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Angela Kissel, Acting Chief Compliance Officer

**From:** Kathy A. Buller, Inspector General 

**Date:** April 9, 2018

**Subject:** Final Report on the Follow Up Review of Peace Corps/Uganda (IG-18-04-E)

Transmitted for your information is our final report on the follow up review of Peace Corps/Uganda.

Management concurred with all 7 recommendations, which remain open. OIG will review and consider closing recommendations 1-2 and 5-7 when the documentation reflected in the agency's response to the preliminary report is received. For recommendations 3 and 4, additional documentation is required. Our comments, which are in the report as Appendix F, address these matters.

We wish to note that in closing recommendations, we are not certifying that the agency has taken these actions or that we have reviewed their effect. Certifying compliance and verifying effectiveness are management's responsibilities. However, when we feel it is warranted, we may conduct a follow up review to confirm that action has been taken and to evaluate the impact.

You may address questions regarding follow up or documentation to Assistant Inspector General for Evaluation Jeremy Black at 202.692.2912.

Please accept our thanks for your cooperation and assistance in our review.

cc: Carl Sosebee, Acting Chief of Staff  
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Uganda Country Desk  
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IG



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GENERAL**



*A Volunteer and neighborhood children playing guitar together.*

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## **Final Follow Up Review**

Peace Corps/Uganda

IG-18-04-E

April 2018



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## BACKGROUND

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In July 2012, the Office of Inspector General (OIG) issued a [Final Report on the Program Evaluation of PC/Uganda \(IG-12-06-E\)](#). The report made 26 recommendations which, if implemented, were expected to strengthen programming operations and correct the deficiencies detailed in the report. The agency's management concurred with all 26 recommendations, and all of them have since been closed based on a review of corrective actions and supporting documentation.

This limited-scope review is a follow up to our 2012 country program evaluation of Peace Corps/Uganda (hereafter referred to as "the post"). The objective was to determine if the post's agreed-upon corrective actions taken in response to the 26 recommendations made in our 2012 report were fully implemented and if the implemented recommendations had the intended effects. This review was conducted as a desk review from Peace Corps/Washington. We conducted interviews and corresponded with Peace Corps/Uganda staff and Volunteers through videoconference, telephone, and e-mail.

In 2012, we found that the post had experienced significant turnover in senior leadership over a 3-year period, which had a negative impact upon programming and Volunteer safety and security systems and procedures. During that same period, the post increased Volunteer numbers and expanded into new geographic regions of the country. The report identified several safety and security concerns, including deficiencies with consolidation points, site locator forms, emergency response, crime incident reporting, and transportation. In addition, the report revealed that medical and health factors were not sufficiently considered when developing Volunteer sites.

For this limited-scope review, we chose to follow up on findings from the 2012 report that were significant areas of concern regarding Volunteer health and safety, and conducive to assessment without the need for travel to the post.

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## SUMMARY OF RESULTS

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During this review, OIG found that the corrective actions implemented in response to several recommendations in our 2012 report had the intended effects. Specifically, we found that the corrective actions improved crime reporting, medical emergency preparedness, Volunteers' awareness of emergency consolidation points, medical site visits, and assessments of local medical facilities.

Additionally, prior to the announcement of this follow up review, post thought it was placing too many Volunteers in urban areas where they believed Volunteers faced safety and security risks. The post had begun shifting Volunteers away from urban sites, toward more rural placements. We found that the post's efforts have led to steady improvements in Volunteer perception of safety, and their satisfaction with safety and security staff support. Over 90% of the Volunteers we interviewed for this review stated that they felt safe at their sites. Moreover, the country director (CD) reported a significant drop in thefts, burglaries, and robberies from 2016 to 2017.

However, other findings from 2012 were not addressed as intended, and required management attention. These issues included the post's management of site contact forms and site history files, implementation of their transportation policy with respect to Volunteers' use of motorcycles, and staff collaboration during site identification and development. Overall, we found that the post lacked efficient and effective site identification and development standards and processes, which impacted the effectiveness of the post's safety and security program.

This limited-scope review is organized by the following four topic areas selected from the 2012 report findings: crime reporting, post's emergency preparedness and response to security incidents, transportation, and health and safety assessments for site development.<sup>1</sup>

### ***CRIME REPORTING***

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Our 2012 evaluation revealed that the Regional Security Officer (RSO) at the United States embassy in Uganda was not receiving crime incident reports through Peace Corps' reporting system. We also found that Volunteers were not reporting crimes, and recommended that the post emphasize the importance of reporting crime incidents and the availability of Volunteer support services, and address the reasons why Volunteers were not reporting crimes.

#### **CRIME REPORTING ISSUES FROM 2012 HAD BEEN ADDRESSED.**

For this follow-up review, we looked for evidence that the embassy RSO had access to the Peace Corps' crime and incident reporting system, or was receiving notifications as appropriate. Our review revealed close coordination between post management and the RSO on Peace Corps safety and security issues and confirmed that the RSO received all incident reports.

We also sought evidence that the agency had implemented the recommendations addressing Volunteers' reporting of crime incidents. We found that the post had sufficiently stressed the importance of reporting crime incidents and the availability of support for victims, including the

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<sup>1</sup> See **Appendix A** for a complete list of the specific findings and related recommendations addressed in this follow-up review

services of the agency's Office of Victim Advocacy. Specifically, the CD discussed the importance of reporting crimes during in-service interviews with Volunteers. Both the safety and security manager (SSM) and the safety and security assistant (SSA) encouraged incident reporting during pre-service training, as well as through e-mail messaging to Volunteers about security risks, mitigation, incident reporting, and support services. Of the 14 Volunteers interviewed, 11 stated that the post staff actively encouraged crime reporting through e-mail and during training events. In addition, the post's safety and security team informed Volunteers about the agency's victim advocates and available support services.

Our review also confirmed that the post had taken sufficient steps to assess the reasons Volunteers did not report crime incidents. The post had implemented a process for Volunteers to log into the agency's security incident questionnaire system during their close of service to share reasons for non-reporting, and more Volunteers had used the system to report crime incidents in 2016 and 2017. The CD and SSA worked with the Volunteer advisory committee to help post understand reasons for under-reporting. The SSM used Volunteer advisory committee meetings and discussions with Volunteers during training events to understand reasons why Volunteers did not report crime incidents. The SSM also discussed crime and incident reporting with Volunteers during their close of service.

Based on our review, we concluded that the post had emphasized the importance of crime reporting and the availability of victim support, including the services of the agency's Office of Victim Advocacy. The post also assessed reasons crime incidents were not reported, and took steps to increase Volunteer crime incident reporting.

#### ***EMERGENCY PREPAREDNESS AND RESPONSE TO SECURITY INCIDENTS***

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In our 2012 report we found that the post's safety and security weaknesses could result in an inadequate response to emergencies, and made a set of recommendations addressing those weaknesses. The recommendations focused upon emergency consolidation points, the post's medical evacuation plan, site locator forms, and compliance with the agency's safety and security policies.

#### **THE POST HAD IMPROVED ITS EMERGENCY PREPAREDNESS WITH RESPECT TO VOLUNTEERS' UNDERSTANDING OF CONSOLIDATION POINTS AND ITS MEDICAL EMERGENCY PLAN.**

This review addressed steps that post leadership and staff had taken to ensure that Volunteers were aware of their consolidation points and understood how to reach them in an emergency. We found that staff provided trainees with information about consolidation points during training and reviewed this information during several training exercises designed to simulate steps Volunteers would take during a consolidation event. In addition, the post reinforced consolidation point training by holding regional Volunteer meetings at consolidation point locations, a recommendation made by the Peace Corps safety and security officer (PCSSO) following his most recent visit. Finally, the post assessed the feasibility of Volunteers reaching consolidation points and planned to adjust these locations accordingly.

A recent test of the post's emergency action plan (EAP) revealed that 7 percent of Volunteers did not know their consolidation points, though each of the 14 Volunteers we interviewed for this follow up review knew their exact consolidation points. Based on our review we determined that the post's efforts to train Volunteers about their consolidation points were sufficient.

We also reviewed the post's Medical Action Plan (MAP), Regional Medical Action Plans, and the results of the post's July 2017 MAP test to determine if the post's medical action plan met agency standards. We found that the MAP contained the information required by agency guidance. Moreover, we found that evidence from the most recent MAP test results indicated that the appropriate staff participated in the MAP test and that the test identified areas for management attention. The only "action to be taken" not closed immediately pertained to the Memorandum of Understanding for an in-country air ambulance, which is currently in the process of getting finalized. OIG concluded that the MAP and medical emergency preparedness in Peace Corps/Uganda had improved since 2012 and were in compliance with current agency guidance.

**THE POST LACKED A SYSTEMATIC APPROACH TO COLLECTING, UPDATING, AND STORING SITE CONTACT FORMS.**

OIG examined Volunteer site contact forms (SCFs) and the post's process for collecting and updating Volunteer site contact information. The July 2017 MAP test showed most Volunteers did not have SCFs. The post's November 2017 EAP test revealed that a large number of Volunteers had alternative phone numbers that had not been recorded in Peace Corps' Volunteer Information Database Application (VIDA). Following the EAP test, the post added 39 new phone numbers into VIDA. In addition, the CD acknowledged that nearly 30 Volunteer SCFs were missing before OIG launched this review.

The post encouraged Volunteers to provide an individualized communication plan that details in VIDA the Volunteers' preferred ways by which they should be contacted. Staff also reported that Volunteers brought updated site contact forms to in-service training events. Finally, the PCSSO delivered duty officer and VIDA training in September 2017 to eight staff, including some new hires who had not been on board at the time of this training. Although the PCSSO stated that training with the programming and training staff and safety and security staff showed that the post has made great strides in completing VIDA entries, including contact information, he recommended that staff get more training on VIDA roles and keeping VIDA up-to-date.

While some progress has been made with respect to managing Volunteer site contact information, the post has struggled to complete and update SCFs consistently. The PCSSO noted that the post did not have an effective process for updating each Volunteer's site contact information during service. Six of the staff interviewed agreed that the post had struggled with updating and properly storing SCFs.

This review showed that the post still lacked a systematic approach to collecting, updating, and storing site contact forms, which could impact the post's ability to find or communicate with a Volunteer in an emergency.

**We recommend:**

- 1. That the director of programming and training develop a standardized process by which site contact forms are filled out, updated, and recorded, and train staff on the process.**

**POST HAD NOT HAD A MANUAL SECTION 270 REVIEW AS REQUIRED.**

Finally, our review of the post's emergency preparedness showed that the agency had not conducted a Manual Section (MS) 270 review in Peace Corps/Uganda for over 4 years, though Safety and Security Instruction requires this review every 3 years. The post indicated an intention to undergo an MS 270 review sometime in early 2018, but the lack of a full MS 270 review for this length of time may have impacted the post's ability to prepare for emergencies, and may have contributed to some of the emergency-preparedness findings presented above.

**We recommend:**

- 2. That the Associate Director for Safety and Security plan for Peace Corps/Uganda to complete a Manual Section 270 review.**

***TRANSPORTATION***

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In our 2012 report, we found that some Volunteers did not have reliable access to Peace Corps approved modes of transportation at their sites and were instead using motorcycle taxis. To address this issue, we recommended that the post review its Volunteer transportation policy and make adjustments if necessary. We also recommended that the post assess Volunteers' transportation options during site development and ensure that Volunteers have post-approved transportation options for work-related or other necessary travel.

**THE POST'S TRANSPORTATION POLICY DID NOT FUNCTION AS INTENDED TO LIMIT MOTORCYCLE USE TO ONLY THOSE VOLUNTEERS WITH APPROVED WAIVERS.**

To follow-up on the recommendations, we assessed the post's motorcycle policy, Volunteer site transportation options, and data collection processes that informed decisions about motorcycle waivers. The post's motorcycle policy states:

In an effort to reduce risk and limit the need for Volunteers to ride on motorcycles, Peace Corps Uganda endeavors to identify sites where other transportation options exist. It is the policy of Peace Corps Uganda that Volunteers may only ride on motorcycles in Uganda (as a passenger) if they receive a motorcycle waiver. The Country Director may grant a written waiver to this policy in situations where a Volunteer demonstrates that no viable transportation options exist.

The process for Volunteers to acquire waivers requires Volunteers seeking waivers to discuss the situation with their program manager and include in their waiver requests: justification for use of a motorcycle taxi; a recommendation from their host organization or community members of trusted motorcycle operators in the community; and a list of vetted drivers approved by the safety and security team. The post's policy allows approval of a motorcycle waiver in the following circumstances: for entering and exiting rural and isolated community placements which are only serviced by motorcycles; for work purposes if Volunteers have no other transportation options as a core part of their job; and for those sites designated in the site placement process as being sites where motorcycles are required. Furthermore, the post's motorcycle policy requires that the distance from the Volunteer's site to a standard form of transportation (e.g. a bus) must be greater than 5 kilometers for a motorcycle waiver to be approved.

Motorcycle taxis were a common mode of transportation at sites. We found that some Volunteers adhered to elements of the transportation policy, such as using helmets or only riding motorcycle taxis on dirt roads. A few we spoke with reported that some Volunteers did not use motorcycle taxis at all, or used them infrequently and only in instances when other safe transportation options were not available. However, nearly all Volunteers interviewed were aware of widespread motorcycle taxi use by Volunteers without waivers. Staff also suspected the use of motorcycle taxis by Volunteers who lacked waivers.

Volunteers reported that adhering to the policy was not realistic, and offered the following reasons for using motorcycle taxis without waivers:

- walking or using bicycles, particularly when carrying heavy bags, is impractical or inconvenient;
- finding motorcycle operators with licenses is difficult;
- walking alone or at night is dangerous;
- walking or using bicycles, sometimes long distances, were the only other options in sites with motorcycle taxis;
- not using a motorcycle taxi would undermine their integration because motorcycle taxis are a commonly accepted mode of transportation at their sites; and
- the motorcycle waiver process or policy is confusing.

Several Volunteers and staff with whom we spoke claimed that many rural site placements were feasible only if Volunteers could use motorcycle taxis. Yet nearly all Volunteers interviewed revealed that their sites had other, post-approved transportation options in addition to motorcycle taxis. The post could not effectively assess the availability of transportation options because staff did not systematically gather all the information needed to make waiver decisions according to the motorcycle policy. Forms used to gather transportation-related information during the site identification and development process varied and included site contact forms, site notes, future site visit forms, organizations' applications for Volunteers, housing checklists, and transportation assessment forms, each completed by Volunteers, organizations, staff, or a combination of these groups. Additionally, the physical distances from Volunteers' housing to their work and to standard transportation options were not always documented. These distances were also not included in the motorcycle waiver applications we reviewed that had been approved.

Based on our review, we concluded that the motorcycle policy and waiver application process were not functioning as intended due to the widespread motorcycle use by Volunteers who lacked waivers. As a result, Volunteers and the post were exposed to an unknown and unapproved level of risk. As the post continues placing more Volunteers in rural and remote sites with limited transportation options, it is urgent for the post to implement a more effective process for considering and granting motorcycle waivers. A staff member we interviewed acknowledged that staff at post should know from their site identification and development work which sites merit waiver consideration and also pointed out that it was important for staff and Volunteers to have an "honest conversation" about Volunteers' use of motorcycles without waivers.

**We recommend:**

- 3. That the country director and the director of programming and training improve implementation and enforcement of the post's motorcycle policy, clarifying the motorcycle waiver policy and application process with Volunteers and staff.**
- 4. That the director of programming and training improve the post's practices during site identification and approval to collect information about transportation options at each site, including the physical distances from Volunteers' houses and work sites to a standard form of transportation.**

***HEALTH AND SAFETY ASSESSMENTS FOR SITE DEVELOPMENT***

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In our 2012 report we found that medical and health factors were not sufficiently considered when developing Volunteer sites. We made the following three recommendations: prioritize Peace Corps medical officer (PCMO) site visits; improve documentation of local medical resources available to support and supplement the health care program for all Volunteers; and ensure that the site identification process is collaborative and includes PCMO input into site identification criteria and approval of final Volunteer site assignments.

**THE POST HAD PRIORITIZED MEDICAL SITE VISITS AND IMPROVED ITS DOCUMENTATION OF THE AVAILABILITY OF LOCAL MEDICAL RESOURCES.**

To follow-up on the issue of medical site visits, we evaluated the post's site visit standards and whether PCMOs were meeting that criteria. We found that PCMOs or other staff were visiting Volunteers once per service, with PCMOs reporting that they planned to visit each region in the country once per year. While the post did not maintain a site visit plan, the medical secretary tracked their trips. PCMOs used a site visit checklist to record pertinent health and medical information before it was loaded into the Peace Corps medical records management system and shared at weekly Volunteer support and senior staff meetings. In addition, the CD reported a commitment to PCMO site visits for each Volunteer once per service. As a result of our review we determined that the post had prioritized medical site visits.

We also followed up on the 2012 finding regarding the post's assessment of local health providers and facilities. The post provided documentation of local medical providers and the health care resources available for Volunteers in several documents, including their regional medical action plans, a map of country-wide health facilities, and contact information for the major regional health facilities available in the country. Based on our review, we determined that the post documented and maintained a record of local resources available to support and supplement the health care program for all Volunteers.

**MEDICAL AND SAFETY AND SECURITY STAFF WERE NOT SUFFICIENTLY INVOLVED IN SITE IDENTIFICATION AND PREPARATION PRIOR TO VOLUNTEERS ARRIVING AT THEIR SITES.**

To follow up on our 2012 finding that the post had not sufficiently considered medical and health factors during site identification and approvals, we looked for evidence that the PCMOs had been involved in defining health criteria used in site development and had approved Volunteer site placements and housing decisions. As we reviewed documents and spoke to staff it became evident that we also needed to examine the involvement of safety and security staff in defining safety criteria used in site development and approving Volunteer sites and housing. Therefore, our follow up to the 2012 finding expanded to include an assessment of safety factors during site identification and approval, in addition to health factors.

We found that although the post's PCMOs approved Volunteer housing based on their review of completed housing checklists, they were not involved in defining the post's site identification criteria. Additionally, the post did not use a site survey form, which allows for efficient collection and management of information needed for the consideration of health and medical factors before approving each Volunteer site. As a result, information about conditions such as the availability of treatable water or the presence of endemic diseases was not collected or assessed systematically by PCMOs. Although program managers and PCMOs communicated about site- or situation-specific conditions that could impact a particular Volunteer placement, they were not consistent and efficient in this practice, and PCMOs were not required to approve Volunteer site placements.

Similar to our finding on the lack of PCMO involvement, we noted that the SSM had approved Volunteer housing, but was not consistently involved in defining site selection criteria or in site identification and preparation.

**We recommend:**

- 5. That the director of programming and training collaborate with the Peace Corps medical officers and safety and security manager to define and approve health and safety criteria for the post's site identification and preparation processes.**

**SITE HISTORY FILES WITH CRIME INCIDENTS WERE NOT MAINTAINED OR USED IN THE SITE IDENTIFICATION AND DEVELOPMENT PROCESS.**

Per MS 270, site history files must "capture security issues that could affect future Volunteer placements in particular areas," including "Volunteer concerns about a location, safety or security incidents that occur in the community, and other conditions that could otherwise affect a future decision to place a Volunteer in that location." The September 2017 PCSSO trip report stated that safety and security recordkeeping was "somewhat scattered," particularly regarding MS 270 topics. Both the SSM and SSA acknowledged that site history files were not well maintained and they did not understand clearly how the programming team managed these crime records. Though site history files were not singled out as an area of concern in the 2012 report, during this limited-scope review staff in a variety of positions across units agreed that site history files were not well maintained or used by programming staff during the site identification and development processes. This could result in insufficient consideration of security risks at Volunteer sites.

**We recommend:**

- 6. That the director of programming and training and the safety and security manager establish a process to ensure that safety and security incidents are properly documented in the post's site history files, filed in a centralized location, and made part of the site identification, preparation, and approval process.**

**SITE IDENTIFICATION, PREPARATION, AND APPROVAL PROCESSES WERE NOT EFFECTIVE.**

This limited-scope review found that the post's safety and security program and emergency preparedness were impacted by deficiencies in the site identification, preparation, and approval processes. Peace Corps/Uganda had been without a director of programming and training for an extended period of time before this follow up review was announced. OIG noted several concerns that likely traced back, in part, to this critical staffing gap. As noted above, there was a disorganized and insufficient approach to collecting transportation-related information, as well as to maintaining and considering site-specific crime and security information in site history files. Moreover, senior staff, including the PCMO and SSM, were not involved consistently in the consideration of site selection criteria or the approval of Volunteer placements, which created a vulnerability in the post's assessment of Volunteer sites for health and safety purposes. Staff acknowledged during our interviews that their site identification, preparation, and approval practices were "siloes," varied too much from one project to another, and needed improvement. OIG assessed that this inconsistent approach created potential vulnerabilities regarding Volunteer health and safety.

**We recommend:**

- 7. That the director of programming and training create a plan to develop, implement, and communicate a more standardized and effective site identification, preparation, and approval process.**

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## LIST OF RECOMMENDATIONS

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We recommend:

1. That the director of programming and training develop a standardized process by which site contact forms are filled out, updated, and recorded, and train staff on the process.
2. That the Associate Director for Safety and Security plan for Peace Corps/Uganda to complete a Manual Section 270 review.
3. That the country director and the director of programming and training improve implementation and enforcement of the post's motorcycle policy, clarifying the motorcycle waiver policy and application process with Volunteers and staff.
4. That the director of programming and training improve the post's practices during site identification and approval to collect information about transportation options at each site, including the physical distances from Volunteers' houses and work sites to a standard form of transportation.
5. That the director of programming and training collaborate with the Peace Corps medical officers and safety and security manager to define and approve health and safety criteria for the post's site identification and preparation processes.
6. That the director of programming and training and the safety and security manager establish a process to ensure that safety and security incidents are properly documented in the post's site history files, filed in a centralized location, and made part of the site identification, preparation, and approval process.
7. That the director of programming and training create a plan to develop, implement, and communicate a more standardized and effective site identification, preparation, and approval process.

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## APPENDIX A: RELEVANT FINDINGS AND RECOMMENDATIONS FROM OIG'S 2012 FINAL PROGRAM EVALUATION REPORT OF PEACE CORPS/UGANDA

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**Finding:** *Safety and security weaknesses could result in an inadequate response to emergencies.*

Recommendations:

- (4) That the country director ensure that all Volunteers know the location of their consolidation point.
- (5) That the country director require that the appropriate staff members review the accuracy and completeness of Volunteer site locator forms.
- (6) That Peace Corps medical officers update the medical evacuation plan in accordance with Peace Corps Manual section 264.5.1.
- (7) That the country director ensure that all staff members are familiar with the medical evacuation plan in accordance with Peace Corps Manual section 264.5.2.
- (8) That the Peace Corps safety and security officer review the post's safety and security systems and recommend changes to ensure that the post is in compliance with relevant agency policies.

**Finding:** *Volunteers were not reporting crimes.*

Recommendations:

- (9) That the country director and safety and security coordinator inform trainees and Volunteers of the importance of reporting crime incidents and of post and agency support available to victims of crime, including the services of the agency's Victim's Advocate.
- (10) That the post, with the support of the Peace Corps safety and security officer assess reasons crime incidents are not reported, and take steps to increase Volunteer crime incident reporting.

**Finding:** *The regional security officer was not receiving crime incident reports through Peace Corps' reporting system.*

Recommendation:

- (11) That the country director confirm that the regional security officer has access to the consolidated incident reporting system and is receiving notifications as appropriate.

**Finding:** *Some Volunteer sites did not have reliable access to Peace Corps approved transportation and were instead using motorcycle taxis.*

Recommendations:

- (12) That the post review its Volunteer transportation policy and make adjustments if necessary.
- (13) That the country director confirm that currently serving Volunteer sites have post-approved transportation options for work-related or other necessary travel.
- (14) That the country director ensure that Volunteer transportation options are assessed during site development and that Volunteers have post-approved transportation options for work-related or other necessary travel.

**Finding:** *Medical and health factors were not sufficiently considered when developing Volunteer sites.*

Recommendations:

- (15) That the country director ensure that the site development process is collaborative and includes Peace Corps medical officer input into site identification criteria and approval of final Volunteer site assignments.
- (16) That the country director prioritize Peace Corps medical officer site visits to meet its policy that each Volunteer receives at least one medical site visit during service.
- (17) That the Peace Corps medical officers document and maintain a record of local resources available to support and supplement the health care program for all Volunteers, including those located upcountry.

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## **APPENDIX B: OBJECTIVE, SCOPE, AND METHODOLOGY**

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In 1989, OIG was established under the Inspector General Act of 1978 and is an independent entity within the Peace Corps. The purpose of OIG is to prevent and detect fraud, waste, abuse, and mismanagement and to promote economy, effectiveness, and efficiency in government. The Inspector General is under the general supervision of the Peace Corps Director and reports both to the Director and Congress.

The Evaluation Unit provides senior management with independent evaluations of all management and operations of the Peace Corps, including overseas posts and domestic offices. OIG evaluators identify best practices and recommend program improvements to comply with Peace Corps policies.

The Evaluation Unit announced its intent to conduct a follow up review of issues identified in the 2012 evaluation of Peace Corps/Uganda on October 24, 2017. The objective of this limited scope follow up review was to determine if the agreed-on corrective actions taken in response to the 2012 report's recommendations were fully implemented and had the intended effects.

The follow up review concerned specific findings from our 2012 report that pertained to crime reporting, post's emergency preparedness and response to security incidents, transportation, and health and safety assessments for site development. This review was conducted from Peace Corps headquarters without travel to the post.

The evaluator reviewed agency documents provided by headquarters and post staff and conducted interviews in-person with headquarters staff and through video conference or phone conversations with Peace Corps/Uganda staff. Headquarters staff interviewed for this review included leadership of Africa Operations. Post staff interviewed were programming, Volunteer training, Volunteer support, and safety and security staff.

The evaluator also selected a representative sample of 20 Peace Corps/Uganda Volunteers with whom to conduct telephone interviews. A total of 14 Volunteers were interviewed out of the sample of 20, representing a response rate of 70 percent.

This review was conducted in accordance with the Quality Standards for Inspections, issued by the Council of the Inspectors General on Integrity and Efficiency.

## APPENDIX C: INTERVIEWS CONDUCTED

As part of this post evaluation, interviews were conducted with 14 Volunteers, 10 in-country staff, and 4 representatives from Peace Corps headquarters in Washington D.C. The period of review for a post evaluation is one full Volunteer cycle (typically 27 months).

The following table provides demographic information that represents the entire Volunteer population in Uganda, the Volunteer sample was selected to reflect these demographics.

**Table 1: Volunteer Demographic Data**

Project	Percentage of Volunteers
Health	19%
Education	48%
Agriculture	20%
Peace Corps Response	14%
Gender	Percentage of Volunteers
Female	68%
Male	32%
Age	Percentage of Volunteers
25 or younger	44%
26-29	28%
30-49	12%
50 and over	16%

Source: Volunteer Information Database Application. Volunteer Roster, November 2017.

Note: Percentages may not total 100 percent due to rounding.

At the time of our review, the post had 69 staff positions. We interviewed 10 post staff. We conducted interviews of staff with oversight responsibilities related to the scope of this review.

**Table 2: Interviews Conducted with Post Staff**

Position	Interviewed
Administrative Assistant	
Backup Provider/Peace Corps Medical Officer (2)	
Cashier	
Contracts Management Specialist	
Country Director	X
Deputy Director of Management and Operations	
Director of Management and Operations	
Director of Programming and Training	X
Driver (9)	
Education Advisor - Programming	
Executive Assistant	

PEACE CORPS OFFICE OF INSPECTOR GENERAL

Feed the Future Coordinator (2)	
Financial Assistant	
Gardener	
General Service Officer	
General Services Assistant	
HIV/AIDS Coordinator	
Homestay and Community Liaison Coordinator	
Human Resource Specialist	
IT Assistant	
IT Specialist	
Janitor	
Language Coordinator	
Learning and Organizational Development Manager	
Maintenance	
Medical Assistant	
Medical Receptionist/Secretary	
Monitoring, Reporting and Evaluation Specialist	
Peace Corps Medical Officer (3)	X (3)
Peace Corps Volunteer Leader (4)	
Program Assistant	
Program Manager (3)	X (2)
Program Specialist (4)	X (1)
Programming and Partnerships Coordinator	
Regional Program Officer (2)	
Safety and Security Assistant	X
Safety and Security Manager	X
Senior Financial & Budget Specialist	
Short Term Logistician	
Training Administrative Assistant/Logistician	
Training and Program Assistant	
Training Manager	
Training Secretary/Logistician (3)	
Training Specialist	
Volunteer Support Coordinator	
Voucher Examiner / Travel Assistant	

Data as of January 2018.

Four additional headquarters staff were interviewed during the preliminary research phase of the review at Peace Corps headquarters in Washington, D.C.

**Table 3: Interviews Conducted with Peace Corps Headquarters Staff**

Position	Office
Chief of Operations	PC Headquarters/Africa Operations
Peace Corps Safety and Security Officer	PC Headquarters/Safety and Security
Regional Security Advisor	PC Headquarters/Africa Operations
Supervisory Investigative Specialist	PC Headquarters/Safety and Security

Data as of November 2017.

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## APPENDIX D: LIST OF ACRONYMS

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CD	Country Director
EAP	Emergency Action Plan
MAP	Medical Action Plan
MS	Manual Section
OIG	Office of the Inspector General
PCMO	Peace Corps Medical Officer
PCSSO	Peace Corps Safety and Security Officer
SCF	Site Contact Form
SSA	Safety and Security Assistant
SSM	Safety and Security Manager
RSO	Regional Security Officer
VIDA	Volunteer Information Database Application

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## APPENDIX E: AGENCY RESPONSE TO THE PRELIMINARY REPORT

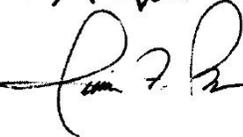
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**MEMORANDUM**

**To:** Kathy Buller, Inspector General

**Through:** Angela Kissel, Acting Chief Compliance Officer

 3-29-18  
 3-29-18

**From:** Tim Hartman, Acting AF Regional Director  
Sean Cantella, Country Director, Uganda

**Date:** March 29, 2018

**CC:** Sheila Crowley, Acting Director  
Carl Sosebee, Acting Chief of Staff  
Kathy Stroker, Deputy Chief Executive Officer  
Kristin Besch, Acting Director of Global Operations  
Julie Burns, Chief of Operations, Africa Region  
Joaquin Ferrao, Deputy Inspector General  
Jerry Black, AIG/Evaluations  
Brook Olster, Director of Programming and Training, Uganda  
Karen Mappin, Director of Management and Operations, Uganda

**Subject:** Agency Response to the Report on the Follow-Up Review of Peace Corps  
/Uganda (Project No. 18-EVAL-01)

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Enclosed please find the Agency's response to the recommendations made by the Inspector General for Peace Corps/Uganda as outlined in the Preliminary Report on the Follow-Up Review of Peace Corps/Uganda (Project No. 18-EVAL-01) given to the Agency on February 12, 2018.

The Region and the Post have concurred with all seven recommendations provided by the OIG in its Preliminary Report on the Follow-Up Review of Peace Corps/Uganda, and will work to address them by the set target dates.

**Recommendation 1**

That the Director of Programming and Training develop a standardized process by which site contact forms are filled out, updated and recorded, and train staff on the process.

**Concur**

**Response:** A sequential process has now been re-launched whereby trainees receive and fill out Site Contact Forms (SCFs) during PST in consultation with Peace Corps/Uganda staff, who then record the information appropriately. Peace Corps/Uganda will also develop a staff training plan to ensure proper execution of the process going forward.

**Documents to be Submitted:**

- Documentation of the Standardized Process
- Staff Training plan

**Status and Timeline for Completion:** September 2018

**Recommendation 2**

That the Associate Director for Safety and Security plan for Peace Corps/Uganda to complete a Manual Section 270 review.

**Concur**

**Response:** The Peace Corps Safety and Security Officer East Africa/Indian Ocean had already established plans for an MS 270 review back in October 2017 during his last visit to post.

**Documents Submitted:**

- Revised Manual Section 270 review report for Peace Corps/Uganda

**Status and Timeline for Completion:** June 2018

**Recommendation 3**

That the Country Director and the Director of Programming and Training improve implementation and enforcement of the post's motorcycle policy, clarifying the motorcycle waiver policy and application process with Volunteers and staff.

**Concur**

**Response:** Peace Corps/Uganda will analyze the impediments to compliance with the current motorcycle policy and waiver process, determine in consultation with the senior staff of the Africa Region the extent to which amendments or clarifications of the current policy are necessary and revise the policy if appropriate. Next, Peace Corps/Uganda will develop and implement a robust awareness-raising approach to explain the motorcycle policy and waiver process (the existing policy, or a revised version).

**Documents to be Submitted:**

- Revised policy (if applicable)
- Revised application process (if applicable)
- Awareness-raising plan for enforcement of policy

**Status and Timeline for Completion:** July 2018

**Recommendation 4**

That the Director of Programming and Training improve the post's practices during site identification and approval to collect information about transportation options at each site, including the physical distances from Volunteers' houses and work sites to a standard form of transportation.

**Concur**

**Response:** Peace Corps/Uganda will update the Site Development Survey Form to ensure that sufficient information about transportation options at site is collected to facilitate the enforcement of all policies.

**Documents Submitted:**

- Site Development Survey Form
- Example Survey Forms from Volunteers

**Status and Timeline for Completion:** October 2018

**Recommendation 5**

That the Director of Programming and Training collaborate with the Peace Corps Medical Officers and Safety and Security Manager to define and approve health and safety criteria for the post's site identification and preparation processes.

**Concur**

**Response:** Peace Corps/Uganda will revise and/or finalize key site identification and preparation documentation to ensure that health and safety criteria, including those identified by the Peace Corps Medical Officers and Safety and Security Manager, are taken into account during the site identification and approval process. This will also be a part of the Manual Section 270 review in June 2018.

**Documents to be Submitted:**

- Revised Peace Corps/Uganda Standards for Site Identification, Site Development, and Site Monitoring
- Revised Manual Section 270 review report for Peace Corps/Uganda
- Homestay Housing Checklist
- Rural Housing Checklist
- Urban Housing Checklist

**Status and Timeline for Completion:** September 2018

**Recommendation 6**

That the Director of Programming and Training and the Safety and Security Manager establish a process to ensure that safety and security incidents are properly documented in the post's site history files, filed in a centralized location, and made part of the site identification, preparation, and approval process.

**Concur**

**Response:** Peace Corps/Uganda has begun a process of developing a checklist of necessary documents that should be included in Site History Files based on Agency guidance. Post will also prepare a plan for where/how the files will be stored and updated. Site History Files will also be a part of the Manual Section 270 review in June 2018.

**Documents to be Submitted:**

- Site History File, SOP
- Plan for Site History File storage and updating
- Revised Manual Section 270 review report for Peace Corps/Uganda

**Status and Timeline for Completion:** November 2018

**Recommendation 7**

That the Director of Programming and Training create a plan to develop, implement and communicate a more standardized and effective site identification, preparation and approval process.

**Concur**

**Response:** Following finalization of the documents prepared in response to Recommendation 5, Peace Corps/Uganda will develop training plans for all site development personnel. The training plans will also be a part of the Manual Section 270 review in June 2018.

**Documents to be Submitted:**

- Revised Manual Section 270 review report for Peace Corps/Uganda
- Safety and Security Training Plan for Site development
- Medical Training Plan for Site Development
- Staff Training plan

**Status and Timeline for Completion:** November 2018

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## APPENDIX F: OIG COMMENTS

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Management concurred with all 7 recommendations, which remain open. In its response, management described actions it is taking or intends to take to address the issues that prompted each of our recommendations. We wish to note that in closing recommendations, we are not certifying that the agency has taken these actions or that we have reviewed their effect. Certifying compliance and verifying effectiveness are management's responsibilities.

OIG will review and consider closing recommendations 1-2 and 5-7 when the documentation reflected in the agency's response to the preliminary report is received. For recommendations 3 and 4, additional documentation is required. These recommendations remain open pending confirmation from the chief compliance officer that the documentation reflected in our analysis below is received.

### **Recommendation 3**

That the Country Director and the Director of Programming and Training improve implementation and enforcement of the post's motorcycle policy, clarifying the motorcycle waiver policy and application process with Volunteers and staff.

### **Concur**

**Response:** Peace Corps/Uganda will analyze the impediments to compliance with the current motorcycle policy and waiver process, determine in consultation with the senior staff of the Africa Region the extent to which amendments or clarifications of the current policy are necessary and revise the policy if appropriate. Next, Peace Corps/Uganda will develop and implement a robust awareness-raising approach to explain the motorcycle policy and waiver process (the existing policy, or a revised version).

### **Documents to be Submitted:**

- Revised policy (if applicable)
- Revised application process (if applicable)
- Awareness-raising plan for enforcement of policy

### **Status and Timeline for Completion:** July 2018

**OIG Analysis:** In addition to the documentation listed above, please submit a summary of the results of Peace Corps/Uganda's analysis of the impediments to compliance with the post's motorcycle policy and waiver process, and of the related decisions to revise or not revise the motorcycle policy and waiver application process.

**Recommendation 4**

That the Director of Programming and Training improve the post's practices during site identification and approval to collect information about transportation options at each site, including the physical distances from Volunteers' houses and work sites to a standard form of transportation.

**Concur**

**Response:** Peace Corps/Uganda will update the Site Development Survey Form to ensure that sufficient information about transportation options at site is collected to facilitate the enforcement of all policies.

**Documents Submitted:**

- Site Development Survey Form
- Example Survey Forms from Volunteers

**Status and Timeline for Completion:** October 2018

**OIG Analysis:** In addition to the updated form listed above, please explain how Peace Corps/Uganda will improve the post's information collection practices during site identification and approval. For example: Will staff receive additional training on what information to collect? Will there be additional oversight of the information recorded on the form to verify it can be used as a basis for making waiver decisions?

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## APPENDIX G: REVIEW COMPLETION AND OIG CONTACT

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### REVIEW COMPLETION

This limited scope follow-up review was conducted by Senior Evaluator Paul Romeo. Supervisory review was conducted by Assistant Inspector General for Evaluation, Jerry Black.



### OIG CONTACT

If you wish to comment on the quality or usefulness of this report to help us improve our products, please contact Jerry Black at [jblack@peacecorpsig.gov](mailto:jblack@peacecorpsig.gov) or 202.692.2912.

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Anyone knowing of wasteful practices, abuse, mismanagement, fraud, or unlawful activity involving Peace Corps programs or personnel should contact the Office of Inspector General. Reports or complaints can also be made anonymously.

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Online Reporting Tool: [PeaceCorps.gov/OIG/ContactOIG](https://PeaceCorps.gov/OIG/ContactOIG)

Mail: Peace Corps Office of Inspector General  
P.O. Box 57129  
Washington, D.C. 20037-7129

### For General Information:

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