



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

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ISP-I-14-06

Office of Inspections

March 2014

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## Inspection of the Bureau of Conflict and Stabilization Operations

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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 cursive script that reads "Robert B. Peterson".

Robert B. Peterson  
Assistant Inspector General for Inspections

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## Key Judgments

- The mission of the Bureau of Conflict and Stabilization Operations remains unclear to some of its staff and to many in the Department and the interagency. The bureau was established in 2011 but there remains a lack of consensus on whether coordination, analysis, or operations should dominate its mission.
- While the bureau is charged with coordinating a “whole of government approach” to address conflict, it has yet to develop effective mechanisms for broad-based interagency coordination.
- Overseas operations known as “engagements” dominate the bureau’s agenda. The bureau’s current organizational structure limits their efficiency.
- Bureau practices violate basic Department regulations and procedures in several areas, including security, travel and hiring. Procedural and physical security programs require prompt attention.
- The bureau does an inadequate job managing its large contingent of contractors. The inspection uncovered weaknesses in oversight, performance of inherently governmental functions, and incomplete contracting officer’s representative files. [REDACTED]
- The information technology group suffers from weak direction. The group has not documented fundamental policies and procedures. The bureau’s Web site and SharePoint site require improvement.

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.

This inspection took place in Washington, DC, between October 18 and December 16, 2013. Ambassador Mary Yates (team leader), Tom Allsbury (deputy team leader), Craig Cheney, Karen Davidson, John Dinger, Boyd Doty, Chris Mack, Vandana Patel, Ashea Riley, Terry Rusch, and Alex Vega conducted the inspection.

## Context

The origins of the Bureau of Conflict and Stabilization Operations (CSO) lie within the former Office of the Coordinator for Reconstruction and Stabilization (S/CRS). S/CRS was created in 2004 in response to the U.S. Government's experiences in Iraq and Afghanistan, which demonstrated a need for improved coordination between civilian organizations and the U.S. military before, during, and after armed conflict. National Security Presidential Directive 44 (NSPD-44), signed by the President in December 2005, set forth S/CRS's responsibilities. These responsibilities were codified into law,<sup>1</sup> which also authorized the creation of the Civilian Response Corps (CRC), a group of Federal employees and volunteers from the private sector, state, and local governments, trained and equipped to deploy rapidly to countries in crisis, or emerging from a conflict to provide reconstruction and stabilization assistance.

CSO was created in November 2011, as directed by the 2010 Quadrennial Diplomacy and Development Review (QDDR),<sup>2</sup> to replace S/CRS and be "the institutional locus for policy and operational solutions for crisis, conflict, and instability" as a whole of government endeavor.<sup>3</sup> CSO is one of eight bureaus and offices that report to the Under Secretary for Civilian Security, Democracy, and Human Rights. The Under Secretary position was vacant for much of 2013—the second half of CSO's 2-year existence.

CSO pursues its mission of driving "...efforts to address the urgent challenges of violence and conflict in priority places"<sup>4</sup> through conflict analysis, strategic planning, and support of locally-driven initiatives to break cycles of violent conflict. CSO assesses the global conflict landscape, hosts tabletop exercises, and deploys teams into conflict areas. Some of its recent efforts, which it refers to as "engagements," include Kenya, where in 2013 it worked with the U.S. Agency for International Development's (USAID) Bureau for Democracy, Conflict, and Humanitarian Assistance, Office of Transition Initiatives, to help prevent a repeat of 2007 election violence; Burma, where it is promoting reconciliation and peace through a cooperative landmine eradication initiative; and Honduras, where it assists the Honduran Government and civil society in reducing criminal violence. Since early 2012, a major CSO effort has been engaging with Syria's moderate opposition to promote cohesion and resilience and to build capacity for civil administration and transition.

CSO has struggled to establish its role within the Department and the interagency, as described in the QDDR, the unrescinded NSPD-44, and associated legislation. A 2007 OIG inspection of S/CRS cited similar "identity problem" issues within the Department and the interagency. Foundational documents assign CSO interagency authorities and responsibilities to

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<sup>1</sup> Title XVI of Public Law 110-417.

<sup>2</sup> The QDDR was a Department study, begun in 2009 and published in 2010, which was intended to be done every 4 years. Reportedly, the Secretary's Policy and Planning Staff (S/P) has begun work on the next iteration, which is due in spring 2014.

<sup>3</sup> Quadrennial Diplomacy and Development Review, pages 135 - 138.

<sup>4</sup> CSO Intranet Website

perform a coordination role. NSPD-44 mandates that the Coordinator for Reconstruction and Stabilization, now the Assistant Secretary for CSO, coordinate interagency processes to identify states at risk for instability, lead interagency planning to prevent or mitigate conflict, develop detailed contingency plans, and provide detailed options for an integrated response to conflicts.<sup>5</sup> In addition, the QDDR charged CSO with expanding and refining the capacity of the existing multiagency CRC to develop a strong civilian response capability, including surge capabilities, to ensure that the United States can respond to conflicts quickly and effectively. The QDDR states, “The United States must move from the rhetoric of multiagency response to its reality.”<sup>6</sup>

CSO has been successful in some areas. Regional bureaus and embassies value its assistance facilitating interagency discussions and providing talented staff to fill in gaps. They also value some of CSO’s overseas programming activities. However, CSO has not clearly defined and articulated its mission to those outside the bureau and even to some of its own staff. It has not fully established itself in the Department or the interagency as the locus for policy and operational solutions for conflict and instability. It has diminished, rather than enhanced, a whole-of-government approach and, with few exceptions, most notably Syria, it has not engaged in recognized high-priority conflicts of national security interest.

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<sup>5</sup> NSPD-44, “Responsibilities of the Department of State,” Sections (3) and (4)

<sup>6</sup> Quadrennial Diplomacy and Development Review, page 140.

## **Executive Direction**

The bureau inherited a difficult legacy and an uncertain funding future. This first inspection of CSO occurred 2 years after its creation and 18 months after the confirmation of its first Assistant Secretary. The bureau's leadership brought energy and new ideas to the task of reshaping the capability of the U.S. Government to prevent or mitigate conflict. The QDDR encouraged CSO to adopt an organizational culture that "values calculated risk taking, dynamic problem solving, and innovation." It directs CSO to "link this instrument of political crisis response with the Department's diplomatic and crisis operations." CSO's leadership has encouraged its staff to take advantage of the new possibilities for engagement that the QDDR fostered and to think outside the box, which sometimes takes it outside Department regulations and practices.

The process of building a new bureau, while simultaneously dismantling a substantial component of its predecessor's infrastructure, has blurred understanding within the Department and interagency of CSO's role and mission. At this stage in its development, CSO needs assistance in defining its interagency coordination role in a whole-of-government approach to conflict stabilization, as outlined in NSPD-44. Possible priorities where CSO can be most valuable include building an expeditionary force; serving as the primary conflict prevention analyst, planner, and consultant for the Department; and implementing programs.

CSO has concentrated on a new role as program implementer in conflict situations, a role it expanded in Syria. Despite playing a useful programming and operational role in some locations, this effort has at times overlapped with the missions of other U.S. Government entities. For example, other Department bureaus, including Democracy, Human Rights, and Labor and International Narcotics and Law Enforcement, have well established mandates to support free and fair elections and professional law enforcement. As with other functional bureaus, CSO needs to establish its area of special expertise. For example, serving as the interagency hub or convener on conflict resolution could be a major strength for CSO. Some senior Department managers and interagency partners agree that CSO served a useful role leading the interagency effort with USAID and Embassy Bujumbura that produced a plan to mitigate risks of atrocities in Burundi, and in recommending actions for the U.S. Government to the Atrocities Prevention Board.

### **Mission**

The QDDR gave CSO a mandate to develop a new model "for engagement in conflict at a time of reduced budgets and a waning political appetite for large-scale intervention." CSO's stated goals when establishing the bureau were to "Get ahead of change; drive an integrated response; and leverage partnerships." With the arrival of its Assistant Secretary, CSO took significant steps to change the former S/CRS business model in an effort to be more responsive and selective in the engagements it pursued. CSO leadership dramatically reduced bureau staff and consolidated those remaining into one location to foster cohesion and a shared sense of mission.

Although the QDDR directed the Department and USAID to “Expand and refine the Civilian Response Corps’ active and standby capacity” and called for a two-year plan for changes to accomplish this, the plan has yet to be developed. Rather, CSO moved in a different direction. It eliminated the CRC model, which comprised U.S. Government specialists available to deploy “just in case,” in favor of a model that engages non-governmental, international organization, contract, and host-country actors who are available “just in time,” reportedly at reduced costs. Some Federal agencies with staff assigned to the CRC believe this step was taken without adequate interagency consultation at the policy level, despite numerous working-level meetings. The OIG team heard from interagency partners that, by significantly reducing the CRC without a developed plan for a successor, CSO ignored much of the direction laid out in the QDDR and NSPD-44, especially its responsibility to promote a whole-of-government approach.

Per the *Foreign Affairs Manual* (FAM), 18 FAM 083.3(b), “It (CSO) works with the National Security Staff and with the partner agencies of the CRC.” The last Interagency Policy Committee meeting on crisis response was held in January 2011. OIG inspectors found no evidence that CSO plays an interagency coordinating role for National Security Staff Interagency Policy Committees related to conflict issues.

The OIG team noted with concern that CSO seems to disregard important aspects of the QDDR. The CRC’s planned replacement, the Civilian Response Network, is not fully operational and does not include interagency representation. To date, CSO reports that 34 third-party or personal services contractors, when actually employed retirees, and a few individuals in other categories comprise this network. Many have been deployed with CSO engagements overseas, including U.S. Marshals in Kenya, but this does not constitute a whole-of-government approach.

Congress has been interested in drawing upon the existing expertise of government agencies to address conflicts. During his confirmation process, CSO’s Assistant Secretary-designate received a question for the record from then-Senator John Kerry in which he asked “...what steps will you take to ensure that a whole-of-government approach continues to be a key element of the program?” The bureau responded that “CSO will seek to include the widest possible range of partners, including the interagency, from the beginning of its engagements.” CSO coordinates with USAID and other agencies for certain engagements but has not conducted a Washington meeting with interagency partners since July 2012.

**Recommendation 1:** The Office of the Under Secretary for Civilian Security, Democracy and Human Rights, in coordination with the Bureau of Conflict and Stabilization Operations and the Office of the Legal Adviser, should define the meaning of “whole-of-government” approach to conflict prevention and resolution. (Action: J, in coordination with CSO and L)

Per the QDDR and Secretary Clinton’s January 2013 eighth policy guidance cable (18 FAM 081), CSO is to “serve as the institutional locus for policy and operational solutions for crisis, conflict and instability.” The cable reaffirmed that conflict prevention and crisis response is a core mission of the Department and listed CSO’s roles within the Department:

- 1) to support posts and regional bureaus through conflict analysis, strategic planning, and operational support;
- 2) to assist embassies and bureaus to develop integrated strategies and plans that target causes of instability; and
- 3) to offer practical solutions including civilian experts and securing funding to support local initiatives.

U.S. foreign policy interests rarely hinge on a single issue such as conflict or instability. Within the Department, a regional bureau normally leads broad U.S. policy in a country or region. The 2013 policy guidance cable spells out CSO's responsibility to support other bureaus and embassies while reaffirming that the CSO Assistant Secretary is the senior advisor to the Secretary of State on conflict and instability. In this role, the Assistant Secretary is to provide policy counsel on conflict prevention, response, and stabilization in coordination with the Office of the Under Secretary for Civilian Security, Democracy, and Human Rights. CSO's internal Policy Office provides the Assistant Secretary subject matter expertise on key regional themes and other issues as they relate to conflict such as gender, transitional governance, and civil justice. CSO uses "big data" and simulation tools to analyze trends in violence over time to develop scenarios and forecast outcomes.

Despite CSO's designated role related to conflict and instability, most bureaus remain uncertain about CSO's mission and are unaware of its analytical capabilities. Most bureaus neither accept CSO's role as a policymaker nor understand its role as policy advisor. In addition, CSO's new operational role as program implementer puts it in many of the same places as other actors within the U.S. Government, which can create overlap and duplicate efforts, especially with USAID. This was true with USAID's Office of Transition Initiatives in Kenya and even among the offices within the Office of the Under Secretary for Civilian Security, Democracy, and Human Rights, such as the Bureau of International Narcotics and Law Enforcement in Honduras.

The planned 2014 QDDR provides an opportunity for CSO to review its mandate and to define more clearly its role among Department bureaus and other agencies.

**Recommendation 2:** The Bureau of Conflict and Stabilization Operations, in coordination with the Office of the Under Secretary for Civilian Security, Democracy, and Human Rights, should update its mandate, mission, and goals and develop a strategic communication plan to update bureaus, embassies, and agencies in advance of the 2014 Quadrennial Diplomacy and Development Review. (Action: CSO, in coordination with J)

## **Organizational Structure**

CSO's organizational chart, as shown in 1 FAM 471.2, does not fully reflect the way the bureau functions. CSO uses an integrated staffing model in which staff across the bureau support engagements in three operations offices. Staff from the Offices of Policy, Partnerships and Strategic Communications, Learning and Training, and Programs and Integration, and sometimes Management Support, are assigned to work on various engagements. Staff attend engagement team meetings, develop program strategies and metrics, and, in some cases, deploy to the field.

The current structure creates confusion and undermines efficiency as these staff, in effect, have multiple supervisors. The arrangements strain supervisory relationships especially when loaned staff deploy overseas for extended periods, maintaining regular contact with the operations office or team, rather than with the individual's home office. The constant flux and rotation of people leads to confusion and can weaken the development of deep expertise. Elsewhere in the Department, bureaus report that knowing whom to turn to in CSO on a given issue is a challenge, given the ever-changing staff.

Although the bureau is new and its organizational structure in frequent motion, CSO has many relatively new, talented, and dedicated, staff who frequently impress bureaus and embassies when deployed. The staff includes Foreign Service, Civil Service, fellows, and contractors. They function in a chaotic atmosphere and sometimes lack familiarity with their portfolios and the Department. The CSO front office promotes turnover among its staff to foster innovation. This philosophy creates considerable job insecurity and uncertainty.

Overseas deployments of 6 months or longer offer both opportunities and heavy responsibilities. Deployment burnout is evident as reported in interviews with staff and personal questionnaires, and the OIG team questions how long this model can endure. CSO created a working group in September 2013 to identify and address challenges related to deployment, both for individual employees and for the bureau staffing plan. Recommendations were expected in January 2014. With the workload and bureau priorities centered around engagements, it is essential that the bureau evaluate the effectiveness of its integrated approach to ensure that resources and reporting structures contribute to the bureau's overall efficiency and expertise.

**Recommendation 3:** The Bureau of Human Resources should direct the Office of Resource Management and Organizational Analysis to perform an organization assessment of the Bureau of Conflict and Stabilization Operations, including a workforce and workload analysis and a review of similar functions performed by other bureaus in the Department. (Action: DGHR)

The bureau is top-heavy. Its front office comprises the Assistant Secretary, a Civil Service Senior Executive Service principal deputy assistant secretary, two noncareer deputy assistant secretaries (DAS), a Senior Foreign Service DAS for administration, and two GS-15 senior advisors. In addition to the four DASes and two front office GS-15 advisors, CSO has 21 GS-15 and FS-01 positions.

The two GS-15 senior advisors played key roles in the development of the new bureau. In the bureau's startup phase, both were involved in operations and extensive travel. Their role and presence now contributes to an already top-heavy front office and translates into at least seven senior leaders who task working-level staff. The lack of clear lines of authority can be inefficient.

A CSO Task Force memo establishing details of the new bureau, approved by the Under Secretary for Management in October 2011, called for a review of the fourth DAS position within two years. In that memo, The Office of Management Policy, Rightsizing, and Innovation and the Bureau of Human Resources (DGHR) recommended a three-DAS structure, splitting the duties of the DAS for Partnership and Learning among the other three proposed DAS slots. In

addition, DGHR recommended regional designations for the operations teams. Upon the departure of the remaining Foreign Service DAS, there will be no Senior Foreign Service officer in the front office. The reduction of one DAS will begin to address the top-heavy front office issue. It will also provide an excellent opportunity to realign the remaining DAS jobs and CSO's organizational structure along regional lines, as DGHR recommended.

**Recommendation 4:** The Bureau of Human Resources, in coordination with the Bureau of Conflict and Stabilization Operations, should reduce the bureau's front office staff to no more than two deputy assistant secretary positions and the principal deputy, including one Senior Foreign Service officer. (Action: DGHR, in coordination with CSO)

## Leadership

The Assistant Secretary's leadership resulted in some progress toward establishing new directions for the bureau in a short time. There have been internal costs, however, as CSO struggles from a lack of directional clarity, lack of transparency, micromanagement, and re-organizational fatigue. The turnover of 54 percent of CSO staff between February 2012 and August 2013 created widespread internal suspicion and job insecurity in addition to confusion in the Department and the interagency. The new noncareer leadership arrived with fresh models and analytics for conflict prevention and intervention, but some of them lacked basic understanding of the roles, responsibilities, and workings of the Department, especially of the regional and functional bureaus they are tasked to support.

The Assistant Secretary sought to demonstrate the bureau's value to senior leaders in the Department and Congress in the bureau's first year of operation. His early focus has been for CSO to operate where it can, rather than where it should. Relatively few of the bureau's engagements to date have been in places or on issues of significant foreign policy importance.

In addition, the Assistant Secretary and several of his deputies promote a culture of bending and evading rules. For example, the OIG team heard in multiple interviews that CSO leadership loosely interpreted the level of bureau or embassy support for certain of its activities, arguing that doing so is justified by the urgent nature of its work and need to build a more innovative and agile bureau. Interviewees gave examples of disregard for the Department's procedures, [Redacted] (b) (5)

[Redacted] This laxity contributed to low staff scores for morale and leadership of some in the front office. The perceived CSO attitude that it does not have to follow rules is cited by some bureaus and ambassadors as reasons they seek to avoid working with CSO. The Assistant Secretary needs to lead by example and ensure that the deputies do the same.

## Morale

OIG's pre-inspection survey results reflected lower than normal morale among bureau staff, in terms of both personal and office morale. Ninety-six percent of CSO staff who completed personal questionnaires responded to questions on morale. The bureau average for office morale was 2.75 and for personal morale 3.09, on a 5-point scale. Bureau leadership sought to attribute these low scores to dissatisfaction among former S/CRS staff who, due to

reorganization and other changes, perceived themselves as marginalized in the new bureau. The OIG team found that dissatisfaction was more widespread than this explanation suggested.

Comments on morale in the personal questionnaires cited many factors behind low bureau morale. The most common included cramped office space/lack of privacy (cited by 20 percent of the respondents); too many reorganizations and physical moves; pressure from senior management (including the Assistant Secretary and deputies) to bend, force, or evade Department regulations and hire favored candidates; top management's philosophy of "churn" to prevent people staying in CSO for more than 3 years; lack of clear communication or inconsistent application of policies; shifting priorities; fear of retribution from senior management; and the residual impact of the reorganization and layoffs during the creation of CSO.

Respondents who described morale as good cited opportunities for personal and professional development, supervisors' openness to new ideas, a feeling of usefulness, belief in the bureau's mission, and talented colleagues.

The status of the former S/CRS staff and the impact the reorganization had on them merits attention. Although some have been promoted to leadership positions, surveys and interviews with other S/CRS staff indicate they feel they are treated shabbily, are encouraged to leave because they no longer fit the organization's new needs, and are not valued. CSO leadership needs to find ways to address these perceptions.

### **Equal Employment Opportunity**

CSO had a significant number of Equal Employment Opportunity (EEO) complaints in the last year. Six informal complaints were submitted to the Office of Civil Rights, but were not pursued to formal complaints. One formal complaint was pending. The per capita rate of informal complaints from direct-hire employees is five times the Department average. Improvements in leadership, morale, and EEO issues will strengthen the bureau's ability to concentrate on its primary role preventing and mitigating conflict.

**Recommendation 5:** The Office of Civil Rights, in coordination with the Bureau of Conflict and Stabilization Operations, the Bureau of Human Resources, and the Foreign Service Institute, should develop a tailored leadership management seminar for mandatory attendance by the front office team. (Action: S/OCR, in coordination with CSO, DGHR, and FSI)

CSO has two EEO counselors who have completed counselor training. During the inspection, CSO published the names and contact information for these counselors, as well as procedures to initiate a complaint, and created an EEO bulletin board at the bureau entrance.

Seventy percent of the bureau staff completed a personal questionnaire. About 14 percent addressed discrimination or harassment. Of these, several asserted there is no discrimination within CSO. However, a number said that there was a lack of diversity or evidence of favoritism in hiring, and a few cited a hostile work environment or noted that they had initiated complaints.

The human resources section of CSO has been tracking the training of newly named supervisors and managers. At the time of the inspection, all new supervisors and managers had taken, or were scheduled to take, mandatory EEO training. However, human resources did not have records to show whether existing managers and supervisors had taken mandatory training or refresher training. In December 2012, CSO arranged for the Office of Civil Rights to conduct supplemental EEO training, which 61 percent of the existing managers and supervisors attended.

Guidance in 13 FAM 312 states that all employees are strongly urged to participate in EEO/Diversity Awareness training every 5 years. Since CSO encourages turnover or “churn” in its employee base, more new people are coming on board who need to be trained in EEO principles. CSO should revitalize its EEO education program to demonstrate top-down support and commitment to EEO principles.

**Recommendation 6:** The Bureau of Conflict and Stabilization Operations, in coordination with the Office of Civil Rights, should issue a statement from the Assistant Secretary stressing commitment to EEO principles; conduct onsite training on EEO principles and procedures for all employees; and implement a mechanism to track EEO training. (Action: CSO, in coordination with S/OCR)

## **Policy and Program Implementation**

### **Engagement Teams**

CSO has made engagements its primary focal point. Engagements are designed to prevent or mitigate conflict in specific locations. One of three operations offices manages each engagement. Engagement teams include staff from operations offices, Office of Policy, Office of Partnerships and Strategic Communications, Office of Programs and Integration, and Office of Learning and Training. Engagement teams discuss with stakeholders conflict dynamics, stage table top exercises, design and implement engagements, provide surge capacity to underresourced embassies, and manage programs implemented by entities the bureau funds.

### ***Current Engagement Activities***

CSO manages engagements in several countries including Honduras, Burma, Nigeria, Senegal, and Bangladesh. The engagement in Honduras has been an ambitious undertaking by CSO since 2011; its goal is to enhance civilian security by reducing violent crime. The Burma engagement involves cooperative landmine eradication to promote reconciliation and peace. In Kenya, CSO deployed a team in advance of the March 2013 elections in an effort to prevent a repeat of the violence that surrounded elections in 2007-2008.

The largest CSO engagement is in support of the moderate Syrian opposition. At the time of this inspection, the monthly stipend that CSO had provided police trainees was suspended due to inadequacies in the Department's capacity to vet recipients. At the end of the inspection CSO suspended its nonlethal assistance to the Free Syrian Army pending confirmation that this assistance remained under the control of the appropriate parties. CSO was working to resolve both of these issues at the policy level.

The normal endpoint in CSO's 12-18 month engagement period for Syria is approaching, but national security priorities will likely result in CSO's extended involvement. In this engagement, CSO has filled important gaps in a top national security priority by providing skilled personnel in response to urgent requirements.

### ***Engagement Determination Process***

CSO has no consistent method of determining where it will engage. In some instances, front office principals discuss future engagements directly with regional bureau counterparts. In others, CSO staff meet with regional bureau and interagency colleagues to identify potential conflicts and options to address them. In late 2012, CSO established an internal Future Engagements Working Group to standardize the determination process. That group developed a list of 103 potential conflict locations, which it narrowed to 44 that CSO deemed as meriting attention. CSO needs a single, standard process to determine where to focus its efforts that includes consulting with a wide range of experts and stakeholders to identify where and how the U.S. Government should engage to prevent or mitigate conflict.

The Future Engagements Working Group provided standards and gave structure to engagement selection. But geographic and functional bureaus and interagency partners were not included in the process. Secretary Clinton's January 2013 policy guidance cable emphasized CSO's ability to help Department bureaus and overseas posts achieve their conflict prevention and stabilization objectives<sup>7</sup>. The cable notes that breaking cycles of violence requires "agile and strategic interventions followed by focused longer-term engagement." While CSO has the ability to intercede, early consultations with others in the Department and interagency will help ensure that its initial intervention is followed by the longer-term involvement of others.

**Recommendation 7:** The Bureau of Conflict and Stabilization Operations should develop and implement a structured process for seeking input from Department of State and interagency stakeholders at the beginning of its engagement selection process. (Action: CSO)

### *Transition of Operations*

CSO needs to guard against slipping into open-ended commitments. It pledges to produce fast results in engagements that will last no longer than 18 months but has not included clear transition plans in its engagement designs. For example, the Honduras engagement had no transition plan in place until well beyond 18 months of CSO involvement. Unforeseen circumstances may require adjustments, but CSO's engagement design should reflect which bureau, agency, governmental, or nongovernmental organization will ultimately assume responsibility and work closely with that entity from the outset.

**Recommendation 8:** The Bureau of Conflict and Stabilization Operations should include an exit strategy in the design of its engagements. (Action: CSO)

### *Engagement Team Staffing and Scheduling*

CSO staff frequently criticized the process for advertising and selecting staff for engagement teams as lacking transparency. The operations teams, in coordination with bureau leadership, manage staffing and deployment schedules. The current process has contributed to low morale among CSO staff who are not selected for deployment but do not understand why, as well as among those staff who are experiencing burn out from frequent deployments. The bureau is aware of this problem and has taken some corrective steps to address it. A structured, transparent process will reduce this problem.

**Informal Recommendation 1:** The Bureau of Conflict and Stabilization Operations should establish and implement a structured, transparent process for announcing the formation of engagement teams and selecting staff for them.

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<sup>7</sup> Cable 13 State 5660, "Secretary Clinton's Eighth Policy Guidance Cable: Leveraging the Bureau of Conflict and Stabilization Operations Capabilities to Prevent Conflict and Respond to Crisis."

### *Efficiently Employing Resources*

CSO devotes a great deal of staff time and travel to designing and implementing programs. The resources CSO employs sometimes appear out of proportion to the size and budget of the program. Two engagements serve as examples:

- In Honduras, CSO estimates the budget for its 2-year anti-violence program at \$2 million. Six CSO staff in Washington support the program. According to CSO data, in FY 2013, 28 CSO staff members made 58 trips to Honduras, collectively spending 2,837 days there, at a cost of approximately \$450,000. By contrast, USAID's Office of Transition Initiatives employs one staff member in Washington and two in Honduras to oversee a similar but larger \$12 million program.
- In Nigeria, CSO estimates that its anti-violence program in the Niger Delta region will cost \$5.6 million. The central component is a television series that will advocate nonviolent ways to address grievances. CSO estimates it will broadcast one hour of programming a week for 13 weeks. It hopes to complement the television series with support to community groups and local governments. CSO envisions maintaining three Washington-based staff members on long-term temporary duty assignments in Nigeria in FY2014 and hiring two more staff locally. It expects to devote up to eight staff—four to five full-time—in Washington to support the program. In August 2013, to prepare for the program and begin implementing it, CSO travelers spent 578 days in Nigeria at a cost in excess of \$111,000.

**Recommendation 9:** The Bureau of Conflict and Stabilization Operations should implement a procedure to balance the human and travel resources it employs to support its overseas programs against the resources employed by other U.S. Government entities engaged in comparable activities. (Action: CSO)

### *Program Implementation*

Several Department offices and other agencies work on issues similar to CSO's. For example, the Bureau of Democracy, Human Rights, and Labor promotes democracy and the rule of law, including free and fair elections. The Bureau of International Narcotics and Law Enforcement trains police. The Bureau of Near Eastern Affairs' Middle East Partnership Initiative manages programs that support democratic transition in the region. USAID has experience, infrastructure, and programs in place in most nations facing conflict.

USAID's Office of Transition Initiatives has a mission statement almost identical to that of CSO. CSO and the Office of Transition Initiatives have worked together on several engagements with the participation of staff from both. The QDDR acknowledged that the capabilities of USAID and the Department often overlap. But their efforts must be integrated, not replicated. When asked about the imperative to engage in program activities overseas, many CSO staff told the OIG team that the bureau needs to implement overseas programs to be considered relevant and influential within the Department and interagency.

Other functional bureaus receive appropriated funds to support programming efforts within their areas of responsibility and expertise. CSO considers its role to be different from that of other agencies and bureaus, but it receives no appropriated foreign assistance funds. In order to carry out programs, CSO must compete with others to access Section 1207 and reprogrammed Economic Support Funds or other sources of funding. In this context, it is essential that CSO fully coordinate with other entities to avoid duplication of effort, expenditures, and personnel. In an era of scarce resources, CSO should compete for program resources only when no other appropriate entity is available to implement a program deemed necessary to avoid or mitigate conflict.

CSO can adequately coordinate by consulting early and continuously with other stakeholders. Before moving forward on a program, CSO should prepare an action memo cleared by all stakeholders requesting the approval of The Office of the Under Secretary for Civilian Security, Democracy, and Human Rights. The action memo should describe how CSO is uniquely qualified to carry out a proposed program and how the program will address a national security interest in a priority country.

**Recommendation 10:** The Under Secretary for Civilian Security, Democracy, and Human Rights should require a fully cleared action memo from the Bureau of Conflict and Stabilization Operations before approving a program activity. (Action: J, in coordination with CSO.)

### *Deployment Management*

The Deployment Management office was created to provide management support to engagement teams, helping them deploy to overseas locations, often on short notice; support them while they are overseas; and return them safely home.

There are now three deployment management officers, each affiliated with one of the operations teams. They have increased their level of operational support, especially with the Nigeria deployment, in which two managers deployed with the team and set up a management/support structure and procedures with the embassy or consulate general.

Deployment management has a constant "creative tension" with the operations teams, which often include contractors who may have job-related knowledge and experience but lack understanding of how the U.S. Government works. There is a useful training course at the Foreign Service Institute to orient new Department staff to embassy operations, but CSO staff are often not required to attend it. In addition, the bureau's deployment handbook should include sections on the need to follow Department procedures and regulations, how to plan travel efficiently, and how to deal effectively with embassies and consulates.

**Informal Recommendation 2:** The Bureau of Conflict and Stabilization Operations should require personnel to attend the Foreign Service Institute's Introduction to Working in an Embassy course (PN113) before deployment.

*Deployment Security Support*

A 2009 memorandum of agreement between the Bureau of Diplomatic Security and the former S/CRS sets forth how the Bureau of Diplomatic Security is to support deployed teams. Although there have been many subsequent exchanges of memoranda regarding this support, there is no formal agreement for security support between the Bureau of Diplomatic Security and CSO. Diplomatic Security special agents had been included in the CRC, but security support is now provided by regional security officers in the field, augmented by temporary duty Diplomatic Security special agents where needed.

**Recommendation 11:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Diplomatic Security, should establish a memorandum of agreement regarding security support to deployed teams. (Action: CSO, in coordination with DS)

## Resource Management

### Financial and Human Resources

#### Bureau of Conflict and Stabilization Operations Staffing

| Staff                      | Foreign Service | Civil Service | Contractors | When Actually Employed | Detailees | Students/ Interns | Total      |
|----------------------------|-----------------|---------------|-------------|------------------------|-----------|-------------------|------------|
| <b>U.S. Staff Domestic</b> | 19              | 87            | 56          | 3                      | 0         | 4                 | <b>169</b> |
| <b>U.S. Staff Overseas</b> | 0               | 0             | 0           | 0                      | 0         |                   | <b>0</b>   |

#### Resources Controlled by the Bureau of Conflict and Stabilization Operations - FY 2013

| Funding Description                    | Amount (in thousands) |
|--|-----------------------|
| State Operations                       |                       |
| Enduring                               | \$21,594              |
| Carryover                              | \$22,184              |
| Overseas Contingency Operational Funds | \$8,075               |
| Section 1207                           | \$4,616               |
| Foreign Assistance (451 Authority)     | \$49,500              |
| <b>Total</b>                           | <b>\$105,969</b>      |

#### Management Support

The functions under the deputy assistant secretary for Management Support and Civilian Response are still being defined. With the drawdown of the Civilian Response Corps, the remaining functions supporting the Civilian Response Network have been merged with the existing Office of the Executive Director. A new GS-15 chief of the financial management section recently came on board and is applying more discipline in budgeting and prioritization of spending in line with CSO goals. The bureau plans to hire another GS-15 employee to oversee human resources and administrative services, including deployment management and information technology. Recent vacancies in financial management, information technology, and general services have not been filled pending a bureau-wide evaluation of staffing.

Despite transition challenges, customer satisfaction scores from personal questionnaires for most services were average compared to other domestic bureaus OIG inspected. Scores for office space and information technology support, however, were below average and represent areas for improvement, along with more transparency in hiring and a stronger EEO program.

## **Grants Management**

Managing grants and cooperative agreements is a new responsibility for CSO, which started implementing foreign assistance in 2012. The Office of Programs and Integration coordinates with other bureau offices and the interagency to implement programs to support CSO's engagements. CSO does not have its own warranted grants officer, but is supported by an experienced grants officer in the Office of Acquisitions Management, who provides close oversight. This separation provides a valuable management control and objectivity in grants administration, helping to counter pressure from within the bureau to expedite the grants process. The grants officer assigned to CSO currently telecommutes from Moldova. This presents time zone challenges, but she holds weekly teleconferences and travels to Washington and CSO engagement sites periodically to monitor grants management activities. Under the watch of this grants officer, CSO's capacity to manage foreign assistance programs has progressed; however, CSO needs to improve the way it oversees grants officer representatives, defines roles in the grants management process, and conducts full and open competition.

CSO does not have its own appropriated program funding, but has awarded more than \$54 million in Section 1207, Overseas Contingency Operations, Economic Support Funds, and other foreign assistance for projects in nine different countries since 2012. More than \$50 million of the total is to train and equip the Syrian opposition, and CSO expects to award another \$50 million to Syria-related programs in FY 2014. In an effort to make foreign assistance a permanent tool in engagements, CSO's Bureau Resource Request for FY 2015 requests \$40 million in direct foreign assistance funding.

Approximately 40 CSO employees have completed training required for certification as grants officer representatives. Grants officer representatives are responsible for monitoring implementers and ensuring grant money is used appropriately; however, CSO does not have a mechanism to evaluate the performance of grants officers representatives in carrying out their responsibilities as outlined in the Office of the Procurement Executive Grants Policy Directive Number 16. Grants officer representative responsibilities are not included in employees' work commitments or work requirements. Employees should be held accountable for performance; lax oversight of grants may result in waste of government funds.

**Recommendation 12:** The Bureau of Conflict and Stabilization Operations should include grants officer representative responsibilities in employee work commitments or work requirements for performance appraisals or evaluation reports. (Action: CSO)

New program officers and grants officer representatives expressed confusion about their roles, the role of the grants officer, and the role of the grantees. In addition, responsibilities are not clearly delineated between the Office of Programs and Integration and the operations teams, resulting in inefficient program management. The Office of Programs and Integration has written

standard operating procedures and is currently drafting a program management manual. According to 1 FAM 212.2-3, the Office of the Procurement Executive prescribes policies, procedures, and standards for managing assistance agreements. Grants Policy Directive Number 34 outlines the Office of the Procurement Executive's grants management review process. A grants management review would help CSO improve its grants management procedures.

**Recommendation 13:** The Bureau of Administration should conduct a grants management review of the Bureau of Conflict Stabilization Operations. (Action: A)

Since beginning its grants program in 2012, CSO has awarded 80 percent of its grants and cooperative agreements (representing 66 percent of total funding) with sole-source justifications instead of full and open competition, as outlined in Grants Policy Directive 5, Revision 4, from the Office of the Procurement Executive. Competition has been sidelined in the rush to implement urgent programs. The QDDR promotes competition to "ensure that the U.S. Government receives the best value and most innovative and effective solutions for [its] program dollars."

**Recommendation 14:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Administration, should use full and open competition for awarding grants and cooperative agreements. (Action: CSO, in coordination with A)

## Travel

Comments in OIG interviews and personal questionnaires revealed that CSO lacks a sound travel policy. Upper management frequently pushes back on regulations in an attempt to find workarounds. This attitude encourages other travelers to do the same. Employees do not read the guidance and regulations and sometimes try to avoid using contract carriers. They often expect instantaneous processing from the bureau's travel unit; the established rule is submission of travel requests at least 5 to 7 work days before travel.

**Informal Recommendation 3:** The Bureau of Conflict and Stabilization Operations should emphasize to staff, including front office staff, the importance of following travel regulations.

**Informal Recommendation 4:** The Bureau of Conflict and Stabilization Operations should consolidate its travel procedures into an updated comprehensive travel policy.

Seventy-five percent of CSO travelers travel only once or twice a year so they do not have U.S. Government travel credit cards. The travel unit urges those who travel more than twice a year to obtain and use travel credit cards, in accordance with 4 FAM 463.3-2. Not all CSO employees who travel more than twice a year do so.

**Recommendation 15:** The Bureau of Conflict and Stabilization Operations should require employees expecting to travel more than twice per year to use a government travel charge card for official travel expenses. (Action: CSO)

For the fiscal year ending September 30, 2013, there were nine instances of business class travel, usually for travel in excess of 14 hours. Spot checks indicated DS-4087 Business Class Authorizations were on file. On September 20, 2013, CSO adopted a policy of no business class travel, with rest stops authorized as necessary.

The travel unit has developed standard operating procedures for the steps in travel processing. However, it has received no formal training.

***Informal Recommendation 5:*** The Bureau of Conflict and Stabilization Operations should enroll travel unit staff in the Foreign Service Institute's weeklong Travel Policy training course (GFS61 – Travel Policy).

At the time of this inspection, 23 CSO travel vouchers were delinquent by more than 30 days. As required by 4 FAM 465.1, travelers are required to submit travel vouchers within 5 business days. Late filing delays the liquidation of travel advances and funding obligated against travel orders.

**Recommendation 16:** The Bureau of Conflict and Stabilization Operations should require travelers to file vouchers within 5 business days after completing travel. (Action: CSO)

Many CSO employees commented in OIG personal questionnaires and interviews that some front office travel to conferences and meetings, especially to Europe, appeared to be linked more to personal interests than to the bureau's mission. During FY 2013, CSO employees took 17 trips to the United Kingdom, 7 trips to Belgium, and 6 trips to Switzerland. In one case, the PDAS and two other DASes were in London at the same time for different meetings.

Justifications provided in the approved requests for travel authorization and invitational travel often do not contain sufficient detail to link the trips directly to CSO goals. According to 14 FAM 533.4-1, authorizing officials must ensure that conference travel is necessary to accomplish agency goals. Likewise, Department policy on gifts of invitational travel in 2 FAM 962.1-8e (1) (b) states that travel must relate to an employee's official duties and represent priority use of the traveling employee's time. Without adequate justification, funds and staff time devoted to travel and trip support could be wasted. More transparency in the travel approval process also could increase staff understanding of the purpose of travel.

**Recommendation 17:** The Bureau of Conflict and Stabilization Operations should require justifications linked to bureau goals for conference and meeting travel requests and approve only those trips representing priority use of employee time. (Action: CSO)

## **Records Management and Clearance Process**

### ***Records Management***

CSO lacks an effective records management program. It does not have practices in place for adequate records management, as required by 5 FAM 414.4. CSO produces an array of documentation as part of its engagement efforts, including strategy documentation, email

correspondence, and analytical papers, such as best practices and lessons learned. In addition, CSO's executive office creates a significant number of records to document staff changes, deployments, financial, and other human resource matters.

CSO does not have a uniform process for the storage and organization of files. Files and records are stored in several locations, including the bureau's network shared drive, SharePoint document libraries, personal emails, and hard drives. Furthermore, official records are not always dated or marked with appropriate classification markings. As a result, staff frequently commented on the challenge of locating needed documentation for specific office assignments and engagement activities. Staff also reported difficulty discerning what actions have occurred during a clearance or review process, and how to archive the records.

Records management is essential for CSO's organization, functions, policies, and operations. An adequate records management process ensures that institutional knowledge is retained in organization and staffing changes. During the inspection, CSO began taking steps to revamp its SharePoint site. While this progress is a step forward, it does not address the need to establish a formal records management process.

**Recommendation 18:** The Bureau of Conflict and Stabilization Operations should implement a records management process that articulates procedures for records identification, storage, organization, and retention. (Action: CSO)

### *Clearance Process*

CSO has not followed Department procedures for drafting, clearing and documenting policymakers' decisions on important issues. Many documents in CSO files are drafts that were never finalized or sent forward. Often when paper is sent forward, there is no copy in CSO files reflecting the decision of the Department principal and the date it was signed.

CSO staff produce considerable paper for the CSO front office. When there is a clearance page, clearances reflected are often exclusively from CSO offices and rarely include dates. This practice extends to documents that refer to views or actions taken by other bureaus or individuals, such as ambassadors in countries where engagements may be proposed, leaving open the possibility of misunderstanding. The impression created is that CSO is a bureau that spends much time talking to itself, not the rest of the Department or the interagency.

To minimize possibilities that Department principals are unaware of or misinformed about the views of other bureaus or individuals, standard Department practice (2 FAM 1200) is to clear such paper with bureaus and/or individuals with equities in an issue. This is especially true of decision memoranda. A CSO front office decision to take a certain action that is not fully cleared can put CSO staff in the awkward position of having to "sell" a course of action already decided by their superiors to other bureaus. During the inspection, CSO held two sessions to familiarize staff with Department drafting and clearance procedures, but more needs to be done to ensure that drafting and clearing procedures meet the requirements of 2 FAM 1200.

**Recommendation 19:** The Bureau of Conflict and Stabilization Operations should train all staff and require them to follow Department of State practices and procedures in drafting and clearing official documents. (Action: CSO)

## **Human Resources**

CSO has a four-person human resources team. Because CSO does not have delegated hiring authority, some processing is done by the Bureau of Administration's Human Resources Division, which is CSO's shared services provider. The Human Resources Division provides services including recruitment and employment of Civil Service employees, and employee relations for both Foreign Service and Civil Service employees.

The OIG team encountered a widespread belief within CSO that there is pressure from upper management to tailor position descriptions and requirements to increase the chances of favored candidates making the certification list for advertised positions. Often, good internal candidates, even those who make the certification lists, seem to be ignored.

**Recommendation 20:** The Bureau of Human Resources should review the hiring practices used by the Bureau of Conflict and Stabilization Operations and the Bureau of Administration, as its service provider, for posting and filling positions to confirm that they comply with Department of State regulations and legal requirements. (Action: DGHR)

Since the establishment of CSO, there have been curtailments in six of its 15 Foreign Service positions. The bureau had not been active in recruiting Foreign Service officers in the past, but for the past cycle it actively campaigned for candidates with some success. According to one study, 54 percent of CSO's staff (direct hire and contractor) has turned over since the reorganization. The human resources team has started conducting exit interviews with departing staff to determine their reasons for leaving CSO.

## **Training**

Bureau training received positive comments from CSO staff. Staff in the Office of Learning and Training have developed tailored training courses for CSO staff. Training includes internal courses as well courses coordinated with the Foreign Service Institute. Evaluations for both internal and external training are favorable.

## **Facilities**

In 2012, CSO closed its warehouse and office facility in Springfield (State Annex-18) and offices in Rosslyn (State Annex-15), moving all staff to space on one floor of State Annex-3. While the consolidation saved money and increased collaboration, it had a negative effect on employee morale. Employees complain of noisy and cramped working conditions, which impair their ability to draft documents and hold business conversations. This hurts overall office efficiency. CSO was expected to move into permanent space at Navy Hill's Potomac Annex by late 2013; however, the anticipated move date has slipped to at least 2015 because of delays at the General Services Administration. In the meantime, a CSO working group has proposed ways

to rearrange existing cubicles in State Annex-3 for more privacy. Many employees work in spaces smaller than the office standards established by the Office of Real Property Management, referenced in 6 FAM 1711a. In addition, supervisors and human resources staff lack access to private space for employee counseling.

**Recommendation 21:** The Bureau of Administration, in coordination with the Bureau of Conflict and Stabilization Operations, should identify office space in State Annex-3 for employee counseling and drafting until the bureau moves to permanent facilities. (Action: A, in coordination with CSO)

## Management Controls

The acting executive director serves as the management controls officer. As required by 2 FAM 022.7, the Assistant Secretary submitted CSO's annual management control statement of assurance in September 2013. The statement identified areas for improvement in performance management, updating the bureau's new organizational structure in the Foreign Affairs Manual, and contract management. At the time of the inspection, CSO had made progress completing performance management documents, with the Bureau of Human Resources Performance Management Dashboard indicating 86 percent of Foreign Service work requirements and 81 percent of Civil Service performance plans completed.

### Purchase Cards

CSO has three purchase card holders authorized for procurements up to \$3,000. CSO has not conducted annual reviews of purchase card operations as required by 4 FAM 455.3a.(4) and the Worldwide Purchase Card Program Manual. Annual reviews check compliance with established procurement and financial management practices and enhance oversight to prevent fraud and misuse. Employees were unaware of this requirement.

**Recommendation 22:** The Bureau of Conflict and Stabilization Operations should complete a purchase card program annual review for FY 2013. (Action: CSO)

### Management of Contractors

At the time of the inspection, CSO had 56 third-party contractors on board, making up approximately 33 percent of all staffing and 40 percent of existing staff costs. CSO does not have contracting authority but works through the Office of Acquisitions Management to hire personnel from contracts with nine different companies. The OIG team found weaknesses in contractor oversight, security clearance, performance of inherently governmental functions, and incomplete contracting officer's representative files.

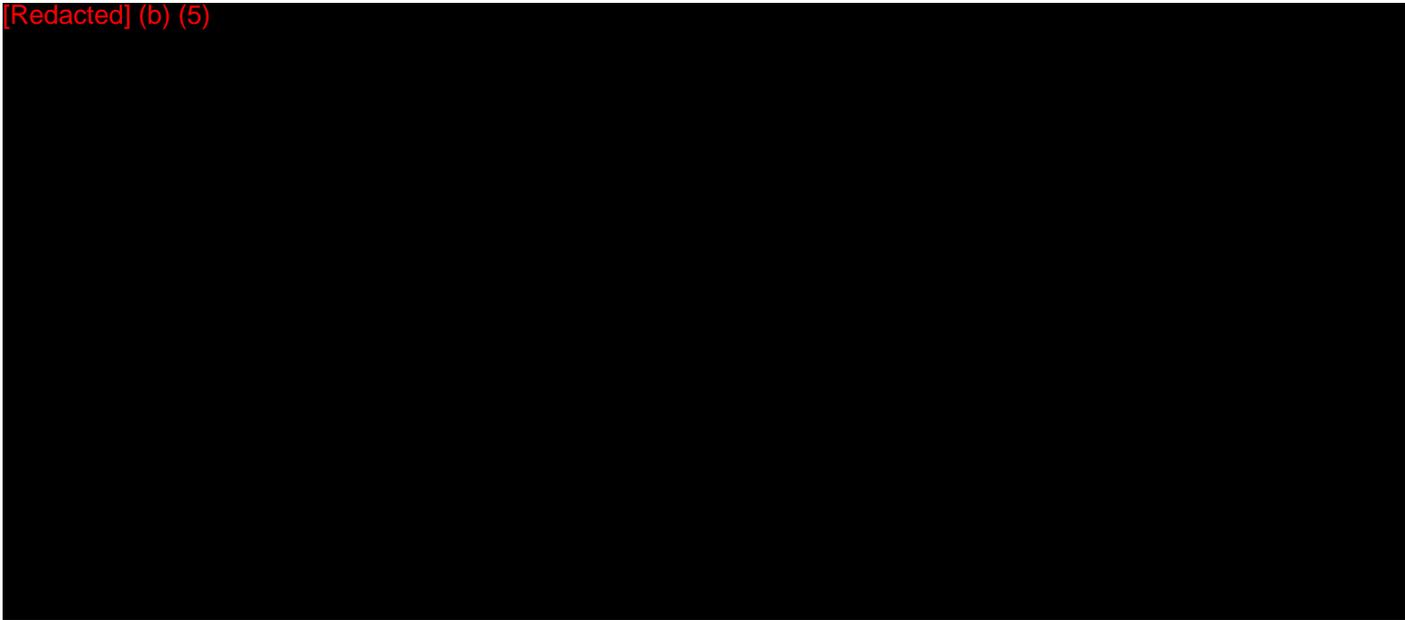
#### *Oversight*

Two designated contracting officer's representatives in the executive office manage all contracts, and a third is in training. Oversight of the contractors is weak because the contracting officer's representatives do not work in the CSO office or foreign engagement locations where most of the contractors work and do not have regular interaction with them. According to 14 FAM 222c.(2) and Department of State Acquisition Regulation 642.271, the contracting officer may appoint a government technical monitor with proximity to the work site to assist the contracting officer's representative in monitoring a contractor's performance. Inadequate monitoring increases the risk of fraud, the receipt of poor quality services, and the possibility of overpayments to contractors.

**Recommendation 23:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Administration, should identify government technical monitors to assist in monitoring contractors. (Action: CSO, in coordination with A)

*Security Clearance Vetting of Third-Party Contractors Prior to Hiring*

[Redacted] (b) (5)



Homeland Security Policy Directive-12, Office of Management and Budget Memorandum 05-24, and the Department's 12 FAM 577 require that all individuals requiring access to Federal facilities and information systems be favorably adjudicated for a national agency check, with inquiries, or an equivalent standard, such as a public trust determination or national security clearance. [Redacted] (b) (5)



**Recommendation 24:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Diplomatic Security, should ensure that third-party contractors are properly vetted prior to hiring. (Action: CSO, in coordination with DS)

*Inherently Governmental Functions*

CSO contractors perform tasks similar or equal to those of direct-hire employees. Some appear to be performing inherently governmental functions, such as acting as a receiving officer or directing the work of a government employee as an engagement team leader, and representing the U.S. Government as a liaison with Congress. CSO does not have a mechanism to determine which job functions are suitable for contractors and which should be performed by direct-hire employees. According to 3 FAM 2164, each bureau is responsible for managing its workforce, with the guidance of the Bureau of Administration's Commercial Services Management, to ensure that only government employees perform inherently governmental functions.

**Recommendation 25:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Administration, should review the bureau's contract work to eliminate potentially inherently governmental functions. (Action: CSO, in coordination with A)

***Contract Files***

CSO contracting officer's representatives do not maintain working files for each contract that contain all the documents required by the *Foreign Affairs Handbook* (FAH), 14 FAH-2 H-517, in an easily accessible format. Contracting officer's representatives keep emails and other materials on their personal computers instead of using shared drives or paper files. Without complete consolidated files, important contract information may be lost and the transition to a new contracting officer's representative may be difficult.

**Recommendation 26:** The Bureau of Conflict and Stabilization Operations should maintain complete contracting officer representative files. (Action: CSO)

## Information Technology Management

The information technology (IT) group had since 2011 to establish itself, yet it operates much like a start-up organization that has not developed fundamental requirements, such as management direction and documented policies and procedures. The OIG team found no historical documentation from the previous S/CRS organization, nor any continuity among management and oversight for the IT staff.

### Information Technology Strategic Planning

CSO lacks an IT strategic plan outlining the mission, objectives, and goals for its IT operations. As a result, the staff behaves reactively, without adequate planning. Without an IT strategic plan, there is no effective way to determine appropriate staffing levels for the IT group. CSO has not defined IT's role and responsibilities. Without such information, the OIG team cannot comment on the adequacy of IT staffing levels or what the bureau might need in the future to support IT operations. The acting IT manager recognized the deficiency and held an off-site meeting with the IT staff to discuss these issues. According to documentation shared during that meeting, the IT staff recognized many shortcomings, including the lack of strategic planning.

Guidance in 5 FAM 1013 describes an IT strategic plan as a long-term, high-level plan that defines a systematic way for a bureau or office to use IT to accomplish mission and goals. An IT strategic plan will enable CSO management to answer questions regarding what the IT staff should be accomplishing, what they are accomplishing, and how well they are performing, none of which CSO can do now. A plan will also help ensure that the work performed by the IT group is in line with the overall CSO mission. The IT group was drafting an IT strategic plan but had not completed the work at the time of the inspection.

**Recommendation 27:** The Bureau of Conflict and Stabilization Operations should establish an information technology strategic plan outlining the mission, objectives, and short-term and long-term goals for its information technology operations that aligns with the bureau's strategic plan. (Action: CSO)

### Information Technology Management and Staff

#### *Reporting Structure*

There is confusion within CSO and in the Department on the management reporting structure among CSO's IT staff. During the inspection, the OIG team learned of instances where CSO staff approached different non-IT managers regarding their specific issues. Further, IT staff are occasionally tasked by different CSO managers to perform an IT function. IRM representatives informed the OIG team that they were unclear on CSO's IT reporting structure, a factor that affects their desktop support coordination under the Department's IT consolidation. With multiple CSO managers being approached with IT matters and with more than one individual tasking the IT group, CSO lacks a single voice to advocate the bureau's IT needs.

A draft notice detailing the reporting structure for the IT group and the appropriate points of contact for IT assistance was produced but not approved during the course of the OIG inspection.

**Recommendation 28:** The Bureau of Conflict and Stabilization Operations should disseminate to bureau staff and appropriate Department of State bureaus a notice detailing the management reporting structure for the information technology group and a single point of contact for all information technology related matters. (Action: CSO)

### *Information Technology Leadership*

CSO's front office has struggled with the management of the IT staff. With the lead IT specialist on extended leave, the IT staff is temporarily reporting to the director of administrative services. However, this individual's range of responsibilities includes many other general service areas besides IT, resulting in the IT staff not receiving the management attention that they need. Furthermore, CSO placed a junior IT specialist as acting deputy IT lead. That individual does not have previous experience managing an IT operation. The absence of a full-time, experienced IT manager has hindered the IT staff's ability to address deficiencies that have lingered for more than 2 years.

As stated in 5 FAM 620, an experienced IT manager should assist CSO in establishing priorities and developing an implementation plan to achieve them. CSO management has held discussions with Department officials about the need for a senior IT specialist to lead the IT group, including possible solutions, such as hiring an experienced when actually employed annuitant or backfilling the current IT lead position.

**Recommendation 29:** The Bureau of Conflict and Stabilization Operations should fill the information technology lead position with an individual who has knowledge, skills, and experience managing information technology operations. (Action: CSO)

### *Position Descriptions*

The position descriptions of the full-time IT staff members and IT contractors do not reflect their current responsibilities. For example, the position description of the director of administrative services has not been revised to include his temporary responsibilities of managing the IT staff. The acting deputy IT lead's position description does not list his various management responsibilities or include the increased scope of IT areas under his purview. The work statement for the IT contractors does not include the helpdesk support functions they provide CSO staff. As stated in 3 FAM 2637.7, accurate position descriptions should ensure that each IT staff member is being evaluated against his or her proper responsibilities and enable CSO management to assess each individual's performance.

**Recommendation 30:** The Bureau of Conflict and Stabilization Operations should update the position descriptions of all full-time information technology staff, and the statement of work for information technology contract staff, to reflect current responsibilities. (Action: CSO)

### ***Training Curriculum and IDP***

With technology constantly evolving, it is important for IT professionals to stay current with regulations. The OIG team observed that the CSO IT staff are unfamiliar with many standard Federal regulations on information management and security. Without adequate knowledge and skills, the IT operations of CSO will not work well. Individual development plans and tailored training curricula for the IT staff would assist CSO management in identifying the required knowledge and skills to support IT operations, and establish a baseline for future staffing.

**Recommendation 31:** The Bureau of Conflict and Stabilization Operations should establish a training curriculum and individual development plans for its information technology staff. (Action: CSO)

### **Information Management and Security Documentation**

CSO's IT group lacks basic information management and security documentation, including standard operating procedures, such as access control policies, account creation and email setup procedures, system backup and restore policies, and IT change control procedures.

[Redacted] (b) (5)

Without such documentation, IT operations function in an ad hoc manner resulting in a reactive approach to IT operations. The lack of documented processes can exacerbate staffing shortages and absences. Since 2011, CSO management has failed to correct this shortcoming.

**Recommendation 32:** The Bureau of Conflict and Stabilization Operations should develop and implement required information management and security documentation to include standard operating procedures and key emergency preparedness documentation. (Action: CSO)

### **Information Technology Consolidation**

CSO spends a considerable amount of staff time and bureau resources supporting their desktop services. Responsibility for CSO's desktop support services was transferred to the Bureau of Information Resource Management when S/CRS completed IT consolidation in 2007. However, current CSO IT staff still supports desktop issues. According to CSO IT documentation, two contract IT staff members spend 80 percent of their time resolving desktop support issues.

Furthermore, CSO currently pays twice for the same desktop support. It pays IRM \$1,790 per workstation, which costs the bureau approximately \$470,000 to support 263 workstations. At the same time, CSO pays a combined expense of \$275,000 for the two contractors who provide desktop support. This double expenditure is wasteful.

The OIG team also observed a lack of clarity among CSO and IRM desktop technicians on responsibilities for the bureau's desktop support. Some of the IT staff indicated they were not aware whether the bureau was consolidated, a key piece of information that should be known by

all CSO IT staff. IRM's desktop technicians resolve trouble tickets as they are assigned to them, noting to the OIG team that this occasionally duplicates work being done by CSO staff.

A service level agreement was signed in August 2007 between IRM and CSO's predecessor S/CRS. The agreement discusses the responsibilities of both parties at that time, as well as related costs. However, the agreement has not been revised since 2007 to reflect the current bureau organization or IT environment. A revised service level agreement will ensure that both parties are aware of their responsibilities and that associated costs are a true reflection of IT equipment and support services provided.

**Recommendation 33:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Information Resource Management, should update its 2007 service level agreement to reflect current roles and responsibilities for desktop support, inventory of information technology equipment, and associated costs. (Action: CSO, in coordination with IRM)

The CSO IT staff has a helpdesk ticket system on SharePoint to document IT issues faced by CSO staff; however, the system is not regularly used. CSO IT staff reported that approximately 50 percent of reported issues are being documented into the helpdesk system. CSO staff do not follow a defined procedure for reporting issues. Personnel normally request assistance, either by calling or personally visiting a specific CSO IT staff member. Without adequate reporting, CSO is unable to determine the level of support they are providing. This affects the bureau's ability to determine appropriate IT staffing levels and creates an overlap with IRM-provided services. Further, it detracts from CSO's ability to determine larger systemic issues that may require other Department bureaus' assistance.

**Recommendation 34:** The Bureau of Conflict and Stabilization Operations should disseminate and enforce a policy requiring use of the information technology help desk system. (Action: CSO)

### **Information Technology Equipment for Deployed Teams**

The IT section provides and maintains IT equipment for CSO deployed teams. Individuals deployed as part of CSO's engagements are typically provided a Department-issued laptop and BlackBerry device. Engagement team members are told by the IT staff and engagement team leaders that they should not use personal computers. [Redacted] (b) (5)



**Recommendation 35:** The Bureau of Conflict and Stabilization Operations should ban the use of personal devices for Department of State work during deployments. (Action: CSO)

Further, CSO does not have a formal policy for deployed teams regarding the allowable use of IT equipment, security requirements, and check-in/check-out procedures. These issues are discussed verbally. The OIG team also found that several CSO IT staff did not return issued IT equipment to CSO immediately after returning from deployment, forcing IT staff to track them down to obtain the equipment.

**Recommendation 36:** The Bureau of Conflict and Stabilization Operations should disseminate a formal policy on the use of information technology equipment during deployments to include guidance on allowable use, security requirements, and check-in/check-out procedures. (Action: CSO)

### **Information Systems Security Officer Duties**

CSO does not have designated information system security officers performing required information security responsibilities. The primary information systems security officer has been on extended leave since January 2013; his return date was unknown. The assigned alternate information systems security officer completed necessary training in February 2013, but had yet to receive a designation letter. The alternate information systems security officer has not performed any information systems security officer-related functions in the interim. IRM's Information Systems Security Officer program office remotely monitors CSO workstations as part of the IT consolidation; however, an appointed information systems security officer within the bureau enables CSO to have an individual perform information security checks and necessary monitoring of staff on a regular basis.

**Recommendation 37:** The Bureau of Conflict and Stabilization Operations should designate a primary and alternate information systems security officer. (Action: CSO)

### **Web Site/SharePoint Sites Management**

CSO lacks a defined content management process for its Web and SharePoint sites, as well as uniformity in the organization, naming conventions, and appearance of those sites. Many CSO staff responded in personal questionnaires that the SharePoint sites are difficult to use and that it is hard to locate needed information. CSO management also conveyed to the OIG team that the Web sites do not adequately reflect CSO's work and vision to the public.

CSO IT staff documented their thoughts on the strengths and weaknesses of the SharePoint site and bureau Web sites. In that analysis, one strength is CSO personnel's assistance with, and cooperation in, discussing needed changes to the sites. Weaknesses include the inconsistent layout of each site page in terms of organization, color choices, and font size. Furthermore, the content of each site does not clearly identify major headings or subheadings. Most importantly, the content on each site needs updating with accurate and dynamic information with the assistance of identified content managers from each office.

During the inspection, CSO took the first necessary step and identified primary content managers for each office. The CSO IT group anticipated the content for each site to be updated by the end of November 2013. While the identification of content managers is the right step

forward, CSO will continue to experience issues with its Web sites and SharePoint sites until defined processes for content management and site management are completed and enforced in accordance with 5 FAM 770 and 5-FAH-8 H-610.

**Recommendation 38:** The Bureau of Conflict and Stabilization Operations should implement a content management process that defines procedures for updating content and explains the responsibilities of the information technology group and other bureau offices. (Action: CSO)

**Recommendation 39:** The Bureau of Conflict and Stabilization Operations should develop a design framework to improve its SharePoint sites and Web sites. (Action: CSO)

### Civilian Response Network Database

[Redacted] (b) (5)

[Redacted] CSO operates the Civilian Response Network database to network with private enterprises, government institutions, and individuals with worldwide access to expertise to assist the bureau in staffing engagements with skilled talent. The database houses personal and medical information on a range of individuals, which helps CSO management staff engagements quickly.

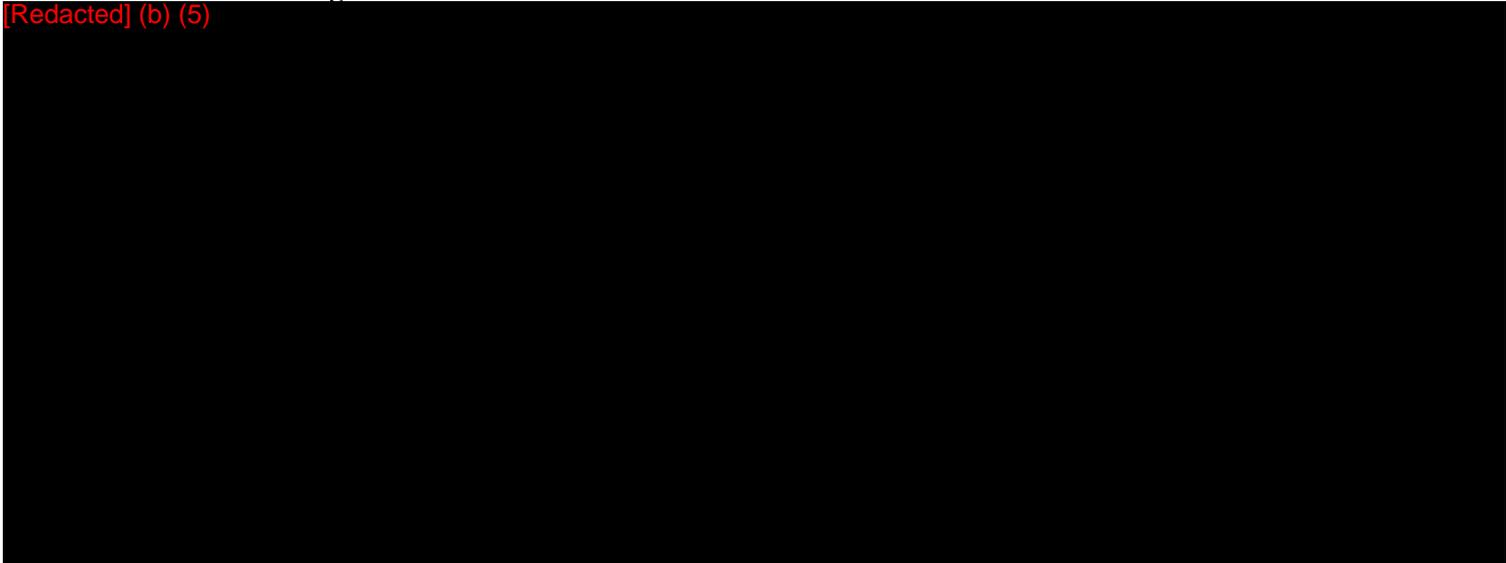
[Redacted] (b) (5)

**Recommendation 40:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Information Resource Management and the Bureau of Administration, should conduct a certification and accreditation of the Civilian Response Network database to include risk assessments and privacy impact assessments. (Action: CSO, in coordination with IRM and A)

## Security Management

The executive office is not in compliance with Department security requirements. According to 12 FAM 512.2, "The executive director of each bureau, and each regional security officer, must maintain the program designed to ensure compliance with the provisions of these [the Department's] regulations." The acting deputy executive director, principal unit security officer, and bureau security officer must work cohesively to implement domestic security policy and enforce regulations.

[Redacted] (b) (5)



In addition, the bureau's unit security officers were not aware of their roles and responsibilities, outlined in 12 FAM 563.2, nor were they aware of the Diplomatic Security guidebook on Principal Duties of a Unit Security Officer, dated July 2011. The front office must set the standard for other offices to comply with Department security standards. It should work in coordination with the executive office rather than in conflict with it.

**Recommendation 41:** The Bureau of Conflict and Stabilization Operations should implement a domestic security program that meets Department of State physical and procedural security standards. (Action: CSO)

### Bureau Security Officer Support

The Bureau of Diplomatic Security has assigned a bureau security officer responsibility for both CSO and the Bureau of Consular Affairs. His duties include implementing all security regulations and advising the executive directors of each bureau on procedures and controls for safeguarding classified and administratively controlled information. CSO is not making full use

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<sup>8</sup> Physical Security Standards for Department of State Domestic Occupied Space, June 28, 2010, Chapter 14, Classified Processing/Closed Storage Areas, Access Control

of the bureau security officer's talents and services. A misunderstanding of the bureau security officer's role and responsibilities has led to a problematic relationship between the CSO front office and executive office and the bureau security officer.

The Bureau of Diplomatic Security's Application and Programs Division is in the process of creating a memorandum of agreement with Department bureaus that will define bureau security officer support and assistance. The memorandum will clarify roles and responsibilities for each activity and should strengthen CSO's security program.

**Recommendation 42:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Diplomatic Security, should complete a memorandum of agreement on bureau security officer support. (Action: CSO, in coordination with DS)

The bureau security officer is not physically located within CSO's office space. The Bureau of Consular Affairs is large and understandably requires a great amount of the bureau security officer's time. However, if the bureau security officer is not working at CSO, at least part time, he will not be able to monitor and gauge any improvements in its security program.

**Recommendation 43:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Diplomatic Security, should require the bureau security officer to maintain a regular, part-time physical presence in the Bureau of Conflict and Stabilization Operations. (CSO, in coordination with DS)

## List of Recommendations

**Recommendation 1:** The Office of the Under Secretary for Civilian Security, Democracy and Human Rights, in coordination with the Bureau of Conflict and Stabilization Operations and the Office of the Legal Adviser, should define the meaning of “whole-of-government” approach to conflict prevention and resolution. (Action: J, in coordination with CSO and L)

**Recommendation 2:** The Bureau of Conflict and Stabilization Operations, in coordination with the Office of the Under Secretary for Civilian Security, Democracy, and Human Rights, should update its mandate, mission, and goals and develop a strategic communication plan to update bureaus, embassies, and agencies in advance of the 2014 Quadrennial Diplomacy and Development Review. (Action: CSO, in coordination with J)

**Recommendation 3:** The Bureau of Human Resources should direct the Office of Resource Management and Organizational Analysis to perform an organization assessment of the Bureau of Conflict and Stabilization Operations, including a workforce and workload analysis and a review of similar functions performed by other bureaus in the Department. (Action: DGHR)

**Recommendation 4:** The Bureau of Human Resources, in coordination with the Bureau of Conflict and Stabilization Operations, should reduce the bureau’s front office staff to no more than two deputy assistant secretary positions and the principal deputy, including one Senior Foreign Service officer. (Action: DGHR, in coordination with CSO)

**Recommendation 5:** The Office of Civil Rights, in coordination with the Bureau of Conflict and Stabilization Operations, the Bureau of Human Resources, and the Foreign Service Institute, should develop a tailored leadership management seminar for mandatory attendance by the front office team. (Action: S/OCR, in coordination with CSO, DGHR, and FSI)

**Recommendation 6:** The Bureau of Conflict and Stabilization Operations, in coordination with the Office of Civil Rights, should issue a statement from the Assistant Secretary stressing commitment to EEO principles; conduct onsite training on EEO principles and procedures for all employees; and implement a mechanism to track EEO training. (Action: CSO, in coordination with S/OCR)

**Recommendation 7:** The Bureau of Conflict and Stabilization Operations should develop and implement a structured process for seeking input from Department of State and interagency stakeholders at the beginning of its engagement selection process. (Action: CSO)

**Recommendation 8:** The Bureau of Conflict and Stabilization Operations should include an exit strategy in the design of its engagements. (Action: CSO)

**Recommendation 9:** The Bureau of Conflict and Stabilization Operations should implement a procedure to balance the human and travel resources it employs to support its overseas programs against the resources employed by other U.S. Government entities engaged in comparable activities. (Action: CSO)

**Recommendation 10:** The Under Secretary for Civilian Security, Democracy, and Human Rights should require a fully cleared action memo from the Bureau of Conflict and Stabilization Operations before approving a program activity. (Action: J, in coordination with CSO.)

**Recommendation 11:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Diplomatic Security, should establish a memorandum of agreement regarding security support to deployed teams. (Action: CSO, in coordination with DS)

**Recommendation 12:** The Bureau of Conflict and Stabilization Operations should include grants officer representative responsibilities in employee work commitments or work requirements for performance appraisals or evaluation reports. (Action: CSO)

**Recommendation 13:** The Bureau of Administration should conduct a grants management review of the Bureau of Conflict Stabilization Operations. (Action: A)

**Recommendation 14:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Administration, should use full and open competition for awarding grants and cooperative agreements. (Action: CSO, in coordination with A)

**Recommendation 15:** The Bureau of Conflict and Stabilization Operations should require employees expecting to travel more than twice per year to use a government travel charge card for official travel expenses. (Action: CSO)

**Recommendation 16:** The Bureau of Conflict and Stabilization Operations should require travelers to file vouchers within 5 business days after completing travel. (Action: CSO)

**Recommendation 17:** The Bureau of Conflict and Stabilization Operations should require justifications linked to bureau goals for conference and meeting travel requests and approve only those trips representing priority use of employee time. (Action: CSO)

**Recommendation 18:** The Bureau of Conflict and Stabilization Operations should implement a records management process that articulates procedures for records identification, storage, organization, and retention. (Action: CSO)

**Recommendation 19:** The Bureau of Conflict and Stabilization Operations should train all staff and require them to follow Department of State practices and procedures in drafting and clearing official documents. (Action: CSO)

**Recommendation 20:** The Bureau of Human Resources should review the hiring practices used by the Bureau of Conflict and Stabilization Operations and the Bureau of Administration, as its service provider, for posting and filling positions to confirm that they comply with Department of State regulations and legal requirements. (Action: DGHR)

**Recommendation 21:** The Bureau of Administration, in coordination with the Bureau of Conflict and Stabilization Operations, should identify office space in State Annex-3 for employee counseling and drafting until the bureau moves to permanent facilities. (Action: A, in coordination with CSO)

**Recommendation 22:** The Bureau of Conflict and Stabilization Operations should complete a purchase card program annual review for FY 2013. (Action: CSO)

**Recommendation 23:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Administration, should identify government technical monitors to assist in monitoring contractors. (Action: CSO, in coordination with A)

**Recommendation 24:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Diplomatic Security, should ensure that third-party contractors are properly vetted prior to hiring. (Action: CSO, in coordination with DS)

**Recommendation 25:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Administration, should review the bureau's contract work to eliminate potentially inherently governmental functions. (Action: CSO, in coordination with A)

**Recommendation 26:** The Bureau of Conflict and Stabilization Operations should maintain complete contracting officer representative files. (Action: CSO)

**Recommendation 27:** The Bureau of Conflict and Stabilization Operations should establish an information technology strategic plan outlining the mission, objectives, and short-term and long-term goals for its information technology operations that aligns with the bureau's strategic plan. (Action: CSO)

**Recommendation 28:** The Bureau of Conflict and Stabilization Operations should disseminate to bureau staff and appropriate Department of State bureaus a notice detailing the management reporting structure for the information technology group and a single point of contact for all information technology related matters. (Action: CSO)

**Recommendation 29:** The Bureau of Conflict and Stabilization Operations should fill the information technology lead position with an individual who has knowledge, skills, and experience managing information technology operations. (Action: CSO)

**Recommendation 30:** The Bureau of Conflict and Stabilization Operations should update the position descriptions of all full-time information technology staff, and the statement of work for information technology contract staff, to reflect current responsibilities. (Action: CSO)

**Recommendation 31:** The Bureau of Conflict and Stabilization Operations should establish a training curriculum and individual development plans for its information technology staff. (Action: CSO)

**Recommendation 32:** The Bureau of Conflict and Stabilization Operations should develop and implement required information management and security documentation to include standard operating procedures and key emergency preparedness documentation. (Action: CSO)

**Recommendation 33:** The Bureau of Conflict and Stabilization Operations, in coordination with the Bureau of Information Resource Management, should update its 2007 service level agreement to reflect current roles and responsibilities for desktop support, inventory of

information technology equipment, and associated costs. (Action: CSO, in coordination with IRM)

**Recommendation 34:** The Bureau of Conflict and Stabilization Operations should disseminate and enforce a policy requiring use of the information technology help desk system. (Action: CSO)

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## 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 Bureau of Conflict and Stabilization Operations should establish and implement a structured, transparent process for announcing the formation of engagement teams and selecting staff for them.

***Informal Recommendation 2:*** The Bureau of Conflict and Stabilization Operations should require personnel to attend the Foreign Service Institute's Introduction to Working in an Embassy course (PN113) before deployment.

***Informal Recommendation 3:*** The Bureau of Conflict and Stabilization Operations should emphasize to staff, including front office staff, the importance of following travel regulations.

***Informal Recommendation 4:*** The Bureau of Conflict and Stabilization Operations should consolidate its travel procedures into an updated comprehensive travel policy.

***Informal Recommendation 5:*** The Bureau of Conflict and Stabilization Operations should enroll travel unit staff in the Foreign Service Institute's weeklong Travel Policy training course (GFS61 – Travel Policy).

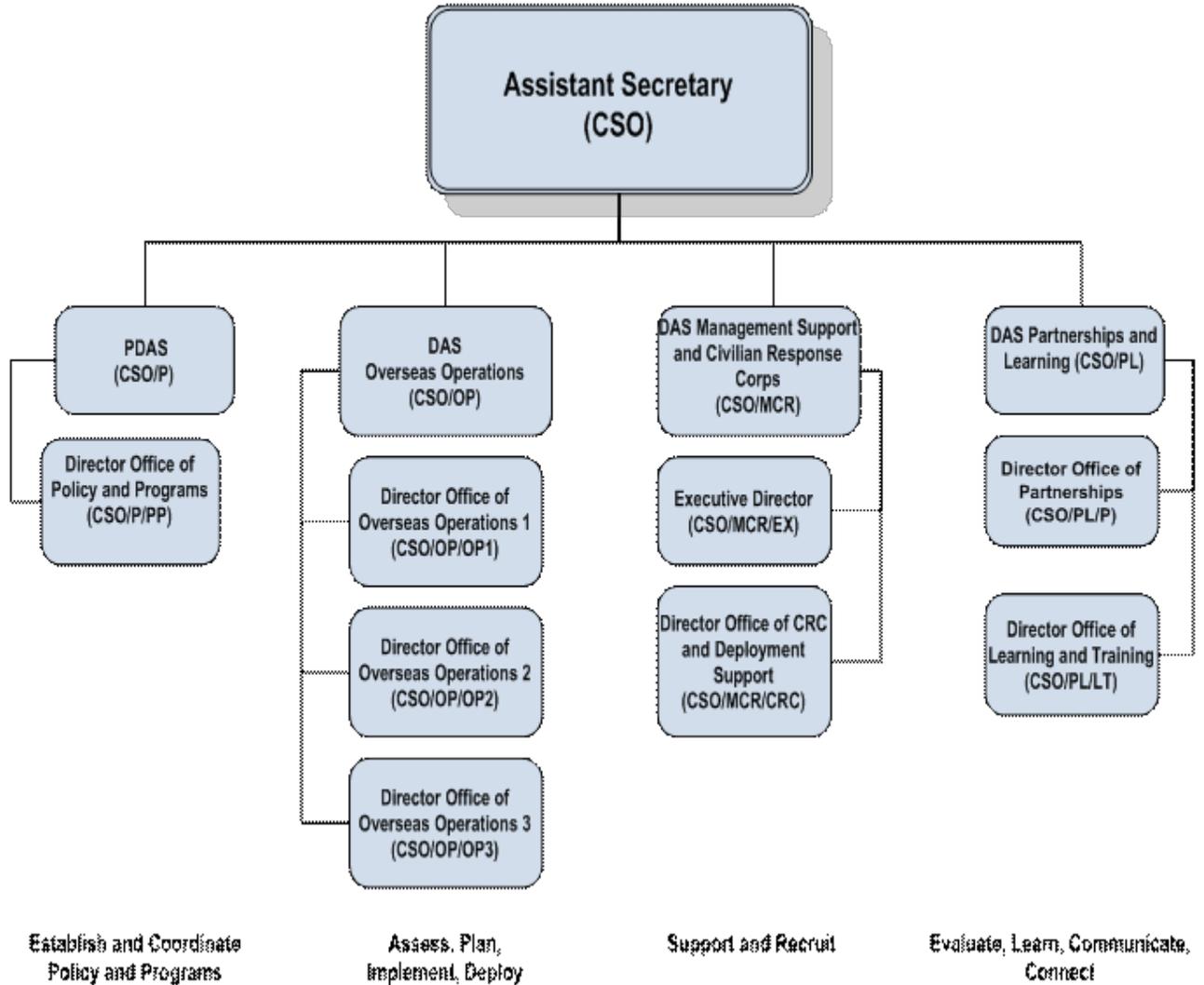
## Principal Officials

|  | <b>Name</b>                   | <b>Arrival Date</b> |
|--|-------------------------------|---------------------|
| Assistant Secretary  | Rick Barton                   | 4/3/12              |
| Principal Deputy Assistant Secretary   | Erin Barclay                  | 11/4/13             |
| Director of Programs and Integration   | Elizabeth Carroll             | 7/19/10             |
| Deputy Assistant Secretary – Overseas Operations                             | Karin von Hippel              | 2/26/12             |
| Director, Overseas Operations 1  | Win Dayton                    | 7/1/13              |
| Director, Overseas Operations 2  | Neal Krigel/<br>Steve Kontos  | 10/7/12<br>9/5/12   |
| Director, Overseas Operations 3  | (Acting)<br>Jason Lewis-Berry | 5/14/13             |
| Deputy Assistant Secretary – Policy, Partnership, and Training               | Jerry White                   | 3/12/12             |
| Director, Office of Partnership and Strategic Communication                  | Raphael Carland               | 8/12/12             |
| Director, Office of Learning and Training                                    | Jason Ladnier                 | 9/17/07             |
| Director, Office of Policy   | Cindy Huang                   | 6/3/12              |
| Deputy Assistant Secretary, Management Support and Civilian Response Network | Dolores Brown                 | 1/3/12              |
| Director, Executive Office   | Roberto Brady                 | 9/4/12              |

**Figure 1 - Bureau Organization**

**1 FAM 471.2  
BUREAU OF CONFLICT AND STABILIZATION  
OPERATIONS (CSO)**

*(CT:ORG-256; 01-13-2012)*



## Abbreviations

|            |  |
|------------|--|
| CRC        | Civilian Response Corps  |
| CSO        | Bureau of Conflict and Stabilization Operations                |
| Department | Department of State  |
| DGHR       | Bureau of Human Resources                                      |
| EEO        | Equal Employment Opportunity                                   |
| FAH        | Foreign Affairs Handbook                                       |
| FAM        | Foreign Affairs Manual   |
| IT         | Information technology   |
| NSPD-44    | National Security Presidential Directive 44                    |
| OIG        | Office of Inspector General                                    |
| QDDR       | Quadrennial Diplomacy and Development Review                   |
| S/CRS      | Office of the Coordinator for Reconstruction and Stabilization |
| USAID      | U.S. Agency for International Development                      |



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