

UNCLASSIFIED



**Office of Inspector General**  
**United States Department of State**

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ISP-I-24-12

Office of Inspections

March 2024

**Inspection of Embassy Dar es Salaam,  
Tanzania**

BUREAU OF AFRICAN AFFAIRS

UNCLASSIFIED



# HIGHLIGHTS

Office of Inspector General  
United States Department of State

ISP-I-24-12

## What OIG Inspected

OIG inspected the executive direction, policy and program implementation, resource management, and information management operations of Embassy Dar es Salaam.

## What OIG Recommends

OIG made 25 recommendations: 23 to Embassy Dar es Salaam, 1 to the Bureau of Global Health Security and Diplomacy, and 1 to the Bureau of International Narcotics and Law Enforcement Affairs. In its comments on the draft report, the Department concurred with 25 recommendations. OIG considers all 25 recommendations resolved. The Department's response to each recommendation, and OIG's reply, can be found in the Recommendations section of this report. The Department's formal responses are reprinted in their entirety in Appendix B.

March 2024

OFFICE OF INSPECTIONS

BUREAU OF AFRICAN AFFAIRS

## Inspection of Embassy Dar es Salaam, Tanzania

### What OIG Found

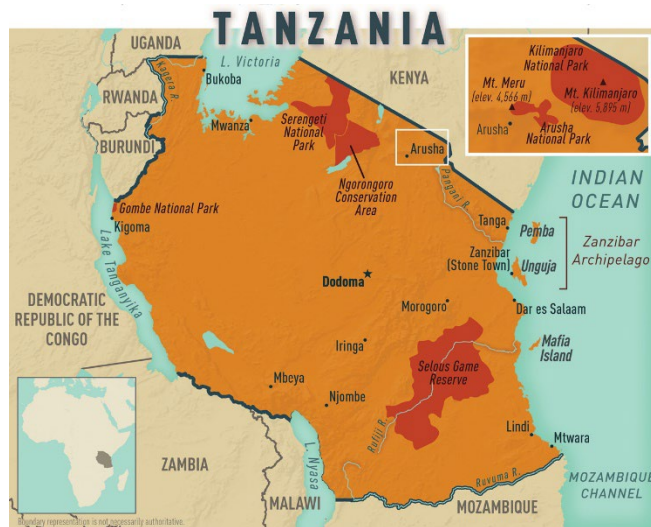
- The Ambassador and Deputy Chief of Mission generally modeled the Department of State's leadership and management principles, particularly related to communication and self-awareness.
- The embassy's American Center in Dar es Salaam did not comply with Department of State standards requiring open access to the public.
- Embassy Dar es Salaam had consular internal control deficiencies related to crisis preparedness, the fraud prevention program, immigrant visa petitions, the return of nonimmigrant visa documentation, and erroneously refused visa cases.
- The embassy had several deficiencies related to the management of federal foreign assistance including not hiring the President's Emergency Plan for AIDS Relief Country Coordinator in accordance with policy, missing required documentation in assistance files, and not conducting required joint evaluations.
- Embassy Dar es Salaam had internal control issues related to facility management, general services, financial management, human resources, and the Health Unit.
- The embassy had information management internal control deficiencies related to information technology configurations, firewalls on non-enterprise networks, account management procedures, and archival of records generated on non-government electronic messaging applications.

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## CONTEXT



**Figure 1:** Map of United Republic of Tanzania. (Source: CDC 2024 Yellow Book.)

The United Republic of Tanzania is located within the African Great Lakes region of East Africa. It borders eight countries<sup>1</sup> and the Indian Ocean. It also includes the Zanzibar Archipelago.<sup>2</sup> It has an estimated population of 65.6 million people.

The United States established diplomatic relations with Tanzania, then known as Tanganyika, in 1961 following its independence from the United Kingdom. In 1963, under the Zanzibar Act, the United Kingdom ended its protectorate over Zanzibar and made provisions for full self-government of Zanzibar as an independent country. In 1964, Tanganyika and Zanzibar

merged and became known as the United Republic of Tanzania.

In March 2021, Tanzanian President Samia Suluhu Hassan<sup>3</sup> was sworn into office following the death of her predecessor, John Magufuli. President Samia shifted course and reversed her predecessor's ban on public political party rallies, freed political opponents, and restored certain media freedoms. President Samia also took steps to repair relations with the international and development partner community and improve the political, civil society, and business environment in Tanzania. However, democratic reforms have lagged in the runup to the 2025 elections.

From 2019 to 2022, the United States provided more than \$2.6 billion in foreign assistance to Tanzania in the areas of agriculture, health systems, education, emergency response, HIV/AIDS,<sup>4</sup> governance, and civil society, maternal and child health, family planning, and other sectors, primarily implemented through the U.S. Agency for International Development (USAID), the Department of Agriculture, and the Department of State (Department). In 2022, U.S. trade in goods with Tanzania totaled \$260 million in exports and \$164 million in imports.

Embassy Dar es Salaam's FY 2022 Integrated Country Strategy stated the embassy would focus on:

<sup>1</sup> Kenya, Uganda, Rwanda, Burundi, Democratic Republic of Congo, Zambia, Malawi, and Mozambique.

<sup>2</sup> Zanzibar is an insular semi-autonomous province that united with Tanganyika in 1964 to form the United Republic of Tanzania. An archipelago in the Indian Ocean, it consists of many small islands and two large ones: Unguja (the main island, referred to informally as Zanzibar) and Pemba.

<sup>3</sup> President Samia is the first female president of Tanzania.

<sup>4</sup> The U.S. government is the largest supporter of HIV/AIDS relief in Tanzania, having invested more than \$6.6 billion to prevent and control the disease.

- Advancing peace, regional security, and health security to protect U.S. citizens and U.S. interests.
- Strengthening democracy, governance, and human rights.
- Improving the health and education of Tanzanians without bias or discrimination.
- Strengthening economic integration and prosperity through inclusive and sustainable economic growth, trade, and investment.

At the time of the inspection, Embassy Dar es Salaam had 130 authorized U.S. direct-hire positions, 35 eligible family member positions, and 16 personal services contractors. The embassy also had 447 locally employed (LE) staff members, of which 185 worked for USAID and the Department of Health and Human Services. Of the 130 U.S. direct-hire employees, 54 worked for the Department, 8 were Marine Security Guards, and 68 worked for other U.S. government agencies, which included USAID, the Peace Corps, and the Departments of Health and Human Services and Defense.

OIG evaluated Embassy Dar es Salaam's executive direction, policy and program implementation, resource management, and information management operations consistent with Section 209 of the Foreign Service Act of 1980.<sup>5</sup> A related classified inspection report discusses the mission's security program, issues affecting the safety of mission personnel and facilities.

## **EXECUTIVE DIRECTION**

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OIG assessed Embassy Dar es Salaam's leadership based on interviews, staff questionnaires, reviews of documents, and OIG's observations of meetings and activities during the on-site portion of the inspection.

### **Tone at the Top and Standards of Conduct**

The Ambassador was a non-career appointee who previously served as the Ambassador to the U.S. Mission to the African Union. He arrived in Tanzania in January 2023. The Deputy Chief of Mission (DCM), a career member of the Senior Foreign Service, previously served as the Acting Director for Policy, Planning, and Resources in the Office of the Under Secretary for Public Affairs and Public Diplomacy. He began his assignment at Embassy Dar es Salaam in October 2021.

OIG determined that the Ambassador and DCM acted in accordance with the Department's 3 Foreign Affairs Manual (FAM) 1214 leadership and management principles. Both interviews and responses to OIG's questionnaires showed that, in accordance with 3 FAM 1214b(4) and (6), precepts of communication and self-awareness, the Ambassador's engagement with all elements of the embassy community lifted morale and motivated employees. Embassy staff told OIG that in a wide variety of meetings and working groups, the Ambassador encouraged all

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<sup>5</sup> See Appendix A.

participants to contribute their views, thereby elevating the quality of decision-making and forging a sense of common mission. When local actors proposed measures that threatened the personal liberties of LGBTQI+<sup>6</sup> individuals in Tanzania, the Ambassador reassured the embassy community and communicated his commitment to non-discrimination. Separately, staff told OIG the Ambassador immediately directed his staff to identify a solution upon discovering a piece of artwork on embassy grounds that could be considered culturally offensive. The Department's Bureau of Overseas Buildings Operations was analyzing the embassy's proposed remedy at the time of the inspection.

OIG found that the DCM acted in accordance with the 3 FAM 1214b(9) precept for managing conflict. Policy, budget, and implementation disagreements emerged between two of the principal agencies participating in the embassy's U.S. President's Emergency Plan for AIDS Relief (PEPFAR) program as embassy staff prepared the 2023 PEPFAR country operational plan. Embassy employees told OIG that the DCM channeled discussions related to this issue onto a technical track, thus bridging the differences and preserving good relations between the interagency partners. In addition, embassy section and agency chiefs told OIG they valued the supervision and counsel the DCM provided during their regularly scheduled meetings. Staff also told OIG they appreciated the commitment of the DCM and the Ambassador to a Front Office open-door policy.

## **Execution of Foreign Policy Goals and Objectives**

In accordance with 18 FAM 301.2-4d, the Front Office articulated Embassy Dar es Salaam's goals and objectives in a March 21, 2022, Integrated Country Strategy (ICS) and formally reviewed that document in April 2023 to update its provisions. After that review, the Front Office established working groups charged with meeting at least quarterly to review the mission's progress in implementing each of the ICS' four goals. Those working groups periodically reported back to embassy senior staff through meetings focused solely on an ICS goal.

OIG found that the Ambassador, assisted by the DCM, fulfilled his responsibility under 2 FAM 113.1b to oversee the embassy's strategic activities. For example, during spring 2023, to advance the ICS goal on improving health outcomes, the embassy, in coordination with Tanzanian and international partners, tracked the course of an outbreak in Tanzania of the highly contagious Marburg virus. Later in October 2023, after extensive engagement with the government of Tanzania, the Ambassador signed a memorandum of cooperation to promote bilateral trade pursuant to the ICS goal of strengthening economic growth and prosperity. Lastly, in pursuit of the ICS goal of strengthening democracy, governance, and human rights, the Ambassador engaged key host country interlocutors, consistent with principles of personal liberty, to help the government find ways to modify proposals that would have curtailed LGBTQ rights in Tanzania.

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<sup>6</sup> LGBTQI+ is a term used to describe people of the lesbian, gay, bisexual, transgender, queer and intersex community.

## **Adherence to Internal Controls**

The Front Office oversaw the development of the FY 2023 Annual Chief of Mission Management Control Statement of Assurance in accordance with 2 FAM 022.7(1) and (5), which require chiefs of mission to develop and maintain appropriate systems of management control of their organizations. OIG reviewed the embassy's supporting documentation for the Statement of Assurance, which detailed that the embassy reviewed internal controls of each section, as required, and did not identify any significant deficiencies or material weaknesses. Although the Statement of Assurance affirmed that the embassy complied with requirements related to routine safety and health assessments, occupational safety and health certifications and motor vehicle safety, OIG found internal controls weaknesses in these areas. Based on its findings, OIG determined that these areas should have been identified as post-level significant deficiencies in the Statement of Assurance. Additionally, as discussed later in this report, OIG found internal control issues in grants management, consular management, general services management, facility management, and information management.

OIG confirmed the DCM carried out regular reviews of the Consular Section chief's nonimmigrant visa adjudications, as required by 9 FAM 403.12-1 and 9 FAM 403.12-2a and b. In addition, OIG confirmed the Front Office maintained a comprehensive gift registry that generally met the requirements of 2 FAM 964.

## **Security and Emergency Planning**

The Ambassador's leadership of the security and emergency preparedness programs was consistent with the Department's guidelines in 12 Foreign Affairs Handbook- 1 H-762a. The Front Office held regular meetings<sup>7</sup> with the Regional Security Officer to review security programs, with ad hoc meetings scheduled as necessary. The embassy updated its emergency action plan in May 2023, and posted links to the plan and 14 security directives signed by the Ambassador on its intranet site. Responses to OIG's questionnaires showed that most U.S. direct-hire and LE staff members knew where to find the emergency action plan, were familiar with its contents, and understood what to do in case of an emergency. In addition, the memorandum detailing the division of security responsibilities between the embassy and the regional combatant commander was up to date. Finally, both the Ambassador and the DCM participated in emergency and radio check drills, including an October 2023 embassy-wide crisis management exercise.

## **Equal Employment Opportunity and Diversity, Equity, Inclusion, and Accessibility**

OIG found that the Front Office supported Equal Employment Opportunity (EEO) principles and activities, in accordance with 3 FAM 1212 and 2 FAM 1510. In an April 2023 message to the community, the Ambassador declared there was no place at the embassy for discrimination or

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<sup>7</sup> The DCM met with the Regional Security Officer weekly and the Ambassador met with the Regional Security Officer monthly.

intolerance of any kind and welcomed hearing from any staff who felt they had been subjected to discrimination. He reiterated this message at an October 10, 2023, employee town hall and expressed support at that event for the first female motor pool driver hired by the embassy. Materials regarding the EEO process were displayed on bulletin boards in the chancery, and the embassy publicized information for employees on reporting discrimination inside or outside the workplace and on safe and inclusive work policies.

Embassy Dar es Salaam had a Diversity, Equity, Inclusion, and Accessibility (DEIA) Council composed of US direct-hire and LE staff. The Ambassador and DCM participated in the embassy's DEIA Council's events. In addition, the embassy's USAID Mission had its own agency-specific DEIA events hosted by the Council including a book drive, ceremonies commemorating Black History Month, and the vision of racial equality of Tanzania's founding father.

### **Developing and Mentoring Foreign Service Professionals**

OIG found that the Front Office oversaw the embassy's First and Second Tour (FAST) program as required in 3 FAM 2242.5. The Ambassador met with incoming FAST personnel on their arrival to welcome them to the embassy and thereafter met with the embassy's 15 FAST personnel as a group twice a year. The DCM met with the FAST group monthly for sessions focusing on leadership and policy issues or for presentations by temporary duty personnel visiting the embassy. The Front Office broadened participation in FAST group meetings beyond Department entry-level officers to include specialists and personnel from other agencies such as USAID and the Department of Health and Human Services. With its own volunteer organizational structure, the FAST cohort organized outreach events, and the Front Office relied on FAST personnel to serve as control and site officers for high-level visits. In questionnaires and interviews, Department FAST personnel expressed satisfaction with the embassy's FAST program. In addition, the embassy instituted two mentoring programs – one for mid-level U.S. direct-hires and one for LE staff.

## **POLICY AND PROGRAM IMPLEMENTATION**

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OIG assessed Embassy Dar es Salaam's policy and program implementation through a review of the advocacy and analysis work of the Political-Economic and Public Diplomacy Sections, the U.S. citizen and visa services provided by the Consular Section, and the embassy's coordination and implementation of foreign assistance programs. OIG found the embassy generally met Department requirements for policy and program implementation. However, OIG made recommendations to address issues in the Public Diplomacy and Consular Sections and issues related to the coordination and implementation of foreign assistance programs, as discussed below.



## Political-Economic Section

OIG reviewed the Political-Economic Section's leadership and management, policy implementation, reporting, commercial promotion, and Leahy vetting<sup>8</sup> and found the section generally complied with Department standards. Department and interagency stakeholders told OIG the section was responsive to requests, provided excellent support for visits, and actively advanced policy goals. Through interviews in Washington and at Embassy Dar es Salaam, observation of embassy meetings, and reviews of email, OIG determined the Political-Economic Section coordinated well with other agencies and sections. Leahy vetting users reported the section's internal process for vetting worked smoothly.

Department and interagency stakeholders praised the section's reporting for its usefulness, timeliness, and quality. They highlighted the section's reporting on infrastructure development, strategic competition, critical minerals, legislative and democratic reform, and human rights as being particularly noteworthy. In addition, stakeholders told OIG they appreciated the evenhanded and realistic perspective in the section's reporting, which described both positive developments as well as challenges. OIG reviewed reporting produced by the section from January through October 2023 and found it to be timely and relevant to ICS policy goals and other U.S. strategic objectives.

### ***Political-Economic Section Supported Policy Goals in a Challenging Work Environment***

OIG found that the section carried out its advocacy and engagement in support of policy goals in a challenging work environment. Several Washington stakeholders told OIG the section engaged actively to advance strategic initiatives and support U.S. policy in an operating environment marked by reticent government counterparts and challenges in working-level engagement. Political-Economic Section staff also told OIG of difficulties in working with the government of Tanzania. For example, the government required embassies to request all meetings through diplomatic notes, which was time consuming and did not consistently result in official responses. In addition, inconsistent government guidance and practice regarding whether meetings should be held in Dar es Salaam or Tanzania's capital of Dodoma<sup>9</sup> resulted in missed meetings or wasted time organizing travel. In one instance, when officers flew from Dar

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<sup>8</sup> The Leahy Amendment to the Foreign Assistance Act of 1961 prohibits the United States from furnishing certain assistance to a unit of a foreign security force if the Department has credible information that the unit has committed a gross violation of human rights. Leahy vetting is the process of determining if the Department has credible information that units or individuals proposed to benefit from certain assistance have committed a gross violation of human rights. See 22 United States Code (U.S.C.) § 2378d and 9 FAM 303.8-5(B). The Department also helps implement a similar law applicable to "amounts made available to the Department of Defense" for assistance to foreign security forces. See 10 U.S.C. § 362.

<sup>9</sup> In 1974, the government of Tanzania announced Tanzania's political capital would move from Dar es Salaam to Dodoma to improve access for citizens throughout the country. For decades this was a move in name only, however, in 2023 the government moved the Presidency to Dodoma and has announced that it will move all line ministries by the end of 2024. The government of Tanzania often requires senior level meetings be convened in Dodoma and is pressing for the United States and all other countries to move their embassies to Dodoma.

es Salaam to Dodoma for confirmed government meetings, they were informed when they arrived that their counterparts were unavailable or were in Dar es Salaam.

### ***Section Brought Records Management Into Compliance With Department Standards***

OIG found that the Political-Economic Section had not retired electronic program records annually over the previous 3 years and that its shared folder system was not well organized. Section leadership told OIG the lack of records management and disposition was a result of staffing constraints and competing demands. Department guidance in 5 FAM 418.9-2 requires section chiefs to ensure section personnel organize and maintain records in proper locations and in ways to enable easy retrieval and timely disposition, and to review records disposition guidelines annually and retire or destroy eligible records. During the inspection, the section began to reorganize its shared folder system and retired electronic records for the period of 2020 – 2022, in compliance with Department standards. Because the section took action to address records management and disposition, OIG did not make a recommendation.

### **Public Diplomacy**

OIG reviewed the Public Diplomacy Section's strategic planning and reporting, section leadership, resource and knowledge management, grants administration, educational and cultural programs, American Spaces, and media engagement. At the time of the inspection, 25 percent of the section's LE staff positions were vacant due to resignations for personal reasons and a concurrent temporary hiring freeze while the section completed a mandatory reorganization to implement the Department's Public Diplomacy Staffing Initiative.<sup>10</sup> The number of vacancies required some of the LE staff to cover two or three portfolios at a time for extended periods. Despite these staffing constraints, OIG determined public diplomacy operations and programs generally complied with Department standards and guidance and supported the embassy's ICS goals with the exceptions noted below.

OIG reviewed 20 grants (total value \$1,391,083) out of 50 grants with a total value of \$1,684,531 issued from October 1, 2021, through September 30, 2023, and found they generally complied with the Department's Federal Assistance Directive. OIG determined the grants had clear objectives that directly supported the embassy's ICS goals. However, the Department's Office of the Procurement Executive told OIG that the section did not close out 91 grant files as required. Because grants officers and grants officer representatives started to review and close these files during the inspection, OIG did not make a recommendation to address this issue.

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<sup>10</sup> The Public Diplomacy Staffing Initiative is the Department's holistic review and realignment of the organizational structure of public diplomacy sections. The initiative's goal was to enhance the ability of public diplomacy LE staff worldwide to carry out more audience-focused, result-driven programs. The initiative was intended to promote four key priorities: (1) new public diplomacy organizational structure organized around audiences, content, and resources; (2) accurate LE staff position descriptions to serve as the foundation of the new public diplomacy organizational structure; (3) improved structural ability to collaborate, both within an embassy's Public Diplomacy Section and with other sections across a mission; and (4) restructured public diplomacy sections that engage employees around targeted audience and strategic results.

### ***American Center in Dar es Salaam Was Closed***

OIG found the American Center in Dar es Salaam had been closed to the public since the onset of the COVID-19 pandemic. The Center, therefore, did not comply with Bureau of Educational and Cultural Affairs' open access standards for American Spaces. Specifically, standards in 10 FAM 385 a, b, and c outline an access policy for American Spaces that ensures unrestricted public access to physical and digital spaces where public diplomacy takes place. Additionally, 10 FAM 386c addresses the need for well-informed and trained staff to engage American Spaces' target audiences to advance U.S. foreign policy objectives.

The American Center in Dar es Salaam did not reopen in 2022 when the other American Spaces in Tanzania reopened because the American Center Coordinator position had become vacant during its closure. OIG learned the previous Public Affairs officer had not filled the coordinator position due to budget constraints. However, without an American Center Coordinator, the center could not reopen as a venue for public diplomacy programming. The newly arrived Public Affairs officer was preparing to interview candidates for the coordinator position as the inspection concluded, with the intention of reopening the American Center in Dar es Salaam as quickly as possible.

**Recommendation 1:** Embassy Dar es Salaam should comply with the Department's Bureau of Educational and Cultural Affairs' standards for open access to the embassy's American Center. (Action: Embassy Dar es Salaam)

### **Consular Operations**

OIG reviewed Embassy Dar es Salaam's consular operations, including section leadership, U.S. citizen services, crisis preparedness, management controls, visa services and processing, outreach, and fraud prevention programs.

During the inspection, Embassy Dar es Salaam addressed five deficiencies identified by OIG. Specifically, the embassy:

- Deleted visa cases from consular systems correctly (9 FAM 403.2-7).
- Updated the panel physician annual agreement and inspected the medical exam facility (9 FAM 302.2-3(E)(3)e and f).
- Completed namechecks for the American Liaison Network<sup>11</sup> (7 FAM 074(c)).
- Updated the Voting Action Plan (7 FAM 1513).

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<sup>11</sup> An American Liaison Network is a country-based network of volunteers composed of representatives from key U.S. citizen constituencies, including faith groups, business communities, retirees, and students. The program facilitates regular two-way communication between embassies and consulates and U.S. citizen constituencies abroad on topics such as security, health, voting, and travel. (7 FAM 071b) The volunteers, known as Citizen Liaison Volunteers, are private U.S. citizens who assist consular sections in several ways, including emergency assistance to U.S. citizens, disseminating information, identifying local resources to assist U.S. citizens, and maintaining local contacts who might be of use to consular operations. See 7 FAM 073a and b.

- Updated the handout on Female Genital Mutilation/Cutting that must be given to immigrant visa applicants (9 FAM 504.10-4(A)(2) and (3)).

OIG also identified that daily and monthly consular fee accounting sheets had not been retained for 5 years as required in 7 FAH-1 H-746.1. Based on OIG's review of consular files, the section only had consular fee accounting sheet records dating back to January 2020, a period of slightly less than 4 years at the time of the inspection. However, this deficiency cannot be addressed retroactively. Because OIG determined that the section's record retention practices since 2020 complied with Department standards, OIG did not make a recommendation to address this issue.

OIG determined Embassy Dar es Salaam's consular operations complied with guidance contained in 7 FAM, 9 FAM, 7 FAH, applicable statutes, and other Department policies, with the exceptions noted below.

***Consular Crisis Preparedness Did Not Comply With Department Standards***

Embassy Dar es Salaam's consular crisis preparedness did not comply with Department standards. Although embassy staff had recently participated in a crisis management exercise, and consular staff had begun to assess crisis response resources and materials, the Consular Section lacked written guidance on staff roles and responsibilities in a crisis, as required by 7 FAM 1814. Additionally, it did not regularly test its American Liaison Network, as required by 7 FAM 1812.1-2, and did not have a fully equipped disaster assistance kit as outlined in 7 FAM 1814.3. Consular staff told OIG that given the low propensity for civil unrest or natural disasters in Tanzania, crisis preparedness had not been a priority for the embassy. Failure to properly prepare for a consular crisis could put U.S. citizens and consular staff at risk during an emergency.

**Recommendation 2:** Embassy Dar es Salaam should comply with Department standards for consular crisis preparedness. (Action: Embassy Dar es Salaam)

***Consular Section Lacked a Written Fraud Prevention Strategy as Required by Department Standards***

The Consular Section lacked a written fraud prevention strategy and accompanying standard operating procedures (SOP). As required in 7 FAH-1 H-941a, 7 FAH-1 H-941.1a and 7 FAH-1 H-943.6e, each consular section must define its fraud prevention program in a written strategy to include specific responsibilities, goals, and priorities. As also outlined in the guidance, this strategy should include SOPs on routine fraud prevention tasks including case referrals, the conduct of site visits, and visa pre-screening, among others. The fraud prevention manager told OIG he was not aware of the requirement to create a strategy or SOPs. Without a fraud prevention strategy and accompanying SOPs, incoming consular staff do not have ready access to established procedures essential to reducing fraud risks and increasing the efficiency of consular operations.

**Recommendation 3:** Embassy Dar es Salaam should conduct its fraud prevention program in accordance with Department standards. (Action: Embassy Dar es Salaam)

***Immigrant Visa Petitions Were Not Processed in Accordance With Department Standards***

OIG found that the Consular Section did not follow Department standards when accepting family-based immigrant visa petitions because it did not request Adam Walsh namecheck verifications of petitioners from U.S. Citizenship and Immigration Services.<sup>12</sup> Guidance in 9 FAM 504.2-6(D) describes the procedure for performing Adam Walsh namechecks when accepting immigrant visa petitions and specifies that a petition may not be approved and processed until the checks are completed. Consular staff told OIG they did not perform these namechecks because they believed that the types of petitions the section accepted were exempt from the Adam Walsh namecheck requirements. Section staff incorrectly believed only adoption-related petitions required Adam Walsh checks. The section only accepted immigrant visa petitions filed by embassy staff, usually for spouses or stepchildren acquired during their tours of duty, assuming that embassy staff with security clearances were also exempt from Adam Walsh requirements. Failure to perform these namechecks could result in approving a petition for an unqualified petitioner.

**Recommendation 4:** Embassy Dar es Salaam should process family-based immigrant visa petitions in accordance with Department standards. (Action: Embassy Dar es Salaam)

***Consular Section Did Not Return Immigrant Visa Documents as Required***

The Consular Section did not return original, civil documents after immigrant visa cases were refused, terminated, or inactivated. OIG found original passports as well as birth and marriage certificates stored in the section for immigrant visa cases that were refused, terminated, or inactivated. As described in 9 FAM 504.13-4(A) and 9 FAM 601.6-3(A), when storing immigrant visa files, consular staff should retain only the minimum necessary documentation and, on termination or final refusal, should return any original documents to the petitioner. Consular staff told OIG they intended to return the documents to either the petitioner or the original issuing office but had not had the opportunity to do so. Failure to return or otherwise dispose of original documents results in the Consular Section retaining unnecessary personally identifiable information.

**Recommendation 5:** Embassy Dar es Salaam should return immigrant visa documents in accordance with Department standards. (Action: Embassy Dar es Salaam)

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<sup>12</sup> The Adam Walsh Child Protection and Safety Act requires that prior to approving a family-based immigrant petition, the petitioner's criminal history must be reviewed. An individual who has been convicted of a specified sexual or kidnapping criminal offense against a minor may not file a petition for a family-sponsored immigrant visa.

### ***Erroneously Refused Nonimmigrant Visas Cases Were Not Resolved***

OIG reviewed the nonimmigrant visa processing system and found those cases in which an applicant's visa had been erroneously refused prior to being issued were not appropriately resolved. According to 9 FAM 303.3-4(D)(2), when a case is refused in error in the nonimmigrant visa processing system, the adjudicating officer is required to send a cable<sup>13</sup> to the Department requesting that the erroneous refusal record be deleted from the system. The consular chief told OIG she had forgotten about this requirement to notify the Department via cable. Failure to send the proper cables can result in visa applicants having incorrect records of refusal in the nonimmigrant visa system, which could make it harder for them to qualify for a visa in the future.

**Recommendation 6:** Embassy Dar es Salaam should resolve erroneously refused nonimmigrant visa cases in accordance with Department standards. (Action: Embassy Dar es Salaam)

### **Foreign Assistance**

U.S. assistance to Tanzania, approximately \$611 million in FY 2022, was administered primarily by USAID and the Department of Health and Human Services' Centers for Disease Control and Prevention (CDC). PEPFAR was by far the largest assistance program in the country, with \$449 million in FY 2022, implemented by USAID, CDC, the Department of Defense, and the Peace Corps under the coordination of the embassy's PEPFAR Coordinator. The embassy's Political-Economic Section and PEPFAR Coordination Office directly managed 30 federal assistance awards with a value of \$3.5 million. In addition, the embassy relied on a program officer in the Bureau of International Narcotics and Law Enforcement Affairs (INL) to manage \$4.9 million in bilateral civilian security assistance provided to Tanzania since 2019.

OIG reviewed Embassy Dar es Salaam's management, oversight, and coordination of foreign assistance programs. As described below, OIG determined that the embassy generally managed and coordinated foreign assistance in accordance with Department standards. Although OIG did not find any deficiencies in the management and implementation of funding, OIG determined the PEPFAR Country Coordinator's position was not established in accordance with current hiring practices. Finally, OIG found deficiencies in the management of federal assistance awards and evaluation of INL programming, which are also described below.

#### ***Embassy Coordinated Foreign Assistance***

OIG found that the Front Office coordinated foreign assistance in accordance with 1 FAM 013.2k(6) and 2 FAM 113.1c(3) and (4). The Front Office met regularly with all agency heads and embassy section leads on the delivery of foreign assistance. The embassy also used the working groups formed in support of ICS goals to track the progress of assistance programs in support of mission objectives. Staff told OIG the Ambassador demonstrated interest in programming and

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<sup>13</sup> Known as a CLOK cable, it requests the Department to enter, correct, or delete a lookout from the Consular Lookout and Support System database. CLOK is a designation title, not an acronym.

regularly organized opportunities to meet with foreign assistance program implementers during his trips throughout the country.

### ***President's Emergency Plan for AIDS Relief Program Met Key Performance Goals***

OIG found that PEPFAR Tanzania was on track for achieving the Joint United Nations Programme on HIV/AIDS goals<sup>14</sup> for HIV testing, treatment, and viral suppression by 2030. According to the results of the 2022-2023 Tanzania HIV Impact Survey, 83 percent of persons living with HIV<sup>15</sup> in Tanzania knew their status, 98 percent of those who knew their status were under antiretroviral drug treatment, and 94 percent of those treated were virally suppressed. Embassy staff reported that PEPFAR Tanzania's implementing agencies adjusted their programming based on the survey results to improve identification of people living with HIV and start treatments for them.

### ***Hiring of the U.S. President's Emergency Plan for AIDS Relief Program Country Coordinator Did Not Conform to Policy***

OIG found that the hiring mechanism used for the PEPFAR Tanzania Country Coordinator did not conform with the Bureau of Global Health Security and Diplomacy's policy. In 2020, the Office of the U.S. Global AIDS Coordinator and Health Diplomacy<sup>16</sup> authorized Embassy Dar es Salaam to use a CDC direct-hire, term contract hiring mechanism for the PEPFAR Country Coordinator for no longer than 3 years, after which the position would be filled with a Department direct-hire, Civil Service employee under a limited non-career appointment in accordance with OIG recommendations in 2009 and 2020.<sup>17</sup> However, in 2022, the appointment was extended for the CDC incumbent to November 2024 by the CDC with concurrence from the embassy and the Office of the U.S. Global AIDS Coordinator and Health Diplomacy. OIG found in 2009,<sup>18</sup> that the office of the Global AIDS Coordinator, in conjunction with the Bureau of Human Resources, should design and implement a plan for hiring coordinators. In 2020, OIG expanded on that recommendation to specify that this plan should hire full-time Civil Service PEPFAR Coordinators using the limited non-career appointment mechanism. Both OIG reports noted that using another agency's contracting authority was not a satisfactory long-term process because it was ad hoc, might limit continuity, and raised questions regarding impartiality. In Tanzania, from the onset of the CDC position, the DCM served as the direct supervisor and rating officer for the PEPFAR Coordinator's annual evaluations. Some staff in Embassy Dar es Salaam raised such questions about the PEPFAR Tanzania Country Coordinator's independence given the CDC Country Director's official supervisory responsibility for the PEPFAR position. Hiring the coordinator under the authority of

<sup>14</sup> These goals call for ensuring that, by 2030, 95 percent of people living with HIV know their status, 95 percent of those tested are on antiretroviral treatment, and 95 percent of those under antiretroviral treatment are virally suppressed and thus less able to transmit the virus.

<sup>15</sup> PEPFAR's most recent epidemiological study estimates that 1.55 million people are living with HIV in Tanzania.

<sup>16</sup> This office is the predecessor to the Bureau for Global Health Security and Diplomacy.

<sup>17</sup> See OIG, *Audit of the Department of State's Coordination and Oversight of the U.S. President's Emergency Plan for AIDS Relief* (AUD-SI-20-17).

<sup>18</sup> See OIG, *The Exercise of Chief of Mission Authority in Managing the President's Emergency Plan for AIDS Relief Overseas* (ISP-I-10-01, November 2009)

the Bureau of Global Health Security and Diplomacy would better establish the position's independence and provide stability.

**Recommendation 7:** The Bureau of Global Health Security and Diplomacy, in coordination with Embassy Dar es Salaam, should hire a U.S. President's Emergency Plan for AIDS Relief Country Coordinator for Tanzania using a Civil Service limited noncareer appointment in accordance with current policy. (Action: GHSD, in coordination with Embassy Dar es Salaam)

***Federal Assistance Awards Were Not Managed as Required***

OIG found that the Political-Economic Section and the PEPFAR Coordination Office did not manage federal assistance awards as required by Department standards. OIG reviewed a sample of 20 active, expired, and closed federal assistance awards with a total value of approximately \$3.8 million and found the following deficiencies:

- All 20 award files did not contain complete documentation as required by the Federal Assistance Directive.<sup>19</sup> The files were missing documentation such as the terrorist financing risk assessment, designation memos for grants officer representatives, recipient reports, documentation of monitoring and evaluation activities, and signed amendment award documents.
- For all three closed awards in OIG's sample that included more than \$5,000 in equipment or supplies in the project budget, grants officers did not follow required procedures for confirming the value of remaining equipment and supplies and determining whether property disposition was needed during the close out process as required by the Federal Assistance Directive.
- Despite noting in monitoring reports that an active cooperative agreement issued in September 2022 was not making progress on its program objectives more than halfway through the performance period, the grants officer and grants officer representative had not taken action to determine whether a corrective action plan or no-cost extension of the period of performance may be necessary for the program's success.

According to the embassy's awards management staff, both the Political-Economic Section and the PEPFAR Coordination Office lacked standard operating procedures for managing their federal assistance awards, which contributed to the deficiencies identified by OIG. Staff also told OIG that many of them had little experience in managing assistance awards and could benefit from additional training. Additionally, OIG noted that inexperienced staff were also asked to take on more responsibilities due to prolonged vacancies in the grant coordinator positions in both the Political-Economic Section and the PEPAR Coordination Office. These vacancies also resulted in reduced supervisory oversight of awards management. By not

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<sup>19</sup> The Federal Assistance Directive (FAD) establishes internal guidance, policies, and procedures for all domestic and overseas grant-making bureaus, offices, and posts administering federal financial assistance and is updated annually by the Bureau of Administration, Office of the Procurement Executive. Grants reviewed by OIG were subject to FAD, Version 4.0, effective October 1, 2019, through October 20, 2020; FAD, Version 5.0, effective October 21, 2020, through October 7, 2021; FAD, Version 6.0, effective October 8, 2021, through October 2, 2022; and FAD, Version 7.0, which took effect on October 3, 2022.



maintaining complete federal assistance award files and following required procedures, the embassy undermines its ability to demonstrate the effectiveness of its assistance projects and increases the risk that potential waste or fraud may go undetected.

**Recommendation 8:** Embassy Dar es Salaam should implement standard operating procedures for management of federal assistance awards to comply with Department standards. (Action: Embassy Dar es Salaam)

**Recommendation 9:** Embassy Dar es Salaam should implement a training program for staff responsible for managing federal assistance awards. (Action: Embassy Dar es Salaam)

### ***International Narcotics and Law Enforcement Programs Lacked Joint Evaluations***

OIG found that neither the embassy nor INL held joint evaluations of INL-funded projects in the country as required in the letter of agreement and memorandum of understanding (MOU) with the Tanzanian government.<sup>20</sup> The agreement and MOU require U.S. and Tanzanian government officials to meet at least semi-annually or annually, depending on the project, to review and evaluate progress towards achievement of project goal and objectives. INL had no full-time positions at Embassy Dar es Salaam and conducted program management remotely from Washington with assistance from the embassy upon request. However, the responsible INL officials in Washington were unaware of the evaluation requirements and told OIG they could not find any evidence that evaluations had been done for at least 5 years. INL and embassy staff also were not aware of any requests to the embassy to conduct joint evaluations. Without regular joint evaluations of INL-funded projects, as required by the agreement and MOU, Embassy Dar es Salaam risks inefficient and ineffective use of funds, potentially wasted resources, and foregoing the collection of data to help it determine progress in achieving embassy goals and INL project objectives.

**Recommendation 10:** The Bureau of International Narcotics and Law Enforcement Affairs, in coordination with Embassy Dar es Salaam, should conduct joint evaluation reviews with the government of Tanzania in accordance with the letter of agreement and memorandum of understanding. (Action: INL, in coordination with Embassy Dar es Salaam)

## **RESOURCE MANAGEMENT**

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OIG reviewed Embassy Dar es Salaam's operations and internal controls in facility management, general services, financial management, human resource management, the Health Unit, and the community liaison office. During the inspection, the embassy corrected several internal control issues identified by OIG. Specifically, the embassy:

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<sup>20</sup> OIG reported similar findings in its inspection of INL in 2023 and of individual embassies in 2023 and 2019. See OIG, *Inspection of the Bureau of International Narcotics and Law Enforcement Affairs* (ISP-I-23-08, January 2023); *Inspection of Embassy Abuja and Constituent Post, Nigeria* (ISP-I-23-09, June 2023); *Inspection of Embassy Nassau, The Bahamas* (ISP-I-19-19, August 2019); *Inspection of Embassy Paramaribo, Suriname* (ISP-I-19-20, July 2019); and *Inspection of Embassy Port-au-Prince, Haiti* (ISP-I-19-18, June 2019).

- Completed and submitted an updated license agreement with the employee association<sup>21</sup> to the Department's Office of Commissary and Recreation Affairs (6 FAM 525a and c).
- Issued an updated Modification Policy for its International Cooperative Administrative Support Services (ICASS)<sup>22</sup> (6 FAH-5 H-332.1a).
- Resumed tracking proof of compliance with the embassy's Personal Domestic Worker Employment Policy (Embassy Dar es Salaam's Policy dated April 25, 2023).
- Obtained at least three sexual assault evidence collection kits as required by Department standards (3 FAM 1714.3c).
- Posted the information required to be displayed outside the cashier's office (4 FAM 391.5k).

Overall, OIG found the Management Section generally implemented required processes and procedures in accordance with applicable laws and Department guidance, with the exceptions noted below.

## Facility Management

### ***Safety, Health, and Environmental Management Program Did Not Fully Comply With Department Standards***

OIG found the embassy's safety, health, and environmental management (SHEM) program did not fully comply with Department standards. Specifically, OIG determined that:

- Only 12 of the embassy's 26 non-residential properties (46 percent) were certified in the Post Occupational Health and Safety Officer (POSHO) Certification Application.<sup>23</sup> According to 15 FAM 971b and c, the POSHO must inspect all properties for safety, health, and environmental hazards and certify in the POSHO Certification Application that those hazards have been effectively controlled or eliminated prior to occupancy.
- Three of the six priority one Bureau of Overseas Buildings Operations (OBO) SHEM recommendations were not addressed more than 1 year after the September 2022

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<sup>21</sup> According to the Department's Office of Commissary and Recreation Affairs (the entity responsible for providing overall policy, operational guidance, and oversight to employee associations abroad in accordance with 6 FAM 514.1b), an employee association is a non-profit, private organization created for the morale, welfare and recreation purposes of U.S. government employees and their eligible family members assigned to U.S. missions abroad. Although these associations are governed by U.S. government direct-hire employees and their eligible family members and established under the authority of the Secretary of State, they are not U.S. government entities.

<sup>22</sup> The International Cooperative Administrative Support Services, or ICASS, is the principal means by which U.S. government agencies share the cost of common administrative support services at most diplomatic and consular posts overseas. Through the ICASS working capital fund, service providers recover the cost of delivering administrative support services to other agencies at overseas missions.

<sup>23</sup> The POSHO Certification Application generates and documents the form used by POSHOs to certify that a residence meets the requirements of 15 FAM 252.5. The form lists the safety requirements that must be certified prior to occupancy. The application allows relevant documentation to be electronically attached to the form.

SHEM assessment. Open recommendations included inadequate pool barriers, missing POSHO certifications for non-residential properties, and unsafe practices for work performed on aerial work platforms. Embassies have 1-year in which to complete priority one recommendations, according to guidance contained in a 2011 cable announcing changes to the SHEM tracking system (11 STATE 77926).

- Pool safety deficiencies identified in May and August 2023 remained unresolved in each of the four residences OIG visited, rendering these pools not compliant with the Department's 15 FAM 412.1d(3) requirements.
- The record of SHEM committee meetings over the previous 2 years indicated the meetings occurred at 8- and 9-month intervals, instead of semiannually as required by the embassy's SHEM policy and 15 FAM 933.2a.
- Embassy staff were unable to provide documentation that the 2022 assessment of the embassy's SHEM program was completed in accordance with the 15 FAM 968(d) requirement.
- All material safety data sheets were not available for review in the POSHO records (as required by 15 FAM 966 (7)) and at the warehouse where hazardous materials were stored as required by 14 FAH-1 H-313.6-1(j)).

OIG determined these deficiencies accumulated over time due to procedures not being institutionalized, staff being unaware of the requirements, and lack of managerial oversight. Failure to comply with the Department's safety, health, and environmental management standards increases the risk of injury and loss of life.

**Recommendation 11:** Embassy Dar es Salaam should bring its safety, health, and environmental management program into compliance with Department standards. (Action: Embassy Dar es Salaam)

***Embassy Did Not Manage Facility Management Property in Accordance With Department Standards***

OIG found the embassy did not manage its facility management property in accordance with Department standards. OIG observed expendable property<sup>24</sup> stored in various locations around the embassy compound with no internal controls over its use or disposition. Staff confirmed that these items were not maintained in the Department's Integrated Logistics Management System<sup>25</sup> (ILMS) Expendable Management module, as required by 14 FAM 414.2-1a(2). Additionally, embassy staff told OIG they were not using ILMS to track nonexpendable personal protective equipment in the ILMS Loanable Property module, as required by 14 FAM 446.1c. Finally, embassy staff described an informal and incomplete property control process for facility

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<sup>24</sup> Expendable property includes items that are consumed by normal use, such as office supplies, as well as items that become an integral part of another item of property, such as replacement parts and facilities equipment.

<sup>25</sup> The Integrated Logistics Management System (ILMS) is an integrated web-based system that encompasses all Department supply chain functions in one system. ILMS is designed to upgrade Department supply chain management by improving operations in areas such as purchasing, procurement, warehousing, transportation, property management, personal effects, and diplomatic pouch and mail.

management's tools and shared equipment that did not comply with Department standards for personal custody records, as outlined in 14 FAM 414.3a and 14 FAH-1 H-416a. Staff attributed these deficiencies to insufficient warehouse space and the lack of a facility management position dedicated to the management and control of property. Failure to account for assets in the Department's approved property record system increases the risks of mismanagement and theft of embassy property.

**Recommendation 12:** Embassy Dar es Salaam should manage its facility management property in accordance with Department standards. (Action: Embassy Dar es Salaam)

### ***Fire Protection Program Did Not Fully Comply With Department Standards***

OIG found the embassy's fire protection program did not fully comply with Department standards. Specifically, six recommendations from the OBO fire and life safety inspection conducted in September 2022 remained unaddressed. These included fire extinguishers which had not been mounted or inspected, blocked fire exits, and obstructed fire suppression equipment. According to 15 FAM 813.3c and d, embassy personnel must correct deficiencies and submit all results to OBO's Office of Fire Protection no later than one year from the date of the fire and life safety inspection. OIG also noted a lack of documentation to indicate residential occupants were performing monthly residential fire extinguisher inspections, as required by 15 FAM 843d, and at the warehouse OIG observed flammable products stored in a room that did not meet 14 FAH-1 H-313.1-2e(1) requirements for fire resistant construction. Embassy staff told OIG the recommendations from the OBO fire and life safety inspection report were not shared with the facilities team until recently. Additionally, they stated that they were unaware they were not complying with the requirements for documenting fire extinguisher inspections and storing flammable products. Failure to comply with the Department's fire protection standards increases the risk of injury, loss of life, and damage to property.

**Recommendation 13:** Embassy Dar es Salaam should bring its fire protection program into compliance with Department standards. (Action: Embassy Dar es Salaam)

## **General Services**

### ***Embassy Did Not Fully Comply With Department's Motor Vehicle Safety Standards***

Embassy Dar es Salaam did not comply with elements of the Department's Motor Vehicle Safety Program standards. Specifically, OIG found:

- Almost 30 percent of motor vehicle operators, 32 out of 110, had expired or missing medical certifications, contrary to guidance in 14 FAM 433.4a-c.
- Four of the 110 motor vehicle operators had expired or no record of driver safety training, as required in 14 FAM 433.5a-b.
- The embassy did not track all chauffeurs' and incidental drivers' compliance with medical clearance and driver safety training requirements using the Department's Fleet Management Information System, as required by 14 FAM 433.4e and 14 FAM 433.5e.

- Chauffeurs exceeded the 10-hour per day limit on driving shifts, contrary to 14 FAM 433.8a. OIG reviewed mission time and attendance records over 4 pay periods from June to July 2023<sup>26</sup> and found the embassy's 26 motor pool drivers exceeded 10 hours on duty on at least 34 occasions, while the 7 drivers working for the Chief of Mission, Department of Defense, and Marine Security Guards exceeded the limit on 92 occasions, often on consecutive days in a week.

OIG determined the insufficient tracking of medical clearances and driver safety training requirements and chauffeurs exceeding the 10-hour per day limit on driving shifts occurred because of staffing gaps and the staff's unfamiliarity with Department motor vehicle safety standards. Failure to enforce these standards increases the risk of injury to drivers, passengers, and the public, as well as damage to U.S. government property.

**Recommendation 14:** Embassy Dar es Salaam should comply with applicable Department overseas motor vehicle safety requirements for chauffeurs and incidental drivers under chief of mission authority. (Action: Embassy Dar es Salaam)

### ***Contracting Officer's Representative Program Did Not Fully Comply With Department Standards***

The embassy's Contracting Officer's Representative (COR) program did not fully comply with Department standards. The embassy had 10 CORs who oversaw 18 contracts worth approximately \$6.5 million. OIG found that COR files were incomplete contrary to guidance in 14-FAH-2 H-142b(16)<sup>27</sup> and 14 FAH-2 H-517. For example, two COR files did not include a copy of the contracting officer's letter of designation as required in 14 FAH-2 H-517a(1), and three files did not include the contract solicitation required by 14 FAH-2 H-517a(3). Additionally, OIG reviewed the embassy's contracts over the simplified acquisition threshold of \$250,000 and found neither the CORs nor the contracting officer completed 11 of 17 mandatory contractor performance reviews in the Contractor Performance Assessment Reporting System, as required by 14 FAH-2 H-572a-f and 48 Code of Federal Regulations 42.1502a. Embassy staff told OIG the issues in the COR program occurred because of a lack of management oversight due to staffing gaps in the Management Section. A non-compliant COR program increases the risk of contract mismanagement.

**Recommendation 15:** Embassy Dar es Salaam should bring its contracting officer's representative program into compliance with Department standards. (Action: Embassy Dar es Salaam)

### ***The Embassy Did Not Adhere to Department Standards for Procuring Some Services***

OIG determined the embassy did not adhere to Department standards for procuring some services. Specifically, the embassy did not complete the required analysis before contracting

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<sup>26</sup> OIG reviewed overtime records for embassy drivers for pay periods 12 – 15 including adjustments recorded from previous pay periods.

<sup>27</sup> Guidance in 14 FAH-2 H-142b(16) also cites 48 C.F.R. § 1.604.

with a local vendor to provide bottled water dispensers and water for multiple locations in the chancery. According to 4 FAM 447.3b and c, all purchases of water for the office using appropriated funds must be supported by a certificate that the local water supply is found to pose a health risk, no other water safe to drink is available without charge or at lower cost, and a brief statement of the facts. Although the embassy did have an internal memo stating local water was not potable, there was no documentation to support the embassy's determination that buying water would be more cost effective than using the potable water produced by the embassy's water treatment plant.

Additionally, on at least four different occasions in fiscal year 2023, the embassy procured services including catering and dry cleaning from the employee association without proper authorization. The Federal Acquisition Regulation 3.601 states that U.S. government contracting officers shall not knowingly award contracts to government employees or to business concerns or other organizations owned or substantially owned or controlled by one or more government employees. Employee associations fall under that definition. In addition, cable 22 State 112112 dated October 17, 2022, states the Department allows embassies to procure goods from an employee association for representational purposes but does not permit embassies to procure services without seeking authorization from the Department's Bureau of Administration's Office of Commissary and Recreation Affairs or the Bureau of Administration's Office of the Procurement Executive.

Staff indicated to OIG they were unaware of the additional requirements associated with these two procurement actions. Failure to follow Department procurement standards risks taxpayers funding items that should be a personal expense and may create the appearance of favoritism or preferential treatment by the government toward its employees.

**Recommendation 16:** Embassy Dar es Salaam, in coordination with the Bureau of Overseas Buildings Operations, should conduct a cost-benefit analysis and provide additional justification for how best to provide potable water for its workforce, in compliance with Department standards. (Action: Embassy Dar es Salaam, in coordination with OBO)

**Recommendation 17:** Embassy Dar es Salaam should comply with Department standards when procuring items from the employee association. (Action: Embassy Dar es Salaam)

## **Financial Management**

### ***Embassy Did Not Conduct Quarterly Reviews of Certifications Completed by Two Alternate Certifying Officers***

OIG found that neither the Financial Management Officer nor the Management Officer conducted quarterly reviews of the certifications completed by the embassy's two alternate certifying officers. The cables designating an LE staff member and an eligible family member as alternate certifying officers contained an internal control requirement for quarterly reviews on a random sampling of at least 10 percent of vouchers certified by the alternate certifying officer. Embassy staff were unable to provide documentation of any reviews conducted after

June 2022. The reviews were performed prior to that date. OIG determined the reviews were not completed since June 2022 due to a vacancy in the Financial Management Officer position and the fact the reviews had not been institutionalized in financial management's operations. Because certifying officers must personally reimburse the U.S. government for any improper payment made by a disbursing officer due to incorrect certifications, the lack of certification monitoring increases the risk of improper payments and liability for the designated alternate certifying officers.

**Recommendation 18:** Embassy Dar es Salaam should comply with Department standards for reviewing the certifications of its alternate certifying officers. (Action: Embassy Dar es Salaam)

***Embassy Provided Accommodation Exchange and Banking Services to the Employee Association and Community Liaison Office Without Proper Authorization***

OIG determined some of the embassy's cashier services were not aligned with Department standards. Specifically, the embassy cashier provided reverse accommodation exchange services (the exchange of local currency for U.S. dollars) and banking services (U.S. cash transferred to a U.S. bank account) to both the employee association and the embassy's community liaison office without authorization by the Department. According to 4 FAM 364.1, foreign currency cash may be repurchased by the cashier (i.e., reverse accommodation exchange) from a person to whom the cashier previously sold it and only upon that person's departure from their post of assignment. Additionally, 4 FAM 399.4-1 states personal banking services by the embassy cashier are not permitted, and any exceptions must be approved by the Department's Bureau of Comptroller and Global Financial Services' Office of Financial Policy. OIG determined these services arose out of convenience to both entities, neither of which had a local bank account. Unnecessary and unauthorized cashier transactions detract from the cashier's limited time to perform their required operational services and reconciliations.

**Recommendation 19:** Embassy Dar es Salaam should bring its cashier services into compliance with Department standards. (Action: Embassy Dar es Salaam)

## **Human Resources**

***Embassy Did Not Complete Anti-Nepotism Reviews in Accordance With Department Standards***

OIG found the embassy did not complete anti-nepotism reviews in accordance with Department standards. During the inspection, OIG found that the embassy submitted an anti-nepotism review after the family member had already been hired and was working in the same section as their U.S. direct-hire spouse. The Department's anti-nepotism process, outlined in 3 FAM 8317(c), requires the anti-nepotism review request be submitted prior to the extension of the final offer of employment. Additionally, neither the Ambassador nor their designee annually reviewed the circumstances of employment of each relative of an employee to ensure

compliance with anti-nepotism rules, as required by 3 FAM 8314. OIG determined these deficiencies occurred due to lack of awareness of the requirements. Failure to comply with Department anti-nepotism procedures could weaken internal controls designed to safeguard embassy resources and could also create the perception of bias within the workforce.

**Recommendation 20:** Embassy Dar es Salaam should comply with Department standards for anti-nepotism reviews. (Action: Embassy Dar es Salaam)

## Health Unit

### ***Health Unit Did Not Fully Comply With Department Standards for Inventory Management***

The embassy's Health Unit did not fully comply with Department standards for inventory management. Department records for 2023 indicated the embassy did not perform a monthly inventory of controlled substances in April, May, and September. According to the Bureau of Medical Services' Medication Management Manual,<sup>28</sup> monthly inventory counts of the controlled substances must be performed, witnessed, and entered in the ILMS Medical Expendables module.<sup>29</sup> Additionally, ILMS data indicated there was no cost information in the system for 557 of 742, or 75 percent of the embassy's medications, well above the 2 percent target maximum established in ILMS. OIG determined these inventory deficiencies were due to staffing gaps and staff not fully understanding the requirements. Failure to maintain inventory records increases the risk of loss and means the embassy does not have accurate data to assess and project funding levels required to meet its inventory requirements.

**Recommendation 21:** Embassy Dar es Salaam should bring its Health Unit inventory management practices into compliance with Department standards. (Action: Embassy Dar es Salaam)

## INFORMATION MANAGEMENT

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OIG reviewed Embassy Dar es Salaam's information management operations, including sensitive but unclassified, classified, and non-enterprise network<sup>30</sup> (NEN) computer operations; physical protection of information technology resources; classified communications security; emergency communication preparedness; telephone programs; and mail services. OIG found

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<sup>28</sup> Bureau of Medical Services, Quality Management, ISO S34005, Medication Management Manual, Standard Operating Procedure for Management of Medications in the Health Unit Pharmacy.

<sup>29</sup> The Medical Expendables module is used by health units at posts around the world to manage their pharmaceuticals, controlled substances, and medical supplies. The system is used by doctors, nurses, and administrative assistants to dispense, manage, and replenish inventory. It provides a streamlined process to manage medical expendables inventory, track stock levels with expiration details, and increases inventory visibility for health units.

<sup>30</sup> The Department defines a non-enterprise network as an internet connection from a commercial or government internet service provider on a Department-owned and operated discrete non-sensitive unclassified local area network that is not connected to any other Department system.



deficiencies related to technical security controls, user account management procedures, and non-government electronic messaging application records archiving, as described below.

***Embassy Did Not Configure Information Technology Networking Equipment in Accordance With Department Standards***

Embassy Dar es Salaam did not configure its Sensitive But Unclassified information technology network switches in accordance with Department guidelines. The Bureau of Diplomatic Security's Switch Configuration Security Configuration Standard<sup>31</sup> requires all ports on access switches to be secured with either Media Access Control address port security<sup>32</sup> or 802.1x port authentication.<sup>33</sup> Information management personnel responsible for managing the switches were not aware they were required to configure port security locally. The failure to implement required network security configuration settings increases the risk of unauthorized access and information disclosure on the Department's information technology networks.

**Recommendation 22:** Embassy Dar es Salaam should enable port security on its Sensitive But Unclassified access switches in accordance with Department standards. (Action: Embassy Dar es Salaam)

***Embassy Did Not Install Firewalls on Its Non-Enterprise Networks***

Embassy Dar es Salaam operated four Type 2 NENs<sup>34</sup> that were not configured in accordance with Department guidelines on firewalls. The Department's NEN Minimum Security Controls standard requires Type 2 NENs to have approved firewalls installed for perimeter security. Information management staff responsible for managing the NENs told OIG that previously there were firewalls on the NENs, however, they eventually became obsolete. At the time of the inspection, the replacement firewalls had not yet arrived. The failure to install required network perimeter security devices increases the risk of a loss of confidentiality, integrity, and availability of systems and data hosted on those networks.

**Recommendation 23:** Embassy Dar es Salaam should install firewalls on its Type 2 Non-Enterprise Networks. (Action: Embassy Dar es Salaam)

***Unclassified Account Management Procedures Did Not Comply With Department Standards***

Embassy Dar es Salaam's Sensitive But Unclassified network account management procedures did not comply with Department standards. The Bureau of Information Resource

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<sup>31</sup> The Switch Configuration Security Configuration Standard is a standard developed by the Bureau of Diplomatic Security, Directorate of Cyber and Technology Security, Office of Technology Innovation and Engineering that applies to all Department network switches.

<sup>32</sup> Port security is a feature that allows a network switch to restrict access to its ports by limiting the access to specific devices that have been approved by network administrators.

<sup>33</sup> The National Institute for Standards and Technology defines 802.1x as a general-purpose, extensible framework for authenticating users.

<sup>34</sup> A Type 2 NEN is defined as a network used for web access, messaging, software hosting, and software testing.

Management's Systems Administration Guide<sup>35</sup> requires system administrators to disable user accounts after 60 days of inactivity and delete them after 120 days. Additionally, 12 FAH-10 H-112.1-3(b) requires system managers to review, at least annually, the list of information systems users to determine whether all users require access to the network. OIG's review of the Department's account monitoring system found several user accounts that had not been logged into in more than 90 days and were not disabled. Furthermore, when information management personnel responsible for managing user accounts were asked how annual user account reviews were being performed, they stated they had not reviewed the list of system users within the past year, nor had they established a recurring procedure for carrying out such reviews. The failure to properly manage user accounts increases the risk of unauthorized access to Department networks.

**Recommendation 24:** Embassy Dar es Salaam should implement a procedure for regularly reviewing user accounts on its Sensitive But Unclassified network. (Action: Embassy Dar es Salaam)

***Embassy Did Not Archive Records Generated on Non-Government Electronic Messaging Applications in Accordance With Department Standards***

Several sections in Embassy Dar es Salaam used non-government electronic messaging applications<sup>36</sup> to conduct official business, but not all sections archived their messages in accordance with Department standards. Department policy 5 FAM 435d states that when non-government electronic messaging applications are used to conduct Department business, each individual Department user must copy or forward the records from the non-government application to the individual's own Department email address within 20 calendar days. OIG found that the post records coordinator advised embassy sections of the requirement to archive records generated on the applications, and end users were generally aware of that requirement. However, several end users told OIG they found the process cumbersome, and they did not always have time to follow the required archiving process. Failure to comply with Department and federal records management requirements makes the embassy vulnerable to inefficient information retrieval and loss of critical documentation.

**Recommendation 25:** Embassy Dar es Salaam should implement a procedure to confirm that all personnel using non-government electronic messaging applications for official business archive records generated on the applications in accordance with Department standards. (Action: Embassy Dar es Salaam)

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<sup>35</sup> The Systems Administration Guide is a document developed by the Bureau of Information Resource Management for system administrators at posts abroad on how to create, delete, configure, and manage user accounts on the Department's networks.

<sup>36</sup> As defined in 5 FAM 415, electronic messaging is "information sent or received between individuals over a communications platform or device. Electronic messages apply to text messaging, chat/instant messaging, and other forms of electronic messaging applications available through social media or mobile devices. They can reside on agency networks and devices, on personal devices, or [be] hosted by third party providers."

## RECOMMENDATIONS

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OIG provided a draft of this report to Department stakeholders for their review and comment on the findings and recommendations. OIG issued the following recommendations to the Embassy Dar es Salaam, the Bureau of Global Health Security and Diplomacy, and the Bureau of International Narcotics and Law Enforcement Affairs. The Department's complete responses can be found in Appendix B.

**Recommendation 1:** Embassy Dar es Salaam should comply with the Department's Bureau of Educational and Cultural Affairs' standards for open access to the embassy's American Center. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of March 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam complied with the Department's Bureau of Educational and Cultural Affairs' standards for open access to the embassy's American Center.

**Recommendation 2:** Embassy Dar es Salaam should comply with Department standards for consular crisis preparedness. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of October 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam complied with Department standards for consular crisis preparedness.

**Recommendation 3:** Embassy Dar es Salaam should conduct its fraud prevention program in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam conducted its fraud prevention program in accordance with Department standards.

**Recommendation 4:** Embassy Dar es Salaam should process family-based immigrant visa petitions in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam processed family-based immigrant visa petitions in accordance with Department standards.

**Recommendation 5:** Embassy Dar es Salaam should return immigrant visa documents in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of March 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam returned immigrant visa documents in accordance with Department standards.

**Recommendation 6:** Embassy Dar es Salaam should resolve erroneously refused nonimmigrant visa cases in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam resolved erroneously refused nonimmigrant visa cases in accordance with Department standards.

**Recommendation 7:** The Bureau of Global Health Security and Diplomacy, in coordination with Embassy Dar es Salaam, should hire a U.S. President's Emergency Plan for AIDS Relief Country Coordinator for Tanzania using a Civil Service limited noncareer appointment in accordance with current policy. (Action: GHSD, in coordination with Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, the Bureau of Global Health Security and Diplomacy concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the Bureau of Global Health Security and Diplomacy hired a U.S. President's Emergency Plan for AIDS Relief Country Coordinator for Tanzania using a Civil Service limited noncareer appointment in accordance with current policy.

**Recommendation 8:** Embassy Dar es Salaam should implement standard operating procedures for management of federal assistance awards to comply with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of June 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam has implemented standard operating procedures for management of federal assistance awards to comply with Department standards.

**Recommendation 9:** Embassy Dar es Salaam should implement a training program for staff responsible for managing federal assistance awards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with the recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam has implemented a training program for staff responsible for managing federal assistance awards.

**Recommendation 10:** The Bureau of International Narcotics and Law Enforcement Affairs, in coordination with Embassy Dar es Salaam, should conduct joint evaluation reviews with the government of Tanzania in accordance with the letter of agreement and memorandum of understanding. (Action: INL, in coordination with Embassy Dar es Salaam)

**Management Response:** In its February 29, 2024, response,<sup>1</sup> the Bureau of International Narcotics and Law Enforcement Affairs concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the Bureau of International Narcotics and Law Enforcement Affairs, in coordination with Embassy Dar es Salaam, has conducted joint evaluation reviews with the government of Tanzania in accordance with the letter of agreement and memorandum of understanding.

**Recommendation 11:** Embassy Dar es Salaam should bring its safety, health, and environmental management program into compliance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of June 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam has brought its

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<sup>1</sup> In an email to OIG dated February 29, 2024, the Bureau of International Narcotics and Law Enforcement Affairs agreed with Embassy Dar es Salaam's response.

safety, health, and environmental management program into compliance with Department standards.

**Recommendation 12:** Embassy Dar es Salaam should manage its facility management property in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of June 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam managed its facility management property in accordance with Department standards.

**Recommendation 13:** Embassy Dar es Salaam should bring its fire protection program into compliance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of June 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam managed its facility management property in accordance with Department standards.

**Recommendation 14:** Embassy Dar es Salaam should comply with applicable Department overseas motor vehicle safety requirements for chauffeurs and incidental drivers under chief of mission authority. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of October 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam complied with applicable Department overseas motor vehicle safety requirements for chauffeurs and incidental drivers under chief of mission authority.

**Recommendation 15:** Embassy Dar es Salaam should bring its contracting officer's representative program into compliance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of October 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam has brought its contracting officer's representative program into compliance with Department standards.

**Recommendation 16:** Embassy Dar es Salaam, in coordination with the Bureau of Overseas Buildings Operations, should conduct a cost-benefit analysis and provide additional justification for how best to provide potable water for its workforce, in compliance with Department standards. (Action: Embassy Dar es Salaam, in coordination with OBO)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam conducted a cost-benefit analysis and provided additional justification for how best to provide potable water for its workforce, in compliance with Department standards.

**Recommendation 17:** Embassy Dar es Salaam should comply with Department standards when procuring items from the employee association. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of May 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam complied with Department standards when procuring items from the employee association.

**Recommendation 18:** Embassy Dar es Salaam should comply with Department standards for reviewing the certifications of its alternate certifying officers. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of March 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam complied with Department standards for reviewing the certifications of its alternate certifying officers.

**Recommendation 19:** Embassy Dar es Salaam should bring its cashier services into compliance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam has brought its cashier services into compliance with Department standards.

**Recommendation 20:** Embassy Dar es Salaam should comply with Department standards for anti-nepotism reviews. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam complied with Department standards for anti-nepotism reviews.

**Recommendation 21:** Embassy Dar es Salaam should bring its Health Unit inventory management practices into compliance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam has brought its Health Unit inventory management practices into compliance with Department standards.

**Recommendation 22:** Embassy Dar es Salaam should enable port security on its Sensitive But Unclassified access switches in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam enabled port security on its Sensitive But Unclassified access switches in accordance with Department standards.

**Recommendation 23:** Embassy Dar es Salaam should install firewalls on its Type 2 Non-Enterprise Networks. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of June 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam installed firewalls on its Type 2 Non-Enterprise Networks.



**Recommendation 24:** Embassy Dar es Salaam should implement a procedure for regularly reviewing user accounts on its Sensitive But Unclassified network. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam implemented a procedure for regularly reviewing user accounts on its sensitive but unclassified network.

**Recommendation 25:** Embassy Dar es Salaam should implement a procedure to confirm that all personnel using non-government electronic messaging applications for official business archive records generated on the applications in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** In its February 23, 2024, response, Embassy Dar es Salaam concurred with this recommendation. The embassy noted an expected completion date of April 2024.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Dar es Salaam implemented a procedure to confirm that all personnel using non-government electronic messaging applications for official business archive records generated on the applications in accordance with Department standards.

## PRINCIPAL OFFICIALS

Agency/Section/Title	Name	Arrival Date
<b>Chiefs of Mission:</b>		
Ambassador	Michael Battle	1/2023
Deputy Chief of Mission	Robert Raines	10/2021
<b>Chiefs of Sections:</b>		
Consular	Marcelyn Sanchez	7/2023
Management	Sean Kennedy	7/2022
Political-Economic	Jonathan Howard	7/2023
Public Affairs	Jeanne Clark	7/2023
Regional Security	Michael Mancini	9/2023
<b>Other Agency Representatives:</b>		
Department of Defense	Gerald Mathis	8/2022
HHS/Centers for Disease Control and Prevention	Mahesh Swaminathian	2/2021
Peace Corps	Stephanie Joseph de Goes	8/2020
U.S. Agency for International Development	Craig Hart	7/2023
U.S. Commercial Service	Aliza Totayo	8/2023
U.S. Fish and Wildlife Service	Phillip Alegranti	1/2019

**Source:** Generated by OIG from data provided by Embassy Dar es Salaam.

## APPENDIX A: OBJECTIVES, SCOPE, AND METHODOLOGY

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This inspection was conducted from September 5 to December 19, 2023, in accordance with the Quality Standards for Inspection and Evaluation, as issued in 2020 by the Council of the Inspectors General on Integrity and Efficiency, and the Inspections Handbook, as issued by the Office of Inspector General (OIG) for the Department and the U.S. Agency for Global Media (USAGM).

### Objectives and Scope

The Office of Inspections provides the Secretary of State, the Chief Executive Officer of USAGM, and Congress with systematic and independent evaluations of the operations of the Department and USAGM. 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 and U.S. interests are 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; and whether instances of fraud, waste, or abuse exist and whether adequate steps for detection, correction, and prevention have been taken.

### Methodology

OIG used a risk-based approach to prepare for this inspection. OIG conducted portions of the inspection remotely and relied on audio- and video-conferencing tools in addition to in-person interviews with Department and other personnel. OIG also reviewed pertinent records; circulated surveys and compiled the results; and reviewed the substance of this report and its findings and recommendations with offices, individuals, and organizations affected by the review. OIG used professional judgment and analyzed physical, documentary, and testimonial evidence to develop its findings, conclusions, and actionable recommendations.

## APPENDIX B: MANAGEMENT RESPONSES

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Embassy of the United States of America

Dar es Salaam, Tanzania

February 23, 2024

UNCLASSIFIED

THRU: Bureau of African Affairs – Molly Phee, Assistant Secretary

TO: OIG – Arne Baker, Acting Assistant Inspector General for Inspections

FROM: Embassy Dar es Salaam, Tanzania - Robert A. Raines, Chargé d'Affaires, a.i.

SUBJECT: Response to Draft OIG Report – Inspection of Embassy Dar es Salaam, Tanzania

Embassy Dar es Salaam has reviewed the draft OIG inspection report. We provide the following comments in response to the recommendations provided by OIG:

**OIG Recommendation 1:** Embassy Dar es Salaam should comply with the Department’s Bureau of Educational and Cultural Affairs’ standards for open access to the embassy’s American Center. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The embassy has implemented the recommendation by hiring an American Center Coordinator. The expected opening date for the public is March 1, 2024.

**OIG Recommendation 2:** Embassy Dar es Salaam should comply with Department standards for consular crisis preparedness. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The consular section has begun implementing a plan which will bring the section up to Department Standards. The expected completion date is October 2024.

**OIG Recommendation 3:** Embassy Dar es Salaam should conduct its fraud prevention program in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The consular section implemented the recommendation by drafting a written fraud prevention program in January 2024.

**OIG Recommendation 4:** Embassy Dar es Salaam should process family-based immigrant visa petitions in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The consular section amended its SOP in October 2023 to include performing Adam Walsh namechecks when accepting petitions at post.

**OIG Recommendation 5:** Embassy Dar es Salaam should return immigrant visa documents in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The consular section has begun a project to return these documents to the appropriate host country agency. The expected completion date is March 2024.

**OIG Recommendation 6:** Embassy Dar es Salaam should resolve erroneously refused nonimmigrant visa cases in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The consular section rectified this recommendation in October 2023.

**OIG Recommendation 7:** The Bureau of Global Health Security and Diplomacy, in coordination with Embassy Dar es Salaam, should hire a U.S. President's Emergency Plan for AIDS Relief Country Coordinator for Tanzania using a Civil Service limited noncareer appointment in accordance with current policy. (Action: GHSD, in coordination with Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation and will work with the Bureau of Global Health Security and Diplomacy to transition the hiring mechanism for the PEPFAR Country Coordinator to the Department of State.

**OIG Recommendation 8:** Embassy Dar es Salaam should implement standard operating procedures for management of federal assistance awards to comply with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The embassy is currently developing and revising standard operating procedures for management of federal assistance awards to comply with Department standards. The expected completion date is June 2024.

**OIG Recommendation 9:** Embassy Dar es Salaam should implement a training program for staff responsible for managing federal assistance awards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation and implemented a training program for staff responsible for managing federal assistance awards in 2023.

**OIG Recommendation 10:** The Bureau of International Narcotics and Law Enforcement Affairs, in coordination with Embassy Dar es Salaam, should conduct joint evaluation reviews with the government of Tanzania in accordance with the letter of agreement and memorandum of understanding. (Action: INL, in coordination with Embassy Dar es Salaam)

**Management Response:** Embassy of Dar es Salaam concurs with the recommendation. The embassy will coordinate with INL to schedule a joint review per the letter of agreement.

**OIG Recommendation 11:** Embassy Dar es Salaam should bring its safety, health, and environmental management program into compliance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy of Dar es Salaam concurs with the recommendation. The embassy has a 96.2% certification rate for non-residential properties and has addressed most "Priority 1" OBO recommendations. All required PPE has been ordered, and pool safety issues at eight residential locations have been addressed. The last SHEM committee met on October 26, 2023, and the next is scheduled for April 2024. Efforts are ongoing to manage documentation from the 2022 assessment and organize hazardous materials and their safety data sheets in facilities shops by June 2024.

**OIG Recommendation 12:** Embassy Dar es Salaam should manage its facility management property in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy of Dar es Salaam concurs with the recommendation. The embassy has addressed the deficiencies by hiring a new Supply Clerk on February 12. The clerk will fully remedy the recommendation by June 2024.

**OIG Recommendation 13:** Embassy Dar es Salaam should bring its fire protection program into compliance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The embassy resolved all outstanding fire inspection deficiencies by January 29, 2024.

**OIG Recommendation 14:** Embassy Dar es Salaam should comply with applicable Department overseas motor vehicle safety requirements for chauffeurs and incidental drivers under chief of mission authority. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar Es Salaam concurs with the recommendation. The embassy is updating the systems of records and enforcing compliance with the relevant regulations. The expected completion date is September 30, 2024.

**OIG Recommendation 15:** Embassy Dar es Salaam should bring its contracting officer's representative program into compliance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar Es Salaam concurs with the recommendation. The embassy is in the process of hiring a Procurement COR to take over COR duties for the embassy operations. The expected completion date is September 30, 2024.

**OIG Recommendation 16:** Embassy Dar es Salaam, in coordination with the Bureau of Overseas Buildings Operations, should conduct a cost-benefit analysis and provide additional justification for how best to provide potable water for its workforce, in compliance with Department standards. (Action: Embassy Dar es Salaam, in coordination with OBO)

**Management Response:** Embassy Dar Es Salaam concurs with the recommendation. The embassy has implemented the recommendation by cancelling the water contract effective January 31, 2024.

**OIG Recommendation 17:** Embassy Dar es Salaam should comply with Department standards when procuring items from the employee association. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar Es Salaam concurs with the recommendation. The embassy will implement the recommendation by May 2024 obtaining authorization from the Department's Bureau of Administration's Office of Commissary and Recreation Affairs or the Bureau of Administration's Office of the Procurement Executive, prior to procuring items from the employee association that are not included in cable 22 State 112112.

**OIG Recommendation 18:** Embassy Dar es Salaam should comply with Department standards for reviewing the certifications of its alternate certifying officers. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The embassy has a new Financial Management Officer, who arrived in November of 2023, who is conducting quarterly review of alternate certifying officers' certified vouchers. The first review will be completed in March 2024.

**OIG Recommendation 19:** Embassy Dar es Salaam should bring its cashier services into compliance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The embassy issued a cessation of provision of accommodation services to CLO and AERA in October 2023.

**OIG Recommendation 20:** Embassy Dar es Salaam should comply with Department standards for anti-nepotism reviews. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The embassy implemented the recommendation by updating its internal SOPs in October 2023 to include the processing of an annual Chief of Mission memo that complies with the anti-nepotism rules as required by 3 FAM 8314.

**OIG Recommendation 21:** Embassy Dar es Salaam should bring its Health Unit inventory management practices into compliance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. The embassy rectified the inventory gap and entered the pricing information manually. The embassy also updated protocols to allow counting by alternate officers in case of limited licensed personnel. The medication pricing issue is a system-wide problem that prevents pricing information per unit from being transferred/auto-populated to Med-X. This is a problem for every health unit and is being addressed by ILMS.

**OIG Recommendation 22:** Embassy Dar es Salaam should enable port security on its sensitive but unclassified access switches in accordance with Department standards. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. IRM enabled port security on all SBU switches in January 2024.

**OIG Recommendation 23:** Embassy Dar es Salaam should install firewalls on its Type 2 Non-Enterprise Networks. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. IRM has ordered the required firewalls. This will be completed in June 2024.

**OIG Recommendation 24:** Embassy Dar es Salaam should implement a procedure for regularly reviewing user accounts on its sensitive but unclassified network. (Action: Embassy Dar es Salaam)

**Management Response:** Embassy Dar es Salaam concurs with the recommendation. IRM adjusted its SOP in January 2024 to ensure it will disable user accounts after 60 days and delete them after 120 days which was completed in January 2024.

**OIG Recommendation 25:** Embassy Dar es Salaam should implement a procedure to confirm that all personnel using non-government electronic messaging applications for official business archive records generated on the applications in accordance with Department standards. (Action: Embassy Dar es Salaam)



**Management Response:** Embassy Dar es Salaam concurs with the recommendation. MGT and IRM are implementing a monthly e-certifications with all section representatives to ensure these procedures are followed. This is in pilot phase now and will be done in April 2024.



United States Department of State  
Washington, DC 20520

02/23/2024

TO: Office of the Inspector General – Arne Baker, Acting Assistant Inspector General for Inspections

FROM: The Bureau of Global Health Security and Diplomacy – Ambassador Dr. John N. Nkengasong, U.S. Global AIDS Coordinator and Special Representative for Global Health Diplomacy

SUBJECT: Response to Draft OIG Report – Inspection of Embassy Dar es Salaam, Tanzania (February 2024)

The Bureau of Global Health Security and Diplomacy (GHSD) has reviewed the draft Office of the Inspector General (OIG) inspection report. We provide the following comments in response to the recommendations provided by the OIG:

**OIG Recommendation 7:** The Bureau of Global Health Security and Diplomacy, in coordination with Embassy Dar es Salaam, should hire a U.S. President’s Emergency Plan for AIDS Relief Country Coordinator for Tanzania using a Civil Service limited noncareer appointment (LNA) in accordance with current policy. (Action: GHSD, in coordination with Embassy Dar es Salaam)

**Management Response:** The Bureau of Global Health Security and Diplomacy (GHSD) concurs with the recommendation. The Bureau is currently coordinating with the Ambassador and Deputy Chief of Mission (DCM) to begin the process for hiring an LNA Civil Servant to serve as the PEPFAR country coordinator. It is projected to take a year to fill the LNA position.

The point of contact for this memorandum is Gelila Teshome, GHSD - Executive Director.

## ABBREVIATIONS

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CDC	Centers for Disease Control and Prevention
COR	Contracting Officer's Representative
DCM	Deputy Chief of Mission
DEIA	Diversity, Equity, Inclusion, and Accessibility
FAM	Foreign Affairs Manual
FAST	First and Second Tour
ICS	Integrated Country Strategy
ILMS	Integrated Logistics Management System
INL	Bureau of International Narcotics and Law Enforcement Affairs
LE	Locally Employed
MOU	Memorandum of Understanding
NEN	Non-Enterprise Network
OBO	Bureau of Overseas Buildings Operations
PEPFAR	President's Emergency Plan for AIDS Relief
SHEM	Safety, Health, and Environmental Management
SOP	Standard Operating Procedure

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