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Office of Inspector General
United States Department of State

ISP-I-21-19

Office of Inspections

July 2021

Inspection of the Bureau of Information Resource Management's Office of Consolidated Customer Support

DOMESTIC OPERATIONS

UNCLASSIFIED



HIGHLIGHTS

Office of Inspector General
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What OIG Inspected

OIG inspected executive direction, IT operations, and management operations of the Bureau of Information Resource Management's Office of Consolidated Customer Support.

What OIG Recommends

OIG made 10 recommendations to the Bureau of Information Resource Management.

In its comments on the draft report, the Bureau of Information Resource Management concurred with 8 recommendations and disagreed with 2 recommendations. OIG considers 9 recommendations resolved and 1 recommendation unresolved. The Bureau of Information Resource Management's response to each recommendation, and OIG's reply, can be found in the Recommendations section of this report. The bureau's formal written response is reprinted in its entirety in Appendix B.

July 2021

OFFICE OF INSPECTIONS
DOMESTIC OPERATIONS

Inspection of the Bureau of Information Resource Management's Office of Consolidated Customer Support

What OIG Found

- The Office of Consolidated Customer Support's Office Director and the Deputy Director modeled the Department of State's leadership and management principles.
- The master service level agreement between the Office of Consolidated Customer Support and its customers was out of date, did not accurately reflect current IT needs, and did not distinguish the respective roles and responsibilities of the office and its customers.
- The master service level agreement did not include a policy for calculating incident and service request resolution times.
- The Department's technology modernization purchasing policies created challenges for the Office of Consolidated Customer Support to comply with the master level service agreement and risked creating security vulnerabilities on the Department's enterprise network.
- The Bureau of Information Resource Management did not conduct semiannual customer feedback surveys as required by the master service level agreement.
- The Office of Consolidated Customer Service and the Bureau of Administration's Executive Office, Working Capital Fund Division did not conduct comprehensive cost model studies to justify the \$1,790 per desktop service fee charged to customers.

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CONTEXT

The Office of Consolidated Customer Support (CCS) is one of five offices within the Operations Directorate of the Bureau of Information Resource Management (IRM). IRM's overall mission is to create an interconnected, secure, and informed Department of State (Department) through the prioritized, secure, and innovative application of IT resources. CCS supports that mission by managing the relationship between IRM and its customers to promote the development, use, and support of IT to further U.S. foreign diplomacy and policy advocacy. CCS delivers IT support services to 50 Department bureaus and offices and 8 non-Department entities, such as the American Institute of Taiwan.

According to 1 Foreign Affairs Manual (FAM) 276.4, CCS:

- Provides products and services to users of OpenNet, the Department's unclassified computer system, and ClassNet, the Department's classified computer system, and serves as the primary interface for IRM products and services.
- Implements IRM's long-range operational policies and plans.
- Provides coordination and direction for desktop support services and help desk operations for domestic and overseas diplomatic missions.
- Oversees the operations and management of two IT Marts to provide rapid and reliable services to OpenNet and ClassNet users.

At the time of the inspection, CCS's staffing included 5 Foreign Service positions, 52 Civil Service positions, and 287 third-party contractors. CCS is led by a Foreign Service Office Director and a Foreign Service Deputy Office Director, who comprise the CCS Front Office. In addition to the Front Office, CCS is divided into three divisions: the IT Service Center (ITSC), Desktop Support Services (DSS), and Operational Support Services (OSS). Each division is led by a Civil Service Division Chief who reports to the Deputy Office Director. A brief description of each division follows. See Figure 1 for CCS's organizational chart.

IT Service Center:

- The ITSC offers a single point of contact for assistance with the Department's IT products and services worldwide and provides 24/7 help desk support to 72,000 Department customers.
- In 2019, ITSC answered approximately 225,000 telephone calls, received more than 170,000 email requests, and opened approximately 454,000 service tickets. ITSC employees also performed approximately 65,000 desk-side support visits.

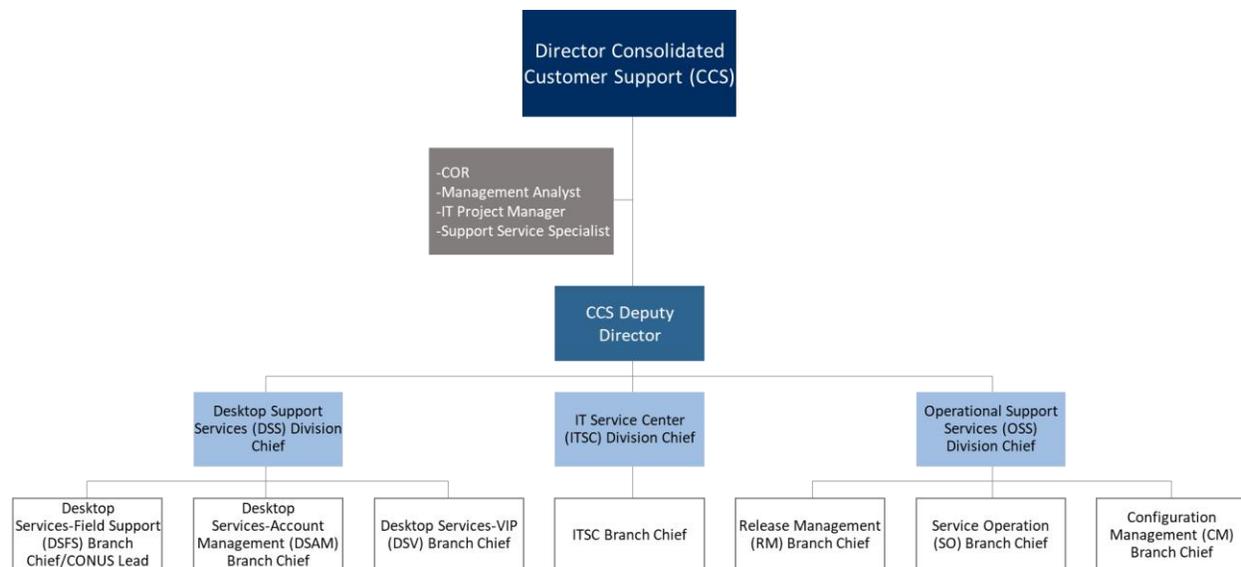
Desktop Support Services Division:

- The DSS supports the maintenance, management, and accountability of OpenNet and ClassNet desktop computers, peripherals, and network printers in the Washington metropolitan area and other areas throughout the United States.
- DSS also operates two IT Marts in Washington that offer walk-in services for OpenNet and ClassNet account holders.

Operational Support Services Division:

- OSS performs asset management and conducts the annual inventory of Washington area and other domestic IT equipment. The OSS asset management team is responsible for providing asset management services to customer bureaus, including the FY 2019 inventory of approximately 45,000 OpenNet and ClassNet hardware assets valued at more than \$34 million.
- OSS also performs incident management evaluations to determine and resolve root causes of recurring IT incidents and ensures compliance with Department desktop security guidelines.

Figure 1: Office of Consolidated Customer Support Organizational Chart



Source: OIG generated from information provided by CCS.

The CCS budget for FY 2019 was approximately \$60 million, with a projected budget of \$64 million for FY 2020. CCS receives all its funds through the Department's Working Capital Fund (WCF). The WCF is a revolving fund through which Department customers transfer appropriated funds to CCS as payment for IT services. The purpose of the WCF is to promote cost consciousness and efficiency. The Bureau of Administration's Office of the Executive Director, Working Capital Fund Division, administers the WCF.

OIG evaluated the bureau's executive direction, information technology operations, and resource management, consistent with Section 209 of the Foreign Service Act of 1980.¹

¹ See Appendix A.

EXECUTIVE DIRECTION

OIG assessed CCS's leadership on the basis of interviews that included comments on the leadership team, a review of OIG questionnaires completed by CCS staff and other documents, and virtual observations of office activities during this inspection.

The Office Director joined CCS in summer 2019 after his posting as Information Management Officer in Vietnam. His previous assignments included IT-related tours in IRM in Washington and overseas in Libya, Italy, and Eritrea. The Deputy Office Director joined CCS in summer 2019 after serving at the Foreign Service Institute. Her IT-related overseas assignments included Cyprus, Algeria, Italy, and Mexico. In Washington, she worked in IRM and the Operations Center.

OIG found the CCS Office Director and the Deputy Director modeled the Department's leadership and management principles in 3 FAM 1214. The Office Director and the Deputy Director worked closely together in managing the office, with the Director concentrating much of his attention on issues external to the office and the Deputy Director focusing on CCS internal issues and managing the three CCS divisions. A majority of the respondents to the OIG questionnaires, which included Civil Service and third-party contractor staff, rated the Office Director high in both leadership and management, specifically regarding such qualities as integrity, innovation, and taking responsibility.

CCS employees also cited the Office Director's commitment to customer service. One example was his use of "empathy research," which was an effort to identify how customers viewed the services CCS provided with the aim of improving customer service. For a few hours each week, the Office Director reached out to customers via email, telephone, or in person to follow up directly on the services they received from CCS. He conducted this outreach to gain insight and understanding about customer experiences and used the information to refine office policies to increase effectiveness, to note policies that were not being followed, or to revise policies or procedures. In another effort to improve customer service, the CCS Front Office implemented dashboards to visualize customer data in real time. The dashboards aggregated existing CCS data and summarized detailed information about bureau incident and service request statistics, hardware and software configurations, and end user feedback. This process helped CCS personnel to better understand their customers and quickly identify systemic problems. Notwithstanding the positive leadership, OIG identified deficiencies in IT operations, management operations, asset management, and customer communication. As described below, some of these deficiencies resulted from a 2011 master level service agreement (MSLA) that was in effect before current leadership arrived.

Continuity of Office Leadership

The CCS Office Director and employees raised the issue of a lack of continuity in office leadership caused by the designation of both the Office Director and Deputy Director as Foreign Service specialists. Office leadership and employees told OIG the frequent leadership changes

due to the rotation of Foreign Service specialists led to a lack of institutional knowledge and disruption in office operations, especially if the tour of duty end dates of the Office Director and Deputy Director coincided. IRM leadership acknowledged this as an issue and, at the time of the inspection, was reviewing a possible change to designate one of the positions as Civil Service.

INFORMATION TECHNOLOGY OPERATIONS

Master Service Level Agreement

In 2007, the Secretary of State announced the decision to consolidate the Department's desktop computer services and support functions that resided in 34 domestic bureaus and offices and centralize these operations in IRM. At the time of the decision, the Department operated 58 separate IT help desks. The purpose of the service and support consolidation was to allow for an optimized and cost-effective IT infrastructure supporting agency missions and customer service. The \$69 million project culminated in February 2011, with the opening of the Enterprise IT Help Desk and the execution of the Desktop Support MSLA,² which was agreed to by customer bureaus and offices and IRM. The purpose of the MSLA was to communicate IRM's performance targets for IT help desk and desktop support to customers. OIG identified deficiencies in the MSLA, as described below.

Master Service Level Agreement Was Not Updated in Accordance With Department Standards

The MSLA between CCS and customer bureaus and offices was not updated in accordance with Department standards. According to 5 FAM 155d, the Department requires that service level agreements include a review schedule that establishes standard review periods. A review also occurs if a service or any aspect of service delivery incurs modifications that may affect the documented service targets. OIG found several services in the current IRM service catalog³ that were not included in the MSLA, including global OpenNet account transfers, Microsoft Office 365, the Foreign Affairs Network, and other cloud services. Furthermore, OIG found the MSLA included performance targets for services that no longer exist in the Department, including OpenNet Everywhere,⁴ CableXpress,⁵ CLOUT,⁶ and BlackBerry services. In addition, OIG customer surveys indicated that customer bureaus and offices were sometimes uncertain of what services they were paying for or the level of service that was considered acceptable in terms of resolution time periods. This confusion was a result of the lack of alignment between the MSLA and the current IRM service catalog. Similarly, OIG's 2020 inspection of the Bureau of European and Eurasian Affairs⁷ cited that, although the technology environment—particularly

² The current version of the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement is version 4.0 dated February 2011.

³ The IRM service catalog is the list of IT services that are provided to customer bureaus and offices and can be found on the IT Services Online portal on OpenNet.

⁴ OpenNet Everywhere (ONE) allowed secure remote access to OpenNet from any Internet-connected device.

⁵ CableXpress was a custom application used to send and receive telegrams.

⁶ Common LAN Outbound Telegram (CLOUT) was a program used to release telegrams via email attachments.

⁷ OIG, *Inspection of the Bureau of European and Eurasian Affairs* (ISP-I-20-15, September 2020).

the use of mobile platforms and cloud computing—has evolved significantly since 2011, the MSLA had not been updated.

The last update to the MSLA was approved in February 2011. There have been two attempts to update the MSLA since then, but neither attempt resulted in an approved agreement. CCS leadership did not know why the MSLA had not been updated since 2011. Failure to regularly review and update service level agreements resulted in unclear customer service support responsibilities and obsolete and irrelevant service targets, as described above. Furthermore, failure to regularly review and update service level agreements can also result in inaccurate cost estimates.

Recommendation 1: The Bureau of Information Resource Management should review and update the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to align with the current Bureau of Information Resource Management service catalog.
(Action: IRM)

The Master Service Level Agreement Lacked a Clear Definition of Out-of-Scope Responsibilities

Although IT services that extend beyond the scope of the terms of the MSLA are a customer responsibility, the MSLA did not define clearly which IT services are considered out of scope. The IRM Incident Management Process Guide⁸ defines out-of-scope services as “those incidents supported by customer bureau technicians or by IRM offices outside of [CCS].” Section 3.0 of the MSLA was intended to provide details about the IT services considered “in/out-of-scope” services.⁹ However, OIG’s review of the MSLA found no mention or definition of out-of-scope services beyond the reference to Section 3.0. Furthermore, CCS personnel told OIG that they did not have any other official documents that defined out-of-scope services. Additionally, CCS staff stated that it was not uncommon for customer bureau IT service desks to disagree with CCS on who had responsibility for resolving those incident and service requests that CCS deemed to be out of scope.

Past OIG reports highlighted the issue of lack of clarity regarding out-of-scope services,¹⁰ an issue that persists. CCS employees stated they rely on the customer bureau service desks to take responsibility for resolving out-of-scope incident or service requests. However, as noted above, disagreement on who had responsibility for resolving the requests often occurred and as reported by CCS staff, sometimes resulted in extended wait times. The Government

⁸ The Incident Management Process Guide governs the incident related activities of each CCS Tier-1 and Tier-2 support team, and CCS’s support of domestic consolidated bureaus. According to 1 FAM 276.4-1, tier-1 support is defined as first-level support when a user calls the IT Service Center. Tier-2 support is defined in 1 FAM 276.4-2 as “desktop to wall plate” support for all operation and maintenance measures concerned with or directly related to user workstations for consolidated domestic bureaus. See IRM, Incident Management Process Guide, August 2018.

⁹ The Enterprise IT Help Desk and Desktop Support Master Service Level Agreement states that Section 3.0 provides more detail about IT services considered “in/out-of-scope.” See Enterprise IT Help Desk and Desktop Support Master Service Level Agreement version 4.0, February 2011, at 3.

¹⁰ OIG, *Evaluation of the Information Technology Consolidation Project at the Department of State* (AUD-IT-10-11, February 2010); and ISP-I-20-15, September 2020.

Accountability Office's *Standards for Internal Control in the Federal Government*¹¹ states that management should develop overall responsibilities that enable an entity to achieve its objectives and assigns these responsibilities to discrete units to enable the organization to operate in an efficient and effective manner. The absence of clearly defined out-of-scope IT service responsibilities creates confusion among IRM and customer bureaus and offices regarding their specific responsibilities to users, which can lead to unnecessary wait times for customer incidents or service request resolutions and customer frustration.

Recommendation 2: The Bureau of Information Resource Management should define out-of-scope services in the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement. (Action: IRM)

Master Service Level Agreement Did Not Include Methodology for Calculating Incident Resolution Time

Although the MSLA established specific incident and service request resolution times for most items in the IRM service catalog, it did not define the methodology for calculating the resolution times. To comply with the terms of the MSLA, an incident or service request must be resolved by the service provider within the agreed-upon resolution time. However, CCS help desk analysts and desktop technicians could place incident tickets in a "pending status" if the incident required additional support from an external service provider, a user action was needed, a user was unavailable, or the incident needed to be monitored. The time that a ticket spent in pending status was excluded from the incident resolution time calculation (i.e., the clock for measuring the ticket resolution time stopped while a ticket was in pending status). For example, an incident that took 40 business hours to resolve but was in pending status for 32 of those 40 hours would be calculated as being resolved in 8 business hours.

CCS and IRM created several internal documents that address pending tickets and the methodology of excluding the pending status time from the incident resolution time calculation. However, OIG reviews of the MSLA found no mention of pending tickets or the calculation methodology, or any evidence that the customer bureaus agreed to the use of the calculation methodology for calculating incident and service request resolution times. Department standards in 5 FAM 151a states that service agreements provide the Department and IRM with the insights and expectations required to deliver services to the Department's bureaus. Omitting the pending status time calculation policy from the MSLA can create confusion and unrealistic expectations by customer bureaus and offices.

Recommendation 3: The Bureau of Information Resource Management should update the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to include the methodology for calculating the incident resolution time. (Action: IRM)

¹¹ Government Accountability Office, *Standards for Internal Control in the Federal Government* (GAO-14-704G, September 2014).

Bureau of Information Resource Management Changed the Technology Modernization Policy Without Updating the Master Service Level Agreement

IRM deviated from the technology modernization policy established in the MSLA without informing customer bureaus and offices. The MSLA stated that IRM's Global IT Modernization (GITM) program office, in coordination with CCS, is responsible for replacing 25 percent of OpenNet and ClassNet workstations and printers annually for domestic bureaus funded by the Diplomatic Programs appropriation. This would enable a 4-year modernization cycle. Additionally, the MSLA states that GITM procures workstations and printers based on workstation counts obtained from the domestic bureaus and CCS. However, based on interviews with CCS staff, OIG found that printers are not included in GITM or CCS technology modernization planning¹² and are replaced only if a printer breaks and cannot be repaired. IRM officials stated that IRM budget constraints made compliance with the technology modernization policy, as established in the MSLA, difficult. The failure to update service level agreements and inform customers when policies change can lead to unrealistic expectations and policies that do not meet customer needs.

Recommendation 4: The Bureau of Information Resource Management should update the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to reflect the current technology modernization policy. (Action: IRM)

Technology Modernization Purchasing Policies Created Security Challenges for Master Service Level Agreement Compliance

The Department's technology modernization purchasing policies created security challenges for CCS to comply with the MSLA. The MSLA states that CCS is responsible for the maintenance, management, and accountability of "in-scope" IT assets and ensuring that the customer desktop support environments comply with Department security policies. Although GITM, in coordination with CCS, is responsible for providing Diplomatic Programs-funded domestic bureaus with a 4-year modernization cycle for workstations and printers, several bureaus chose to manage their own modernization cycle to retain more control over their IT budgets.

However, bureaus that manage their own modernization cycle often did not replace their workstations to keep pace with the Department's security baseline requirements and therefore made it difficult for CCS to comply with the MSLA. According to 5 FAM 861.3b, the oldest hardware that can be on the network must meet the GITM minimum hardware specifications. Meeting minimum hardware specifications ensures that the installed software can be updated in accordance with Department guidance. OIG observed that from November 2019 to February 2020, CCS missed security risk score performance targets tied to the MSLA because a bureau that chose to modernize its own workstations did not do so quickly enough, and the bureau's workstations became too old to meet the Department's security baseline requirements. Additionally, at times, CCS had to request exceptions to security policies because bureau

¹² CCS is responsible for providing technology hardware replacement requirements to GITM, and GITM is responsible for procurement planning and execution.

workstation hardware was incompatible with required updates. The failure to comply with minimum hardware specifications risks creating security vulnerabilities on the Department's enterprise network. IRM officials told OIG that the bureau would review the modernization purchasing policies in 2021.

Recommendation 5: The Bureau of Information Resource Management should review its technology modernization purchasing policies and determine if the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement requires updates to these policies based on its review. (Action: IRM)

Operational Level Agreements

Office of Consolidated Customer Support Did Not Have a Defined Process for Establishing and Updating Operational Level Agreements

OIG found that CCS did not establish operational level agreements (OLA) when a new service was added to the IRM service catalog. An OLA is an agreement between the service provider, such as CCS, and another component of IRM that supports and defines the service provider's delivery of services to customers. OIG interviews and reviews indicated that CCS did not have a process to establish or update OLAs to support service delivery to customer bureaus and offices when a new service was added to the IRM service catalog. According to 1 FAM 276.4-1(6), CCS should provide first-level support to OpenNet and ClassNet users, and when appropriate, transfer requests to other IRM service providers or Department technical support. The failure to establish and update OLAs prevents CCS help desk analysts and desktop technicians from being aware of how to provide adequate support or how to properly route customer service requests to other IRM service providers, when required.

Recommendation 6: The Bureau of Information Resource Management should establish a process to update operational level agreements when a new service is added to the bureau's service catalog or an existing service is modified in a way that affects documented service targets. (Action: IRM)

ASSET MANAGEMENT

Internal Controls Did Not Meet Department Standards for Separation of Duties

CCS's internal controls for asset management did not meet Department requirements for separation of duties for property management. As part of the MSLA, the GITM program office procures equipment for CCS to provide to customers. Once procured by GITM, the IT equipment is delivered to the offsite CCS storage warehouse, and equipment inventory information is manually entered into the Department's Integrated Logistics Management System (ILMS).¹³ OIG found that one CCS employee receives the equipment and records the

¹³ The Integrated Logistics Management System is an integrated web-based system that encompasses all Department supply chain functions in one system. It is designed to upgrade Department supply chain management

information in ILMS, without verification from a second employee. According to 14 FAM 423.1, sound management control systems must ensure that a single individual does not control all aspects of procurement transactions affecting the receipt, storage, or disposition of expendable or nonexpendable property. Additionally, procurement, receiving property, payment for property, records keeping, and conducting the annual physical inventory are duties that should be kept separate whenever possible. IT equipment received and recorded without the required separation of duties is vulnerable to theft or lack of inventory accountability.

Recommendation 7: The Bureau of Information Resource Management should establish and implement procedures that comply with the Department's separation of duties requirement for the receipt, storage, or disposition of expendable and nonexpendable property in the Office of Consolidated Customer Support. (Action: IRM)

CUSTOMER COMMUNICATION

During the inspection, OIG conducted a customer survey with executive directors or equivalent officials of customer bureaus and offices to measure customer satisfaction with the IT services provided by CCS. Through interviews and a review of CCS's documents, OIG found that CCS complied with performance targets established in the MSLA and received positive responses from individual customer feedback surveys, which are completed when an incident or service request is resolved. Nevertheless, the OIG customer survey indicated a general unfamiliarity with the MSLA among survey respondents and ongoing customer frustration. The most cited complaints among survey respondents pertained to slow service response times, confusion regarding tickets being closed without the incident or service request being resolved, and having to navigate multiple IRM offices for ticket resolution.

Semiannual Customer Feedback Survey Was Not Conducted

IRM did not conduct semiannual customer feedback surveys as required by the MSLA. The MSLA states that IRM will distribute a survey to customer bureaus and offices on a semiannual basis to measure customers' general satisfaction with overall IT support provided by IRM and solicit feedback on ways to improve services. However, IRM officials stated that they have not conducted a survey in several years. The office that was originally designated in the MSLA to conduct the surveys was dissolved and responsibility for conducting the surveys was never reassigned to another office. The failure to measure customers' general satisfaction with overall IT support can result in service delivery that is not aligned with customer requirements and expectations.

Recommendation 8: The Bureau of Information Resource Management should conduct semiannual customer feedback surveys in accordance with the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement. (Action: IRM)

by improving operations in purchasing, procurement, warehousing, transportation, property management, personal effects, and diplomatic pouch and mail.

The Bureau of Information Resource Management Did Not Have a Forum for Communicating With Customers

IRM did not have a communication forum for regular communication with customer bureaus and offices regarding the level of IT support provided and any issues that needed attention. When the IT consolidation project was first implemented in 2007,¹⁴ IRM chaired the Customer Service Advisory Forum (CSAF) that was composed of 11 senior-level stakeholders from bureaus across the Department and served as a central forum for stakeholders to participate and work towards continual IT service improvement. However, the CSAF was discontinued in approximately 2014 and has not been replaced with a similar forum.

OIG customer surveys indicated that the absence of a communication forum such as the CSAF reduced customer awareness about changes to the IRM service catalog and limited customers' ability to discuss and address systemic issues with IT support. Furthermore, CCS personnel told OIG that the absence of a communication forum with customer bureaus and offices hindered their ability to execute the office's mission because it reduced their ability to discuss changes with the customers and incorporate the customer's perspective into the change management process. The Government Accountability Office's *Standards for Internal Control in the Federal Government*¹⁵ requires management to communicate with external parties and to open two-way external reporting lines to allow for communication. Insufficient regular communication between IRM and their customers can lead to IT support that is not aligned with customers' requirements and expectations.

Recommendation 9: The Bureau of Information Resource Management should establish a communication forum for regular communication and interaction with its customers.
(Action: IRM)

MANAGEMENT OPERATIONS

CCS relied on the Bureau of Administration's Executive Office (A/EX) to provide human resources, general services, and financial management services, including budget planning, execution, and management. Because a review of A/EX was outside the scope of this inspection, OIG focused solely on IT budget and fee management and contract administration related to CCS operations.

Service Fees

CCS's annual funding comes from the Department's WCF. Under the WCF, an office does not receive its own appropriated funds. Instead, other bureaus give a portion of their appropriated funds as a fee for service. CCS and A/EX's Working Capital Fund Division regularly met on the

¹⁴ As described in the Master Service Level Agreement section of this report, in 2007, the Department consolidated the desktop computer services and support functions that resided in each domestic bureau and office and centralized these operations in IRM.

¹⁵ GAO-14-704G, September 2014, at 62.

CCS budget. The CCS annual WCF budget was set to approximately \$60 million for FY 2019; this was based on revenue generated from the number of desktops supported at an annual fee of \$1,790 cost per desktop.

Comprehensive Cost Model Studies Were Not Conducted to Justify the Desktop Service Fee

OIG found that CCS and A/EX's Working Capital Fund Division did not conduct comprehensive cost model studies to justify the \$1,790 per desktop service fee that has been charged to customers since May 2011. Such cost model studies are required by the memorandum of understanding signed in October 2016 between IRM and A/EX's Working Capital Fund Division.¹⁶ Specifically, the memorandum of understanding requires comprehensive cost model studies be completed either every 5 years or when there is a carryover balance greater than 10 percent of CCS revenues, less the allowance for capital expenditures. As described below, the latter requirement applied in this case.

Although the comprehensive cost model studies had not been completed as required, CCS and A/EX's Working Capital Fund Division did review expenditures and revenue annually, as required in 4 Foreign Affairs Handbook (FAH)-3 H-113.4-3b.¹⁷ However, the annual reviews did not result in adjustments to the \$1,790 desktop service fee. As a result, revenue from the desktop service fees exceeded the limits outlined in the 2016 memorandum of understanding of a 1 to 2 percent surplus annually, not to exceed 5 percent over a 5-year period. Furthermore, because the desktop service fee was not adjusted to better align with expenditures, the excess fees resulted in a carryover¹⁸ exceeding 10 percent of CCS revenues in 8 out of 10 years from FY 2009 to FY 2019. In addition, the carryover from FY 2020 into FY 2021 was approximately \$29 million (47 percent of CCS revenues, far exceeding the 10 percent threshold that should trigger a comprehensive cost model study). CCS and A/EX's Working Capital Fund Division justified the revenues to the Bureau of Budget and Planning as a contingency to cover additional IT needs due to rapid advances in technology, overlap between the current and new contractor, and general operational changes. Notwithstanding these justifications for the excess revenue, CCS and A/EX's Working Capital Division did not conduct the required comprehensive cost model studies to assess, and if necessary, adjust the desktop service fee charged to customers. Failure to review fees charged to customers may result in an overage or underage in customer costs and contradicts the intent of the WCF to foster cost consciousness and efficiency for both customers and service providers.

¹⁶ Department of State, "Memorandum of Understanding (MOU) The Department of State (DOS) Between Bureau of Information Resource Management (IRM) and Bureau of Administration (A) for Working Capital Fund (WCF) Bureau Roles & Responsibilities" 2 (November 2016).

¹⁷ According to 4 FAH-3 H-113.4-3b, WCF charges are reviewed annually, and a pricing schedule is published and distributed to all potential users.

¹⁸ The Bureau of Budget and Planning sets an annual carryover threshold of 10 percent of actual prior year revenue. Carryover is the cumulative total of all prior year revenue and recoveries less the annual budgetary outlays. See Bureau of Budget and Planning, *Working Capital Fund Carryforward Policy and Procedures Handbook*, December 2018.

Recommendation 10: The Bureau of Information Resource Management, in coordination with the Bureau of Administration should, upon completion of the comprehensive cost model study, adjust the Office of Consolidated Customer Support's desktop service fee, if necessary, and publish a pricing schedule for all customers. (Action: IRM, in coordination with A)

Contract Administration

OIG reviewed contract management for the office's largest contract, SAQMMA12F1424 (referred to in this report as the Vanguard contract), valued at approximately \$33 million annually. The Department planned to replace the Vanguard contract with a successor contract in December 2020. OIG found that the Contracting Officer's Representative (COR) and alternate COR generally carried out responsibilities such as invoice reviews and contractor performance evaluations, as required by 14 FAH-2 H-142, with the exceptions discussed below.

Office of Consolidated Customer Support Contract Administration Needed Improvement

OIG found the COR and Government Technical Monitor (GTM) files were not maintained in accordance with Department standards and the Vanguard Quality Assurance Surveillance Plan (QASP) was not followed.¹⁹ For the COR and GTM files, OIG's review determined that the files did not contain documents required by 14 FAH-2 H 517a. For example, some GTMs kept correspondence records in personal email folders and did not document interactions with the contractors, including analysis of performance assessments.

With respect to the QASP, OIG determined that CCS ceased to follow it. For example, the QASP prescribed a series of reviews of vendor performance culminating in a final meeting of the Vendor Performance Assessment Committee chaired by the CCS Office Director. However, these meetings were not held. Instead, CCS assessed contractor performance by ad hoc means. CCS officials told OIG that they stopped using the QASP because they did not believe that it was a useful method of contract surveillance.

Despite these deficiencies, OIG found no evidence that the work called for in the contract was not completed. However, without adequate contract administration and oversight, CCS is at risk of accepting substandard work from the contractor or allowing the contractor to not meet the terms of the contract, thus potentially wasting U.S. Government resources. As stated above, the Vanguard contract was ending in December 2020, and CCS agreed to comply with Department and contract requirements in the new contract.

¹⁹ The Federal Acquisition Regulation (FAR) 46.401(a) states that "contract quality assurance shall be performed at such times . . . as may be necessary to determine that the supplies or services conform to contract requirements." A Quality Assurance Surveillance Plan should be prepared in conjunction with the Statement of Work. The plan should specify all work requiring surveillance and the method of surveillance.

RECOMMENDATIONS

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 Bureau of Information Resource Management. The Bureau of Information Resource Management's complete response can be found in Appendix B.¹

Recommendation 1: The Bureau of Information Resource Management should review and update the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to align with the current Bureau of Information Resource Management service catalog. (Action: IRM)

Management Response: In its June 4, 2021, response, the Bureau of Information Resource Management concurred with this recommendation. The bureau estimated completion in FY 2022.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the Bureau of Information Resource Management reviewed and updated the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to align with the current Bureau of Information Resource Management service catalog.

Recommendation 2: The Bureau of Information Resource Management should define out-of-scope services in the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement. (Action: IRM)

Management Response: In its June 4, 2021, response, the Bureau of Information Resource Management disagreed with this recommendation. The bureau noted that as it takes on new services, the definition of what is considered out of scope continues to change. Therefore, the master service level agreement (MSLA) is not a suitable place for this definition. Instead, the bureau will collaborate with its Office of Business Management and Planning to define five customer profiles that can be included in the MSLA. These include centralized IT support, centralized domestic only, fully centralized with no hardware buy-in, partially centralized, and non-supported. The bureau estimated completion in FY 2022.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the Bureau of Information Resource Management included five customer profiles defining out-of-scope services in the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement.

¹ OIG faced delays in completing this work because of the COVID-19 pandemic and resulting operational challenges. These challenges included the inability to conduct most in-person meetings, limitations on our presence at the workplace, difficulty accessing certain information, prohibitions on travel, and related difficulties within the agencies we oversee, which also affected their ability to respond to our requests.

Recommendation 3: The Bureau of Information Resource Management should update the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to include the methodology for calculating the incident resolution time. (Action: IRM)

Management Response: In its June 4, 2021, response, the Bureau of Information Resource Management concurred with this recommendation. The bureau estimated completion in FY 2022.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the Bureau of Information Resource Management updated the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to include the methodology for calculating the incident resolution time.

Recommendation 4: The Bureau of Information Resource Management should update the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to reflect the current technology modernization policy. (Action: IRM)

Management Response: In its June 4, 2021, response, the Bureau of Information Resource Management concurred with this recommendation. The bureau estimated completion in FY 2022.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the Bureau of Information Resource Management updated the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to reflect the current technology modernization policy.

Recommendation 5: The Bureau of Information Resource Management should review its technology modernization purchasing policies and determine if the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement requires updates to these policies based on its review. (Action: IRM)

Management Response: In its June 4, 2021, response, the Bureau of Information Resource Management concurred with this recommendation. The bureau estimated completion in FY 2022.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the Bureau of Information Resource Management reviewed its technology modernization purchasing policies and determined if the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement requires updates to these policies based on its review.

Recommendation 6: The Bureau of Information Resource Management should establish a process to update operational level agreements when a new service is added to the bureau's service catalog or an existing service is modified in a way that affects documented service targets. (Action: IRM)

Management Response: In its June 4, 2021, response, the Bureau of Information Resource Management concurred with this recommendation. The bureau noted estimated completion by December 2021.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the Bureau of Information Resource Management established a process to update operational level agreements when a new service is added to the bureau's service catalog or an existing service is modified in a way that affects documented service targets.

Recommendation 7: The Bureau of Information Resource Management should establish and implement procedures that comply with the Department's separation of duties requirement for the receipt, storage, or disposition of expendable and nonexpendable property in the Office of Consolidated Customer Support. (Action: IRM)

Management Response: In its June 4, 2021, response, the Bureau of Information Resource Management disagreed with this recommendation. The bureau noted that the Office of Consolidated Customer Support (CCS) does not procure equipment for bureau distribution. The bureau's Global IT Modernization Office (GITM), as the procurement arm for all IT consolidated assets, orders, pays, and receives inventory from vendors. CCS supports installation and management of IT assets. GITM orders inventory on behalf of the consolidated bureaus via Ariba. Once received, GITM coordinates delivery of the consolidated inventory to the CCS warehouse. The inventory is delivered with an inspection report, and the CCS warehouse team validates the received inventory against the report. Upon validation, GITM transfers the inventory data in the Integrated Logistics Management System (ILMS) from the GITM business unit to the CCS business unit.

OIG Reply: OIG considers the recommendation unresolved. OIG acknowledges that, as stated in the report, CCS does not procure equipment for bureau distribution. OIG also acknowledges that the bureau's established procurement process enables the automatic transfer of some inventory within ILMS. However, CCS told OIG that for transfers of large orders, CCS staff record the inventory receipt information in ILMS manually. Furthermore, as noted in the report, OIG found that one CCS employee both receives and records the equipment information in ILMS, without verification from a second employee. According to 14 Foreign Affairs Manual 423.1, sound management control systems must ensure that a single individual does not control all aspects of procurement transactions affecting the receipt, storage, or disposition of expendable or nonexpendable property. Additionally, procurement, receiving property, payment for property, records keeping, and conducting the annual physical inventory are duties that should be kept separate whenever possible. The recommendation can be closed when OIG receives and accepts documentation that the Bureau of Information Resource Management established and implemented procedures that comply with the Department's separation of duties requirement for the receipt, storage, or disposition of expendable and nonexpendable property in the Office of Consolidated Customer Support.

Recommendation 8: The Bureau of Information Resource Management should conduct semiannual customer feedback surveys in accordance with the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement. (Action: IRM)

Management Response: In its June 4, 2021, response, the Bureau of Information Resource Management 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 Information Resource Management conducted semiannual customer feedback surveys in accordance with the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement.

Recommendation 9: The Bureau of Information Resource Management should establish a communication forum for regular communication and interaction with its customers. (Action: IRM)

Management Response: In its June 4, 2021, response, the Bureau of Information Resource Management 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 Information Resource Management established a communication forum for regular communication and interaction with its customers.

Recommendation 10: The Bureau of Information Resource Management, in coordination with the Bureau of Administration should, upon completion of the comprehensive cost model study, adjust the Office of Consolidated Customer Support's desktop service fee, if necessary, and publish a pricing schedule for all customers. (Action: IRM, in coordination with A)

Management Response: In its June 4, 2021, response, the Bureau of Information Resource Management concurred with this recommendation. The bureau noted an estimated completion date of March 2022.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the Bureau of Information Resource Management, upon completion of the comprehensive cost model study, adjusted the Office of Consolidated Customer Support's desktop service fee, if necessary, and published a pricing schedule for all customers.

PRINCIPAL OFFICIALS

Title	Name	Arrival Date
Office of Consolidated Customer Support		
Office Director	Todd Cheng	7/2019
Deputy Office Director	Laura Williams	7/2019
IT Service Center Division Chief	Roger Smith	9/2019
Operational Support Services Division Chief	Wade Wallace	12/2009
Desktop Support Services Division Chief	Keith White	4/2018

Source: Generated by OIG from data provided by Office of Consolidated Customer Support.

APPENDIX A: OBJECTIVES, SCOPE, AND METHODOLOGY

This inspection was conducted from August 31, 2020, to January 28, 2021, in accordance with the Quality Standards for Inspection and Evaluation, as issued in 2012 by the Council of the Inspectors General on Integrity and Efficiency, and the Inspections Handbook, as issued by 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 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 instance of fraud, waste, or abuse exist; and whether adequate steps for detection, correction, and prevention have been taken.

The specific objectives for this inspection included determining:

- **Front Office Communication and Leadership:** whether the Bureau of Information Resource Management, Office of Consolidated Customer Support (CCS) Office Director and Deputy Director conveyed strategic priorities and office management issues internally, modeled integrity, were decisive, and pursued innovation, consistent with 3 Foreign Affairs Manual (FAM) 1214(1), (2), and (9).
- **Master Service Level Agreement:** whether CCS provided IT services to its customers in accordance with the terms of the Enterprise Helpdesk and Desktop Master Service Level Agreement (MSLA) and whether the MSLA needed to be updated, with customer input, due to new Department IT needs and a changing IT environment.
- **Operational Level Agreements:** whether operational level agreements were established and updated to ensure effective coordination between CCS and other components of the IRM Bureau.
- **Asset Management:** whether CCS established systems and procedures to provide asset management for bureau hardware in accordance with 1 FAM 276.4-3(7) and whether Bureau of Administration guidance complied with desktop technology refresh rates established in the MSLA.

- **Customer Communications:** whether CCS has fora to communicate with customers to ensure transparency, reduce customer frustration, and to provide a venue to hear customer concerns and learn of systemic issues.
- **Service Fees:** whether the fee charged to customers for workstation support (\$1,790 annually per workstation) was determined and justified by cost model studies.
- **Contract Management and Oversight:** whether CCS fulfilled the responsibilities mandated in 12 Foreign Affairs Handbook (FAH)-2 H-142, 14 FAH-2 H-517, and 12 FAM 22 by maintaining oversight through properly documented files.

Methodology

OIG used a risk-based approach to prepare for this inspection. Due to the COVID-19 pandemic and taking into consideration relevant guidance, OIG conducted the inspection remotely and relied on audio- and video-conferencing tools in lieu of in-person interviews with Department and other personnel. OIG also reviewed pertinent records; circulated surveys and compiled the results; and reviewed the substance of the report and its findings and recommendations with offices, individuals, and organizations affected by the inspection. OIG used professional judgment, along with physical, documentary, testimonial, and analytical evidence collected or generated, to develop its findings, conclusions, and actionable recommendations.

APPENDIX B: MANAGEMENT RESPONSE



United States Department of State
Washington, D. C. 20520

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Read by _____

**NOTE FOR ACTING ASSISTANT INSPECTOR GENERAL
HWANG**

FROM: IRM – Keith A. Jones **KEITH A
JONES**  Digitally signed by KEITH A
JONES
Date: 2021.06.04 17:20:38
-04'00'

SUBJECT: (U) Response to Draft OIG Report – Inspection of the
Bureau of Information Resource Management’s Office of
Consolidated Customer Support

The Bureau of Information Resource Management Office of
Consolidated Customer Support has reviewed the draft OIG inspection
report and provides the following response to the recommendations
issued by the OIG:

OIG Recommendation 1: The Bureau of Information Resource
Management should review and update the Enterprise IT Help Desk and
Desktop Support Master Service Level Agreement to align with the
current Bureau of Information Resource Management service catalog.
(Action: IRM)

IRM Response: IRM concurs with the recommendation. IRM is
collaborating with bureau partners and IRM stakeholders to update the
Master Service Level Agreement (MSLA). IRM/BMP anticipates an
update to be published in FY 2022.

OIG Recommendation 2: The Bureau of Information Resource
Management should define out-of-scope services in the Enterprise IT
Help Desk and Desktop Support Master Service Level Agreement.
(Action: IRM)

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IRM Response: IRM does not concur with the recommendation. As new services are taken over by IRM, the definition of out-of-scope (OOS) is ever changing and the MSLA is not a suitable place for this definition. Instead, IRM will collaborate with IRM/BMP to define five customer profiles that can be included in the MSLA. These include centralized IT Support, Centralized Domestic Only, Full Centralized with no Hardware buy in, partially centralized, and non-supported. IRM/BMP anticipates an update to be published in FY 2022.

Centralized (IT Desktop)			Centralized Domestic Only	Fully Centralized No Hardware Buy-in	Partially Centralized No Hardware Buy-in	Not Centralized
A	FSGB	MED	AF	CSO	CA	INR
AIT	H	MPRI	EAP	DS	PSI	CSG
BP	HR (GTM)	OES	EUR & IO	ECA	R Undersecretariat	S/ES
CGFS	IBC	OFM	NEA & SCA	GPA	S/GAC	TIP
CPR	UC	IRM	WHA	INL		
CT	IRM	R/GEC		OSO		
DRL	IRM/CCS	R_PRR				
DTS-PO	IRM/MFA	S-GPI				
EB	IRM/TWD	T(AVC)				
ENR	ISN	T(PM)				
F	L					

OIG Recommendation 3: The Bureau of Information Resource Management should update the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to include the methodology for calculating the incident resolution time. (Action: IRM)

IRM Response: IRM concurs with the recommendation. IRM is collaborating with bureau partners and IRM stakeholders to update the Master Service Level Agreement (MSLA). IRM/BMP anticipates an update to be published in FY 2022.

OIG Recommendation 4: The Bureau of Information Resource Management should update the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement to reflect the current technology modernization policy. (Action: IRM)

IRM Response: IRM concurs with the recommendation. IRM is collaborating with bureau partners and IRM stakeholders to update the

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Master Service Level Agreement. IRM/BMP anticipates an update to be published in FY 2022.

OIG Recommendation 5: The Bureau of Information Resource Management should review its technology modernization purchasing policies and determine if the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement requires updates to these policies based on its review. (Action: IRM)

IRM Response: IRM concurs with the recommendation. IRM is collaborating with bureau partners and IRM stakeholders to update the Master Service Level Agreement. IRM/BMP anticipates an update to be published in FY 2022.

OIG Recommendation 6: The Bureau of Information Resource Management should establish a process to update operational level agreements when a new service is added to the bureau's service catalog or an existing service is modified in a way that affects documented service targets. (Action: IRM)

IRM Response: IRM concurs with the recommendation. IRM is working to establish a process to update operational level agreements (OLA). The IT Service Center (ITSC) has taken the lead on this task to create and update OLAs as new services are added to the IRM service catalog. IRM anticipates a process to be established by December 2021.

OIG Recommendation 7: The Bureau of Information Resource Management should establish and implement procedures that comply with the Department's separation of duties requirement for the receipt, storage, or disposition of expendable and nonexpendable property in the Office of Consolidated Customer Support. (Action: IRM)

IRM Response: IRM non concurs with the recommendation. IRM has an established process in place. CCS does not procure equipment for bureau distribution. IRM/FO/ITI/GITM is the procurement arm for all

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IT Consolidated assets; GITM orders, pays and receives inventory from vendors. CCS supports installation and management of IT assets. GITM orders inventory on behalf of the consolidated bureaus via Ariba (ILMS Module). Once received, GITM coordinates delivery of the consolidated inventory to the CCS warehouse. The inventory is delivered with an Inspection Report. The CCS warehouse team validates the received inventory against the report. Upon validation, GITM transfers the inventory data using Final Receipt (in accordance with 14 FAH-1 H-310) from GITM business unit to CCS business unit within ILMS; Given that IRM already has a strong process in place, IRM respectfully requests that OIG not include this recommendation in the final, published report.

OIG Recommendation 8: The Bureau of Information Resource Management should conduct semi-annual customer feedback surveys in accordance with the Enterprise IT Help Desk and Desktop Support Master Service Level Agreement. (Action: IRM)

IRM Response: IRM concurs with the recommendation. IRM is currently working to establish a semi-annual customer survey in IRMs IT Service Management (ITSM) platform. IRM anticipates user acceptance testing to begin in August 2021.

OIG Recommendation 9: The Bureau of Information Resource Management should establish a communication forum for regular communication and interaction with its customers. (Action: IRM)

IRM Response: IRM concurs with the recommendation. IRM currently has multiple customer communication frameworks in place; however, OIG customer surveys illustrate customers may be unclear of or do not understand how to access these forums. IRM will develop an awareness campaign to market what is already available and ensure they are utilized in ways that bring customer voice into IRM process and technology. IRM offices that provide resources for communicating with customers include the Office of Consolidated Customer Support (CCS),

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Customer Liaison Division (CLD), Strategic Communications Management Unit (SCM), Tech@State, and eDiplomacy. CCS is developing a CRM strategy in partnership with these IRM offices, to strengthen communications with customers and stakeholders.

OIG Recommendation 10: The Bureau of Information Resource Management, in coordination with the Bureau of Administration should, upon completion of the comprehensive cost model study, adjust the Office of Consolidated Customer Support's desktop service fee, if necessary, and publish a pricing schedule for all customers. (Action: IRM, in coordination with A)

IRM Response: IRM concurs with the recommendation. IRM has partnered with A/EX/WCF to develop a plan of action and milestones for engagement. IRM anticipates commencing in August 2021 for a March 2022 completion. (Action: IRM, in coordination with A-IRM/EX/WCF)

If you have any questions or concerns, please contact Craig Hootselle at HootselleCS@state.gov / (202) 615-6557 or Robin Flemming at flemmingr@state.gov / (202) 634-3746.

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ABBREVIATIONS

A/EX	Bureau of Administration's Executive Office
CCS	Office of Consolidated Customer Support
COR	Contracting Officer's Representative
CSAF	Customer Service Advisory Forum
DSS	Desktop Support Services Division
FAH	Foreign Affairs Handbook
FAM	Foreign Affairs Manual
GITM	Global IT Modernization Office
GTM	Government Technical Monitor
ILMS	Integrated Logistics Management System
IRM	Bureau of Information Resource Management
ITSC	IT Service Center Division
MSLA	Master Service Level Agreement
OLA	Operational Level Agreements
OSS	Operational Support Services Division
QASP	Quality Assurance Surveillance Plan
WCF	Working Capital Fund

OIG INSPECTION TEAM MEMBERS

Ken Gross, Team Leader
Judith Spelbrink, Team Manager
Iris Rosenfeld, Assistant Team Manager
Eric Chavera
Craig Cheney
Brett Fegley
Martha Fikru
Kevin Milas

Other Contributors

Joy Atkins
Cindy Cobham
Matt Ragnetti
Rebecca Sawyer



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WPEAOmbuds@stateoig.gov