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Office of Inspector General United States Department of State

ISP-I-20-02

Office of Inspections

November 2019

Inspection of Embassy N'Djamena, Chad

BUREAU OF AFRICAN AFFAIRS

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HIGHLIGHTS

Office of Inspector General
United States Department of State

ISP-I-20-02

What OIG Inspected

OIG inspected the executive direction, program and policy implementation, and resource management operations of Embassy N'Djamena.

What OIG Recommends

OIG made 25 recommendations: 22 recommendations to Embassy N'Djamena, 1 to the Bureau of Educational and Cultural Affairs, 1 to the Bureau of Overseas Buildings Operations, and 1 to the Bureau of Human Resources.

In its comments on the draft report, the Department concurred with all 25 recommendations. OIG considers all 25 recommendations resolved. The Department's response to each recommendation, and OIG's reply, can be found in the Recommendations section of this report. The Department's formal written responses are reprinted in their entirety in Appendix B.

November 2019

OFFICE OF INSPECTIONS

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Inspection of Embassy N'Djamena, Chad

What OIG Found

- The Chargé d'Affaires and the Deputy Chief of Mission led Embassy N'Djamena in a professional and collaborative manner.
- Long-term staffing gaps affected the embassy's ability to pursue its policy objectives and manage risk.
- The embassy's management of foreign assistance grants did not meet Department of State standards.
- One of the embassy's American Spaces did not fulfill its purpose as a strategic venue for public diplomacy programming to advance U.S. foreign policy objectives.
- Internal control issues in general services operations and facility management adversely affected Embassy N'Djamena operations.
- The Department had excess real properties that could be sold, resulting in an estimated \$7.1 million that could be put to better use.
- Spotlight on Success: Embassy N'Djamena successfully launched an innovative foreign assistance program in 2019 to track and monitor Chadian elephant herds to protect them from poaching, advancing important U.S. foreign policy priorities related to rule of law, counterterrorism, and economic development.

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CONTEXT

Chad, one of poorest countries in the world, is bordered by countries suffering significant instability, including Libya to the north, Sudan to the east, and the Central African Republic to the south. Out of a population of 15.8 million people, 40 percent live below the poverty line and 65 percent are under the age of 25. Chad ranked 202 out of 228 countries in per capita gross domestic product, which the International Monetary Fund projected would be \$918 in 2019. The country's socioeconomic development is affected by high birth rates, poor access to education, and limited employment opportunities in an economy overly dependent on agriculture and the oil industry. Progress in addressing significant security, political, and economic challenges is hampered by weak democratic institutions, poor governance, widespread corruption, and inadequate rule of law. Chad ranked 163 out of 169 countries on the United Nations Development Program's Human Development Index in 2019.¹

Following independence from France in 1960, Chad endured three decades of civil warfare, as well as invasions by Libya, before peace was restored in 1990. The capital city of N'Djamena experienced a significant insurrection in early 2008, leading to a temporary evacuation of all direct-hire U.S. embassy personnel and their families. In 2016, President Idriss Deby was reelected to his fifth term. Rebel forces based in southern Libya launched attacks in northern Chad in February 2019 but were repulsed by the Chadian military with French air support.



Violent extremism and an influx of refugees pose significant challenges to the country's security and long-term stability. In late 2015, the government imposed a state of emergency in the Lake Chad region following multiple attacks by the Nigeria-based terrorist group Boko Haram. Chad is a major troop contributor to the United Nations Multidimensional Integrated Stabilization Mission in Mali, to the Multinational Joint Task Force to counter Boko Haram based in N'Djamena, and to the G-5² Sahel Joint Force created in 2017 to secure borders across the Sahel region.³

Figure 1: Map of Chad (Source: CIA World Factbook)

¹ The Human Development Index is a summary measure of average achievement in three key dimensions of human development: a long and healthy life, being knowledgeable, and having a decent standard of living. The health dimension is assessed by life expectancy. The education dimension is measured by mean of years of schooling for adults aged 25 years and more and expected years of schooling for children of school entering age. The standard of living dimension is measured by gross national income per capita.

² G-5 members include Burkina Faso, Chad, Mali, Mauritania, and Niger.

³ Embassy N'Djamena, Integrated Country Strategy, September 6, 2018.

Chad currently has more than 450,000 refugees from Sudan and other countries, and there are more than 165,000 internally displaced persons in the Lake Chad region. The United States, European Union, and other donors support the United Nations High Commissioner for Refugees, the World Food Program, and other international organizations' efforts to assist these populations.

Embassy N'Djamena's goals in its Integrated Country Strategy (ICS), completed in 2018, are to:

- Enhance Chad's ability to serve as a capable partner that contributes to regional stability and counters extremism and terrorism.
- Strengthen democratic institutions and processes and promote governance and respect for human rights.
- Address the basic human needs of the local population and refugees through economic development.

In 2018, the U.S. Government provided \$150 million in foreign assistance to Chad for development, humanitarian, security, and public diplomacy programs. Of this amount, the Department of State (Department) provided \$2.8 million in bilateral foreign assistance for Chad.

In FY 2019, Embassy N'Djamena was authorized 50 U.S. direct-hire employees, 7 eligible family members, and 577 locally employed (LE) staff members. The Department of Defense and U.S. Agency for International Development are represented at the embassy. The embassy is considered historically difficult to staff⁴ and suffered from extended staffing vacancies and gaps.⁵ Security conditions limited travel throughout the country. The embassy is located in a new embassy compound, completed in 2017, that includes the chancery, the Marine Security Guard residence, a warehouse, maintenance shops, and recreational facilities.

OIG evaluated the embassy's policy implementation, resource management, and management controls consistent with Section 209 of the Foreign Service Act of 1980.⁶ A related classified inspection report discusses Embassy N'Djamena's security program and issues affecting the safety of embassy personnel and facilities.

⁴ The Department designates embassies with more than 50 percent of their regular summer bidding cycle positions receiving fewer than three at grade/in-skill-code bids as "most difficult to staff" for that cycle. Embassies receiving this designation for three of the previous four regular summer bidding cycles are designated "historically difficult to staff." Bureau of Human Resources, Standard Operating Procedure B-19, "Historically Difficult-to-Staff Posts," June 5, 2009.

⁵ Vacancies and staffing gaps were identified as problems in the two most recent OIG inspections: *Report of Inspection, Embassy N'Djamena, Chad* (ISP-I-09-02A, December 2008) and *Report of Inspection, Embassy N'Djamena, Chad* (ISP-I-04-49A, September 2004).

⁶ See Appendix A.

EXECUTIVE DIRECTION

OIG assessed leadership on the basis of interviews, staff questionnaires, and OIG's review of documents and observations of meetings and activities during the on-site portion of the inspection.

Tone at the Top and Standards of Conduct

The Chargé d'Affaires, ad interim (Chargé), a career Senior Foreign Service officer, arrived at Embassy N'Djamena in September 2018 after serving as the Foreign Policy Advisor at the U.S. Africa Command in Stuttgart, Germany. The Department assigned him on a temporary basis, and without a departure date, to fill the vacancy created when the former Ambassador became Principal Deputy Assistant Secretary in the Bureau of African Affairs. The Chargé is fluent in French and has a working knowledge of Arabic. The Deputy Chief of Mission (DCM) arrived at the embassy in September 2017 from Embassy Singapore, where she was the Management Officer. She is fluent in French and Arabic.

OIG found the Chargé and the DCM led the mission in a professional and collaborative manner consistent with the Department's leadership principles in 3 Foreign Affairs Manual (FAM) 1214. Embassy staff described them as fair, interested, accessible, and supportive. Country Team members told OIG the Chargé and the DCM divided their duties along traditional lines, with the Chargé taking the lead on policy and outside engagement, and the DCM responsible for internal management issues. Embassy staff said the Chargé and the DCM promoted collaboration between sections and agencies, and that country team and other meetings were collegial and productive. One officer told OIG the DCM was "super supportive and says yes" to new ideas. In addition, staff told OIG, and OIG observed, that their positive tone, visibility throughout the embassy, and interaction at social events helped improve morale despite a restrictive security environment.

Execution of Foreign Policy Goals and Objectives

Embassy staff collaborated on implementing the goals laid out in the ICS, which the Department approved in September 2018. For example, American staff members told OIG the Chargé and the DCM clearly communicated the goal of advancing Chad's security through support for U.S. security assistance programs, with the Chargé attending Department of Defense ribbon cuttings and handover ceremonies of U.S. equipment to the Government of Chad. The embassy was pivoting from traditional development aid to economic development, a priority for the current administration as expressed by the Bureau of African Affairs Assistant Secretary: "trade, not aid, is the watchword." The Chargé led embassy efforts to encourage a \$70 million sale of American trucks, participated in economic roundtables, and increased the embassy's economic advocacy. The Front Office also targeted certain programs, such as religious and press freedom, for increased engagement. The embassy hosted a panel discussion on religious freedom on October 30, 2018, and OIG observed the Chargé lead a World Press Freedom Day event at the embassy with approximately 60 journalists and students. Additionally, the DCM's engagement with Chadian and Washington officials led to Chad's April 2018 removal from the list of

countries that were subject to increased visa restrictions pursuant to Presidential Proclamation 9645, which was effective as of September 2017.⁷

OIG found the Charge's temporary assignment affected the embassy's bilateral relationship with the Government of Chad. For example, the Foreign Minister refused to meet with the Chargé, despite repeated requests, due to his temporary status. In addition, because of the uncertain term of his assignment, the Chargé lacked Department-provided representational quarters and household staff. This limited his ability to conduct representational events to further ICS goals. Despite these challenges, OIG found the Chargé had excellent relations with and access to other Chadian officials and was able to make progress on a number of issues. For instance, his advocacy on trafficking in persons prompted the Chadian Government to pass new anti-trafficking laws.

Adherence to Internal Controls

The DCM oversaw the embassy's 2018 annual Chief of Mission Management Control Statement of Assurance process in accordance with 2 FAM 022.7(1), which requires chiefs of mission to develop and maintain appropriate systems of management control for their organizations. The Statement of Assurance, which OIG found accurately reflected the embassy's challenges, lists understaffing as the foremost internal control challenge. The Chargé, who was fully aware of the staffing shortfalls and their implications, clearly laid out the issue as a significant deficiency in the statement and specifically cited eight staffing gaps across the embassy. The Statement of Assurance concluded that the embassy cannot protect American interests or effectively engage with local nations without sufficient personnel. OIG found that understaffing led to internal control issues discussed later in this report.

OIG interviews and a review of documents found the Chargé stressed the importance of ethical behavior to embassy staff and ensured they were aware of the embassy's gift policy through management notices and reminders at country team meetings. OIG's review of the embassy's gift registry showed the disposition of all items.

Equal Employment Opportunity Program

The embassy's Equal Employment Opportunity program met the requirements of 3 FAM 1514.2. LE staff praised the program's new counselor, telling OIG the position had not been filled previously and that the counselor will be a good resource to help resolve complaints. The Chargé and the DCM met regularly with the LE staff committee, and the Chargé designated a non-American LE liaison for Equal Employment Opportunity issues and a Federal Women's Program Coordinator. Additionally, the DCM effectively addressed a specific incident by taking prompt action in response to inappropriate behavior of a temporary duty employee.

⁷ Presidential Proclamation 9645, "Enhancing Vetting Capabilities and Processes for Detecting Attempted Entry into the United States by Terrorists or Other Public-Safety Threats," September 24, 2017.

Security and Emergency Planning

The Front Office placed a high priority on security, and American and LE staff told OIG they felt safe with the level of security provided by the embassy. Experienced LE staff members, however, noted that there had never been a peaceful transfer of power in Chad and, accordingly, there is a high potential for civil unrest when the next transfer occurs. Therefore, embassy security programs focused on staying prepared to counter violence during future political transitions, as well as countering international terrorism and crime. To provide a rapid response to secure the safety of American citizens and U.S. staff in Chad, the embassy established and tested contingency evacuation plans as well as redundant emergency communications systems. OIG found the Health Unit was stocked and prepared to deal with an emergency. The Front Office set the example on security, including developing, overseeing, or participating in emergency drills and radio checks.

In-Country Travel Procedures Were Restrictive

Many American employees viewed the embassy's in-country travel procedures as overly restrictive, particularly given that this is an embassy without danger pay. For example, in a 2018 regional medical officer/psychiatrist morale survey, 71 percent of respondents described these procedures as a negative influence on their morale. Of the 38 factors measured in the survey, travel procedures were cited more often than workload, housing, security, and other potential areas of concern. To obtain approval for a trip, employees had to provide the longitude and latitude coordinates for each location to be visited and for the nearest hospital in each location. Employees told OIG these requirements discouraged staff from planning travel and led to a knowledge gap about activities outside of the capital. The embassy issued its most recent in-country travel policy on October 20, 2018, 6 months prior to the inspection. OIG suggested, and the Front Office agreed, that a review of travel procedures could determine whether a more flexible posture was possible. A streamlined travel approval process would potentially allow for more political reporting and add to the embassy's understanding of conditions throughout the country. In addition, including an explanation of the rationale for the procedures would give staff a better understanding of the reasons for the strict policy.

Developing and Mentoring Foreign Service Professionals

The DCM oversaw the First- and Second-Tour employee development program in accordance with 3 FAM 2242.4. At the time of the inspection, she was implementing a plan for the 10 employees that concentrated on one-on-one meetings and mentoring rather than formal development activities. The number of First- and Second-Tour employees will increase to 12 when two vacant entry-level positions in the Political-Economic and Management Sections are filled.⁸ Given this increase, OIG advised that as these employees arrive, the DCM expand the program to include a focus on bidding and the assignments process, which she agreed to do. First- and Second-Tour employees told OIG that they appreciated the Front Office's open-door policy.

⁸ The Department re-designated these positions as entry-level after being unable to fill them with mid-level officers.

POLICY AND PROGRAM IMPLEMENTATION

OIG assessed Embassy N'Djamena's policy and program implementation through a review of the Political-Economic Section's advocacy and analysis work; the Public Diplomacy Section's efforts; and the Consular Section's operations. OIG also reviewed the embassy's foreign assistance planning and coordination and program management of Department-funded foreign assistance programs. OIG found the embassy generally met Department requirements for policy and program implementation, with the exceptions discussed below.

Political-Economic Section

OIG reviewed the Political-Economic Section's leadership and management, policy implementation, reporting and advocacy, commercial promotion, Leahy vetting,⁹ export control, grants management, and coordination with the Regional Refugee Coordinator.

At the time of the inspection, two of the three American positions had been vacant for several years. One Political-Economic Officer position had not been filled since June 2016, and an eligible family member assistant position had been vacant since June 2014. Since June 2018, the sole Political-Economic Officer, who supervises the section's three LE staff members, also periodically filled in for the Consular and Public Affairs Officers during their 1-2 week absences. In addition, significant restrictions on travel outside N'Djamena and the high volume of Leahy vetting, demarches, and diplomatic notes requiring French translation limited the section's ability to report on political and economic developments. Despite these challenges, policymakers in the Department and other agencies told OIG they found the embassy's reporting and advocacy to be useful, timely, and of high-quality. Overall, OIG determined the embassy's Political-Economic operations generally complied with Department standards and policies. However, the section's management of its foreign assistance grants did not adhere to the Department's Federal Assistance Directive.¹⁰

Political-Economic Section Supported Integrated Country Strategy Goals

The Political-Economic Section's reporting and policy advocacy advanced the embassy's human rights, democracy, and economic development and trade promotion goals. The section worked closely with the Bureau of Democracy, Human Rights and Labor to successfully engage the Chadian Government on enacting and beginning implementation of trafficking in persons legislation, which made human trafficking a crime in Chad. Section staff, with the backing of the

⁹ The Leahy Amendment to the Foreign Assistance Act of 1961 prohibits the Department from furnishing assistance to foreign security forces if the Department receives credible information that such forces have committed gross violations of human rights. See 22 USC 2378d.

¹⁰ The Department's Federal Assistance Directive establishes internal guidance, policies, and procedures for administering Federal financial assistance for all domestic and overseas grant-making bureaus, offices, and posts within the Department. Five of the foreign assistance grants OIG reviewed were subject to the May 2017 version of the Federal Assistance Directive, and 11 were subject to the October 2017 version of the Federal Assistance Directive.

Front Office and other sections, advocated with Chadian law enforcement officials, the judiciary, and the press to promote trafficking in persons awareness and enforcement. They further supported Front Office advocacy and engaged directly with the Chadian Government, nongovernmental organizations, and opposition candidates in promoting free and fair elections. The section, in coordination with the World Bank, the International Monetary Fund, and the United Nations, also pressed the Chadian Government on fiscal and structural economic reform and was working with the local business community and the U.S. Chamber of Commerce to launch an American Chamber of Commerce, the first ever in Chad. The section also successfully supported a \$10 million private sector sale of U.S. solar-powered equipment. The section assumed responsibility for the embassy's judicial reform efforts and sent Chadian officials to Senegal for U.S.-funded regional training on combatting the sale of pirated pharmaceutical drugs.

Spotlight on Success: Saving Elephants to Promote Rule of Law, Counterterrorism, and Economic Development

The Political-Economic Section generated important collaboration between the United States and Chad in protecting the country's rapidly diminishing elephant population from further poaching. The program also sought to eliminate a potential source of financing for terrorism



Figure 2: Bull elephant collared with funding from the U.S. Government (Source: U.S. Embassy N'Djamena)

through poaching in Chad and the region and to further the U.S. National Strategy for Combatting Wildlife Trafficking. After the loss of 95 percent of Chad's native elephant population to poaching since 2005, the Political-Economic Section began working in 2016 with the U.S. Fish and Wildlife Service, the Chadian Ministry of Environment, and N'Djamena University's environmental faculty and students to enable Chadian rangers and the university to track and monitor remaining elephant herds. After 3 years of planning, the United

States provided funding for 2 ranger vehicles and 28 tracking collars as well as monitoring. The project formally launched in April 2019 with the first successful tranquilizing and attaching of a collar to a bull elephant near Lake Chad. The ministers of environment and education, the provincial governor, local villagers, and embassy leaders attended the event, which received wide coverage in the press and social media. The project provided a model of collaboration between U.S. and local partners that furthers key U.S. regional priorities promoting rule of law, countering terrorism, and fostering economic development and environmental protection.

Leahy Vetting, End Use Monitoring Generally Conducted in Accordance With Department Standards

OIG found that although the section generally conducted Leahy vetting in accordance with applicable laws and Department requirements, it did not submit the majority of cases to the Bureau of Democracy, Human Rights and Labor within the required 10 working-day timeframe. This led to some program delays and last-minute requests for expedited processing. The Bureau of Democracy, Human Rights, and Labor cleared, and the DCM approved, a Leahy vetting standard operating procedure just prior to the inspection. In 2018, the embassy vetted 669 individuals and security units. Section staff told OIG the delays were partly due to the month-long unavailability of the Department's vetting database system¹¹ without adequate workarounds, as well as inadequate staffing to meet the high volume of requests and short turnaround time. However, OIG found that most issues stemmed from the failure of Chadian partners to provide requested information in a timely manner despite numerous reminders from embassy staff. To minimize late submissions, especially given the section's staffing shortages and the expected continuing high volume of Leahy vetting, OIG suggested, and the embassy agreed, that the Political-Economic Section emphasize Leahy vetting requirements to Chadian officials, including the consequences of delays due to late or incomplete submissions.

The Defense Attaché Office completed one Blue Lantern¹² inspection between mid-August 2017 and mid-May 2019. However, OIG found no record of it in the Political-Economic Section files. OIG advised the section to develop a standard operating procedure for future inspections and record keeping, which it agreed to do.

Foreign Assistance Grants Management Did Not Comply With Department Standards

The Political-Economic Section did not manage its foreign assistance grants in accordance with the Department's Federal Assistance Directive.¹³ In FY 2017 and FY 2018, the embassy managed grants awarded to 15 Chadian and 1 U.S.-based entity. OIG reviewed all 16 grants, totaling approximately \$2.1 million, and found their purposes were broadly consistent with and supportive of ICS goals. However, most grant files lacked required documentation or signatures on key documents. Specifically, OIG determined that 62 percent of files did not include risk assessments and monitoring plans, and 94 percent showed no evidence of a merit review process.¹⁴ Only one file included the required System for Award Management due-diligence check to confirm the entity was not excluded from doing business with the U.S. Government.¹⁵

¹¹ The International Vetting and Security Tracking (INVEST) system is an internal Department database containing the names of individuals or units nominated for U.S. training or assistance. Through this resource, the Department vets the individuals or units using governmental, nongovernmental, and media resources for human rights abuses in the relevant country.

¹² The Department's Blue Lantern program is mandated by Section 40A of the Arms Export Control Act. It targets defense-trade transactions based on specific risks and concerns, seeks to confirm their legitimacy through pre- and post-license checks, and verifies the bona fides of foreign consignees and end-users.

¹³ See footnote 10.

¹⁴ Federal Assistance Directive, Chapter 2, Section H.

¹⁵ Federal Assistance Directive, Chapter 2, Section J.

Although the Department installed the Overseas State Assistance Management System in August 2017 to help the embassy comply with grants management standards, at the time of the inspection, the embassy had yet to use it as the primary repository for grants information, as required.¹⁶ Instead, the embassy continued to maintain partially complete paper and electronic files. In addition, long-term staffing vacancies in the Political-Economic Section, as described previously, and lack of training limited the staff's ability to manage the grants in accordance with Department guidelines.

Despite the deficiencies in Embassy N'Djamena's grants files, the embassy provided sufficient information for OIG to determine that the work called for in the grants was underway or completed. For example, OIG found that the Grants Officer Representative visited and otherwise communicated with grantees and took appropriate action in terminating one small grant for non-compliance with the terms of the grant award. Nevertheless, incomplete or erroneous grant file documentation undermines the embassy's ability to demonstrate the effectiveness of foreign assistance funding. After OIG raised these issues, the embassy requested a Bureau of Administration training visit and began to address the grant file deficiencies. Also, because familiarity with and adherence to the Federal Assistance Directive is key to ensuring effective grants management, OIG advised that embassy staff review the Federal Assistance Directive prior to the training visit to ensure they get the most out of the training and to focus their attention during the training on the above-highlighted weaknesses.

Recommendation 1: Embassy N'Djamena should bring its management of foreign assistance grants into compliance with Department standards. (Action: Embassy N'Djamena)

Public Diplomacy

OIG reviewed the Public Diplomacy Section's strategic planning and reporting, resource and knowledge management, grants management, exchanges and cultural affairs, and media engagement, as well as the operations of the embassy's American Spaces.¹⁷ The section advanced ICS goals through a range of public diplomacy tools and programs, including English language learning, alumni engagement, and exchange programs. OIG found the embassy's public diplomacy activities generally complied with Department standards and guidance, with the exceptions noted below.

¹⁶ Cable 2016 STATE 127862, "Deployment and Mandatory Use of the Overseas State Assistance Management System (SAMS Overseas) for Federal Financial Assistance," November 30, 2016.

¹⁷ American Spaces are Department-operated or -supported public diplomacy facilities that provide digitally enhanced physical platforms for engagement with foreign audiences in support of U.S. foreign policy objectives. Embassy N'Djamena's American Spaces include an American Center in the embassy compound and the partner-operated American Corner Al Mouna. The Department's five "pillars" for American Spaces programs and services are English language learning, alumni engagement, educational advising, information about the United States, and community outreach.

American Center in the Embassy Did Not Conform to Department Standards

OIG found that the American Center located on the embassy compound did not comply with Department standards in 10 FAM 387.2c-d or with 10 FAM 382 guidance on program objectives. Specifically, since moving to the new compound in June 2017, the embassy had not planned and carried out sufficient strategic U.S. policy-related programming. In addition, the center was neither configured to provide EducationUSA advising nor open and staffed sufficient hours per week. These circumstances resulted from competing priorities, including extended periods when the Public Affairs Officer served in other mission capacities,¹⁸ which limited the section's ability to manage and conduct planning and programming. Without strategic planning, adequate resources, and staff management, the embassy was unable to ensure that the American Center fulfilled its purpose as a strategic venue for public diplomacy programming to advance U.S. foreign policy objectives.

Recommendation 2: Embassy N'Djamena, in coordination with the Bureau of Educational and Cultural Affairs, should implement a strategic plan for the new embassy compound's American Center that meets Department standards. (Action: Embassy N'Djamena, in coordination with ECA)

EducationUSA Advising Center Not Properly Certified

The Bureau of Educational and Cultural Affairs did not properly certify the embassy's EducationUSA¹⁹ Advising Center, located in the American Center. The bureau's website designated Embassy N'Djamena's advising center at the "standard" level of service. However, the bureau made this determination without an on-site evaluation and certification visit by a Regional Educational Advising Coordinator, as required by bureau guidelines.²⁰ Bureau officials told OIG that competing priorities prevented this visit. An incorrect designation and certification create the risk that the embassy could inaccurately advertise EducationUSA services it can provide at the American Center.

Recommendation 3: The Bureau of Educational and Cultural Affairs should require that a Regional Educational Advising Coordinator visit Embassy N'Djamena's EducationUSA Advising Center to evaluate and certify its level of service. (Action: ECA)

Grant Files Did Not Meet Department Standards

OIG found that although the Public Diplomacy Section's grants had intrinsic objectives that supported the mission's ICS goals, the grant files did not consistently meet the Department's

¹⁸ Between mid-December 2017 and mid-May 2019, the Public Affairs Officer served as acting Consular Section chief, acting Political-Economic Section chief, and acting Deputy Chief of Mission for a total of 179 days.

¹⁹ EducationUSA is a Department-funded network of international student advising centers that promote U.S. higher education opportunities by offering accurate, comprehensive, and current information about opportunities to study at accredited post-secondary institutions in the United States.

²⁰ Cable 2019 STATE 25996, "EducationUSA Resources and Best Practices," March 19, 2019.

Federal Assistance Directive standards for documentation.²¹ Specifically, 5 of the 11 grants reviewed²² were incomplete and missing documentation such as a Grants Officer Representative letter and Notice of Award cover sheet. In addition, the section did not document two grants in the Overseas State Assistance Management System. These circumstances resulted from a lack of oversight due to competing priorities that limited the Public Affairs Officer's ability to review the grant files. During the inspection, the section began to address deficiencies OIG identified and provided sufficient information for OIG to determine that grants funds were being used as intended. Failure to fully document the grants award process impairs the ability of grant officers to identify and mitigate risk, monitor program implementation, evaluate program results, and ensure accountability for public diplomacy resources.

Recommendation 4: Embassy N'Djamena should bring documentation of its public diplomacy grants program into compliance with Department standards. (Action: Embassy N'Djamena)

Consular Affairs

OIG reviewed Embassy N'Djamena's consular operations, including section leadership, American citizen services, crisis preparedness, management controls, visa services and processing, outreach, and anti-fraud programs. The Consular Section, with one Consular Officer and two LE staff members, delivered American citizen services to a community that included an estimated 725 U.S. residents and 336 visitors annually. The demand for American citizen services was low, with the embassy processing fewer than 90 cases in FY 2018, approximately the same number as in FY 2017. The section processed 1,828 nonimmigrant visas in FY 2018, a 26 percent decrease from the previous year. Embassy Yaoundé, Cameroon, processes immigrant visas for citizens and residents of Chad. OIG found that the Consular Section's operations complied with Department guidelines in 7 FAM, 8 FAM, 9 FAM, and 7 Foreign Affairs Handbook (FAH).

At the time of the inspection, the Consular Officer had been in place for 11 months, following a 7-month staffing gap in the position. Prior to her arrival, two other embassy officers handled essential consular services, and Embassy Cairo, Egypt, provided intermittent coverage approximately 1 week each month.

Embassy Completed Some Crisis Management Planning, but More Could Be Done

OIG found the Consular Section conducted considerable crisis management planning, but additional steps would strengthen its preparedness. Specifically, the section used the Consular

²¹ OIG reviewed 11 Public Diplomacy Section grants issued between FY 2017 and the time of the inspection, with a total value of \$57,164. One of the 11 grants was a paper file that pre-dated Overseas State Assistance Management System activation at the embassy.

²² One grant was subject to the May 2017 version of the Federal Assistance Directive, seven grants fell under the October 2017 version of the Federal Assistance Directive, and three grants were subject to the October 2018 version of the Federal Assistance Directive.

Crisis Preparedness Scorecard²³ and developed an effective network of citizen liaison volunteers to assist in maintaining contact with the U.S. citizen community. However, because Chad ranked “very high” (20 out of 172 countries) on the 2018 World Risk Report for natural disasters²⁴ and the country had a high potential for civil unrest during transfers of power, OIG advised the Consular Officer on a number of additional steps that could improve crisis preparedness. These include completing the Consular Risk Assessment Tool²⁵ to identify and mitigate country-specific risks to U.S. citizens; consulting within the embassy and, as needed, with representatives of the host government, foreign missions, and nongovernmental organizations to learn what resources they could provide in an emergency; and holding a crisis management exercise in addition to the biennial exercises facilitated by the Department’s Foreign Service Institute. Consular staff committed to conduct additional risk assessments and seek out further information on resources.

RESOURCE MANAGEMENT

OIG reviewed internal control systems in general services, facilities management, human resources, financial management, and information management operations. Although the Management Section’s human resources and financial management functions generally implemented required processes and procedures in accordance with applicable laws and Department guidance, OIG found numerous deficiencies in the section’s other operations, as described below. Section staff attributed many of these issues to a lack of oversight caused by long-term staffing gaps in the section’s leadership positions. These included the General Services Officer position, vacant from April 2017 to May 2019, and the Information Management Officer position, vacant from August 2017 to September 2018. As a result, the embassy relied on a combination of temporary duty support and management staff filling several positions simultaneously to sustain operations. The FY 2018 Chief of Mission Statement of Assurance, discussed in the Executive Direction section of this report, cited understaffing as a significant deficiency, as did two previous OIG inspections of Embassy N’Djamena.²⁶

Real Property

The Department Had Not Disposed of Two Excess Real Properties

The Department identified and planned to dispose of two excess real properties in Chad: the old embassy compound and the General Services Office annex. Following the embassy’s move

²³ The Consular Crisis Preparedness Scorecard is an online tool developed by the Bureau of Consular Affairs to assist consular sections in assessing and improving their crisis readiness.

²⁴ The World Risk Index lists the disaster risk for 172 countries. The index considers exposure to extreme natural events such as earthquakes or cyclones and calculates a society’s capacity to respond to such events.

²⁵ The Consular Risk Assessment Tool is an instrument developed by the Bureau of Consular Affairs to determine which hazards present the most critical threat to the safety and security of the U.S. citizen community within a post’s consular district, as well as to provide a roadmap to mitigate these risks.

²⁶ OIG, *Report of Inspection, Embassy N’Djamena, Chad* (ISP-I-04-49A, September 2004); OIG, *Report of Inspection, Embassy N’Djamena, Chad* (ISP-I-09-02A, December 2008).

to the new compound in June 2017, the Bureau of Overseas Buildings Operations (OBO) requested the embassy decommission these two properties in order to dispose of them. However, both properties remained part of the Department's inventory at the time of the inspection.

Old Embassy Compound

The old embassy compound consists of the former chancery, several annexes, and the chief of mission residence. The embassy estimated annual maintenance, utilities, and security costs for the vacant compound at approximately \$766,000. The embassy told OIG that two issues needed to be resolved in order to decommission and sell the compound, which was valued at \$4.4 million in 2017.

First, the embassy needed to identify a new Chief of Mission residence. When OBO authorized the embassy to decommission the compound in July 2017, the embassy said it could not proceed because the previous Ambassador continued to occupy the residence until her departure in September 2018. The residence has remained vacant since then, as both the embassy and OBO deemed it uninhabitable due to health and safety concerns ranging from the presence of black mold to dangerous electrical connections. The embassy estimated it would cost \$600,000 to rehabilitate the facility. As a result, in October 2018, the embassy requested OBO's support in leasing a temporary chief of mission residence. At the time of inspection, the embassy had identified a property and was negotiating lease terms with the owner.

Second, the Department needed to resolve ownership and leasing issues before it could market the compound. Embassy staff told OIG the U.S. Government only owns one portion of the compound. The Department occupied a second section of the compound despite not having a title, and it occupied a third portion under a 50-year lease. Embassy staff told OIG they were addressing these issues with the assistance of local counsel.

General Services Office Annex

The embassy vacated the General Services Office annex and offered it for sale for \$3.3 million in June 2018. In February 2019, the real estate firm contracted by OBO told the bureau that, due to local market conditions, it estimated the building's value at \$2.7 million. OBO received two offers in spring 2019 but deemed both unsatisfactory because they were significantly below the asking price. The embassy estimated annual maintenance, utilities, and security costs for the vacant annex at \$225,700.

According to 15 FAM 512.1a, embassies must review U.S. Government-owned and capital lease properties annually to identify those excess to the Department's needs based on 18 factors outlined in Exhibit 512.1. These include whether the property is uneconomical to retain, whether it is being put to optimum use, and whether operating and maintenance costs are excessive. Disposition of these two properties would allow the Department to put funds of approximately \$7.1 million to better use.

Recommendation 5: The Bureau of Overseas Buildings Operations, in coordination with Embassy N'Djamena and the Bureau of African Affairs, should develop and implement a strategy that prioritizes the disposal of Embassy N'Djamena's excess real property, in order to put funds estimated at \$7.1 million to better use. (Action: OBO, in coordination with Embassy N'Djamena and AF)

General Services

OIG identified two internal control issues in the General Services Office that the embassy corrected during the inspection. Specifically:

- The Contracting Officer closed out a backlog of 1,306 procurement files in the Department's electronic filing system, in accordance with 14 FAH-2 H-573.5.
- The Post Occupational Safety and Health Officer updated, and the Chargé approved, a memorandum exempting certain official vehicles under chief of mission authority from being included in the event data recorder program,²⁷ as called for in 14 FAM 435.5b. Prior to the inspection, the embassy did not have these exemptions properly documented and approved.

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

Embassy N'Djamena did not comply with some elements of the Department's Overseas Motor Vehicle Safety Standards. Specifically:

- Eighteen of 22 chauffeurs who drove armored vehicles did not receive armored vehicle training, as required in 12 FAM 389b.
- Four chauffeurs and 16 incidental (self-drive) drivers did not receive driver safety training or required retraining, as called for in 14 FAM 433.5a-b.
- Five chauffeurs and 15 incidental (self-drive) drivers did not receive medical certifications before driving official vehicles, as required in 14 FAM 433.4a-c.

These internal control issues occurred because of a lack of management oversight. Failure to enforce motor vehicle safety standards increases the risk of injury to drivers, passengers, and the public, as well as damage to U.S. Government property.

Recommendation 6: Embassy N'Djamena should comply with applicable Department overseas motor vehicle safety requirements for chauffeurs and incidental drivers under chief of mission authority. (Action: Embassy N'Djamena)

²⁷ An event data recorder uses a device with a microphone, forward and backward facing cameras, and an accelerometer to record events triggered by an abrupt movement, such as hard braking, rapid acceleration, swerving, impact, or excessive speeding. The intent is to capture risky driving behavior that, if left unchecked, could lead to mishaps.

Embassy's Motor Vehicle Fleet Data Was Inconsistent

OIG found inconsistencies in the motor vehicle fleet data the embassy entered into the Fleet Management Information System.²⁸ For example, from January 1 to April 30, 2019, one vehicle was driven 22,421 kilometers, but fuel consumption entered into the system was only 64 liters. This suggests that the vehicle had fuel efficiency of approximately 348 kilometers per liter of fuel. Over the same period, the embassy reported another vehicle with a negative mileage of 29,761 kilometers. According to 14 FAM 431.6-2b(7), the motor vehicle accountable officer is responsible for reviewing vehicle use and periodically verifying data integrity in the fleet management system. Embassy staff told OIG these inaccuracies occurred because of poor past management oversight and the long-term absence of a permanent General Services Officer. This internal control weakness increases the risk of mismanagement of vehicles and fuel.

Recommendation 7: Embassy N'Djamena should verify data accuracy for its motor vehicle fleet periodically in accordance with Department standards. (Action: Embassy N'Djamena)

Embassy Did Not Calibrate Its Fuel Pump Meter and Tanks

OIG found the embassy had not calibrated its fuel pump meter and fuel tanks since moving to the new compound in June 2017. As stated in 14 FAH-1 H-815.4b, pump meters become less accurate with frequent use, age, and exposure to environmental factors and therefore should be calibrated at least once every 6 months by a qualified technician. Guidance in 14 FAH-1 H-815.4c(1) states that underground storage tanks also should be checked periodically to guard against inaccuracies which may result from tank deformity occurring over time. The guidance also notes that improper calibrations results in potentially inaccurate inventory readings. Embassy staff told OIG they were unaware of these requirements. Failure to perform periodic calibrations of the fuel systems increases the risk of mismanagement of the embassy's fuel operations.

Recommendation 8: Embassy N'Djamena should implement a calibration schedule of its fuel systems in accordance with Department standards. (Action: Embassy N'Djamena)

Poor Acquisition and Property Management Practices Resulted in Excessive Stock and Early Disposals

OIG found the embassy procured property in excess of what it needed and disposed of property before it reached the end of its useful life. A review of Integrated Logistics Management System (ILMS)²⁹ data showed:

²⁸ The Fleet Management Information System, a module within the Integrated Logistics Management System, is the Department's enterprise system for the management of all fleet operations. It is designed to capture key operational data on vehicle dispatch, maintenance, and fuel.

²⁹ ILMS is an integrated web-based system that encompasses all of the Department supply chain functions in one system. It is designed to upgrade Department supply chain management by improving operations in purchasing, procurement, warehousing, transportation, property management, personal effects, and diplomatic pouch and mail.

- The embassy purchased and stored excessive property in its warehouse. For example, the embassy had 120 toilets in stock for use as replacements in its 32 residences.
- Between October 1, 2018, and March 31, 2019, the embassy disposed of 860 property items, of which 61 percent were early disposals.

Guidance in 14 FAM 411.4 defines property management as the planned acquisition, efficient utilization, physical accounting, and appropriate disposition of property. Guidance in 14 FAM 412 states that personal property acquisition should be limited to the quantity necessary for efficient U.S. Government business, while 14 FAH-1 H-213 defines minimum property replacement standards. Embassy staff told OIG these issues occurred because of the long-term vacancy in the General Services Officer position. Failure to adhere to Department property management and procurement planning standards increases the risk of property mismanagement and unnecessary expenditure of U.S. Government funds.

Recommendation 9: Embassy N'Djamena should implement procurement and property management processes in accordance with Department standards. (Action Embassy N'Djamena)

Embassy Did Not Document Nonexpendable Property Transfers to Residences

Data in the ILMS property system showed the embassy did not document approximately 43 percent of nonexpendable property transfers to residences between October 1, 2017, and September 30, 2018. Guidance in 14 FAM 416.3 requires that property transfers be documented and signed for by the occupant, and the signed property forms be maintained in residential inventory files. This process allows the embassy to track changes to the original inventory prepared when an employee first moves into a residence. Guidance in 14 FAM 414.5 states that an accountable property officer must ensure that effective internal requisitioning and issuing procedures to document nonexpendable property transactions are established and enforced. Embassy staff were unable to provide a reason for the lack of transfer documentation. This issue is an internal management control weakness that increases the risk of theft.

Recommendation 10: Embassy N'Djamena should document nonexpendable property transfers in accordance with Department standards. (Action: Embassy N'Djamena)

Not All Expendable Supplies Were Properly Tracked

Embassy N'Djamena did not track all embassy-furnished staff uniforms and facility management expendable supplies, such as plumbing supplies, in ILMS, as required in 14 FAM 414.2-1a(2). Guidance in 14 FAM 414.5 requires an accountable property officer to ensure that effective internal requisitioning and issuing procedures are established and enforced, including the use of specific forms to document the issuance and return of expendable supplies. Embassy staff told OIG this issue occurred because of poor property management practices in the past. Failure to use the Department-approved property record system increases the risk of theft.

Recommendation 11: Embassy N'Djamena should use the Integrated Logistics Management System to track all expendable supplies in accordance with Department standards. (Action: Embassy N'Djamena)

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

OIG found that the embassy's Contracting Officer's Representative (COR) program did not comply with Department standards. Staff members told OIG that until April 2019, the embassy assigned COR responsibilities to offices rather than individuals. After that date, the Contracting Officer began identifying individual employees to act as CORs, but the Department's Office of the Procurement Executive did not certify them, as called for in 14 FAH-2 H-143a. In addition, the Contracting Officer did not prepare COR delegation memoranda, as required by 14 FAH-2 H-143.2a(2). As a result, the embassy had no COR files, contrary to guidance in 14 FAH-2 H-142b(16).

Despite these deficiencies, OIG's discussions with embassy staff and review of other documentation showed the embassy monitored the contracts, received the goods and services for which it had contracted, and addressed contractors' performance issues when they arose. Embassy staff told OIG the COR program deficiencies occurred because of a lack of management oversight. A non-compliant COR program increases the risk of contract mismanagement.

Recommendation 12: Embassy N'Djamena should bring its Contracting Officer's Representative program into compliance with Department standards. (Action: Embassy N'Djamena)

Embassy Did Not Review Blanket Purchase Agreements Annually

OIG found that Embassy N'Djamena did not conduct annual reviews of its blanket purchase agreements.³⁰ The embassy had a total of 28 blanket purchase agreements to procure a variety of goods and services. According to Department of State Acquisition Regulation, Section 613.303-6, contracting officers must conduct an annual review to ensure that authorized blanket purchase agreement procedures are being followed and report the results of the review, including needed corrective action, to the head of the contracting activity. The contracting officer told OIG the embassy did not conduct the review because of staffing gaps and competing priorities. Without an annual review, the embassy cannot guarantee procurement integrity, maintain awareness of changes in market conditions, and determine whether there are other pertinent factors that may warrant making new arrangements with different suppliers or modifying existing arrangements.

³⁰ A blanket purchase agreement is a simplified method of filling anticipated repetitive needs for supplies or services by establishing "charge accounts" with qualified sources of supply.

Recommendation 13: Embassy N'Djamena should conduct annual reviews of its blanket purchase agreements in accordance with Department standards. (Action: Embassy N'Djamena)

Embassy Did Not Submit Annual Market Surveys of Housing

OIG found Embassy N'Djamena had not submitted annual housing market surveys since 2013. Guidance in 15 FAM 212.6b requires that embassies conduct an annual survey to provide an objective assessment of market conditions, enable embassies to compare the housing market with rents for the current housing inventory, conduct appropriate market research, verify rental benchmarks, establish rental control ceilings, and document conditions related to the availability and cost of suitable housing. The market housing survey is to be submitted to OBO within 30 days of completion or by December 31 of each year. Embassy staff told OIG they did not complete the survey because of competing priorities and a lack of management oversight. Without annual market surveys, the embassy risks overpaying for its residential leases.

Recommendation 14: Embassy N'Djamena should conduct and submit an annual housing market survey in accordance with Department requirements. (Action: Embassy N'Djamena)

Facility Management

OIG identified two internal control issues in the Facility Management Office, which the embassy corrected during the inspection. Specifically, the embassy's Post Occupational Safety and Health Officer:

- Updated the embassy's lockout/tagout³¹ policy, in accordance with 15 FAM 957.7b(2).
- Reviewed the embassy's list of confined spaces and established entry permit requirements, as mandated by the Department's Confined Space Program Procedures.³²

Chancery Elevators Did Not Comply With Department Standards

Embassy N'Djamena's elevators did not comply with Department standards. OBO's International Maintenance Assistance Program team identified nine deficiencies in the chancery's two elevators during an October 2018 site visit. OIG found these deficiencies remained unaddressed as of May 2019. As a result, both elevators lacked a current certificate

³¹ Lockout/tagout refers to specific practices and procedures to safeguard employees from the unexpected energization or startup of machinery and equipment, or the release of hazardous energy during service or maintenance activities. This requires, in part, that a designated individual turns off and disconnects the machinery or equipment from its energy source(s) before performing service or maintenance and that the authorized employee(s) either lock or tag the energy-isolating device(s) to prevent the release of hazardous energy and take steps to verify that the energy has been isolated effectively.

³² "A confined space is a work location that is large enough and configured so that an employee can bodily enter and perform assigned work, has limited and/or restricted openings for entry and that is not designed for continuous occupancy." Bureau of Overseas Buildings Operations, Office of Safety, Health, and Environmental Management's Confined Space Program Procedures, 2002.

of use.³³ According to 15 FAM 661d, a certification for elevator safety compliance is required for the design, installation, alteration, and operation of conveyance systems. Embassy staff told OIG the elevator deficiencies were not addressed because of competing priorities. Operating non-compliant elevators increases the risk of workplace injuries.

Recommendation 15: Embassy N'Djamena, in coordination with the Bureau of Overseas Buildings Operations, should complete all outstanding elevator repairs needed to obtain a current certificate of use for each elevator, in accordance with Department standards. (Action: Embassy N'Djamena, in coordination with OBO)

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

OIG identified three elements of Embassy N'Djamena's safety, health, and environmental management program that did not comply with Department standards. Specifically, the embassy did not:

- Perform the safety inspections mandated in 15 FAM 962c, which requires the Post Occupational Safety and Health Officer to inspect all office work areas annually and increased-risk³⁴ work areas twice a year.
- Ensure that all safety latches installed on swimming pool gates in the embassy's leased residences operated properly, as required by the Department's Swimming Pool Safety Standard.³⁵
- Deliver mandatory training to forklift operators, as called for in the Occupational Safety and Health Administration Standard 1910.178(l)(1)(ii).

These issues occurred because of a lack of management oversight. The absence of safety inspections, functioning safety latches, and forklift operator training increases the risk of injury and loss of life.

Recommendation 16: Embassy N'Djamena should bring its safety, health, and environmental management program into compliance with Department standards. (Action: Embassy N'Djamena)

³³ In order to receive a certificate of use, an elevator must be inspected annually by an accredited elevator inspector, with a comprehensive inspection every 5 years, and the embassy must complete any necessary repairs, after which the elevator is again inspected. If the re-inspection indicates full compliance, OBO issues a 1-year certificate of use.

³⁴ An increased-risk or high-risk activity is a workplace or environment with a high potential for mishaps or occupational illnesses. Included are activities involving, but not limited to machines, electrical or electronic functions, including transmitting antennas; chemicals or chemical applications; materials storage and handling; construction; maintenance; and repair. High risk activities include all facility management activities and shops.

³⁵ The Swimming Pool Safety Standard defines minimum requirements that overseas posts must meet in order to ensure the protection and life safety of all pool users on Department-controlled properties.

Fire Protection Program Did Not Fully Comply With Department Standards

Embassy N'Djamena did not comply with two elements of the Department's fire protection program. Specifically, the embassy did not:

- Inspect its fire extinguishers on a monthly basis, as required by 15 FAM 842a. OIG checked the inspection tags on 40 fire extinguishers on the embassy compound and another 18 located at embassy residences and found that none had been checked since January 2019.
- Ensure adequate storage of flammable liquids in its warehouse, contrary to guidance in 14 FAH-1 H313.1-2e.

These fire protection deficiencies occurred because of insufficient management oversight. The lack of inspections and failure to correct all reported fire deficiencies increases the risk of injury and loss of life.

Recommendation 17: Embassy N'Djamena should bring the fire protection program into compliance with Department standards. (Action: Embassy N'Djamena)

Human Resources

Department Had Yet to Act on 2012 Request to Update Local Compensation Plan

The Bureau of Human Resources' Office of Overseas Employment had yet to respond to Embassy N'Djamena's September 2012 request to update its local compensation plan to bring it into compliance with Chadian labor law. Specifically, the bureau had not addressed the embassy's request to add a provision that, should an eligible employee die while in service, his or her beneficiaries are entitled to severance pay. Guidance in 3 FAM 7523 states that revisions to local compensation plans may become necessary due to a host government decree or to incorporate new types of payments, such as premium pay rates. The bureau told OIG that the request remained unanswered due to its heavy workload. Because the bureau had not addressed the embassy's request, LE staff may not have been receiving all the rights and benefits they are due under Chadian law.

Recommendation 18: The Bureau of Human Resources should respond to Embassy N'Djamena's request for proposed changes to the local compensation plan. (Action: DGHR)

Financial Management

OIG identified three internal control issues in the Financial Management Office. One was corrected during the inspection when the Chargé formally authorized the provision of accommodation exchange services, in accordance with 4 FAH-3 H-361.2a. The other two issues are described below.

Alternate Cashier Did Not Regularly Assume Principal Cashier's Duties

The embassy's alternate cashier served as the principal cashier only during the main cashier's absences and not more regularly, as required by Department guidelines. The Department's Cashier User Guide, Chapter 3.6(5), states the American supervisor should establish a schedule that allows the alternate cashier to work as the acting principal cashier two to three times per month to ensure that the alternate cashier maintains the necessary skills. Financial management staff told OIG they were unaware of this requirement. An alternate cashier who is unfamiliar with cashiering procedures risks making errors in cashiering operations when the principal cashier is away.

Recommendation 19: Embassy N'Djamena should establish a schedule that allows the alternate cashier to work periodically as the principal cashier in accordance with Department guidelines. (Action: Embassy N'Djamena)

Embassy Did Not Perform Random, Unannounced Cash Verifications

The embassy conducted monthly cash verifications of the embassy's principal cashier, but they almost always occurred during the last week of the month. According to the Cashier User Guide, Chapter 3.6(6), cash counts must be unannounced, random, and unpredictable. The Financial Management Officer told OIG he conducted cash verifications late in the month out of habit. This predictability diminishes the effectiveness of cash verifications. When cashiers cannot predict the verification dates, they are compelled to maintain accountability for their balance and records at all times, thus reducing the risk of theft or misappropriation of funds.

Recommendation 20: Embassy N'Djamena should conduct monthly unannounced cash counts at unpredictable times during each month in accordance with Department standards. (Action: Embassy N'Djamena)

INFORMATION MANAGEMENT

OIG reviewed classified, unclassified, and dedicated internet computer systems; telecommunications and cybersecurity; emergency communications readiness; satellite, radio, and telephone systems; mobile computing; asset accountability; records management; and diplomatic mail and pouch services at Embassy N'Djamena. Since the Information Management Officer's arrival in September 2018, following a 13-month vacancy in that position, the section implemented several technology upgrades that helped to further mission operations and goals. For example, the section installed new land-mobile radio systems for eight security, emergency, and administrative networks; contracted and installed a second telecommunications circuit for contingency use; developed a comprehensive plan for internet mobile hotspot installations at all U.S. direct hire residences; and assisted project installation teams with replacing legacy local area network equipment and computers with new technology. Based on customer survey scores, OIG's own survey questionnaire, and interviews, OIG found a high level of customer satisfaction with Information Management Section support. Furthermore, OIG determined the services delivered by the section generally complied with Department standards. However, OIG

identified issues in information systems security, records management, and emergency communications readiness, as discussed below.

Embassy Did Not Resolve Cybersecurity Deficiencies

Embassy N'Djamena did not implement corrective measures for vulnerabilities in information systems identified in recent cybersecurity reviews. The Bureau of Information Resource Management Regional Information Systems Security Officer reviewed embassy operations in February 2019, and the Bureau of Diplomatic Security conducted a cybersecurity assessment in March 2019.³⁶ Both assessments identified information systems vulnerabilities that required immediate embassy corrective measures, as called for in 5 FAH-2 H-128.5, but had not been resolved due to competing priorities. OIG issued a management assistance report in July 2017 highlighting that embassies had not corrected cybersecurity problems raised in Department assessments.³⁷ Continued inattention to resolving computer security assessment recommendations results in undue risk and potential compromise to Department information systems.

Recommendation 21: Embassy N'Djamena, in coordination with the Bureaus of Diplomatic Security and Information Resource Management, should comply with all pending cybersecurity recommendations from Department reviews. (Action: Embassy N'Djamena, in coordination with DS and IRM)

American Center's Commercial Cloud Database System Lacked Approval

The embassy's local Information Technology Configuration Control Board did not approve the American Center's database, as required by 5 FAM 862.1. In addition, the board did not enter it in the Department's IT portfolio management and asset tracking application, as required.³⁸ The commercial cloud database system used by the American Center to register customers included personally identifiable information and photographs for approximately 18,000 host-country individuals, which Department guidance requires be protected.³⁹ Information Management Section staff were unaware of these requirements. The lack of the local Information Technology Configuration Control Board's approval could result in unauthorized disclosure of personally identifiable information.

Recommendation 22: Embassy N'Djamena should require its local Information Technology Configuration Control Board to review the American Center commercial cloud application in accordance with Department standards. (Action: Embassy N'Djamena)

³⁶ Regional Information Management Center, Frankfurt, Germany, RISSO Review—N'Djamena, February 2019; Bureau of Diplomatic Security, Cybersecurity Assessment, U.S. Embassy N'Djamena, ESC Pretoria 2019-003, March 2019.

³⁷ OIG, *Management Assistance Report: Deficiencies Reported in Cyber Security Assessment Reports Remain Uncorrected* (ISP-17-39, July 2017).

³⁸ 5 FAM 862.1c, "Local Information Technology Configuration Control Board Responsibilities."

³⁹ Cable 2019 STATE 38790, "Safeguarding Personally Identifiable Information (PII)," April 16, 2019.

Records Management Program Did Not Comply With Department Standards

Embassy N'Djamena's records management program did not comply with Department standards for records organization, oversight, and retirement, as detailed in 5 FAM 415.2c. OIG found official records⁴⁰ dating back to 2006, some with no apparent purpose or value, which should have been retired or destroyed, in accordance with 5 FAM 433. Although the embassy delegated records management responsibility to each section, and the records coordinator issued guidance on retiring official records, none of the sections had assigned a responsible person, as required in 5 FAH-4 H-215.3-2b. Without a records management program that complies with organization, oversight, and retirement standards, the embassy is vulnerable to inefficient information retrieval and potential loss of critical documentation.

Recommendation 23: Embassy N'Djamena should implement a records management program that complies with Department standards. (Action: Embassy N'Djamena)

Monthly Emergency Action Committee Radio Network Testing Not Completed

Embassy N'Djamena fulfilled most monthly communications equipment testing requirements but did not comply with the monthly testing requirement for the encrypted emergency action committee radio network, as required by 5 FAH-2 H-732.7. OIG found the committee did not establish procedures for monthly tests. Without testing the encrypted radio network, the embassy cannot ensure that the emergency action plan could be executed successfully in the event of an emergency.

Recommendation 24: Embassy N'Djamena should implement monthly testing of the emergency action committee radio network in accordance with Department standards. (Action: Embassy N'Djamena)

Emergency Action Plan Communications Appendix Was Inaccurate

The embassy did not have an accurate communications appendix in the emergency action plan, as required in 12 FAH-1 H-782. In particular, the embassy did not fully update the appendix with changes to the emergency and evacuation radio networks or document all portable satellite assets. Embassy personnel told OIG they did not complete these updates due to competing priorities. A properly documented emergency action plan is crucial, as it allows embassies to operate effectively in the event of a disaster or unforeseen incident. Without an accurate communications appendix, the embassy risks not being prepared during an emergency.

⁴⁰ According to 44 U.S.C. Ch. 33 § 3301, official records include all books, papers, maps, photographs, machine readable materials, or other documentary materials, regardless of physical form or characteristics, made or received by an agency of the United States Government under Federal law or in connection with the transaction of public business and preserved or appropriate for preservation by that agency or its legitimate successor as evidence of the organization, functions, policies, decisions, procedures, operations, or other activities of the Government or because of the informational value of data in them.

Recommendation 25: Embassy N'Djamena should update the communications appendix in its emergency action plan. (Action: Embassy N'Djamena)

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 Embassy N'Djamena and the Bureaus of Educational and Cultural Affairs, Human Resources, and Overseas Buildings Operations. The Department's complete responses can be found in Appendix B. The Department also provided technical comments that were incorporated into this report, as appropriate.

Recommendation 1: Embassy N'Djamena should bring its management of foreign assistance grants into compliance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena manages its foreign assistance grants in accordance with Department standards.

Recommendation 2: Embassy N'Djamena, in coordination with the Bureau of Educational and Cultural Affairs, should implement a strategic plan for the new embassy compound's American Center that meets Department standards. (Action: Embassy N'Djamena, in coordination with ECA)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation. The embassy noted an expected completion date of June 2020.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena implemented a strategic plan for the new embassy compound's American Center.

Recommendation 3: The Bureau of Educational and Cultural Affairs should require that a Regional Educational Advising Coordinator visit Embassy N'Djamena's EducationUSA Advising Center to evaluate and certify its level of service. (Action: ECA)

Management Response: In its October 21, 2019, response, the Bureau of Educational and Cultural Affairs concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that a Regional Educational Advising Coordinator evaluated and certified Embassy N'Djamena's EducationUSA Advising Center's level of service.

Recommendation 4: Embassy N'Djamena should bring documentation of its public diplomacy grants program into compliance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation. The embassy noted an expected completion date of November 2019.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena's public diplomacy grants program documentation complies with Department standards.

Recommendation 5: The Bureau of Overseas Buildings Operations, in coordination with Embassy N'Djamena and the Bureau of African Affairs, should develop and implement a strategy that prioritizes the disposal of Embassy N'Djamena's excess real property, in order to put funds estimated at \$7.1 million to better use. (Action: OBO, in coordination with Embassy N'Djamena and AF)

Management Response: In its October 29, 2019, response, the Bureau of Overseas Buildings Operations 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 Overseas Buildings Operations implemented a strategy that prioritizes the disposal of Embassy N'Djamena's excess real property.

Recommendation 6: Embassy N'Djamena should comply with applicable Department overseas motor vehicle safety requirements for chauffeurs and incidental drivers under chief of mission authority. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation. The embassy noted an estimated completion date of November 2019.

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

Recommendation 7: Embassy N'Djamena should verify data accuracy for its motor vehicle fleet periodically in accordance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation. The embassy noted an expected completion date of December 2019.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena verifies data accuracy for its motor vehicle fleet periodically in accordance with Department standards.

Recommendation 8: Embassy N'Djamena should implement a calibration schedule of its fuel systems in accordance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena implemented a calibration schedule of its fuel systems in accordance with Department standards.

Recommendation 9: Embassy N'Djamena should implement procurement and property management processes in accordance with Department standards. (Action Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena's procurement and property management processes comply with Department standards.

Recommendation 10: Embassy N'Djamena should document nonexpendable property transfers in accordance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena records its nonexpendable property transfers in accordance with Department standards.

Recommendation 11: Embassy N'Djamena should use the Integrated Logistics Management System to track all expendable supplies in accordance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation. The embassy noted an estimated completion date of November 30, 2019.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena uses the Integrated Logistics Management System to track all expendable supplies in accordance with Department standards.

Recommendation 12: Embassy N'Djamena should bring its Contracting Officer's Representative program into compliance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena's Contracting Officer's Representative program complies with Department standards.

Recommendation 13: Embassy N'Djamena should conduct annual reviews of its blanket purchase agreements in accordance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena conducts annual reviews of its blanket purchase agreements in accordance with Department standards.

Recommendation 14: Embassy N'Djamena should conduct and submit an annual housing market survey in accordance with Department requirements. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena submitted an annual housing market survey in accordance with Department requirements.

Recommendation 15: Embassy N'Djamena, in coordination with the Bureau of Overseas Buildings Operations, should complete all outstanding elevator repairs needed to obtain a current certificate of use for each elevator, in accordance with Department standards. (Action: Embassy N'Djamena, in coordination with OBO)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena completed all outstanding elevator repairs needed to obtain a current certificate of use for each elevator.

Recommendation 16: Embassy N'Djamena should bring its safety, health, and environmental management program into compliance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation. The embassy noted an estimated completion date of no later than January 2020.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena's safety, health, and environmental management program complies with Department standards.

Recommendation 17: Embassy N'Djamena should bring the fire protection program into compliance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation. The embassy noted that staff had been conducting monthly checks of fire extinguishers and recording the results in a spreadsheet but would also begin to record the results on the inspection tags.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena's fire protection program complies with Department standards.

Recommendation 18: The Bureau of Human Resources should respond to Embassy N'Djamena's request for proposed changes to the local compensation plan. (Action: DGHR)

Management Response: In its October 24, 2019, response, the Bureau of Human Resources concurred with this recommendation. The bureau noted an estimated completion date of January 2020.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of the bureau's response to Embassy N'Djamena's proposed changes to its local compensation plan.

Recommendation 19: Embassy N'Djamena should establish a schedule that allows the alternate cashier to work periodically as the principal cashier in accordance with Department guidelines. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena established a schedule that allows the alternate cashier to work periodically as the principal cashier in accordance with Department guidelines.

Recommendation 20: Embassy N'Djamena should conduct monthly unannounced cash counts at unpredictable times during each month in accordance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena conducted monthly unannounced cash counts at unpredictable times in accordance with Department standards.

Recommendation 21: Embassy N'Djamena, in coordination with the Bureaus of Diplomatic Security and Information Resource Management, should comply with all pending cybersecurity recommendations from Department reviews. (Action: Embassy N'Djamena, in coordination with DS and IRM)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation. The embassy noted an expected completion date of April 2020.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena complied with all pending cybersecurity recommendations from Department reviews.

Recommendation 22: Embassy N'Djamena should require its local Information Technology Configuration Control Board to review the American Center commercial cloud application in accordance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena's local Information Technology Configuration Control Board reviewed the American Center commercial cloud application in accordance with Department standards.

Recommendation 23: Embassy N'Djamena should implement a records management program that complies with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena's records management program complies with Department standards.

Recommendation 24: Embassy N'Djamena should implement monthly testing of the emergency action committee radio network in accordance with Department standards. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation. The embassy noted an expected completion date of November 5, 2019.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of monthly testing of the emergency action committee radio network in accordance with Department standards.

Recommendation 25: Embassy N'Djamena should update the communications appendix in its emergency action plan. (Action: Embassy N'Djamena)

Management Response: In its October 24, 2019, response, Embassy N'Djamena concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy N'Djamena updated the communications appendix in its emergency action plan.

PRINCIPAL OFFICIALS

Title	Name	Arrival Date
Chiefs of Mission:		
Chargé d’Affaires, ad interim	Richard Bell	9/2018
Deputy Chief of Mission	Chahrazed Sioud	9/2017
Chiefs of Sections:		
Management	Philip Kern	8/2018
Consular	Barbara Messmer	5/2018
Political-Economic	David Rochford	7/2018
Population, Refugees, and Migration	Lisa Overman	9/2018
Public Affairs	Grant Phillipp	12/2017
Regional Security	James Falgoust	6/2017
Other Agencies:		
Department of Defense	Joseph Williams	9/2017
U.S. Agency for International Development	Leslie McBride	3/1995

Source: Generated by OIG from data provided by Embassy N’Djamena.

APPENDIX A: OBJECTIVES, SCOPE, AND METHODOLOGY

This inspection was conducted from March 18 to July 17, 2019, in accordance with the Quality Standards for Inspection and Evaluation, as issued in 2012 by the Council of the Inspectors General on Integrity and Efficiency, and the Inspector's Handbook, as issued by the Office of Inspector General (OIG) for the Department and the U.S. Agency for Global Media (USAGM).

Objectives and Scope

The Office of Inspections provides the Secretary of State, the Chief Executive Officer of USAGM, and Congress with systematic and independent evaluations of the operations of the Department and USAGM. Inspections cover three broad areas, consistent with Section 209 of the Foreign Service Act of 1980:

- **Policy Implementation:** whether policy goals and objectives are being effectively achieved and U.S. interests are accurately and effectively represented; and whether all elements of an office or mission are being adequately coordinated.
- **Resource Management:** whether resources are being used and managed with maximum efficiency, effectiveness, and economy and whether financial transactions and accounts are properly conducted, maintained, and reported.
- **Management Controls:** whether the administration of activities and operations meets the requirements of applicable laws and regulations; whether internal management controls have been instituted to ensure quality of performance and reduce the likelihood of mismanagement; whether instances of fraud, waste, or abuse exist and whether adequate steps for detection, correction, and prevention have been taken.

Methodology

In conducting inspections, OIG uses a risk-based approach to prepare for each inspection; reviews pertinent records; circulates surveys and compiles the results, as appropriate; conducts interviews with Department and on-site personnel; observes daily operations; and reviews the substance of the report and its findings and recommendations with offices, individuals, and organizations affected by the review. OIG uses professional judgment, along with physical, documentary, testimonial, and analytical evidence collected or generated, to develop findings, conclusions, and actionable recommendations.

APPENDIX B: MANAGEMENT RESPONSES



Embassy of the United States of America

October 24, 2019

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THRU: Bureau of African Affairs – Tibor Nagy, Assistant Secretary

TO: OIG – Sandra Lewis, Assistant Inspector General for Inspections

FROM: Embassy N'Djamena – Jessica Davis Ba, Chargé d'Affaires, a.i.

SUBJECT: Response to Draft OIG Report – Inspection of Embassy N'Djamena

Embassy N'Djamena has reviewed the draft OIG inspection report. We provide the following comments in response to the recommendations provided by OIG:

Recommendation 1: Embassy N'Djamena should bring its management of foreign assistance grants into compliance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with this recommendation and sent the Pol/Econ Grants Officer Representative (GOR) to GOR training in July and hosted a State Assistance Management Systems (SAMS) training in October for all Embassy staff and updated missing information to bring all foreign assistance files into compliance.

The Embassy notes that though some files were incomplete, the information therein was not "erroneous," and though the documentation for the merit review board had been lost, the process was followed.

Recommendation 2: Embassy N'Djamena, in coordination with the Bureau of Educational and Cultural Affairs, should implement a strategic plan for the new embassy compound's American Center that meets Department standards. (Action: Embassy N'Djamena, in coordination with ECA)

Embassy N'Djamena concurs with the recommendation. The embassy is implementing its strategic plan through the following actions:

In order to address the staffing and opening hours deficiencies, the embassy requested and received permission to create a full-time American Spaces Coordinator position. The position is currently being classified and the embassy will advertise the position once approved. The expected completion date is January 2020, dependent on when the classification is received.

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The Public Affairs Section has ordered furniture and educational materials for the EducationUSA advising space within the American Center. Once the new materials are received, the embassy will use the American Center to provide EducationUSA services. The expected completion date is December 2019, dependent on when the ordered materials arrive.

The Regional Public Engagement Specialist is scheduled to visit to N'Djamena in December 2019 to provide guidance for bringing the American Center into compliance with program, management, and physical standards for American Spaces. This will include developing a plan to create a safe, secure, welcoming, and attractive environment with accessible, digitally enhanced, flexible programming space with modular furniture and internet connectivity. The expected completion date is June 2020.

Recommendation 3: The Bureau of Educational and Cultural Affairs should require that a Regional Educational Advising Coordinator visit Embassy N'Djamena's EducationUSA Advising Center to evaluate and certify its level of service. (Action: ECA)

Embassy N'Djamena concurs with the recommendation. ECA is the Action Office for this recommendation. The Regional Educational Advising Coordinator visited Embassy N'Djamena the week of October 7-11, 2019 and certified the EducationUSA Advising Center's level of service.

Recommendation 4: Embassy N'Djamena should bring documentation of its public diplomacy grants program into compliance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. Public Diplomacy Section Grants Officer Representatives received training in October 2019 from A/OPE/AP/FA and are reviewing grants to ensure that documentation is included and complete. This training will also be used to ensure that future grants are properly documented. The expected completion date is November 2019.

Recommendation 5: The Bureau of Overseas Buildings Operations, in coordination with Embassy N'Djamena and the Bureau of African Affairs, should develop and implement a strategy that prioritizes the disposal of Embassy N'Djamena's excess real property, in order to put funds estimated at \$7.1 million to better use. (Action: OBO, in coordination with Embassy N'Djamena and AF)

Embassy N'Djamena concurs with the recommendation. The OIG inspection identified two properties and recommended that the Embassy dispose of them: The Old Embassy Compound (OEC) and the General Services Office (GSO) annex. On May 17, 2018, Embassy N'Djamena in conjunction with OBO hired a local counsel to assist with the sale and land transfer of the old GSO annex. On September 3, 2019, OBO accepted an offer from a private individual to buy the GSO annex at value that all parties agreed accurately reflected market conditions and the value of the land.

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In order to dispose of the OEC, Embassy N'Djamena submitted a decommissioning plan/schedule for OBO review on September 30, 2019. If accepted, the total cost to decommission the property is estimated to be \$70,040 and the decommissioning is estimated to be completed by March 1, 2020. Concurrently Embassy N'Djamena will engage the services of local counsel to prepare the title work in order to market the property when it is available to go on the market in March 2020. Embassy N'Djamena will request funds to retain this counsel from OBO.

Recommendation 6: Embassy N'Djamena should comply with applicable Department overseas motor vehicle safety requirements for chauffeurs and incidental drivers under chief of mission authority. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. All embassy sections have confirmed the names of who they would like to have driving privileges. A new spreadsheet has been developed to track the dates of last medical certification, Smith System training, and armored vehicle training. The Health Unit and Motor Pool will finish updating the spreadsheet by October 31, 2019 and all required training and examinations will be completed by November 30, 2019.

While the updates are still in progress, Motor Pool has already begun conducting additional Smith System and armored vehicle trainings to bring all drivers into compliance. A Management Policy was published on October 17, 2019 titled "Driver Exam Requirement for Employees Operating Government Vehicles" which requires all drivers including USDH to comply with Department Standards.

The Motor Pool Supervisor will be responsible for maintaining the driver tracker and enforcing training and medical clearance requirements by not giving keys to those with out of date training or medical clearances. The Motor Pool Supervisor, who is also Embassy N'Djamena's Smith System and armored vehicle trainer, will also be responsible for scheduling appropriate trainings and alerting people sixty days in advance of an expiring medical clearance. The GSO will review the driver tracker monthly to ensure compliance.

Recommendation 7: Embassy N'Djamena should verify data accuracy for its motor vehicle fleet periodically in accordance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. An Integrated Logistics Management System (ILMS) training team visited the embassy from August 19 – September 6, 2019 and trained motor pool personnel and other Management personnel on how to use ILMS and Fleet Management Information System (FMIS) better. Daily trip records are now receiving additional scrutiny from the Motor Pool Supervisor and Dispatchers and driver training is ongoing to ensure accuracy moving forwards. Post also now has a new Collaborative Management Initiative (CMI) Coordinator who is working with motor pool personnel to correct historic data issues. By December 31, 2019, all mileage and fuel consumption entered ILMS will be accurate. The new GSO Assistant starting next week will be responsible for weekly spot checks of odometer readings and monitoring fuel tickets. Post is also in progress to dispose of several vehicles that are rarely driven or difficult to maintain which have a negative impact on our data by making it more difficult to see trends emerging amongst those vehicles that are frequently

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driven. A decision on which vehicles to dispose will be made by November 30, 2019, and the disposals will be complete (or, if armored, the vehicles will be on their way to the USA) by February 28, 2020.

Recommendation 8: Embassy N'Djamena should implement a calibration schedule of its fuel systems in accordance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with this recommendation. Embassy N'Djamena has taken extensive steps to regularly monitor fuel usage using manual methods. Extensive documentation on manual checks is available. After an exhaustive search, Embassy N'Djamena determined that qualified technicians who can do the necessary calibrations are not available on the local market.

Embassy N'Djamena concurs with the need for a qualified technician to perform calibration and has scheduled a visit from a Department-recommended contractor to visit post and perform calibration in January 2020. Post requests OBO's assistance in establishing a fuel calibration contract as a BME contract.

Recommendation 9: Embassy N'Djamena should implement procurement and property management processes in accordance with Department standards. (Action Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. The GSO now reviews all Procurement Requests for the warehouse against the stock and issuance rates shown in ILMS. With few exceptions, no more than three months of supply will be purchased at one time for items available locally and, due to long shipping times, no more than six to nine months of supply will be purchased at one time for overseas purchases.

An ILMS training team visited the embassy from August 19 – September 6, 2019 and worked extensively with the GSO Property team. The team learned how to review the expendables catalog and the months of supply. By December 31, 2019, the expendables catalog will be updated to remove duplicate items and correct spelling as needed to ensure that personnel can quickly and accurately search the catalog and avoid mis-ordering excess quantities. The GSO Property team is also reviewing the months of supply for all items with more than 24 months of supply or no issuances to make a recommendation by January 31, 2020 to the GSO and Management Officer regarding item disposals.

Many of the early property disposals have been the result of Post's error correction process in ILMS. Oftentimes, to correct an ILMS receiving error, one needs to dispose of the item and then re-create it. Better use and understanding of ILMS will cut down on the number of early disposals that result from the error correction process. In addition, a new disposal auction standard operating procedure that includes guidelines for what types of items ought to be included has been drafted and will be submitted for Management approval by November 30, 2019. The GSO Property and Facilities teams have also been educated regarding the necessity of doing a DS-132 before an item is disposed of or is cannibalized for parts.

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Recommendation 10: Embassy N'Djamena should document nonexpendable property transfers in accordance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation and is now in 100% compliance with the requirement that property transfers being documented on DS-584s. Despite historical documentation errors, the embassy found all residential assets in their expected locations during the recently completed asset re-tagging process, except for three small low-dollar-value items. An investigation into those three items will be completed by January 30, 2020 when the residents involved depart post and a more thorough search of the residences can be completed. The new GSO Assistant will be responsible for reviewing all residential files to ensure that the embassy has signed inventories for all residences.

Recommendation 11: Embassy N'Djamena should use the Integrated Logistics Management System to track all expendable supplies in accordance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. The GSO Property team is updating ILMS to include additional location details for all expendable items kept in the warehouse. This effort will be completed by November 30, 2019 before the team begins the annual inventory process. The Health Unit (HU) is actively working with Procurement, Property, and the ILMS training team to resolve system problems hindering receiving and tracking HU expendable pharmaceuticals in accordance with ILMS. HU received organizing bins to arrange all current pharmaceuticals, established sub-headings in ILMS to track locations of each medication and is in the process of operationalizing the organizational plan.

A new uniform tracker is being developed and will be ready by October 30, 2019. Property will continue to issue bulk amounts of uniform pieces to offices that require them but will only do so after receiving an updated tracker that shows to whom each item in the previous bulk amount was issued to. The tracker will include details of items, sizes, and prices so that the embassy can better track what items need to be re-ordered and ensure that individuals are not receiving more than \$800 worth of uniform items in one year. The new GSO Assistant will be responsible for maintaining the tracker with oversight by the GSO. A uniform issuance policy guide will be drafted for Management review by December 30, 2019.

Normally, a facilities technician must have an approved work order in order to receive expendables items from the warehouse. However, facilities technicians who are on-call after normal work hours are provided with emergency toolkits that contain small amounts of expendables items that may be needed to handle afterhours emergency repairs. The Property Supervisor has been tracking the contents of these kits via a spreadsheet but has found it difficult to track whether a toolkit item needs to be replenished. From now on, technicians will not be able to replenish the items in their emergency toolkits without a copy of the work orders that the items were used on. In addition, the Property Supervisor will conduct random monthly spot checks of toolkit contents.

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Recommendation 12: Embassy N'Djamena should bring its Contracting Officer's Representative program into compliance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. All of Post's contracts are being reviewed for option exercise or re-competition. Any re-competitions will be completed by January 31, 2020. By the time a new contract is in place or an option is exercised on an existing contract, the Contracting Officer will ensure that the intended Contracting Officer's Representative (COR) and an alternate COR to serve when the primary COR is out of the office have taken the appropriate training, including ethics training, and have received COR certifications from A/OPE. The Contracting Officer will ensure that all CORs have COR files and delegation memoranda. The Contracting Officer will also establish a tracker to ensure that all CORs stay current with their mandatory continuous learning credits and update their certifications as required.

Recommendation 13: Embassy N'Djamena should conduct annual reviews of its blanket purchase agreements in accordance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. As the period of performance for most of the embassy's Blanket Purchase Agreements (BPAs) begins in April, the annual review will be conducted each year in January. This will give the procurement team two months following the review to enter new BPAs or terminate unnecessary ones before the beginning of April. Having all the BPAs on the same renewal schedule will eliminate confusion that can occur when different BPAs are expiring at different times of the year.

Recommendation 14: Embassy N'Djamena should conduct and submit an annual housing market survey in accordance with Department requirements. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation and has completed it. The 2019 survey was submitted on October 7, 2019. Dates to start and to complete the 2020 survey have been added to the calendars of all members of the realty team with annual recurrence set in Outlook.

Recommendation 15: Embassy N'Djamena, in coordination with the Bureau of Overseas Buildings Operations, should complete all outstanding elevator repairs needed to obtain a current certificate of use for each elevator, in accordance with Department standards. (Action: Embassy N'Djamena, in coordination with OBO)

Embassy N'Djamena concurs with this recommendation and it is complete. Embassy N'Djamena has completed the necessary repairs and has obtained certificates of use for both elevators. Both certificates are displayed in the lobby next to the elevator call buttons.

Recommendation 16: Embassy N'Djamena should bring its safety, health, and environmental management program into compliance with Department standards. (Action: Embassy N'Djamena)

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Embassy N'Djamena concurs with this recommendation. Embassy N'Djamena held a SHEM committee meeting on February 8, 2019 and again on October 1, 2019. Post's POSHO has conducted mandatory annual and semi-annual workplace safety inspections as mandated in 15 FAM 962c.

Post has located a local vendor to provide forklift training for forklift operators. This training will be scheduled to take place no later than January 2020.

Post's POSHO assistant evaluated pool latches at all of Post's residences. Of the 24 pools under Post oversight, six were found to have sagging hinges which prevented the gates from latching as required by department standards. Replacement or rehabilitation on all six gates was completed on October 21, 2019.

Recommendation 17: Embassy N'Djamena should bring the fire protection program into compliance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. Embassy N'Djamena's disagrees that POSHO assistant had not been conducting monthly checks as required by 15 FAM 842a. However, the POSHO assistant had been maintaining the results of his inspections in an independent spreadsheet he would periodically email to his supervisor. In addition to maintaining his monthly maintenance schedule, the POSHO assistant will also note his inspections on the inspection tags located on individual extinguishers.

When inspected, Post's flammable cabinets contained non-flammable items and flammable items were improperly stored. Post has since prioritized its flammable item storage and all flammable items are now properly stored in 14 FAH-1 H-313.1-2e compliant cabinets. In May 2019, the embassy placed an order for additional 14 FAH-1 H-313.1-2e compliant cabinets to be installed in the warehouse to ensure safe storage in the event of an increase in flammable inventory.

Recommendation 19: Embassy N'Djamena should establish a schedule that allows the alternate cashier to work periodically as the principal cashier in accordance with Department guidelines. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs and has completed the recommendation. The Financial Management Officer has established a recurring schedule to ensure the alternate cashier will work as the principal cashier. The schedule is as follows: November 25 to December 23, 2019, February 27 to February 28, 2020, March 23 to March 27, April 20 to April 24, May 4 to May 8, June 8 to June 12. FMO will continue to set a schedule at the beginning of each six-month period.

Recommendation 20: Embassy N'Djamena should conduct monthly unannounced cash counts at unpredictable times during each month in accordance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation and is conducting monthly unannounced cash counts. Post began varying the dates of unannounced cash counts after departure of OIG

Inspectors from post. The FMO completed monthly unannounced cash counts on the following dates: 05/31/2019 (May), 06/27/2019 (June), 07/19/2019 (July), 08/07/2019 (August), 09/02/2019 (September), 10/16/2019 (October). Embassy N'Djamena will continue unannounced cash counts at unpredictable times each month.

Recommendation 21: Embassy N'Djamena, in coordination with the Bureaus of Diplomatic Security and Information Resource Management, should comply with all pending cybersecurity recommendations from Department reviews. (Action: Embassy N'Djamena, in coordination with DS and IRM)

Embassy N'Djamena concurs with the recommendation. While Embassy N'Djamena has completed many of the cybersecurity recommendation from Department Reviews, some require more time to resolve. Specific items that have been completed to become compliant with Department Standards include:

- *Network devices have been labeled on the 1st and 2nd floors.*
- *Maintenance and visitor logs have been established and are kept up to date.*
- *The consular server rack was relocated to the JUCR in March 2019.*
- *Environmental sensors were installed in the server room in October 2019.*
- *By coordinating disposal with WHA and sending material out for disposal rather than dismantling equipment locally, the amount of equipment for destruction has been drastically reduced. Progress has been made in continuing to draw that down.*
- *Printers, switches, and workstations have all been configured to not use banned protocols.*
- *Random ISSO checks of user files are now being conducted routinely with records available for appropriate review.*
- *Users have been reminded by RSO and ISSO about connecting unauthorized devices to OpenNet Machines; RSO has and will continue to issue violations for unauthorized devices being connected. IRM has proactively worked with RSO on several violations of this policy.*
- *All OpenNet workstations are running Windows 10 except for Consular Affairs (CA). The CA upgrade to Windows 10 is scheduled for January/February 2020.*
- *All printer configurations have been corrected to comply with the DoS Guidelines.*
- *Local workstation drives are now optimized to have at least 15% free disk space.*
- *Passwords are not being stored on OpenNet; ISSO includes this check on a monthly basis.*

Cybersecurity recommendations still outstanding in order to bring Embassy N'Djamena into full compliance include:

- *Labels on switches on the 3-5th floors, which is scheduled to be completed by October 31, 2019.*
- *Network diagrams need to be affixed in the server room scheduled to be completed by October 31, 2019.*
- *Connect Emergency Power Button to the UPS; this action will require coordination with FAC and is expected to be completed by the December 30, 2019.*
- *Label server room power breakers. Action requires coordination with FAC and is expected to be completed by November 31, 2019.*

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- Properly configure individual user accounts for DIN access. Embassy N'Djamena intends to deploy a Domain Controller on the DIN to control DIN access. The target deadline for completion is April 2020.
- BAS System needs AV Checks, updates, limited admin accounts, individual users accounts, auto-lock, and needs routine checks to make sure that Bluetooth and WIFI are turned off, and that the systems are not connected to the internet. Embassy N'Djamena's plan for the BAS system will be complete by November 31, 2019. The plan will be implemented on all BAS systems by the end of the calendar year.
- Set up user accounts and update AV on PBX admin workstations. The target deadline for completion is October 31, 2019.

Recommendation 22: Embassy N'Djamena should require its local Information Technology Configuration Control Board to review the American Center commercial cloud application in accordance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. Embassy N'Djamena's Local ITCCB's Charter was approved on October 21, 2019. The ITCCB will be convened in December. One agenda item to be discussed will be the American Center's cloud-based guest registration system which utilizes a cloud service platform which may not be approved by the Department's Cloud Computing Governance Board as it involves the storage of PII in the Cloud.

Recommendation 23: Embassy N'Djamena should implement a records management program that complies with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. Embassy N'Djamena notes no Permanent Program records have been archived to the Department since 2013 from the Pol/Econ and Public Affairs offices. In addition, there have been no Principal Officer program records or Chron records that have been archived to the Department since 2015. Management and IPC staff met with the delinquent offices on October 18th to explain their respective responsibilities. IPC staff will continue to engage and work with those offices and their administrative staff to ensure that required records are archived in a timely manner. Embassy N'Djamena formally designated responsible persons for records management in each section on October 18, 2019. Training was provided for the records coordinators in EXEC, Pol/Econ, and PD also on October 18, 2019. IRM has initiated the transfer of Front Office records that had been retained and post and has implemented a schedule to periodically remind responsible records coordinators of their responsibilities and will assist in transmitting the records for permanent storage.

Recommendation 24: Embassy N'Djamena should implement monthly testing of the emergency action committee radio network in accordance with Department standards. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs with the recommendation. All EAC members, and the entire embassy community already participate in a radio drill using unencrypted channels. Embassy N'Djamena has verified all EAC members are in possession of a radio with the EAC channel decoder. Embassy N'Djamena will institute a second drill exclusively for EAC members on the

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encrypted channel. These EAC exclusive radio checks will commence on November 5, 2019 and be held monthly thereafter.

Recommendation 25: Embassy N'Djamena should update the communications appendix in its emergency action plan. (Action: Embassy N'Djamena)

Embassy N'Djamena concurs and has completed the recommendation. Emergency and Evacuation radio networks were updated in Pegasus and are current as of September 12, 2019. The listing of portable satellite assets was last updated in March 2019 and will be updated again prior to scheduled emergency communications testing on October 31, 2019.

The point of contact for this memorandum is Philip Kern, Management Officer.

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October 21, 2019

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THROUGH: Bureau of African Affairs – Tibor Nagy, Assistant Secretary

TO: OIG – Sandra Lewis, Assistant Inspector General for Inspections

FROM: Bureau of Educational and Cultural Affairs – Aleisha Woodward, Deputy
Assistant Secretary

SUBJECT: Response to Draft OIG Report – Inspection of Embassy N’Djamena, Chad

The Bureau of Educational and Cultural Affairs has reviewed the draft OIG inspection report. We provide the following comments in response to the OIG’s recommendations:

OIG Recommendation 2: Embassy N’Djamena, in coordination with the Bureau of Educational and Cultural Affairs, should implement a strategic plan for the new embassy compound’s American Center that meets Department standards. (Action: Embassy N’Djamena, in coordination with ECA)

Management Response: ECA concurs with the recommendation. The Regional Public Engagement Specialist (REPS) based in Dakar will work directly with PAS N’Djamena to create and implement a strategic plan for the American Center that meets Department standards and will guide PAS in producing sufficient strategic U.S. policy-related programming. In creating its strategic plan, PAS should consider incorporating the programming recommendations for the American Center that were documented in the [December 2018 REPS Trip Report](#). The expected completion date is September 2020.

OIG Recommendation 3: The Bureau of Educational and Cultural Affairs should require that a Regional Educational Advising Coordinator visit Embassy N’Djamena’s EducationUSA Advising Center to evaluate and certify its level of service. (Action: ECA)

Management Response: ECA concurs with this recommendation. During the week of October 15, 2019, the Regional Educational Advising Coordinator (REAC) visited the EducationUSA advising center in N’Djamena and certified the advising services offered qualify for the “standard” level. To clarify: the “standard” level of advising service cited in the OIG report is not the lowest level. Rather, the designation “reference center” refers to the lowest and most basic level of advising service.

The point of contact for this memorandum is Ed Kemp.



United States Department of State

Washington, D.C. 20520

UNCLASSIFIED MEMORANDUM

TO: OIG/ISP – Sandra Lewis

FROM: OBO/RM – Jeff Reba, Acting

SUBJECT: Response to OIG Draft Report - Inspection of Embassy N'Djamena, Chad Report
 No. ISP-I-20-02

OBO has reviewed the draft OIG inspection report. We provide the following comments in response to the recommendation provided by OIG.

Recommendation 5: The Bureau of Overseas Buildings Operations, in coordination with Embassy N'Djamena and the Bureau of African Affairs, should develop and implement a strategy that prioritizes the disposal of Embassy N'Djamena's excess real property, in order to put funds estimated at \$7.1 million to better use. (Action: OBO, in coordination with Embassy N'Djamena and AF)

OBO Response: OBO agrees with the recommendation to dispose of the two properties. First, the U.S. Government-owned General Services Office Annex and Warehouse in N'Djamena, Chad was re-valued by OBO in August 2019, and the property is now valued at \$2,067,700 USD. OBO received and accepted an offer in September 2019 for \$2,175,000, which is ~5% over the property valuation. OBO anticipates the property to be under contract by the end of October and will receive the full purchase price on or before January 31, 2020. Second, OBO has received Embassy N'Djamena's decommissioning plan and schedule for the Old Embassy Compound. OBO will work Embassy N'Djamena to fully decommission the property, hire local counsel, and ensure the property goes to market in March 2020, as requested by Embassy N'Djamena. OBO's goal is to successfully sell the property during calendar year 2020.

The point of contact for this memorandum is Amy Gertsch.



United States Department of State

Washington, D.C. 20520

UNCLASSIFIED

October 24, 2019

TO: OIG – Sandra Lewis

FROM: DGHR – Carol Z. Perez

A handwritten signature in blue ink, appearing to be 'V. Perez', written over the printed name 'Carol Z. Perez'.

SUBJECT: Response to Draft OIG Report – Inspection of N'Djamena, Chad,
(ISP-I-20-02)

The Bureau of Human Resources has reviewed the draft OIG inspection report. We provide the following comments in response to the recommendations provided by OIG:

OIG Recommendation 18: The Bureau of Human Resources should respond to Embassy N'Djamena's request for proposed changes to the local compensation plan. (Action: DGHR)

Management Response: The Bureau of Human Resources concurs with the recommendation, and HR/OE will work with Embassy N'Djamena to address proposed changes to the local compensation plan by January 31, 2020.

The point of contact for this memorandum is Stephanie McFadden O'Neill.

ABBREVIATIONS

COR	Contracting Officer's Representative
DCM	Deputy Chief of Mission
FAH	Foreign Affairs Handbook
FAM	Foreign Affairs Manual
ICS	Integrated Country Strategy
ILMS	Integrated Logistics Management System
LE	Locally Employed
OBO	Bureau of Overseas Buildings Operations

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