



UNITED STATES DEPARTMENT OF STATE
AND THE BROADCASTING BOARD OF GOVERNORS
OFFICE OF INSPECTOR GENERAL

ISP-I-13-47

Office of Inspections

September 2013

Inspection of The Office of the U.S. Global AIDS Coordinator

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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 2012 by the Council of the 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 instances 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
Acting Inspector General

Table of Contents

Key Judgments	1
Context	2
Executive Direction	4
Policy Review	5
Coordination and Planning	6
Coordination	6
Strategic Planning	7
Organization and Management	9
Staffing	9
Monitoring & Evaluation	10
Administrative Oversight	11
Office Security	11
Managing Information	12
Knowledge Management	12
Information Technology	14
Management Resources	16
List of Recommendations	17
List of Informal Recommendations	19
Principal Officials	20
Abbreviations	21

Key Judgments

- The Office of the U.S. Global AIDS Coordinator has effectively overseen a multibillion dollar program that has made great strides against a global health problem. It is seeking to implement a transition that will see recipient countries fund and manage the program through expanded collaboration with multilateral and bilateral partners.
- While the President's Emergency Program for AIDS Relief has an excellent record of success, the internal management of the coordinator's office needs to be improved. After 10 years, it is no longer an emergency office and needs to organize for the long haul and address such basic issues as strategic planning, personnel management, and knowledge management.
- Contracting officer's representatives are not conducting adequate oversight, a particular concern since approximately half the office's staff members are contract personnel. Some contract personnel are performing inherently governmental functions. In at least one case, the coordinator's office pays an excessively high contract rate to a contractor serving as a senior advisor.
- The creation of the Office of Global Health Diplomacy offers an opportunity for diplomatic cooperation and coordination that will be helpful in negotiating a transition to sustainability and recipient-country ownership.

All findings and recommendations in this report are based on conditions observed during the on-site review and the standards and policies then in effect. The report does not comment at length on areas where the OIG team did not identify problems that need to be corrected.

The inspection took place in Washington, DC, between April 22 and June 14, 2013. Ambassador Kevin McGuire (team leader), Colleen Ayers, and Charles Silver conducted the inspection.

Context

It has been 10 years since Congress passed the *United States Leadership Against HIV/AIDS, Tuberculosis, and Malaria Act of 2003*.¹ The Act called for a comprehensive, integrated approach to combat HIV/AIDS, required coordination among executive branch implementing agencies, and established the Office of the U.S. Global AIDS Coordinator (S/GAC) within the Office of the Secretary of State. S/GAC was assigned primary responsibility for coordinating and overseeing all U.S. Government activities to combat HIV/AIDS overseas.

In FY 2004, Congress appropriated \$488 million to the Global HIV/AIDS Initiative. That same year, the first U.S. Global AIDS Coordinator announced the President's Emergency Plan for AIDS Relief (PEPFAR) and designated 15 "focus countries."² Almost all Global Health Initiative funds passed through S/GAC to implementing agencies,³ bringing PEPFAR funding for FY 2004 to approximately \$2.3 billion. In 2008, Congress renewed the authorizing legislation and passed the *United States Global Leadership Against HIV/AIDS, Tuberculosis, and Malaria Reauthorization Act of 2008*.⁴ In FY 2012, \$6.6 billion was appropriated to support PEPFAR. Between FY 2004 and FY 2012, a cumulative total of \$46 billion was enacted for PEPFAR; \$6.7 billion was requested for FY 2014.⁵

PEPFAR represents the largest U.S. investment overseas on a single disease in the country's history. The program has been the subject of numerous studies and reviews by public and private organizations, including the Government Accountability Office, the Institute of Medicine of the National Academy of Sciences, several nongovernmental organizations, and inspectors general at participating cabinet departments and agencies. While ambassadors at U.S. embassies exercise authority managing PEPFAR, implementation is carried out by participating agencies. Recognizing the vital role of coordination and planning, the Office of Inspector General (OIG) has conducted several inspections of the program. These include a review of S/GAC,⁶ a survey of S/GAC,⁷ and reviews of the exercise of chief of mission authority overseas⁸ and small investment countries.⁹ In addition, a review of the Department of State's (Department) role in coordinating the program is a standard element of all inspections of U.S. missions with an active PEPFAR program.

Reviews of program effectiveness and execution by agencies outside the Department are the responsibility of the inspectors general of the implementing agencies.

¹ Pub. L. No. 108-25.

² Botswana, Cote d'Ivoire, Ethiopia, Kenya, Mozambique, Namibia, Nigeria, Rwanda, South Africa, Tanzania, Uganda, Zambia, Vietnam, Guyana, and Haiti.

³ The primary implementing agencies are the U.S. Agency for International Development, the Centers for Disease Control and Prevention, the Peace Corps, and the Department of Defense.

⁴ Pub. L. No. 110-293.

⁵ PEPFAR, *Working Toward an AIDS Free Generation: Latest PEPFAR Funding*, April 2013.

⁶ *Review of the Office of the U.S. Global AIDS Coordinator*, OIG Report No. ISP-I-08-23, February 2008.

⁷ *Survey of the Office of the U.S. Global AIDS Coordinator*, OIG Report No. AUD-IP-05-32, September 2005.

⁸ *The Exercise of Chief of Mission Authority in Managing PEPFAR Overseas*, OIG Report No. ISP-I-10-01, November 2009.

⁹ *Review of PEPFAR in Small Investment Countries*, OIG Report No. ISP-I-11-59, August 2011.

Recognizing S/GAC's coordination and planning role and the extraordinary attention PEPFAR receives from other oversight organizations, this inspection focused on a limited number of areas, including S/GAC's PEPFAR-specific operations and its ability to ensure that its goals reflect budget realities and that it is adequately staffed to monitor and coordinate implementation of the program. The inspection also examined S/GAC's role in planning and coordinating activities at the interagency level and with the new Office of Global Health Diplomacy, which is separate from S/GAC but headed by the current S/GAC coordinator.

Executive Direction

In the 10 years of its existence, S/GAC has overseen the growth of a program that has made significant contributions to containing a major public health threat. A 2013 Institute of Medicine report concluded that “PEPFAR has made remarkable progress in meeting its aims, reflecting the U.S. Government’s commitment and capability to respond to humanitarian crises through the use of health and development assistance and health diplomacy.”¹⁰

The S/GAC coordinator has provided effective leadership. His scientific and technical knowledge, energy, and commitment have made him a highly respected figure. During his tenure, the number of countries covered by PEPFAR has expanded from 15 to 44, plus five regional programs. Program choices have benefitted from the systematic use of scientific data, and progress has made an AIDS-free generation an attainable goal. S/GAC works to maintain excellent relations with Congress and the nongovernmental community and to expand public knowledge of the program. The staff is motivated and committed despite being frustrated with some administrative practices.

Established to address a global health emergency, the office now faces the challenge of transitioning to an entity that can lead the U.S. effort in the next phase, emphasizing the need for recipient countries to take a greater role in funding, managing, and administering the program.

The S/GAC leadership team rightly focuses on the substantive programs they oversee but needs to pay greater attention to internal management. Leaders think about and discuss strategic planning, but not in a way that fully documents the plans or tracks implementation. While S/GAC carries out a number of tactical planning exercises, participants do not adequately address long-term issues. These include the need for better planning on personnel matters. Staff turnover is high: employee tenure averages 2.5 years and approximately 30 percent of the staff has been on the job for a year or less. Burnout is common. Frequent vacancies sap the energy of remaining staff and hinder the development of institutional memory. The office’s staffing chart does not capture real reporting lines within the organization. S/GAC has made progress reconfiguring the staff but more is needed.

Internal communication could also be improved. Front office decisions are sometimes slow. Junior staff interviewed by the OIG team asserted that front office communication is inadequate and does not enable them to perform as effectively as they might. Measures to address internal communication and paper flow are discussed in the Organization and Management section of this report. A negative feature of internal communication is the occasional use of abusive language in some parts of S/GAC; the OIG team counseled senior leadership to make clear that such behavior is unacceptable.

Although not a focus of this inspection, relations with overseas missions are productive. Relationships with U.S. agencies’ headquarters are strong enough to provide effective administration of the program, but bureaucratic wrangling in Washington absorbs too much high-level time.

¹⁰ Institute of Medicine, National Academy of Sciences, *Evaluation of PEPFAR*, February 20, 2013, p. s-2.

S/GAC needs to develop closer ties to the Department in general and to regional bureaus. Given the shift to recipient-country ownership, S/GAC needs to put extra weight on diplomatic efforts to negotiate successfully with bilateral partners. It should take advantage of the new Office of Global Health Diplomacy to advance this objective.

The conditions listed above indicate that leadership needs to pay greater attention to internal management and administrative practices and to increase management expertise in the senior levels of the organization.

Recommendation 1: The Office of the U.S. Global AIDS Coordinator should hire a senior manager with knowledge of both the Department of State and the U.S. Government to improve internal management. (Action: S/GAC)

Policy Review

The OIG inspection came at a turning point for S/GAC. The current authorizing legislation expires September 30, 2013. When President Bush established PEPFAR in 2003, S/GAC was set up to promote effective coordination among implementing agencies. To carry out its mission, the office drew on a small core of Department employees, staff detailed from other agencies, and contractors. Since then, staff and budget have grown and program strategies have evolved. In 2003, the staff was eight and the annual budget was \$2.3 billion. By 2007, S/GAC had 73 staff members and an annual budget of \$4.5 billion. At the time of this inspection, it had 115 employees and an annual budget of \$6.27 billion.

PEPFAR marks its 10th anniversary in 2013. It is no longer an “emergency” organization. In 2012, the *PEPFAR Blueprint for Creating an AIDS-Free Generation* established goals for the program that will take it from emergency response through a transition that emphasizes shared resources and toward a final state of recipient-country ownership, with the United States providing support and expertise rather than direct services.

This transition will require greater reliance on the ability of U.S. diplomatic missions to persuade partner countries to take greater ownership of the program, including funding. In late 2012, the Department established the Office of Global Health Diplomacy to “guide diplomatic efforts to advance the United States' global health mission to improve and save lives and foster sustainability through a shared global responsibility...[by] providing diplomatic support in advancing [U.S. Government] global health priorities.”¹¹ During this inspection, the Office of Global Health Diplomacy was still being formed and staffed. Although the Global U.S. AIDS Coordinator was named to head both offices, the Office of Global Health Diplomacy falls outside the scope of this review.

¹¹ 2012 State 124025.

Coordination and Planning

Coordination

In establishing S/GAC, Congress and the White House rightly recognized that coordinating the efforts of the U.S. Agency for International Development, the Centers for Disease Control and Prevention, and other implementing agencies would be essential to PEPFAR's success. For the most part S/GAC has succeeded admirably in this task. Lives are being saved, per unit costs are declining, and impressive progress is being made encouraging recipient countries to take greater ownership of the program. As noted in earlier OIG reports, the active engagement of U.S. ambassadors is key to effective interagency coordination in the field.

The coordination process in Washington is sometimes messy and frustrating. Each implementing agency has its own slant on how it can contribute to the success of the program. Representatives from S/GAC and the U.S. Agency for International Development acknowledge the relationship between the two agencies has deteriorated in recent years, and differences persist over duties and authorities. However, there should be no doubt about the duties and authorities of the U.S. Global AIDS coordinator; they were spelled out in the legislation that established the office.¹² As S/GAC begins the next phase of its mission, it is important that the coordinator take a strong leadership role and work closely with Congress and the White House, partner agencies, and the Office of Global Health Diplomacy to affirm S/GAC's vital coordination role. Restoring the practice of holding regular principals' meetings would help promote smoother relations. In the past, such meetings were useful in fostering high-level dialogue and promoting transparency.

Recommendation 2: The Office of the U.S. Global AIDS Coordinator should hold quarterly meetings of implementing agency principals. (Action: S/GAC)

OIG's 2008 inspection report noted that S/GAC needed to improve coordination with several Department offices. The greatest improvement has been in S/GAC's relationship with the Office of U.S. Foreign Assistance Resources. The two offices work together to synchronize country planning documents and data collection. The Office of U.S. Foreign Assistance Resources also assists S/GAC in responding to budget questions from Congress. There has also been greater cooperation between S/GAC and Department offices that work on related foreign assistance and health programs. S/GAC has hired a Foreign Service officer as director of interdepartmental coordination to foster better communication with Department bureaus and functional offices.

Relations with regional bureaus have also improved. Ambassadors and regional bureaus realize that PEPFAR often has a larger budget than any other program in their countries and have responded accordingly. Getting recipient countries to pick up a larger share of managing and funding PEPFAR will require greater diplomatic efforts on global health. Close relations with senior bureau officials will be important. The creation of the Office of Global Health Diplomacy provides a new channel to create closer collaboration.

¹² Pub. L. No. 108-25 § 102.

Recommendation 3: The Office of the U.S. Global AIDS Coordinator, in coordination with the Office of Global Health Diplomacy, should provide regular briefings to relevant Department of State bureaus, including new ambassadors, front office staff, and country directors. (Action: S/GAC, in coordination with S/GHD)

Coordination efforts lead to frequent consultations and meetings. During the inspection, S/GAC hosted several weeks of intense Country Operating Plan (COP) reviews. The 2008 OIG inspection examined the COP process and issued an informal recommendation to “reduce and focus the reporting burden.”¹³ Steps have been taken to pare down unnecessary or duplicative reporting but more remains to be done. In general, participants recognize that the heavy schedule of meetings by S/GAC is unavoidable. But several weeks of day-long COP meetings and regularly scheduled 5-hour deputy principal meetings suggest that the same value added might be achieved by having tighter agendas, fewer meetings, and a more even distribution of these events where possible. Making meetings more efficient is part of the need for greater managerial focus noted in the leadership section of this report.

Informal Recommendation 1: The Office of the U.S. Global AIDS Coordinator should refine the country operating plan process to reduce reporting requirements and coordination meetings

Informal Recommendation 2: The Office of the U.S. Global AIDS Coordinator should draw on input from all participants to design and implement a study of how to make its meetings more effective, including careful scheduling, better meeting management, and documenting actions and decisions made in these meetings.

Strategic Planning

S/GAC has a sound strategic planning process for overseas programs, but strategic planning for its own office is less rigorous. The COP process is designed to ensure that S/GAC’s overseas programs reflect the vision outlined in the *PEPFAR Blueprint: Creating an AIDS Free Generation*, are realistically funded, have well-defined end states and measures of success, and contain appropriate feedback mechanisms to guide future programming. The process requires overseas managers to plan and allocate sufficient human and financial resources to effectively monitor and administer these programs.

In managing its internal operations, S/GAC employs a similar process in the headquarters operations proposal (HOP). While this document addresses current needs, it does not address long-term planning. As S/GAC moves ahead, it needs to develop an effective strategic plan to address its role in the future, including funding. At the end of FY 2012, the United States directly supported more than 5.1 million men, women, and children on antiretroviral treatment through bilateral programs.¹⁴ While Congress has shown broad bipartisan support for the program, good management requires that S/GAC plan for a range of contingencies, including how to continue providing medication to millions of people if funding is cut. The office also needs to address how its staffing would change if the transition to recipient-country ownership is successful.

¹³ OIG Report No. ISP-I-08-23, op. cit., p. 51.

¹⁴ PEPFAR, Ninth Annual Report to Congress, p. 1.

Several staff members noted that uncertainties in future budgets limit planning to the short-term rather than the long-term. The greater the uncertainty, the greater the need for contingency planning so that crucial decisions are not made under deadline pressure without adequate discussion.

No official in the front office has specific responsibility for strategic planning that addresses the long-term implications for S/GAC as the program transitions from emergency to sustainability to country ownership. S/GAC leadership held an off-site planning meeting in 2012, but it did not produce any formal long-term strategy paper, taskings, resource analysis, or action plans. When no one “owns” an issue but everyone thinks about it, ideas are not brought together in a single place, programmatic vision is not linked with administrative resources, input from working-level staff may not be adequately taken into consideration, and no records are kept to guide future leadership.

Recommendation 4: The Office of the U.S. Global AIDS Coordinator should assign strategic planning responsibilities to a senior staff member and provide appropriate staff support. (Action: S/GAC)

In 2008, OIG reported that “S/GAC staffing...will soon be under review as part of the first-ever Headquarters Operations Plan (HOP). The HOP, the domestic counterpart of the COPs prepared at posts, will look at all headquarters-level PEPFAR programs, support functions, and costs, with the objective of creating more transparency, accountability, and improved control over staffing and funds. The HOP will also identify future staffing needs and examine staffing alignment.”¹⁵ The inspection team’s review of recent HOPs indicated they cover one year only and do not incorporate strategic planning for future years under different funding scenarios.

Recommendation 5: The Office of the U.S. Global AIDS Coordinator should develop a strategic plan to address long-term goals and internal staffing needs under a variety of funding levels. (Action: S/GAC)

¹⁵ OIG Report No. ISP-I-08-23, op. cit., p. 33.

Organization and Management

Staffing

S/GAC's personnel structure is not adequate for the transition ahead. The office uses a mix of Foreign Service, Civil Service, detailees from coordinating agencies, contractors, and interns. Only one-third of its personnel are in long-term positions, and the average length of time for employees to work in S/GAC is 2.5 years. Approximately one-half of S/GAC's positions are filled with contract personnel, including several senior positions tasked with inherently governmental responsibilities. An emphasis on hiring subject matter experts rather than management experts has created an imbalance. There are many senior-level staff and a large number of relatively junior employees. A number of middle managers serve as office directors but do not exercise sufficient decisionmaking authority to free up senior officials to handle policy and interagency coordination.

Finally, the organization of the staff is unwieldy, with nine senior advisors and special assistants reporting directly to the coordinator. Some reporting chains are distorted because contract personnel fill what should be supervisory positions. This unusual staff organization has made it difficult to implement clear procedures and to manage tasks effectively.

Recommendation 6: The Office of the U.S. Global AIDS Coordinator, in coordination with the Bureau of Human Resources and the Bureau of Administration, should conduct a workforce study to design an appropriate staffing structure for the Office of the U.S. Global AIDS Coordinator. (Action: S/GAC, in coordination with DGHR and A)

S/GAC relies on a number of contracts to provide contract personnel. The executive division spends considerable time and effort to recruit and hire contractors for specific positions, including advertising positions on the PEPFAR Web site, interviewing candidates, and negotiating the scope of work and even salary level by using negotiated discounts on task orders with the company. According to the *Foreign Affairs Handbook*, 14 FAH-2 H-522.6, the contract company is responsible for recruitment, hiring, and firing of contract personnel, and the U.S. Government should not perform this function. Through its actions, S/GAC is inappropriately placing itself in the role of employer.

Recommendation 7: The Office of the U.S. Global AIDS Coordinator should cease directly recruiting contract personnel and implement a process that leaves this function with the contract company. (Action: S/GAC)

One particular contract position has an excessively high unit price, which S/GAC negotiated. The cost to the U.S. Government for this part-time senior advisor is \$237 per hour. This amount far exceeds the maximum hourly cost of \$153 per hour for the senior executive position set forth in the original contract, which includes a price schedule comparable to the general wage schedule for direct-hire employees. S/GAC requested a contract modification for the higher rate but was unable to provide the inspection team with documentation to justify the higher rate.

Recommendation 8: The Office of the U.S. Global AIDS Coordinator should modify the task order for the senior advisor to bring the unit price within the range identified in the original contract. (Action: S/GAC)

Contracting officer's representatives in S/GAC are not performing their oversight duties effectively. In addition to the practices described above, they do not maintain full records, delegate the task of approving invoices for payment, or conduct technical oversight of contract personnel. Absent guidance from the contracting officer's representative, managers within S/GAC were not aware of their oversight requirements and were tasking contractors with work outside the scope of their contracts and with inherently governmental tasks. For example, the position of chief operating officer was filled by a contractor for 2 years before it was converted to a limited-term appointment.

Recommendation 9: The Office of the U.S. Global AIDS Coordinator, in coordination with the Office of Acquisitions Management, should require contracting officer's representatives to take refresher training and implement appropriate policies regarding oversight of contract personnel. (Action: S/GAC, in coordination with A)

Monitoring & Evaluation

As PEPFAR moves to encouraging country ownership, S/GAC needs to play a key role in program oversight by collecting and evaluating data from all agencies and implementing partners. Previous inspection reports by the Department and coordinating agencies have identified problems and management challenges in PEPFAR. Yet S/GAC has not adopted a comprehensive monitoring and evaluation strategy that takes advantage of the many sources of information available.

The current approach is focused on collecting data and improving indicators, under the leadership of the director of strategic information. An important requirement is to incorporate all PEPFAR data into the system and consolidate different streams into a single channel. However, the director does not oversee all data management systems. The strategic information unit is developing methods to gather data through FACTS-Info and other data management systems; the office of research science uses an expenditure analysis program that analyzes cost structures within country programs and identifies outliers; and the sustainability and integration unit collects data on progress toward country ownership. Implementing agencies use their own data collection methods and share data with the technical working groups.

S/GAC needs to consolidate data collection into a single system and articulate a clear strategy for monitoring and evaluation.

Informal Recommendation 3: The Office of the U.S. Global AIDS Coordinator should develop an overall monitoring and evaluation strategy and designate a single point of control for implementation.

Administrative Oversight

S/GAC has a small executive unit that manages administrative tasks. The unit is currently adding new staff to manage S/GAC's growing responsibilities, including providing human resources for PEPFAR country coordinators overseas. Internally, the unit supports transportation and travel, basic human resource issues, and procurement.

S/GAC has a dedicated motor vehicle for use by the coordinator and other senior staff. The executive division does not maintain sufficient documentation of vehicle use to determine whether the vehicle is utilized in accordance with the *Foreign Affairs Manual*, 6 FAM 1930, and 31 U.S.C. 1344. Without this information the office is unable to monitor use of the vehicle or determine whether maintaining it is cost effective and correctly authorized.

Recommendation 10: The Office of the U.S. Global AIDS Coordinator, in coordination with the Bureau of Administration, should maintain vehicle-use records, designate an accountable employee to review them, and verify the vehicle is cost effective and correctly authorized. (Action: S/GAC, in coordination with A)

Employees in S/GAC travel frequently to provide technical assistance in the field and to attend meetings with bilateral and multilateral partners and nongovernmental organizations. The office's travel budget for FY 2013 was \$2.7 million. While the office has an adequate process for units to create budgets for travel in an upcoming fiscal year, the submitted information lacks enough detail and justification to appropriately prioritize and support the proposed trips. The Department is working with the Office of Management and Budget to reduce travel costs and limit expenses to mission-critical trips. To comply with this initiative, travel proposals must detail not only the nature of travel, but also the work to be performed and goals to be achieved in order to justify the travel as mission-critical.

Recommendation 11: The Office of the U.S. Global AIDS Coordinator should implement a process that provides sufficient information to prioritize travel requests and justify all expenditures. (Action: S/GAC)

Office Security

S/GAC does not have a unit security officer to provide guidance and to oversee security procedures. [Redacted] (b) (5), [Redacted] (b) (7)(F)

[Redacted] Guidance in 12 FAM 563 requires an active security training and orientation program.

Recommendation 12: The Office of the U.S. Global AIDS Coordinator should designate a unit security officer and implement a training and orientation program. (Action: S/GAC)

Managing Information

S/GAC lacks many of the information management structures found in other Department offices. Decisionmaking is not always delegated to the appropriate level. Clogged inboxes sometimes delay timely responses. Taskings, due dates, and responses are not systematically tracked. Meeting results are not recorded.

Informal Recommendation 4: The Office of the U.S. Global AIDS Coordinator should designate a full-time staff assistant to track documents, enforce clearance and decision deadlines, and record and disseminate the results of staff meetings.

Knowledge Management

S/GAC has at least five different platforms for sharing essential information. There is a collaboration work site maintained by the executive office and hosted by the Bureau of Information Resource Management (IRM); a shared drive on the office server; a public access Web site managed by the public affairs unit; a FACTS-Info site that links S/GAC data to the standard database used by the Office of U.S. Foreign Assistance Resources; and a password-protected site that enables implementing agencies without access to the Department's intranet system to share information.

Over the past 5 years, S/GAC has spent \$27 million to develop databases and other knowledge management tools. Yet the proliferation of platforms continues, with plans to develop several new platforms to collect program-related data. S/GAC regularly forward-funds these projects, and at the time of the inspection the full \$11.5 million from FY 2012 was still unspent. Budgets for these projects far exceed actual expenditures, and it appears the office regularly allocates more funds for these projects than it expects to use in the current fiscal year rather than developing a sound plan that reflects actual expected costs.

Recommendation 13: The Office of the U.S. Global AIDS Coordinator should revise the budget for technical data systems to accurately reflect actual plans and expenditures. (Action: S/GAC)

The strategic information unit is responsible for managing information technology but focuses on collecting program reporting data, not overall workflows and processes. S/GAC does not have a content manager with responsibility for material placed on public platforms.

[Redacted] (b) (5)

Recommendation 14: The Office of the U.S. Global AIDS Coordinator should designate a content manager to review information placed on its public and internal Web sites for compliance with Department of State information security standards and regulations. (Action: S/GAC)

S/GAC's wide variety of employees with very different roles and different training is both a strength and weakness. Stovepiping and communication are challenges. While the office attempts to ensure that communication is effective and that different sections are aware of what

other sections are doing, this process currently depends on meetings and personal contact. A more collaborative workplace platform would assist in addressing both challenges noted above and also provide a permanent record of discussions and decisions. An informed knowledge manager could assist S/GAC to address disparate information platforms, increase the efficiency of S/GAC's processes, and encourage more effective sharing of information.

Recommendation 15: The Office of the U.S. Global AIDS Coordinator should designate a knowledge manager to implement a plan to rationalize information work platforms. (Action: S/GAC)

Information Technology

The service-level agreement between S/GAC and IRM is outdated. As part of the Department's information technology consolidation effort, S/GAC receives routine desktop support from IRM. This support includes day-to-day operational functions, patching of workstations, workstation scans for authorized software, user account creation, and printer and digital sender support, and similar tasks. The current service-level agreement, dated October 2010, is vague in terms of which responsibilities should be handled by IRM and which by S/GAC. IRM is aware of the need to revise the service-level agreement to make it more clear and up to date but has not met with S/GAC to do so.

Recommendation 16: The Bureau of Information Resource Management, in coordination with the Office of the U.S. Global AIDS Coordinator, should revise its information technology service-level agreement to include current support responsibilities. (Action: IRM, in coordination with S/GAC)

The service-level agreement does not include information systems security officer responsibilities—an area of confusion observed by the OIG team. IRM told the team that an individual in S/GAC had been assigned as primary information systems security officer. When asked to confirm, the individual informed the OIG team that he was never assigned that responsibility. It is not clear who, if anyone, is handling this important role. While responsibility for information systems security for consolidated bureaus resides with IRM, S/GAC is required to assign an individual to handle out-of-scope responsibilities¹⁶ per 1 FAM 270 and 5 FAM 824.

Recommendation 17: The Office of the U.S. Global AIDS Coordinator, in coordination with the Bureau of Information Resource Management, should designate a primary information systems security officer. (Action: S/GAC, in coordination with IRM)

PEPFAR SharePoint Project

S/GAC is consolidating two legacy systems and shared folders into a main SharePoint site to be used as a collaborative platform. The project is supported by three contract companies—one taking the lead role for development and testing and the other two assisting with project management and training. S/GAC asserts the new intranet site will allow for better collaboration and sharing of information with their user community, including other agencies.

Major development work is scheduled to be completed by September 2013, with only minimal fine tuning of the site and training remaining; therefore, the current level of contract support will not be needed. S/GAC management has begun discussions to determine the level of contract support that will be needed when the site is operational.

¹⁶ In-scope responsibilities are handled by IRM after information technology consolidation, while out-of-scope responsibilities remain the bureaus' responsibility.

The project team is using agile project management methodology¹⁷ with the SharePoint project. The OIG team found detailed project documentation, including a project charter, implementation plan, communications plan, change management plan, testing plan, and training modules. Additionally, weekly progress meetings are held by the project team—with minutes clearly documented on the team’s working site. Project documentation is developed and maintained by the contractors, which S/GAC staff can access on the team’s working site. However, source coding documentation is not accessible and has not been shared with S/GAC staff. The PEPFAR intranet work site is being developed with custom coding; S/GAC personnel need access to source codes to make any future changes to the Web site.

Recommendation 18: The Office of the U.S. Global AIDS Coordinator should obtain access from the contract company to source coding documentation for the development of its SharePoint Web site. (Action: S/GAC)

¹⁷ Agile project management methodology is based on iterative and incremental development where requirements and solutions evolve through collaboration between teams. It promotes adaptive planning, development and delivery, and encourages rapid and flexible response to change.

Management Resources

Office of the U.S. Global AIDS Coordinator Staffing							
U.S. Staff - Domestic	Foreign Service	Civil Service	Excepted Service	Contractors	Detailees	Other	Total
	2	20	12	56	17	6	113
U.S. Staff - Overseas	Foreign Service		Civil Service Excursions		PEPFAR Coordinators		Total
	0		0		28		28

Source: S/GAC

FY 2012 Resources Controlled by S/GAC	
Funding Description	Amount (000s)
Global Health Programs – Department	
Bilateral HIV/AIDS	\$4,242,860
Global Fund	\$1,300,000
Global Health Programs - USAID HIV/AIDS	\$350,000
Department of Health and Human Services HIV/AIDS	
Centers for Disease Control and Prevention Bilateral HIV/AIDS (GAP)	\$117,800
National Institutes of Health HIV/AIDS Research	\$364,460
Department of Defense HIV/AIDS	\$8,000
TOTAL Tuberculosis Bilateral	\$256,000
TOTAL PEPFAR, including Tuberculosis (w/o malaria)	\$6,639,000

Source: S/GAC

List of Recommendations

Recommendation 1: The Office of the U.S. Global AIDS Coordinator should hire a senior manager with knowledge of both the Department of State and the U.S. Government to improve internal management. (Action: S/GAC)

Recommendation 2: The Office of the U.S. Global AIDS Coordinator should hold quarterly meetings of implementing agency principals. (Action: S/GAC)

Recommendation 3: The Office of the U.S. Global AIDS Coordinator, in coordination with the Office of Global Health Diplomacy, should provide regular briefings to relevant Department of State bureaus, including new ambassadors, front office staff, and country directors. (Action: S/GAC, in coordination with S/GHD)

Recommendation 4: The Office of the U.S. Global AIDS Coordinator should assign strategic planning responsibilities to a senior staff member and provide appropriate staff support. (Action: S/GAC)

Recommendation 5: The Office of the U.S. Global AIDS Coordinator should develop a strategic plan to address long-term goals and internal staffing needs under a variety of funding levels. (Action: S/GAC)

Recommendation 6: The Office of the U.S. Global AIDS Coordinator, in coordination with the Bureau of Human Resources and the Bureau of Administration, should conduct a workforce study to design an appropriate staffing structure for the Office of the U.S. Global AIDS Coordinator. (Action: S/GAC, in coordination with DGHR and A)

Recommendation 7: The Office of the U.S. Global AIDS Coordinator should cease directly recruiting contract personnel and implement a process that leaves this function with the contract company. (Action: S/GAC)

Recommendation 8: The Office of the U.S. Global AIDS Coordinator should modify the task order for the senior advisor to bring the unit price within the range identified in the original contract. (Action: S/GAC)

Recommendation 9: The Office of the U.S. Global AIDS Coordinator, in coordination with the Office of Acquisitions Management, should require contracting officer's representatives to take refresher training and implement appropriate policies regarding oversight of contract personnel. (Action: S/GAC, in coordination with A)

Recommendation 10: The Office of the U.S. Global AIDS Coordinator, in coordination with the Bureau of Administration, should maintain vehicle-use records, designate an accountable employee to review them, and verify the vehicle is cost effective and correctly authorized. (Action: S/GAC, in coordination with A)

Recommendation 11: The Office of the U.S. Global AIDS Coordinator should implement a process that provides sufficient information to prioritize travel requests and justify all expenditures. (Action: S/GAC)

Recommendation 12: The Office of the U.S. Global AIDS Coordinator should designate a unit security officer and implement a training and orientation program. (Action: S/GAC)

Recommendation 13: The Office of the U.S. Global AIDS Coordinator should revise the budget for technical data systems to accurately reflect actual plans and expenditures. (Action: S/GAC)

Recommendation 14: The Office of the U.S. Global AIDS Coordinator should designate a content manager to review information placed on its public and internal Web sites for compliance with Department of State information security standards and regulations. (Action: S/GAC)

Recommendation 15: The Office of the U.S. Global AIDS Coordinator should designate a knowledge manager to implement a plan to rationalize information work platforms. (Action: S/GAC)

Recommendation 16: The Bureau of Information Resource Management, in coordination with the Office of the U.S. Global AIDS Coordinator, should revise its information technology service-level agreement to include current support responsibilities. (Action: IRM, in coordination with S/GAC)

Recommendation 17: The Office of the U.S. Global AIDS Coordinator, in coordination with the Bureau of Information Resource Management, should designate a primary information systems security officer. (Action: S/GAC, in coordination with IRM)

Recommendation 18: The Office of the U.S. Global AIDS Coordinator should obtain access from the contract company to source coding documentation for the development of its SharePoint Web site. (Action: S/GAC)

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: The Office of the U.S. Global AIDS Coordinator should refine the country operating plan process to reduce reporting requirements and coordination meetings

Informal Recommendation 2: The Office of the U.S. Global AIDS Coordinator should draw on input from all participants to design and implement a study of how to make its meetings more effective, including careful scheduling, better meeting management, and documenting actions and decisions made in these meetings.

Informal Recommendation 3: The Office of the U.S. Global AIDS Coordinator should develop an overall monitoring and evaluation strategy and designate a single point of control for implementation.

Informal Recommendation 4: The Office of the U.S. Global AIDS Coordinator should designate a full-time staff assistant to track documents, enforce clearance and decision deadlines, and record and disseminate the results of staff meetings.

Principal Officials

	Name	Arrival Date
Coordinator	Eric Goosby	06/23/09
Principal Deputy Coordinator	Deborah von Zinkernagel	03/28/10
Deputy Coordinator for Strategic Information	Paul Bouey	08/08/06
Deputy Coordinator for Technical Leadership	Caroline Ryan	10/17/04
Executive Director	William Dilday	09/01/03
Director of Management and Budget	Mark Brown	05/09/10
Director of Interdepartmental Coordination	Michael Feldman	08/09/11
Director of Congressional Relations	Emily Gibbons	06/01/11
Director of Sustainability and Integration	Mamadi Yilla	05/28/10
Director of Multilateral Diplomacy	Jason Lawrence	05/10/12
Director of Country Support	Vacant	
Director of Public Affairs	Vacant	
Chief Operating Officer	Julia Martin	12/01/09
Director of Private Sector Engagement	Vacant	
Head of Research and Science	Vacant	
Head of Clinical Services	Vacant	

Abbreviations

COP	Country Operational Plan
Department	U.S. Department of State
FAH	Foreign Affairs Handbook
FAM	Foreign Affairs Manual
HOP	Headquarters Operational Plan
IRM	Bureau of Information Resource Management
OIG	Office of Inspector General
PEPFAR	President's Emergency Plan for AIDS Relief
S/GAC	Office of the U.S. Global AIDS Coordinator



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