either the Ambassador or DCM. The FY 2014 Mission Resource Request (MRR), produced against a tight deadline in spring 2012, drew heavily on the Mission Strategic and Resource Plan and lays out U.S. objectives clearly and concisely.

Every 2 weeks the DCM chairs an interagency meeting to coordinate travel, outreach, and representational activities. These meetings review an activity calendar allowing section and agency heads to deconflict events and provide mutual support.

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<sup>1</sup> In December 2011, the Department issued 11 STATE 124737, which discontinued the Mission Strategic and Resource Plan. The MRR (3-year strategic plans, with shorter annual resource requests) replaced the Mission Strategic and Resource Plan beginning with the FY 2014 budget cycle.

**Innovative Practice: Missionwide Operational Coordination**

**Innovative Practice:** Missionwide Operational Coordination

**Issue:** In a busy mission with five sections and five agencies, it is a challenge to maximize efficiencies in travel, outreach, and representation and to avoid scheduling conflicts, while ensuring that mission elements do not compete against one another for media attention.

**Response:** Every 2 weeks the DCM chairs an interagency meeting that coordinates travel, outreach, and representational activities by all mission elements. These meetings review a calendar (operations plan) of activities going forward at least 2 months.

**Result:** The coordination and information sharing permit section and agency heads to deconflict events and provide mutual support, as needed. The biweekly discussions around the operations plan permit all mission elements to realize valuable synergies in their activities, including the effective coordination by the public affairs section of media coverage.

**Morale**

American employees who responded to inspection questionnaires scored their own morale and attention to morale by both the Ambassador and DCM higher than American employees at other recently inspected missions. In personal interviews, some pointed to multiple events in 2011 (visits by the Secretary of State and a former president, a major U.S. conference, and a hotly contested presidential election) as having been difficult to handle. The high operational tempo has been hard to sustain. At the time of the inspection, mission staff was preparing for an upcoming unanticipated second visit by a former president.

The Ambassador's goal of consolidating gains from the mission's "big year" is known missionwide, since communication passes well from the top to the bottom of the mission. The Ambassador expressed to the OIG team his concern about the effect of the high work tempo on mission staff; he knows they have worked exceedingly hard over the last year and he has indicated the need to have the mission consolidate its achievements. Yet, success has been breeding more success: the Secretary of State mentioned Zambia twice in a June speech in Oslo and a recently signed Millennium Challenge compact will bring additional staff and \$355 million in funding over the next 5 years. Slowing down, if that is the goal, may be difficult.

As measured by inspection questionnaires, the LE staff appeared to have good morale.

(b) (5)

Although the DCM and management officer meet quarterly with the council, LE staff participants termed the meetings inconclusive. The LE staff council has no charter or bylaws, a situation the DCM promised to help remedy 2 years ago. Better consultations and more frequent meetings between embassy management and LE staff, including their elected representatives, are required to overcome these shortcomings.

**Recommendation 2:** Embassy Lusaka should implement a charter for the locally employed staff council. (Action: Embassy Lusaka)

**Recommendation 3:** Embassy Lusaka should implement a plan that improves consultations and information sharing with the locally employed staff council and includes more frequent meetings with the management officer and the deputy chief of mission and occasional participation by the Ambassador. (Action: Embassy Lusaka)

### **First- and Second-Tour Program**

Nine Department FAST officers and a slightly larger number of USAID officers participate in FAST development. The DCM does not regularly attend monthly FAST program meetings. Notwithstanding general Department guidance, he is not the reviewing officer for all Department FAST officers. The FAST officers have formed a single group that meets monthly with section chiefs, agency heads, and visitors. A FAST officer serves as the coordinator in charge of scheduling individual events; the efficacy of the program depends on the energy of that individual rather than supervision by the DCM.

**Recommendation 4:** Embassy Lusaka, in coordination with the Bureau of Human Resources, should implement a written first- and second-tour officer and specialist development program. (Action: Embassy Lusaka, in coordination with DGHR)

## Policy and Program Implementation

### Reporting and Analysis

Washington consumers assess the mission's political and economic reporting as ample and of high quality. Analytical reporting is limited but sufficient, and contributes to policymaking within the Department and more widely in the government. Since the 2011 presidential elections, which saw one of Africa's few democratic transitions of government, the mission's reporting has focused heavily on internal political developments.

The combined political/economic section's three officers and two LE staff members provide a steady stream of reports on political and economic issues. The section also is adding a second expanded professional associate program position that will have commercial-economic responsibilities. The section's entry-level officer supervises the coordinator of the Ambassador's self-help fund. The coordinator administers \$100,000 in small grants, which draw equally from the Ambassador's self-help fund and the U.S. African Development Foundation, in accordance with Department grants guidelines.

Due to personnel limitations, reporting on environment, science, technology, health, and labor is not extensive. Most political-military issues are covered by other agencies, which coordinate their reporting with the political/economic section. The LE staff is experienced and provides the section with a solid array of contacts in government and the business sector, although the lack of private office space complicates efforts to have sensitive telephone conversations.

The section maintains hard-copy files that are more than 30 years old, which does not comply with Department procedures (5 FAM 414.5 and 5 FAH-4 H-113) for managing and retiring records. Missions are required annually to retire electronic and hard-copy files to ensure record preservation and reduce mission vulnerabilities.

**Recommendation 5:** Embassy Lusaka should retire official records annually. (Action: Embassy Lusaka)

The mission anticipates that the political-economic section chief will assume a higher public profile, and the OIG team counseled mission leadership on ways to achieve this goal.

With one economic officer, the mission has given priority to advocacy for U.S. business over economic reporting, which has been of high quality but limited in volume. In its 2014 MRR, the mission identified the need for an additional economic officer position. The mission is also a Foreign Commercial Service partner, and the political/economic section is pursuing avenues for increasing its economic reporting and commercial advocacy, which the OIG team encouraged. Such steps include using the portion of the commercial service fees that the section collects to fund an additional LE staff position.

The section actively engages in outreach, especially to U.S. and Zambian businesses. The mission took advantage of the May 2011 African Growth and Opportunity Act forum to promote

the establishment of the American Chamber of Commerce in Lusaka, which the mission used to leverage its business outreach. Other embassies in the subregion are using the mission's example as a model. The OIG team observed section staff engaging in teleconferences as part of the Department's Direct Line to American Business program, assisting U.S. firms interested in trade and investment opportunities in Zambia. During the inspection, a major U.S. agricultural firm broke ground on a \$10 million regional training center.

### **President's Emergency Plan for AIDS Relief**

By 2005, HIV/AIDS had plunged Zambian life expectancy to just 38 years. President's Emergency Plan for AIDS Relief (PEPFAR) funding—\$306 million in FY 2011—is by far the largest element of U.S. foreign assistance in Zambia and has had a substantial impact on quality of life and social stability. More than 400,000 people receive treatment, deaths from HIV have decreased dramatically, and the prevalence of HIV/AIDS has declined. PEPFAR funding is implemented by five agencies (CDC, USAID, Department of Defense, Peace Corps, and the Department).

The small PEPFAR coordination office of six employees prepares annual plans and reports. A PEPFAR deputy position is being established and will be funded by the Department. The country coordinator, one of the most experienced in Africa, enlisted the Ambassador's support in fostering greater Zambian ownership. As a result, President Sata in late 2011 announced a doubling of government funding for antiretroviral drugs from \$5 million in 2011 to \$10 million in 2012 and an overall increase of 45 percent in the national health budget. PEPFAR leveraged this commitment by pledging an additional \$30 million for HIV/AIDS above the FY 2011 funding level of \$276 million, contingent on the Government of Zambia making good on its commitment.

The PEPFAR coordinator is an employee of the Department of Health and Human Services. Though accountable to the Global AIDS Coordinator in the Department, the PEPFAR coordinator is formally evaluated by the Department of Health and Human Services. This arrangement creates some challenges for PEPFAR. The tone of collaboration set by the mission's leadership has contributed, however, to excellent interagency cooperation.

The PEPFAR coordinator estimates that the funding "pipeline" (appropriated funds that have not been obligated) is between \$200 million and \$300 million. To bring funding and spending into balance, the Office of the Global AIDS Coordinator anticipates reducing the PEPFAR budget request for Zambia in FY 2012, although all FY 2012 activities will continue as planned using prior year funding. The coordinator is a voting member of the country coordinating mechanism that monitors and coordinates resources in Zambia for the Global Fund to Fight AIDS, Tuberculosis, and Malaria (Global Fund), an international donor mechanism. The Global Fund recently decided that the Ministry of Health is not a suitable principal recipient of Global Fund monies. Funding for the Ministry of Health will be temporarily channeled through the UN Development Programme, while capacity at the ministry is increased, and through the Churches Health Association of Zambia. The PEPFAR coordinator actively engages with the Global Fund at its Geneva headquarters as well as in Zambia.

Although PEPFAR has the lead in Zambia in combating HIV/AIDS, the new Zambian Government has committed to pick up a growing share of the responsibility, particularly with regard to funding antiretroviral therapy for its citizens. There has been a partnership framework in place since 2010 that encourages greater Zambian ownership, outlines the partner country's planned budget for HIV/AIDS, and provides for a transition to Zambian leadership on AIDS relief.

According to the members of the embassy's PEPFAR team, Zambia is making limited progress building technical expertise and the capacity to deliver services, which is needed to ensure the program's sustainability. The Defense Department is providing \$18 million in FY 2011 funding that mostly supports the construction of clinics. With some difficulty, PEPFAR tracks Zambian prevention and care effectiveness. PEPFAR also provides leadership to Zambia on treatment and strengthening the health system.

The PEPFAR country operational plan projects approximately an 18 percent rise in Zambian funding between 2012 and 2015, in addition to Zambia's commitment to double its funding for antiretroviral drugs in 2012. Zambia's funding for AIDS treatment, care, support, and prevention in 2012 still represents less than 5 percent of U.S. funding, and is projected to remain less than 20 percent in 2015. The funding pipeline may also affect Zambian willingness to make further commitments. The PEPFAR coordinator has not been required to report on how Zambia has performed on its funding commitments. This indicator was recently included in the FY 2013 country operational plan, which will inform Washington about Zambian performance.

### *Cooperative Agreements*

The PEPFAR office is issuing about 60 cooperative agreements in FY 2012, averaging about \$12,000 each, for HIV/AIDS prevention, orphans, and vulnerable children. Competition, monitoring, and followup for the cooperative agreements are good; however, the office is not entering the agreements into the Grants Database Management System as required by the Office of the Procurement Executive.

**Recommendation 6:** Embassy Lusaka should enter all cooperative agreements into the Grants Database Management System. (Action: Embassy Lusaka)

The PEPFAR office uses an outdated and improper form for its cooperative agreements instead of the Award Specifics and Post/Program Specifics templates mandated in Grants Policy Directive 31. In addition, the office does not seek regional bureau approval for assistance agreements over \$10,000, as required by Grants Policy Directive 11, or check the Excluded Parties List System, as required by Grants Policy Directive 19. Grants files lack some required documents, including the DS 4012 form and SF 424, as specified in Grants Policy Directive 03.

**Recommendation 7:** Embassy Lusaka should use the Award Specifics and Post/Program Specifics templates for cooperative grants agreements under the President's Emergency Plan for AIDS Relief program. (Action: Embassy Lusaka)

**Recommendation 8:** Embassy Lusaka should follow procedures outlined in the Office of the Procurement Executive's Grants Policy Directives. (Action: Embassy Lusaka)

## **Foreign Assistance**

In FY 2011, the United States provided Zambia with nearly \$400 million in foreign assistance. USAID's operating year budget for Zambia totaled 260 million, including over \$164 million for HIV/AIDS programs using PEPFAR funding, \$24 million through the President's Malaria Initiative, and over \$19 million through the Feed the Future Initiative. CDC provided more than \$100 million in funding. The Peace Corps program in Zambia is the largest in Africa and involves more than 240 volunteers and 15 extension and Peace Corps response volunteers. Security assistance (International Military Education and Training funds of \$350,000 in FY 2011) is adequate, given that Zambia does not currently contribute troops to UN peacekeeping operations. Zambia has a limited defense relationship with the United States, although there are some cooperative efforts on demining along the Angolan border. A resident Treasury advisor provides technical assistance to the Ministry of Finance on tax and revenue collection.

A top priority of the mission is promoting democracy and good governance, but funding (\$1.6 million in FY 2011) in this area is less than 1 percent of overall USAID-provided foreign assistance to Zambia.

The May 2012 signing of a U.S.-Zambia Millennium Challenge compact will extend \$355 million over 5 years to Zambia, mostly for infrastructure development. The mission anticipates that implementation of the compact will result in two new U.S. direct-hire and three LE staff positions.

## **Law Enforcement**

The regional security officer is the only U.S. law enforcement presence in the mission. The regional security office provides support to U.S. law enforcement agencies based in South Africa, including the Department of Homeland Security (Immigration and Customs Enforcement, U.S. Secret Service, and the Transportation Security Administration), the Drug Enforcement Agency, and the Federal Bureau of Investigation. The section worked closely with the U.S. Secret Service in 2011 in connection with two visits by a former President and a visit by the U.S. Trade Representative, and in connection with Zambian seizures of counterfeit currency. Zambia is not a recipient of Anti-Terrorism Assistance program funding.

## **Public Diplomacy**

The public affairs section runs well-focused programs that effectively promote U.S. policy and ideals. The section has identified its key issues and audiences—youth, women, civil society organizations, and entrepreneurs—and has implemented a communications and programming strategy to achieve mission goals. Good intra-embassy coordination enables the mission to highlight U.S. development and humanitarian assistance. To evaluate the effectiveness of its outreach and messaging, the section has assembled a standing focus group of prominent young people in the arts, media, and other fields. As part of its focus on disadvantaged youth, the section is inaugurating the Access Microscholarship Program to improve the English language skills of 40 students from 10 high schools to prepare them for college.

The ambitious programming pace and the section chief's forceful leadership style have also produced (b) (5) management problems in the section. (b) (5)

Changing and overlapping job responsibilities also cause confusion; the OIG team provided counseling on ways to address this issue. In addition, the decisionmaking authority of the deputy section chief is unclear and insufficient. The developmental potential of this entry-level position would be enhanced and section productivity increased by giving the deputy a more prominent role both within the section and in interagency fora.

***Informal Recommendation 1:*** Embassy Lusaka should clarify the portfolio and expand the decisionmaking authority of the deputy public affairs officer.

### ***Information and Public Outreach***

The section previously operated a separately located American Cultural Center that housed the Information Resource Center and educational advising functions. A December 2011 fire in the building caused the section to close the center and move those functions into the embassy. The embassy's more distant location from downtown Lusaka, stricter security measures, and limited facilities have hampered the section's ability to interact with the public. At the time of the inspection, the embassy was evaluating new sites for a cultural center.

With the closing of the American Cultural Center, electronic outreach took on added importance. Multiple staff members post items on the embassy's Facebook site, which has attracted almost 5,000 fans and interactive comments. The public affairs section also highlights embassy activities on Podbean (a site for recorded audio clips), Twitter, Flickr, and YouTube. However, it has not registered these sites on the Information Technology Asset Baseline as required by 5 FAM 793.1 d., or included terms of use as required by 5 FAM 793.4 b.

**Recommendation 9:** Embassy Lusaka should register its official social media sites on the Information Technology Asset Baseline and include terms of use on the sites. (Action: Embassy Lusaka)

### ***Administrative Issues and Grants***

The section has expanded the duties of two positions. The section chief's LE secretary also manages grants, procurement, and other administrative tasks; the audiovisual technician carries out extensive information outreach, including social media and the section's innovative program of providing podcasts (audio files and interviews) to 56 local radio stations. The position descriptions include the new duties, but the job titles do not, and the Computer-Assisted Job Evaluation process took place before the addition of the new duties.

***Informal Recommendation 2:*** Embassy Lusaka should evaluate the job titles and grades of the section's secretary and audiovisual technician, rename the positions, and resubmit them to the Computer-Assisted Job Evaluation system.

Some LE staff members have found it difficult to take annual or sick leave because of insufficient backup capacity in the section. The OIG team counseled the public affairs officer about ways to provide such coverage.

The section issues grants with clear budgets and appropriate public diplomacy goals and has generally succeeded in obtaining program and financial reports from its major grantees by withholding 10 percent of the funds until the reports are completed. However, the section is using an outdated and improper grant form instead of the Award Specifics template mandated by Grant Policy Directive 31. In addition, the grants files lack some required documents, including the SF 424 and SF 270, as specified in Grants Directive 03. For some grants, the period of performance began before the grant officer signed the document, which is contrary to Grants Policy Directive 31, although the embassy released funds properly.

**Recommendation 10:** Embassy Lusaka should use the Award Specifics template and other grants documents required by the Office of the Procurement Executive's Grants Policy Directives and should begin the grant period after the grant officer signs the document. (Action: Embassy Lusaka)

Most public diplomacy grants are small and uncomplicated, but the section issues them as standard grants. The section could save time and effort by using the simplified Fixed Obligation Grant format, as described in Grants Policy Directive 35.

**Informal Recommendation 3:** Embassy Lusaka should use the Fixed Obligation Grant format for its small, short-term, simple grants.

## **Consular Affairs**

The consular section runs effectively and efficiently and provides the full range of consular services. The section takes the lead on several policy issues including trafficking in persons, refugees, and guiding Zambia toward accession to the Hague Convention on Protection of Children and Co-operation in Respect of Intercountry Adoption and the Hague Convention on the Civil Aspects of International Child Abduction. The consul and the team enjoy strong support from the front office, as shown by the frequent visits by the Ambassador and DCM.

### ***Consular Management***

The section enjoys mutually supportive relations with other parts of the embassy. Officers in other embassy sections with recent consular experience have reconfirmed their consular commissions and serve as backup consular officers.

Relations between officers and LE staff are good. All LE staff members have taken advantage of training opportunities in the region and in Washington. The consul has created a comprehensive series of standing instructions on a wide range of procedural matters. The section also has a good working relationship with and appropriate support from the regional consular officer in Johannesburg.

The consular section and applicant waiting areas provide sufficient space and room for expansion. However, the section does not have a secure space for the effects of deceased Americans as required by 7 FAH-1 H-648.3-2. A lockable workroom serves as a repository for larger items, but is accessible to too many people for accountability purposes.

**Recommendation 11:** Embassy Lusaka should provide secure storage for the effects of deceased Americans. (Action: Embassy Lusaka)

### *Global Support Strategy*

In the first half of 2011 Lusaka participated in the preparation for the global support strategy, which is a global coordination for contracted consular services. In the second half of 2011 Lusaka was then part of the information provision package (with a contract service provider making visa appointments and offering information on consular services online and via phone). The preparation and initial launch was extremely difficult and the consular section invested considerable effort in working with the service provider and with the Bureau of Consular Affairs. Interaction with the service provider was never satisfactory, although the Bureau of Consular Affairs provided liaison to address issues as they arose. The section benefited from the reduced volume of inquiries, but the service provider failed to provide promised reports of their metrics for responding to Zambian inquiries.

In early 2012, the Bureau of Consular Affairs decided without warning to terminate the global support strategy for Lusaka and several other missions. As a result, Embassy Lusaka scrambled to change telephone numbers, warn phone operators, reinstate visa-related Web site content that was pared down to a minimum per Bureau of Consular Affairs guidance, and make alternative arrangements. The section is no longer part of the global support strategy, but under the current guidance it cannot offer customer service and workload enhancing services such as the courier-return of passports. The consular chief had been in email dialogue with the Bureau of Consular Affairs regarding problems with the global support strategy and its abrupt termination; the OIG team counseled the consular chief on writing a front channel cable fully documenting the problems.

### *American Citizens Services*

With 3,600 registered U.S. citizens, the American citizen services unit deals with a small volume of often complex citizenship and emergency cases. The section reinvigorated the warden network by publishing a quarterly newsletter and dealt with Zambia's weak infrastructure by expanding various contact options, including short message service and social media. Consular officers regularly travel to remote parts of the country, meeting with local officials, and working with wardens to offer limited consular services to resident U.S. citizens. The OIG team observed the benefits of the section's strong network as it responded to the tragic death of two missionaries in an airplane crash in a remote part of Zambia. The section mobilized wardens to assist local officials with search and rescue and confirmed the welfare of two surviving young children. The consul contacted the victims' family in the United States and assisted them to travel to Zambia for the children. In an extraordinary gesture, the President of Zambia declared a national day of mourning for the missionaries.

The section held its first warden conference 2 years ago. Since that time the embassy moved and there has been a notable turnover in wardens. Many of the current wardens have yet to visit the new embassy.

***Informal Recommendation 4:*** Embassy Lusaka's consular section should hold warden conferences on an annual basis and encourage the wardens to visit the new embassy.

There is a good duty officer book and duty officer training is offered once a year for new arrivals. The OIG team discussed the utility of offering more frequent training. The section has also worked with the regional security officer to make consular notification of arrests and detentions part of Zambian Police Academy training.

### ***Nonimmigrant Visas***

Nonimmigrant visa applications had declined slightly over the past decade, but have been static for the past few years at roughly 3,700 per year. Validation studies confirm that overstay rates are dropping, and thus visa issuance rates are increasing. Seventeen percent of applicants are third-country nationals, mostly Indians and Congolese.

The mission's visa referral program works satisfactorily. The section also recently put into place a business facilitation program in cooperation with the local American Chamber of Commerce and plans to conduct a validation study after a full year of operation.

### ***Immigrant Visas***

In FY 2011 the immigrant visa unit processed 300 cases. Follow-to-join refugee cases, on which the section works closely with U.S. Citizenship and Immigration Services representatives in Johannesburg, also constitute a notable part of the unit's workload. Adoptions form a small, time-consuming and growing workload. Contracts with and oversight of the panel physicians are current.

### ***Fraud Prevention***

Zambia is a high-fraud environment. Document unreliability requires constant care, though it is usually unsophisticated and on a retail scale, rather than in large rings. Nearly half of all immigrant visa and refugee beneficiaries do not complete required DNA tests. The fraud prevention unit effectively maintains a high degree of fraud awareness and completes the country fraud summary reports in a timely manner.

### ***Visas Viper***

The Visas Viper committee meets monthly. The consular chief prepares the reports on time, although only (b) (6) names have been submitted in the past 2 years.

## Resource Management

Agency	U.S. Direct-Hire Staff	U.S. Local-Hire Staff	Foreign Service National Staff	Total Staff	Total Funding FY 2011
<b>Department of State</b>	<b>46</b>	<b>21</b>	<b>195</b>	<b>262</b>	<b>\$17,472,049</b>
Diplomatic & Consular Program	24	4	10	38	\$1,683,900
ICASS	6	11	153	170	\$8,746,183
Public Diplomacy	2	2	11	15	\$748,200.
Diplomatic Security	3	2	15	20	\$920,536
Marine Security	6	0	3	9	\$130,439
Representation	0	0	0	0	\$71,611
OBO	4	0	0	4	\$1,775,811
PEPFAR **	1	2	3	6	\$3,395,369
<b>Department of Defense</b>	<b>4</b>	<b>0</b>	<b>5</b>	<b>9</b>	<b>\$18,169,630</b>
<b>USAID</b>	<b>19</b>	<b>4</b>	<b>64</b>	<b>87</b>	<b>\$270,000,000</b>
<b>CDC</b>	<b>11</b>	<b>0</b>	<b>36</b>	<b>47</b>	<b>\$105,758,429</b>
<b>Treasury*</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>
<b>Peace Corps</b>	<b>4</b>	<b>0</b>	<b>3</b>	<b>7</b>	<b>\$5,950,000</b>
<b>Totals</b>	<b>85</b>	<b>25</b>	<b>303</b>	<b>413</b>	<b>\$417,350,108</b>

### NOTES:

\*Treasury budget handled in Washington.

\*\* PEPFAR assistance funding is allocated among implementing agencies and reflected in their budget figures.

### Management Overview

The management section gets mixed reviews from customers. Although the management officer is customer service-oriented, the OIG team observed that he is spread thin, diminishing his effectiveness. After a high-tempo year of visits from senior U.S. Government officials, international conferences, and a successful move to the new chancery, the management section needs to focus on improving customer service and internal controls.

The embassy has done an excellent job of integrating USAID administrative services with the Department's International Cooperative Administrative Support Services (ICASS) platform. USAID administrative support employees are colocated with ICASS employees and work together effectively.

Workload distribution within the section is uneven. The ICASS LE staff analysis indicates that the human resources section is staffed with nearly double the worldwide ratio of

customers to service providers (18 to 1). On the other hand, the information management staff has one-half the average worldwide ratio of service providers to customers. (b) (5)

**Recommendation 12:** Embassy Lusaka should implement a plan to review International Cooperative Administrative Support Services staffing and redistribute or add resources as appropriate. (Action: Embassy Lusaka)

### **General Services**

The general services section is comprised of knowledgeable and capable U.S. direct hires and LE staff members who are improving service delivery. ICASS customer survey results in shipping and customs and motor pool are higher than the regional bureau and worldwide ICASS scores, but there is customer dissatisfaction with supply chain management and procurement. The warehouse and procurement units have been experiencing a high turnover of the LE staff (b) (5). The section has partially recovered by filling vacant positions and providing professional development opportunities for staff members, including training from more experienced colleagues at neighboring posts.

### ***Acquisitions and Procurement***

Embassy Lusaka's procurement staff lacks the skills and training to process procurement requests efficiently. Deficiencies in processes and procedures result in extensive delays in receiving supplies. The staff's diverse workload and their relative lack of experience add to the difficulties of providing quality service. Procurement agents rely heavily on the receiving clerk located 8.4 miles from the embassy compound. The receiving clerk is responsible for the receipt and inspection of all property and the preparation and distribution of receiving reports. Many small shipments are appropriately delivered directly to the embassy compound, but receipt of those goods is haphazard. As stated in 14 FAM 413.3 a., the receiving clerk is the link between the procurement, property, accountability, and certifying functions. Defining the receiving responsibilities of the embassy clerk would improve operations and internal controls.

**Recommendation 13:** Embassy Lusaka should assign receiving clerk duties to a staff member located at the embassy compound. (Action: Embassy Lusaka)

### ***Warehouse***

The embassy's two leased warehouse facilities are located 8.4 miles from the compound. The facilities lack appropriate space and ease of access to the mission and are not built to U.S. safety standards. Because access to the warehouses is not easy, management controls suffer. OBO has approved a build-to-lease warehouse project on property adjacent to the chancery, but it has not yet obligated funding. OBO has also developed a preliminary warehouse design. The lease for the first warehouse will expire in 2013, and the embassy is currently negotiating the lease for the second warehouse.

**Recommendation 14:** The Bureau of Overseas Buildings Operations should find a suitable warehouse for Embassy Lusaka in time for the embassy to move into the new facility before the current warehouse lease expires in 2013. (Action: OBO)

### ***Motor Pool***

Embassy Lusaka permits self-drive for “other authorized use” of government-owned vehicles. The mission’s vehicle policy allows personal use of official vehicles by employees and their dependents when their privately owned vehicles are not available due to repairs or scheduled maintenance.

Transportation for other than business purposes is normally an employee responsibility. Privately owned vehicles are shipped to posts at U.S. Government expense in consideration of such responsibility. According to 14 FAM 433.3-1, the chief of mission may approve other authorized use of official vehicles when public transportation is unsafe or not available or when such use is advantageous to the U.S. Government, which is defined in 14 FAM 433.3-4. The interpretation of the regulation normally does not include circumstances that occur while an employee’s privately owned vehicle is at post and under repair.

**Recommendation 15:** Embassy Lusaka should update the mission’s vehicle policy to limit self-drive personal use of government-owned vehicles to arriving and departing U.S. Government employees who are waiting for or shipping their personal vehicles. (Action: Embassy Lusaka)

### ***Fuel Controls***

The embassy’s written procedures for fuel controls are not comprehensive and do not provide a sound management control system as required by 14 FAM 423.1. Nor are bulk fuel deliveries witnessed by U.S. direct-hire personnel. According to 14 FAM 436.2, if a post has a bulk fuel operation or uses coupons for the purchase of fuel, strict controls must be placed on the distribution of fuel and coupons. Fuel deliveries for Lusaka residences are handled by the LE staff in the facilities maintenance office.

**Recommendation 16:** Embassy Lusaka should implement written fuel standard operating procedures that provide for the separation of duties and appropriate oversight by a U.S. direct-hire officer. (Action: Embassy Lusaka)

### **Facilities Management**

The facilities management office is headed by a first-tour officer who supervises 67 maintenance employees. The facilities manager’s portfolio has increased with mission growth and related projects. In January 2011, the embassy successfully moved into a \$120 million new compound with space to accommodate additional growth. The new compound’s warranty expired in October 2011, yet 141 warranty claims remain unresolved. The time and effort required to followup on these claims, including contractor site visits, has strained the facilities management office. Attempts to have contracting companies fix outstanding mechanical issues have been unsuccessful. According to 11 State 136139, the facilities manager should validate

defects observed by post and report them to the Bureau of Overseas Buildings Operations project executive for final resolution.

**Recommendation 17:** Embassy Lusaka should, in coordination with the Bureau of Overseas Buildings Operations, settle the 141 unresolved warranty claims at the new embassy compound. (Action: Embassy Lusaka, in coordination with OBO)

Embassy Lusaka is in the process of identifying a new site for the American Cultural Center. The center is one of scores of significant facilities maintenance/OBO projects at the mission. A USAID-owned vacant office compound will soon be occupied by CDC. Most of the 24 government-owned residential properties, including the chief of mission residence and the deputy chief of mission residence, are old and require significant upgrades. OBO funding has been allocated for electrical upgrades at six government-owned residences. The projects must be obligated prior to the end of FY 2012. The embassy's FY 2014 MRR seeks a second facilities maintenance position due to the heavy facilities workload.

### *U.S. Government-owned Properties*

Of the 24 government-owned residences, several are 45 to 60 years old and many are on large lots with expansive gardens. The trees are overgrown, roofs are leaky, electrical systems are outdated and dangerous, plumbing is problematic, and layouts are outdated. Maintenance costs exceed the routine maintenance and repair budget. Prudent management of U.S. Government overseas property includes identification and disposal of properties that are excess, underutilized, or obsolete. The embassy has requested OBO's assistance in developing a strategic property plan and presented OBO with two options to address the underutilized properties. One is to enter an option-to-lease with one or more developers to build homes on the large lots. The other is to offer local developers a land swap in return for newer houses. Both options would reduce lease costs, facilities and housing staff and equipment, generator and generator fuel costs, and guard costs and improve housing locations. The Department continues to operate under a mandate from the Congress and the Government Accountability Office to dispose of excess and unneeded properties and also to dispose of oversized housing. Properties that are vacant without approved plans for renovation or reuse are not optimally used.

**Recommendation 18:** The Bureau of Overseas Buildings Operations, in coordination with Embassy Lusaka, should assess all underutilized or unused U.S. government-owned properties and implement a plan to either reuse and renovate or dispose of these properties. (Action: OBO, in coordination with Embassy Lusaka)

### **Human Resources**

Questionnaires from mission customers indicate satisfaction with recruitment and hiring of eligible family members (EFM), which reflects the creation of three expanded professional associate program positions for EFMs. Position descriptions for LE staff are up-to-date, and virtually all LE staff evaluations are completed on time.

In contrast to these positive indicators of the section's effectiveness, and despite ample staffing levels, the OIG inspectors observed a lack of consistent advocacy for the customer on

the part of human resources staff. (b) (5)

Per 3 FAH-2 H-311, an attitude of service strengthens a human resources officer's effectiveness. Without customer advocacy the human resources section is ineffective.

**Recommendation 19:** Embassy Lusaka should implement a plan to improve customer service performance in the human resources section to include logging timeliness and accuracy of response to queries. (Action: Embassy Lusaka)

### ***Eligible Family Member Employment Program***

The EFM employment program could be improved. EFMs do not get sufficient information early enough in the recruitment process. The human resources office does not survey prospective employees, prior to their arrival at post, about skills and interests in work.

***Informal Recommendation 5:*** Embassy Lusaka should reach out to all eligible family members, including incoming eligible family members to assess interests and skill sets of potential employees, and to the extent feasible match positions to available skill sets.

Embassy policy on EFM recruitment and hiring is not clear, and it creates confusion and misunderstanding on the part of supervisors and job seekers. A clear explanation of the entire process, including timelines for each step, would help all parties.

**Recommendation 20:** Embassy Lusaka should publish an eligible family member recruitment and hiring policy that describes the process and timelines and post it on the embassy Web site. (Action: Embassy Lusaka)

Embassy Lusaka does not inform EFM job applicants who are not selected for a job of the outcome of their job search. In accordance with the Local Employment Recruitment Policy Guidebook 96 (revised November 2007), EFMs and members of household not selected for jobs should be so advised in writing. The absence of such notifications undercuts one of the key goals of the EFM employment program: supporting mission morale through useful and effective employment.

**Recommendation 21:** Embassy Lusaka should inform all eligible family member job applicants of the outcome of their applications for employment. (Action: Embassy Lusaka)

### ***Transparency in Hiring and Promotion***

Both LE staff and EFM personnel files are incomplete. As outlined in the Interagency Handbook on Foreign Service National Personnel Administration (FSNPAH) 14.2 b. (1), the official personnel file should contain a comprehensive record of each employee's service. Per FSNPAH 14.5 a. (1) (a) and 3 FAH-1 H-2359, the file should include records originating with or relating to appointment actions. Without a clear record from vacancy announcement to termination, it is unclear whether a mission's hiring process is transparent and equitable.

**Recommendation 22:** Embassy Lusaka should include all documentation from vacancy announcement to final termination in employee official personnel files as prescribed by Department of State regulations. (Action: Embassy Lusaka)

(b) (5)



**Recommendation 23:** Embassy Lusaka should apply Department of State regulations consistently on minimum qualifications for hiring and waiting periods for promotion and should maintain a log of all new hires and promotions. (Action: Embassy Lusaka)

#### *Annual Leave*

In a 12-month period during 2011-2012, the mission imposed blanket prohibitions for 4 months on the taking of annual leave, due to a series of high-level visits. The OIG team noted that even outside that period, several employees have had leave refused, some at the last minute. Employees unable to take leave risk losing it, and it has a negative impact on morale.

**Recommendation 24:** Embassy Lusaka should develop an annual leave plan for each section to allow all mission employees to take leave according to personal need to the extent feasible. (Action: Embassy Lusaka)

#### *Third-Country National Employment*

In June 2010, Embassy Lusaka hired a financial specialist under an employment agreement that resembles a third-country national agreement. There is no documentation that the Department authorized such a hiring mechanism. Department regulations (3 FAM 7271.4) stipulate the conditions for hiring a third-country national. The annual salary of the financial specialist is \$33,000 more than the salary of an LE staff member with equivalent qualifications and experience. The third-country national hiring mechanism is not justified for any LE staff position in Zambia.

**Recommendation 25:** Embassy Lusaka, in coordination with the Bureau of Human Resources, Office of Overseas Employment, should replace the third-country national financial specialist with a locally employed financial specialist. (Action: Embassy Lusaka, in coordination with DGHR)

Many LE staff members expressed confusion about the local compensation plan, in particular how it was established and its benefits. As outlined in 3 FAH-2 H-215 C., selected LE

staff members from various mission elements may assist in the salary survey process. Where LE staff participation is minimal due to local circumstances, the mission could substantially increase its briefings of LE staff on survey procedures and findings. When a mission does not provide information to its LE staff and does not seek information from them on local practices, it risks deficiencies in its local compensation plan.

**Recommendation 26:** Embassy Lusaka should thoroughly brief the locally employed staff committee on how it established salary and benefits and seek its input on the local compensation plan. (Action: Embassy Lusaka)

### ***Equal Employment Opportunity***

Embassy Lusaka's Equal Employment Opportunity (EEO) program is strong and visible. EEO counselors are easily identifiable due to monthly EEO tips in the human resources newsletter and embassy town hall events. The EEO counselor and an EEO LE staff liaison provide briefings to all elements of the mission and the wider embassy community, including agencies that are not located on the embassy compound. Both EEO representatives compliment the Ambassador in his support of and involvement in the EEO program.

### ***Federal Women's Program***

The embassy appointed a Federal Women's Program coordinator shortly before the OIG inspection, but it has not implemented the program. Executive Order 11478 and 29 CFR §1614.102 (b) (3) make the status of women an integral part of Equal Employment Opportunity. According to 3 FAM 1514.2 b., the coordinator of the Federal Women's Program must be announced to all mission employees. The OIG team did not observe information on the embassy compound identifying the Federal Women's Program coordinator.

**Recommendation 27:** Embassy Lusaka, in coordination with the Office of Civil Rights, should implement a Federal Women's Program. (Action: Embassy Lusaka, in coordination with S/OCR)

### **Financial Management**

Embassy Lusaka is up-to-date on reporting unliquidated obligations, its cashiering operation is strong, and it obtains value-added tax exemptions on all purchases and maximizes use of commercial banks for accommodation exchange. The financial management officer has begun to reduce excessive staff overtime, and fosters a collegial atmosphere in the section. However, the staff needs more leadership from him in balancing workload and with regard to the ICASS process.

### ***Workload***

According to the ICASS Service Center's analysis of Lusaka's LE staff, the financial management office is adequately staffed. However, out of approximately 160 ICASS employees who worked overtime in FY 2011, the senior financial specialist accounted for 9 percent of total ICASS overtime funding. This employee supervises eight other LE staff members in the section and serves as the senior budget analyst and alternate certifying officer, while also managing

some of the budget allotments. Per 3 FAH-2 H-124.5 (3), a manager should delegate fairly and not overburden key employees. Though the financial management officer has cut down on overtime, workload is still out of balance.

**Recommendation 28:** Embassy Lusaka should balance the workload among the employees of the financial management section with more direct supervision by the financial management officer. (Action: Embassy Lusaka)

### *International Cooperative Administrative Support Services*

The ICASS council recently supported establishing an ICASS budget committee. Because the mission is relatively small, the council had previously viewed a budget committee as unnecessary. According to 6 FAH-5 H-012.7, each embassy must establish an ICASS budget committee. Without a working-level budget committee to raise and analyze ICASS issues, the council's effectiveness in determining how to improve services and cut costs is diminished.

**Recommendation 29:** Embassy Lusaka should establish an International Cooperative Administrative Support Services budget committee in accordance with Department of State regulations. (Action: Embassy Lusaka)

### **Information Management**

The information management office meets the embassy's primary information technology needs. Because of inadequate American staffing, as correctly noted in the MRR, the office continually adjusts its personnel resources to accommodate priority tasks, while leaving less essential tasks unaddressed.

U.S. direct-hire employees work overtime on a daily basis, usually in excess of 10 hours per week per employee. Working on weekends is typical; skipping lunches is common. The OIG team validated the need for an additional direct-hire position in the information management office.

With considerable overtime work, the embassy's information management program effectively administers the traditional array of information technology assets, including classified and unclassified networks, a dedicated Internet network, Diplomatic Post Office, courier-escort pouch service, local mail and pouch services, telephone services for the new embassy compound, and high-frequency and emergency and evacuation radio networks.

While the office meets minimum requirements, it has close to substandard performance in some areas like security and maintenance. The OIG team counseled the information management staff on ways to improve its information security posture and its ability to manage communication emergencies. Both responsibilities require additional attention. The embassy consistently scores grades of "A" for network security on the Department's network and system monitoring tool, and shared network folders have appropriately assigned access permissions.

(b) (5)



Information management employees are not completing the log book with information about network server maintenance. This information is vital for troubleshooting efforts and for successful recovery from system failures. The embassy's alternate command center contains required communications components, but it is not regularly tested. The office does not regularly test contingency plans for recovering from a catastrophic failure of the network systems. The OIG team counseled the office to place higher priority on these elements of the information management portfolio.

Despite staffing challenges, the office scored above average on a recent customer service survey. The OIG team counseled the information management staff about managing user's expectations and about making certain that all computers, printers, and software media have appropriate stickers to identify the media's classification level to further improve their customer service record.

***Mobile Devices Management***

The information systems center is responsible for managing laptop computers. The standard procedures for authorizing, issuing, and tracking laptop computers are adequate and generally followed by the staff. (b) (5)

**Recommendation 30:** (b) (5)

***Records Management***

Embassy employees are not making effective use of the State Messaging and Archive Retrieval Toolset. Reporting officers are not using record emails and most mission staff members have not received guidance on the use of record email. There is a general lack of understanding of the procedures for determining which emails must be preserved by using the archive function of the State Messaging and Archive Retrieval Toolset. Following proper records management procedures ensures that important data needed for policy analysis and archival research will be available in the future.

***Informal Recommendation 6:*** Embassy Lusaka should require personnel to take the record email training and to use, as required, the State Messaging and Archive Retrieval Toolset.

(b) (5)

*Informal Recommendation 7:* (b) (5)

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*Informal Recommendation 8:* (b) (5)

A large black rectangular redaction box covering the text of Informal Recommendation 8.

## Quality of Life

### Community Liaison Office

The community liaison office consists of a full-time coordinator and a part-time assistant. The office provides regular updates to the embassy community regarding quality of life issues. The community liaison coordinator is a member of the country team, participates in the emergency action committee and housing board, and enjoys strong support from the Ambassador and DCM. Mission staff gave the office high scores for its community support efforts.

### Health Unit

The health unit received high scores in survey questionnaires for thorough and friendly service. However, the Foreign Service health professional finds it difficult to take leave and is on call 24 hours/7 days of the week. Local providers are not responsive, do not manage pain, and do not use medications that meet U.S. healthcare standards. As a result, outsourcing of health services is inadvisable in most cases. In accordance with 3 FAH-2 H-124.5 (3), a manager should delegate fairly and not overburden key employees. Per 3 FAH-2 H-111 (2) 1., this principle applies as much to U.S. direct-hire employees as to LE staff members. Without a better balancing of workload, the embassy runs the risk that employee performance will be less efficient over the long run.

**Recommendation 31:** Embassy Lusaka, in coordination with the Office of Medical Services, should implement standard operating procedures to allow its Foreign Service health professionals to plan vacation well ahead of time and to provide needed coverage for the health unit. (Action: Embassy Lusaka, in coordination with MED)

**Informal Recommendation 9:** Embassy Lusaka should include in the locally employed nurse's position description that the incumbent is on-call after hours.

### Overseas Schools

Most children of embassy employees attend (b)(5)(b)(6) a private, coeducational day school that offers an American curriculum (b)(5)(b)(6)

The school has a good reputation and is a significant attraction for families considering serving in Zambia. Most embassy families are satisfied with the educational program and environment of the school, but the school has a limited capacity to assist students with special learning requirements.

The seven-person school board of directors includes two representatives appointed by the Ambassador as voting members, as well as two other embassy employees elected by the school community. The school receives funding from the Office of Overseas Schools and works closely with the regional security officer. Security practices are appropriate to the environment, though the school is (b)(5)

### **Commissary and Recreation Association**

The employee association provides a small store in the chancery and a larger one in a residence that is a 15-minute drive from the embassy. Both keep customer-friendly hours, and the off-site store has adequate parking to accommodate customers. The Department reports that the association plans its budgets appropriately and has good internal controls. The management officer serves as the Ambassador's representative to the board, and is an effective liaison between embassy management and the association.

## Management Controls

In its annual chief of mission certification, the embassy correctly assessed its primary management controls weakness as property accountability in the annual chief of mission statement of assurances last year, but it has not completed necessary actions to correct those weaknesses.

### Delegation of Authority

Embassy Lusaka does not have a delegation of authority document. As outlined in 2 FAM 113.3, embassy management will designate officers to fulfill specific functions by memorandum. Without this reference document, there is a lack of clarity about who is responsible and accountable for certain functions.

**Recommendation 32:** Embassy Lusaka should draft, coordinate, and publish a delegation of authority document. (Action: Embassy Lusaka)

### Property Management

Embassy Lusaka's primary warehouse is in disarray due to a lack of oversight by the property management supervisor. Per 14 FAM 411.2-2 b. and c., effective property management requires close supervision. Lack of supervision risks theft and loss of property and wastes staff time repeating work because of disorganization.

**Recommendation 33:** Embassy Lusaka should assign the appropriate general services officer to spend at least 5 hours per week between both warehouse locations and incorporate this responsibility into the officer's work requirements statement. (Action: Embassy Lusaka)

The receiving clerk processes all expendable and nonexpendable items. Items shipped directly to the embassy compound are retrieved and delivered to the warehouse for processing and then delivered back to the embassy for distribution. Embassy staff provided the OIG team with several examples of requested items that were stored and not processed in accordance with Department guidelines and ICASS standards. During the inspection of the warehouse, the OIG team observed several shipments that were stored for 3 business days or more prior to receipt—some outside the receiving cage. The embassy uses the Integrated Logistics Management System asset manager to account for nonexpendable property. In accordance with 14 FAM 413.5 b., the receiving clerk must immediately affix a bar code label to accountable, nonexpendable property upon receipt.

**Recommendation 34:** Embassy Lusaka should implement procedures in conformance with Department of State guidelines on the receiving functions at the warehouse and embassy compound. (Action: Embassy Lusaka)

The warehouse and several additional storage containers are situated on a compound in a congested commercial area. The warehouse and the containers are filled with unneeded expendable and nonexpendable property. As specified in 14 FAH-1 H-112.2 f., excess property

should be disposed of or reconditioned and returned to stock. Continued storage of unneeded property wastes space and requires regular inventory controls. This excess property includes a dozen safes that are no longer usable. These safes were returned to the warehouse without proper procedures or the documentation required by 14 FAM 417.1-4.

**Recommendation 35:** Embassy Lusaka should conduct a physical inventory of all stored nonexpendable and expendable property and dispose of those items that are unserviceable or cannot be reconditioned. (Action: Embassy Lusaka)

The warehouse in its present state does not meet 14 FAM 413.7 a. requirements regarding organizing and protecting property. It is unorganized and does not meet minimal requirements for a shared warehouse. The property of other agencies is not clearly designated. As specified in 14 FAM 413.7 a.(2), commingled property in shared storage space must be identified to show agency ownership.

**Recommendation 36:** Embassy Lusaka should establish procedures for handling and storing Department and other agency property in the embassy warehouse. (Action: Embassy Lusaka)

## Gifts

Embassy Lusaka does not have a standard operating procedure for disposition of gifts and no designated gifts officer to maintain gift logs and to dispose of gifts in accordance with Department of State regulations. Per 3 FAM 4122.1, the designated officer for receiving gifts is the embassy management officer. Because gifts are used and disposed of in accordance with Department regulations governing property management and disposal, management offices often delegate this role to the general services office. With no designated gifts officer and no clear standard operating procedures for gifts disposition, gift recipients are at risk of ethics violations.

**Recommendation 37:** Embassy Lusaka should include a gifts officer in its designation of responsibilities memorandum and publish this information in a mission gifts policy. (Action: Embassy Lusaka)

## Travel Authorizations

The embassy requires travelers' supervisors to authorize official travel in the E2 travel approval chain. There is no travel expertise in the chain of approval. It is a generally accepted Department practice to delegate responsibility for travel authorizations to the general services officer, as reflected in general services training and regulations. Without approval of an expert, the mission risks improper travel authorization.

**Recommendation 38:** Embassy Lusaka should assign the supervisory general services officer responsibility for reviewing supporting documentation and approving initial authorizations for all official travel and incorporate this responsibility into both the delegation of authority memorandum and the officer's work requirements statement. (Action: Embassy Lusaka)

## List of Recommendations

**Recommendation 1:** Embassy Lusaka should require that the deputy chief of mission implement a plan to improve management operations, using this report and the risk assessment questionnaires associated with the chief of mission annual certification as guidelines. (Action: Embassy Lusaka)

**Recommendation 2:** Embassy Lusaka should implement a charter for the locally employed staff council. (Action: Embassy Lusaka)

**Recommendation 3:** Embassy Lusaka should implement a plan that improves consultations and information sharing with the locally employed staff council and includes more frequent meetings with the management officer and the deputy chief of mission and occasional participation by the Ambassador. (Action: Embassy Lusaka)

**Recommendation 4:** Embassy Lusaka, in coordination with the Bureau of Human Resources, should implement a written first- and second-tour officer and specialist development program. (Action: Embassy Lusaka, in coordination with DGHR)

**Recommendation 5:** Embassy Lusaka should retire official records annually. (Action: Embassy Lusaka)

**Recommendation 6:** Embassy Lusaka should enter all cooperative agreements into the Grants Database Management System. (Action: Embassy Lusaka)

**Recommendation 7:** Embassy Lusaka should use the Award Specifics and Post/Program Specifics templates for cooperative grants agreements under the President's Emergency Plan for AIDS Relief program. (Action: Embassy Lusaka)

**Recommendation 8:** Embassy Lusaka should follow procedures outlined in the Office of the Procurement Executive's Grants Policy Directives. (Action: Embassy Lusaka)

**Recommendation 9:** Embassy Lusaka should register its official social media sites on the Information Technology Asset Baseline and include terms of use on the sites. (Action: Embassy Lusaka)

**Recommendation 10:** Embassy Lusaka should use the Award Specifics template and other grants documents required by the Office of the Procurement Executive's Grants Policy Directives and should begin the grant period after the grant officer signs the document. (Action: Embassy Lusaka)

**Recommendation 11:** Embassy Lusaka should provide secure storage for the effects of deceased Americans. (Action: Embassy Lusaka)

**Recommendation 12:** Embassy Lusaka should implement a plan to review International Cooperative Administrative Support Services staffing and redistribute or add resources as appropriate. (Action: Embassy Lusaka)

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**Recommendation 20:** Embassy Lusaka should publish an eligible family member recruitment and hiring policy that describes the process and timelines and post it on the embassy Web site. (Action: Embassy Lusaka)

**Recommendation 21:** Embassy Lusaka should inform all eligible family member job applicants of the outcome of their applications for employment. (Action: Embassy Lusaka)

**Recommendation 22:** Embassy Lusaka should include all documentation from vacancy announcement to final termination in employee official personnel files as prescribed by Department of State regulations. (Action: Embassy Lusaka)

**Recommendation 23:** Embassy Lusaka should apply Department of State regulations consistently on minimum qualifications for hiring and waiting periods for promotion and should maintain a log of all new hires and promotions. (Action: Embassy Lusaka)

**Recommendation 24:** Embassy Lusaka should develop an annual leave plan for each section to allow all mission employees to take leave according to personal need to the extent feasible. (Action: Embassy Lusaka)

**Recommendation 25:** Embassy Lusaka, in coordination with the Bureau of Human Resources, Office of Overseas Employment, should replace the third-country national financial specialist with a locally employed financial specialist. (Action: Embassy Lusaka, in coordination with DGHR)

**Recommendation 26:** Embassy Lusaka should thoroughly brief the locally employed staff committee on how it established salary and benefits and seek its input on the local compensation plan. (Action: Embassy Lusaka)

**Recommendation 27:** Embassy Lusaka, in coordination with the Office of Civil Rights, should implement a Federal Women's Program. (Action: Embassy Lusaka, in coordination with S/OCR)

**Recommendation 28:** Embassy Lusaka should balance the workload among the employees of the financial management section with more direct supervision by the financial management officer. (Action: Embassy Lusaka)

**Recommendation 29:** Embassy Lusaka should establish an International Cooperative Administrative Support Services budget committee in accordance with Department of State regulations. (Action: Embassy Lusaka)

**Recommendation 30:** (b) (5)

**Recommendation 31:** Embassy Lusaka, in coordination with the Office of Medical Services, should implement standard operating procedures to allow its Foreign Service health professionals to plan vacation well ahead of time and to provide needed coverage for the health unit. (Action: Embassy Lusaka, in coordination with MED)

**Recommendation 32:** Embassy Lusaka should draft, coordinate, and publish a delegation of authority document. (Action: Embassy Lusaka)

**Recommendation 33:** Embassy Lusaka should assign the appropriate general services officer to spend at least 5 hours per week between both warehouse locations and incorporate this responsibility into the officer's work requirements statement. (Action: Embassy Lusaka)

**Recommendation 34:** Embassy Lusaka should implement procedures in conformance with Department of State guidelines on the receiving functions at the warehouse and embassy compound. (Action: Embassy Lusaka)

**Recommendation 35:** Embassy Lusaka should conduct a physical inventory of all stored nonexpendable and expendable property and dispose of those items that are unserviceable or cannot be reconditioned. (Action: Embassy Lusaka)

**Recommendation 36:** Embassy Lusaka should establish procedures for handling and storing Department and other agency property in the embassy warehouse. (Action: Embassy Lusaka)

**Recommendation 37:** Embassy Lusaka should include a gifts officer in its designation of responsibilities memorandum and publish this information in a mission gifts policy. (Action: Embassy Lusaka)

**Recommendation 38:** Embassy Lusaka should assign the supervisory general services officer responsibility for reviewing supporting documentation and approving initial authorizations for all official travel and incorporate this responsibility into both the delegation of authority memorandum and the officer's work requirements statement. (Action: Embassy Lusaka)

## List of 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 Lusaka should clarify the portfolio and expand the decisionmaking authority of the deputy public affairs officer.

***Informal Recommendation 2:*** Embassy Lusaka should evaluate the job titles and grades of the section's secretary and audiovisual technician, rename the positions, and resubmit them to the Computer-Assisted Job Evaluation system.

***Informal Recommendation 3:*** Embassy Lusaka should use the Fixed Obligation Grant format for its small, short-term, simple grants.

***Informal Recommendation 4:*** Embassy Lusaka's consular section should hold warden conferences on an annual basis and encourage the wardens to visit the new embassy.

***Informal Recommendation 5:*** Embassy Lusaka should reach out to all eligible family members, including incoming eligible family members to assess interests and skill sets of potential employees, and to the extent feasible match positions to available skill sets.

***Informal Recommendation 6:*** Embassy Lusaka should require personnel to take the record email training and to use, as required, the State Messaging and Archive Retrieval Toolset.

***Informal Recommendation 7:*** (b) (5) [REDACTED]

***Informal Recommendation 8:*** (b) (5) [REDACTED]

***Informal Recommendation 9:*** Embassy Lusaka should include in the locally employed nurse's position description that the incumbent is on-call after hours.

## Principal Officials

	<b>Name</b>	<b>Arrival Date</b>
Ambassador	Mark Storella	09/10
Deputy Chief of Mission	Stephen Schwartz	07/10
Chiefs of Sections:		
Management	Jeff Smith	07/09
Consular	Catherine McGeary	07/09
Political/Economic	Tim Smith	08/11
Public Affairs	Priscilla Hernandez	08/09
Regional Security	Shane Dixon	10/10
Other Agencies:		
Peace Corps	Thomas Kennedy	06/09
Centers for Disease Control and Prevention	Lawrence Marum	11/08
Department of Treasury	Kay Blackburn	1/09
Department of Defense	LTC. Derek West	02/09
U.S. Agency for International Development	Susan K. Brems	07/11

## Abbreviations

CDC	Centers for Disease Control and Prevention
DCM	Deputy chief of mission
Department	U.S. Department of State
EEO	Equal Employment Opportunity
EFM	Eligible family member
FAST	First- and Second-Tour
FSNPAH	Interagency Handbook on Foreign Service National Personnel Administration
Global Fund	Global Fund to Fight AIDS, Tuberculosis, and Malaria
ICASS	International Cooperative Administrative Support Services
LE	Locally employed
MRR	Mission Resource Request
OBO	Bureau of Overseas Buildings Operations
OIG	Office of Inspector General
PEPFAR	President's Emergency Plan for AIDS Relief
USAID	U.S. Agency for International Development

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