



**OIG**

**Office of Inspector General**

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ISP-I-18-01

Office of Inspections

October 2017

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# Inspection of the Bureau of African Affairs

BUREAU OF AFRICAN AFFAIRS

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# OIG HIGHLIGHTS

ISP-I-18-01

## What OIG Inspected

OIG inspected the Bureau of African Affairs from April 10 to May 12, 2017.

## What OIG Recommended

OIG made five recommendations to improve the Bureau of African Affairs' financial management controls, personnel programs, and information technology operations.

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

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October 2017

OFFICE OF INSPECTIONS

Bureau of African Affairs

## Inspection of the Bureau of African Affairs

### What OIG Found

- Stakeholders from other Federal agencies and Department of State offices and bureaus described the Bureau of African Affairs as a collaborative partner in the interagency policy process.
- The bureau faced challenges in managing foreign assistance programs and aligning resources with strategic priorities. The bureau's program management structure failed to evolve sufficiently to keep pace with an increasingly diversified portfolio of foreign assistance programs that have developed over the past decade.
- The bureau's difficulties in filling its overseas positions were profound. It attracted, at most, only one Foreign Service bidder on 37 percent of its positions in the summer 2017 assignments cycle, leaving 143 of 385 total positions potentially unfilled.
- The bureau's policy, public diplomacy, and administrative offices effectively supported overseas missions.
- Spotlight on Success: OIG identified best practices related to crisis management and collaborative leadership.

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## CONTEXT

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The Bureau of African Affairs (AF) is responsible for the general conduct of foreign relations with 49 countries in sub-Saharan Africa and the African Union. As described in 1 Foreign Affairs Manual (FAM) 112, the Assistant Secretary ensures the adequacy of U.S. policies for countries within the region and of the plans, programs, resources, and performance for implementing that policy. The Assistant Secretary also oversees the overall direction, coordination, and supervision of U.S. Government interdepartmental activities for countries within the bureau's area of responsibility.

The bureau's Joint Regional Strategy,<sup>1</sup> approved in April 2016, described four major policy goals. The Department of State (Department) announced in April 2017 that it was reviewing its policies and planning priorities and intended to replace existing strategic planning documents with a new Joint Strategic Plan in summer 2017, which will include updated policy priorities.<sup>2</sup> Pending development of a new strategic planning document and updated policy goals, the Administration's FY 2018 Congressional Budget Justification listed five policy priorities for Africa:

- Advancing peace and security.
- Strengthening democratic institutions and protecting human rights.
- Spurring economic growth through two-way trade and investment.
- Promoting development, including better health.
- Advancing diplomatic effectiveness through appropriate staffing and facilities.

Armed conflict and instability threaten regional security, impede development, and contribute to widespread suffering and humanitarian crises in sub-Saharan Africa. AF identified the Democratic Republic of the Congo, Ethiopia, Nigeria, Somalia, South Sudan, and Sudan as strategic focus countries, in part based on the potential for some of these countries to export instability beyond their borders. Sub-Saharan Africa includes some of the world's fastest growing economies; economic growth over the past decade boosted middle-class expansion and prospects for U.S. exports. However, 41 percent of sub-Saharan Africa's population lives on less than \$1.25 per day. Development challenges such as poor governance, inadequate infrastructure, income inequality, and unmet education and health needs persist. AF and U.S. Government partners coordinate humanitarian assistance, democracy programs, and public health programs to address HIV/AIDS, tuberculosis, and malaria, among other policy priorities.

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<sup>1</sup> The Joint Regional Strategy is a bureau-level document for planning, budgeting, and performance management. The planning period for strategy is three years from the date of final submission and is not tied to fiscal years.

<sup>2</sup> Cable 2017 State 37850, "Temporary Hold on All Bureau and Mission Strategy Updates," April 18, 2017.

The bureau's domestic staff of 103 Foreign Service and 120 Civil Service employees<sup>3</sup> at the time of the inspection was organized into 9 domestic offices<sup>4</sup> supervised by 6 deputy assistant secretaries. Five offices led and coordinated Department and interagency policy activities within their geographical areas of responsibility. Two offices engaged on cross-cutting regional and multilateral issues, and another coordinated public diplomacy and public affairs programs. The Office of the Executive Director managed funding, personnel assignments, and administrative support for overseas missions and the bureau's domestic operations. In 2017, the bureau assumed operational responsibility for the Office of the U.S. Special Envoy for Sudan and South Sudan pending final decisions about the status of this office. The previous Secretary approved integrating the former U.S. Special Envoy for the Great Lakes of Africa Region into the bureau as a special representative in January 2017. The bureau's organizational chart is shown in Figure 1, below.

AF's overseas posts operate in environments at high risk for political violence, crime, terrorism, and corruption. Thirteen of the 27 embassies designated as high-threat, high-risk posts<sup>5</sup> are in AF.

In FY 2016, the bureau managed \$1.05 billion in operating and foreign assistance funding, a total that includes monies the bureau allotted to its overseas missions, as shown in Figure 2. It also exercised policy oversight for approximately \$8 billion in foreign assistance funding to sub-Saharan Africa.<sup>6</sup> The FY 2018 Congressional Budget Justification proposed foreign assistance funding for the region of \$5.24 billion, a reduction of 34.5 percent from FY 2016.

OIG evaluated the bureau's strategic planning, policy implementation, resource management, and management controls, consistent with Section 209 of the Foreign Service Act.<sup>7</sup> This report should be read in conjunction with the inspection report<sup>8</sup> on the bureau's foreign assistance program management, prepared concurrently with this report.

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<sup>3</sup> This total includes 13 employees detailed from other Federal agencies and 6 student interns. AF also employed 140 reemployed annuitants—retired Civil Service or Foreign Service employees rehired on an intermittent basis—who are not included in the total number of positions.

<sup>4</sup> These are the Offices of Central African Affairs, East African Affairs, Southern Africa Affairs, the Sudan Programs Group, West African Affairs, Security Affairs, Economic and Regional Affairs, Public Diplomacy and Public Affairs, and the Executive Director.

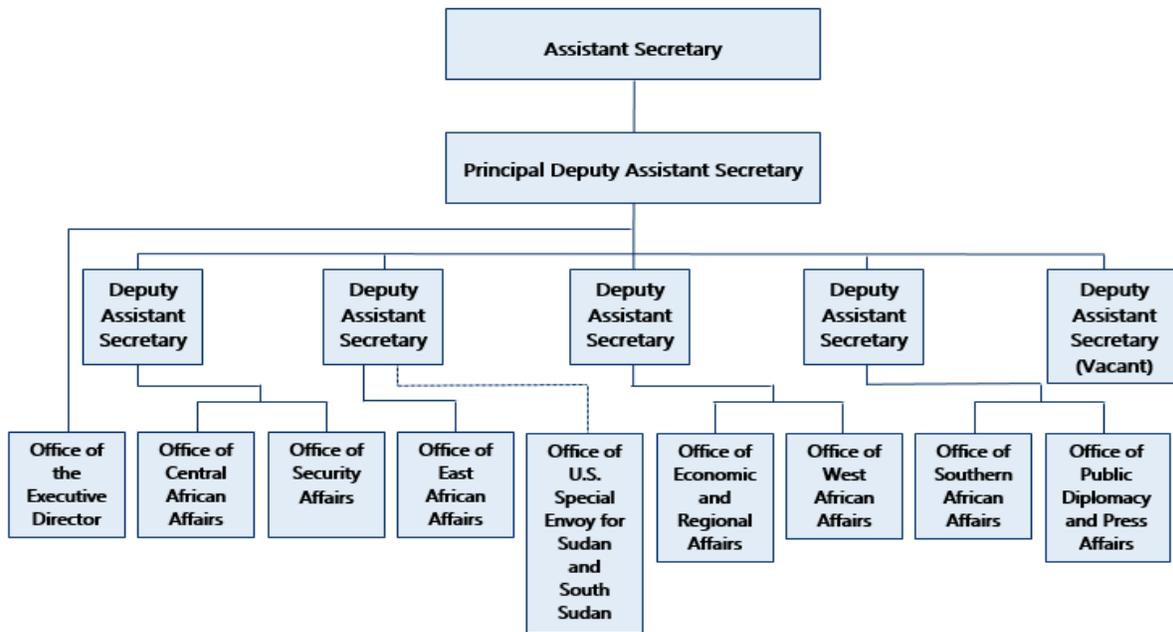
<sup>5</sup> The Bureau of Diplomatic Security, in coordination with the regional bureaus, designates posts that are at particularly high threat or risk based on broad risk categories such as capability and political will of the host government to protect U.S. facilities, personnel, and interests; known or perceived threats against U.S. interests; and the vulnerability of U.S. facilities.

<sup>6</sup> The Foreign Assistance Act of 1961 vests primary responsibility in the Secretary of State for directing and leading all U.S. Government foreign assistance. See 22 U.S.C. § 2382(c).

<sup>7</sup> See Appendix A.

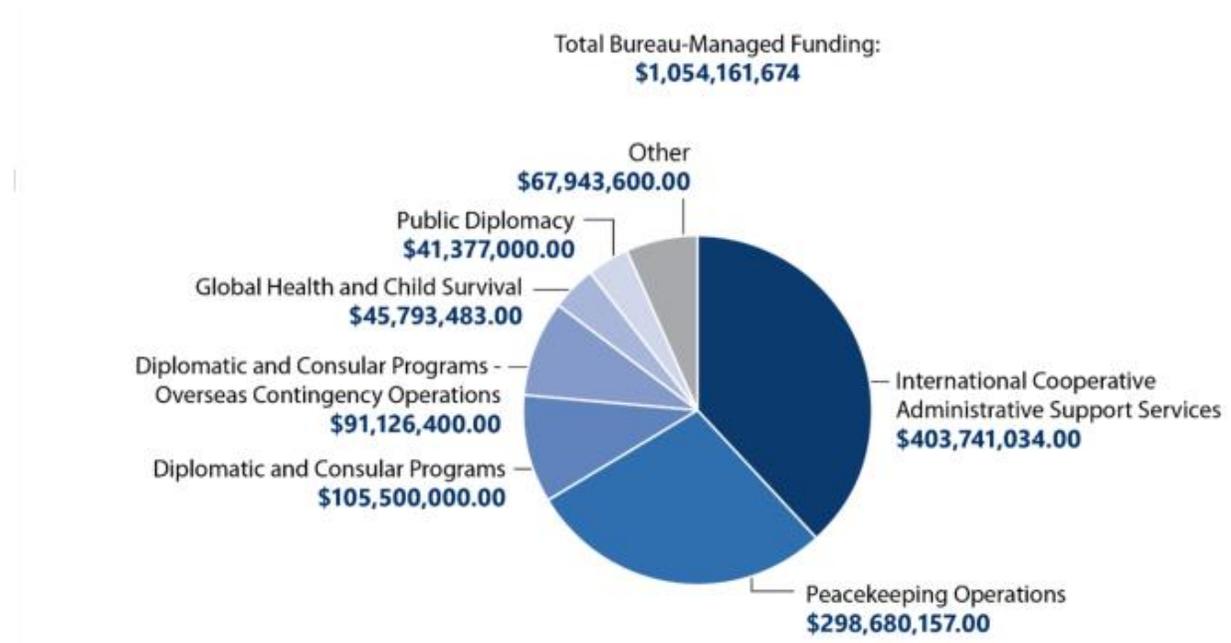
<sup>8</sup> OIG, *Inspection of the Bureau of African Affairs' Foreign Assistance Program Management* (ISP-I-18-02, October 2017).

Figure 1. AF Organizational Structure



Source: Chart created by OIG from information provided by AF.

Figure 2. FY 2016 Bureau-Managed Funding



Source: Chart created by OIG from information provided by AF.

## EXECUTIVE DIRECTION

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

OIG assessed bureau leadership on the basis of 356 interviews in Washington; 161 questionnaires completed by AF bureau staff; 32 questionnaires completed by deputy chiefs of mission at AF posts; and OIG's review of documents and observations of bureau meetings conducted during the course of the inspection. The team also conducted 36 interviews with Department and interagency partners that elicited comments on AF's performance in the interagency policy process.

The bureau was operating in a time of leadership transition during this inspection. The Assistant Secretary departed the bureau in March 2017, after the inspection started. The Department designated a deputy assistant secretary as the Senior Bureau Official (DAS/SBO) in March 2017 to perform the duties of the Assistant Secretary.<sup>9</sup> The DAS/SBO previously served as Deputy Assistant Secretary for West Africa and Regional Affairs, with responsibility for relations with 16 countries and the U.S. Mission to the African Union, as deputy chief of mission in Embassy Bamako, Mali, and in three other Africa-related tours.

The previous Assistant Secretary developed a bureau leadership vision statement focused on supporting AF's staff and partnering with Africans on goals related to democracy, peace, and prosperity. Employees told OIG that the bureau's focus on supporting its personnel in Washington and the field created a positive leadership climate. AF scored higher than the Department's average in the Office of Personnel Management's Federal Employee Viewpoint Survey for almost all categories surveyed, with 81 percent expressing satisfaction with their jobs. Bureau personnel consistently told OIG that the bureau's senior leadership modeled the positive leadership principles described in 3 FAM 1214. For example, AF employees told OIG that the previous Assistant Secretary's initiation of a conversation on race created a forum for candid conversations about sensitive issues, consistent with the bureau's responsibility for addressing Equal Employment Opportunity issues. The DAS/SBO continued his predecessor's practice of meeting individually with working-level bureau employees to develop and mentor them, consistent with 3 FAM 1214(8). Geographic policy office employees also reported that they were empowered by leadership to make decisions. In addition, the bureau designated desk officers to brief the Secretary, a practice consistent with development and mentoring leadership principles described in 3 FAM 1214(3).

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

The DAS/SBO told OIG that the bureau focused its engagement on its Joint Regional Strategy goals related to peace and security and strengthening democratic engagement, where it played a lead policy role, and coordinated activities on other goals with Department bureaus and other Federal agencies. Stakeholders from other agencies and Department offices and bureaus

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<sup>9</sup> The bureau's Principal Deputy Assistant Secretary was designated as Acting Under Secretary for Public Diplomacy and Public Affairs in December 2016 and was unavailable to serve as Acting Assistant Secretary for African Affairs.

consistently described AF as a collaborative partner in the interagency policy process. They cited the bureau's multi-year planning and coordination on Somalia engagement as a positive example of its work toward the peace and security goals. Stakeholders said that the bureau's engagement on the democratic transition of The Gambia effectively strengthened that country's ability to pursue democratic reforms, consistent with the bureau's goal of supporting democratic change. Lastly, they cited as a positive example of economic and development engagement the bureau's work in organizing the annual U.S.-Sub-Saharan Africa Trade and Economic Cooperation Forum, at which senior government officials from the United States and African countries discussed expanding U.S.-Africa trade and investment.

***Strategic Planning Goals Communicated Internally, but Long-term Priorities, Foreign Assistance Need Attention***

AF's leadership shared and reinforced strategic policy goals in its Joint Regional Strategy throughout the organization. Under the DAS/SBO leadership, the bureau participated in a National Security Council-led reevaluation of U.S. policy in priority African states. However, Department and other agency stakeholders expressed concern that long-term issues that drive instability on the continent, such as population growth and corruption, did not receive sufficient attention from a Front Office focused on crises. The bureau's strategic planning staff was embedded in the Office of Economic and Regional Affairs, but staffing gaps inhibited its ability to support strategic planning. OIG advised the bureau to strengthen its capacity for strategic planning by filling vacant positions when the Department's hiring freeze is lifted.

Additionally, AF faced challenges in managing foreign assistance programs and aligning resources with strategic priorities. AF directly managed more than \$369 million of foreign assistance funds in FY 2016, the majority of which involved security assistance. OIG found that AF's program management organization failed to evolve sufficiently to keep pace with an increasingly diversified portfolio of foreign assistance programs that have developed over the past decade.<sup>10</sup> A related OIG report on AF's foreign assistance program management made 10 recommendations to improve bureau program management. As described in that report, OIG found that the bureau had not established mechanisms to conduct a strategic review of foreign assistance, nor had it documented key business processes and internal controls for the foreign

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<sup>10</sup> The number of major AF-managed or AF-coordinated security-related programs expanded from 2005 to 2015. These include the African Contingency Operations Training and Assistance program (started in 2002), the Global Peace Operations Initiative (started in 2004 to 2005), Trans Sahara Counter Terrorism Partnership (2005), the Partnership for Regional East Africa Counter Terrorism (started in 2009), the Africa Conflict Stabilization Border Security Program (2009), the African Maritime Security Initiative (started in 2010), the Africa Military Education Program (started in 2013), the Security Governance Initiative (started in 2014), and the Early Warning and Response Partnership (started in 2014). AF also managed bilateral security sector initiatives for the Central African Republic, Cote d'Ivoire, the Democratic Republic of Congo, Guinea, Liberia, and Somalia.

assistance programs it managed. These shortcomings contributed to gaps in senior-level oversight, administrative duplication, and lapses in Leahy<sup>11</sup> and counterterrorism vetting.

### **Integration of Special Envoy Offices Seen as Positive Step**

AF bureau leadership and stakeholders generally welcomed the integration into the bureau of the Special Representative for the Great Lakes of Africa and the anticipated integration of the U.S. Special Envoy for Sudan and South Sudan. U.S. Government stakeholders and AF employees cited the Senior Coordinator for Boko Haram as an example of how an integrated unit could effectively pursue critical goals without the designation of a special envoy. The previous Assistant Secretary created the unit in 2015 to harmonize policy and foreign assistance coordination against a growing regional terrorist threat in four African states.<sup>12</sup> The Counter-Boko Haram Unit brought together Department, U.S. Agency for International Development, and Department of Defense program managers with U.S. embassies and U.S. Africa Command to track and deploy resources in support of policy objectives. Stakeholders generally agreed that, to ensure adequate attention to Sudan and South Sudan, AF would have to assign a senior-level coordinator in the absence of a special envoy for those countries.

### **Adherence to Internal Controls**

The Assistant Secretary's 2016 Annual Management Control Statement of Assurance included documentation of internal control reviews conducted by the bureau's 44 embassies and its domestic offices. Eleven embassies reported one or more significant internal control deficiencies, including four with physical security deficiencies; three with issues involving fraud, theft, or misuse of assets; three with inventory overages or shortages; one with building support system deficiencies; one with vehicle maintenance and fuel weaknesses; and one that lacked an IT contingency plan.

Separate from the statement of assurance review process, OIG's FY 2017 inspections of four AF posts identified significant internal control weaknesses in bulk fuel management. In addition, OIG's related report on AF foreign assistance program management identified weaknesses related to the bureau's oversight of foreign assistance programs.

AF supported internal controls at overseas missions primarily through site visits and engagement led by its Office of the Executive Director's post management officers.<sup>13</sup> They play an important role in identifying and correcting internal controls weaknesses, which can be

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<sup>11</sup> The Leahy Amendment to the Foreign Assistance Act of 1961 prohibits the Department of State 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 U.S.C. § 2378d.

<sup>12</sup> Boko Haram is active in Nigeria, Niger, Cameroon, and Chad. Elements of Boko Haram have been affiliated with the Islamic State in Iraq and Syria (ISIS).

<sup>13</sup> Post management officers work with the Department's administrative functional bureaus and offices to assist missions in resolving issues. They also manage security planning for AF embassies related to the Vital Presence Validation Process, which requires the Secretary or Deputy Secretary to approve opening, re-opening, and continued operation of high-threat, high-risk posts.

aggravated by factors such as evacuations, inexperienced American and locally employed staff, and difficult operating conditions. AF's post management officers recently began using new analytical tools developed by Department bureaus<sup>14</sup> to alert them to potential internal control weaknesses, fraud, and performance issues in administrative operations at overseas missions.

## **Security and Crisis Management**

AF supported 13 embassies designated as high-threat, high-risk posts—the largest number in any geographic bureau. Since December 2013 and in response to significant events within the region, AF participated in eight Department task forces or monitoring groups, six of which involved post evacuations. Department stakeholders told OIG that AF coordinated effectively with them on crisis management planning and response. OIG reviewed the bureau security officer program and the bureau's emergency action plan and identified no security issues that merited recommendations.

### **Spotlight on Success: Preparing for a Range of Crisis Situations**

The Office of West African Affairs established standard operating procedures and planning guidelines to help country desks prepare for a range of crisis situations, such as evacuations and political and economic unrest. It developed internal procedures to rapidly shift additional employees to country desks to enhance policy response and to support embassies during crises. Office employees reported that these mechanisms helped them respond to crises. OIG advised the bureau to consider using this model in other geographic policy offices.

### ***Migration to Electronic Policy Task Management System Needed***

The AF Front Office document clearance system was paper-based and inefficient. AF staff told OIG that country desks did not have regular access to final, approved products contained in the bureau's electronic task management system. OIG advised AF to consult with other bureaus that have successfully transitioned to an electronic clearance system and take steps to expand offices' access to final, approved products.

## **RESTRUCTURING BUREAU OPERATIONS**

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### **Bureau Initiated Planning and Communication for Department Restructuring**

In March 2017, the President issued Executive Order 13781<sup>15</sup> with the stated goal of improving the efficiency, effectiveness, and accountability of the executive branch through restructuring

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<sup>14</sup> The Office of Management Policy, Rightsizing, and Innovation's Management Analytics Portal is a collaboration platform that aggregates 12 data sets from 9 Department sources to make it easier to access, analyze, and use the data to inform decision-making. The Bureau of Administration's Integrated Logistics Management System analytics portal uses a data forensic program to identify noncompliance with performance metrics and increase data visibility and access for general services operations. The Bureau of the Comptroller and Global Financial Services' International Cooperative Administrative Support Services Center also has several analytical tools for decision-making.

<sup>15</sup> Executive Order 13781, *Comprehensive Plan for Reorganizing the Executive Branch* (March 13, 2017).

and staffing reductions. In April 2017, the Office of Management and Budget set a June 30 deadline for agencies to submit draft agency reform plans and a September 2017 deadline for the final agency reform plans, including long-term workforce reductions.<sup>16</sup> Decisions about these agency reform plans remained under review by the Department as of May 2017. Internally, the Department in April 2017 announced that it would maintain a hiring freeze initiated in January 2017. AF's Executive Director kept overseas missions apprised of budget and planning developments through weekly calls with the field, a practice consistent with Department guidance on reorganization principles in 1 FAM 014.2. The Executive Director also developed the bureau's response to internal requests for information on staffing and operations. AF was assessing the potential effect of proposed foreign assistance reductions for its policy priorities in Africa at the time of the inspection.

### **Bureau's 2015 Reorganization: More Work Needed to Realize Benefits**

Separate from the Department-wide reorganization described above, AF commissioned an organizational assessment from an outside consultant to help the bureau improve its policy and program management. The assessment, completed in March 2015, resulted in the creation of two offices—the Office of Security Affairs and the Office of Economic and Regional Affairs—and other operational changes. Bureau employees cited several positive steps:

- Embedding public diplomacy desk officers in geographic policy offices generally succeeded in integrating this function more effectively into bureau operations.
- Working groups for onboarding and talent management, knowledge management, and strategic vision issues engaged employees in improving these processes.
- Recommendations for increased staffing for contracts and grants and strategic planning identified real resource needs.

OIG concluded that other changes recommended by the organizational assessment remained a work in progress:

- Office-level strategic vision documents varied in relevance and completeness.
- Working groups in some cases had not met since 2016, stalling progress on operational improvements.
- The Office of Economic and Regional Affairs did not achieve expected efficiencies by merging economic and regional responsibilities in a single office.
- The bureau did not conduct an in-depth review of foreign assistance program management processes.

OIG advised the bureau to refocus on the organizational assessment's outstanding recommendations to help it continue the operational improvements initiated in 2015.

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<sup>16</sup> Office of Management and Budget, *Comprehensive Plan for Reforming the Federal Government and Reducing the Civilian Workforce* (April 12, 2017).

## STAFFING OVERSEAS MISSIONS

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### Overseas Staffing: Critical Priority, But Longstanding Difficulties Persist

Four previous OIG reports<sup>17</sup> over the past 20 years have highlighted challenges in staffing AF's overseas posts. OIG found that these challenges persist, despite reforms to Foreign Service bidding and career development processes intended to promote service in hardship posts and bolster bureau efforts to improve recruitment. Hardships at AF's overseas posts include ethnic violence, deteriorating local infrastructure, evacuations, health risks, high crime, limited recreation opportunities, physical isolation, political instability, pollution, poor medical facilities, severe climates, and substandard schools. All 51 AF posts receive post hardship differential,<sup>18</sup> 27 posts were included in the Historically Difficult to Staff program,<sup>19</sup> and 24 were Service Need Differential posts.<sup>20</sup>

AF's difficulties in filling its overseas positions were profound. For the 2017 summer bidding season, AF attracted, at most, only one Foreign Service bidder on 37 percent of its positions, leaving 143 of 385 total positions potentially unfilled. The bureau used a broad range of alternative and sometimes costly personnel mechanisms to fill vacancies and short-term gaps. It relied on 399 eligible family member employees, a roster of 140 reemployed annuitants,<sup>21</sup> 14 rovers based overseas, and approximately 50 senior locally employed staff members to fill staffing gaps and support essential services. AF also filled about 25 percent of its 2017 positions with entry-level employees. AF overseas management officers who responded to an OIG survey cited concerns about eligible family member employment as their most significant management challenge. Because of the Department-wide hiring freeze, these positions could not be filled as they became vacant. These vacancies are of concern because, as explained by the Government

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<sup>17</sup> OIG, Memorandum Report *Highlights of Recent Inspections of Africa Posts* (March 1997); *Inspection of the Bureau of African Affairs* (ISP-I-02-52, September 2002); Memorandum Report, *Strengthening Leadership and Staffing at African Hardship Posts* (ISP-I-04-54, July 2004); and *Inspection of the Bureau of African Affairs* (ISP-I-09-63, August 2009).

<sup>18</sup> Post hardship differential provides additional compensation of up to 35 percent over basic compensation for the majority of employees officially stationed or detailed to a mission with extraordinarily difficult living conditions, excessive physical hardship, or notably unhealthful conditions.

<sup>19</sup> A post with more than 50 percent of its regular summer bidding cycle positions receiving fewer than three at-grade/in-skill-code bids at the time a snapshot review is taken is designated Most-Difficult-to-Staff for that cycle. A post receiving this designation for three of the last four regular summer bidding cycles is designated Historically Difficult to Staff.

<sup>20</sup> The Service Need Differential is an allowance of 15 percent of base salary for employees serving in Historically Difficult to Staff posts with an at least a 20 percent hardship differential and a standard 2 year tour of duty. The allowance applies when the employee agrees to serve for a third year. The Department established the program in 2001.

<sup>21</sup> As noted previously, a reemployed annuitant is a retired Civil Service or Foreign Service employee rehired on an intermittent basis for no more than 1,040 hours during each service year and whose appointment is not to exceed one year, although it can be renewed.

Accountability Office in 2009,<sup>22</sup> staffing and experience gaps place at risk diplomatic readiness, particularly for high-threat environments such as those in which AF operates.

OIG reviewed AF's internal processes for recruiting Foreign Service employees and identified no deficiencies that merited recommendations. Instead, the problem of recruiting and retaining personnel at hardship posts requires coordinated action led by the Bureau of Human Resources and the Under Secretary for Management. OIG discussed the problem with the Bureau of Human Resources, which was in the process of strengthening incentives for service in hardship posts, in consultation with the American Foreign Service Association. Therefore, OIG did not make a recommendation in this report.

## **POLICY AND REGIONAL OFFICES**

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### **Geographic Policy Offices**

#### ***Geographic Policy Offices Effectively Supported Overseas Missions***

AF's four geographic policy offices and the Office of the U.S. Special Envoy for Sudan and South Sudan effectively supported the needs of overseas missions. Twenty-five of 30 AF embassies that responded to OIG's survey agreed or strongly agreed their country desk officers effectively supported their needs. As described in 1 FAM 114.1(a)(1) and 1 FAM 114.1(b), geographic policy offices serve as the single focus of responsibility for leadership and coordination of Department and interdepartmental activities for their assigned countries. OIG also found that the policy offices had developed effective interagency relationships. Three of the four regional policy offices had plans that supported Joint Regional Strategy goals at the sub-regional and country level. The fourth, the Office of Central African Affairs, began to develop its plan during the inspection. Employees consistently reported that the policy offices were adequately staffed to cover high-priority countries such as Nigeria, Somalia, Sudan, and South Sudan. However, resource constraints left other country desks more thinly staffed, which AF desk officers told OIG limited their ability to develop expertise and advance U.S. policy.

#### **Spotlight on Success: Office of East African Affairs Leadership and Collaboration Achieved Policy Results**

U.S. Government stakeholders consistently praised the performance of the bureau's Office of East African Affairs. They highlighted the ways in which the Somalia unit worked collaboratively and effectively within the Department and with interagency stakeholders to drive key policymaking processes and ensure that Department priorities were achieved. Employees in the office said that the productive work environment was attributable, in part, to management's shared values and practices statement, which emphasized teamwork, individual responsibility, and leadership in conducting one's work.

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<sup>22</sup> Government Accountability Office, *Additional Steps Needed to Address Continuing Staffing and Experience Gaps at Hardship Posts* (GAO-09-874, September 2009).

## Regional Offices

### ***Lack of Guidance, Planning Diminished Office of Security Affairs' Operational Effectiveness***

Office of Security Affairs employees told OIG they needed more consistent and effective guidance from the Office Director and Deputy Director on organizational, planning, and operational priorities. OIG found that the office had not established business processes, a streamlined organizational structure, or internal controls to manage its foreign assistance programs effectively.<sup>23</sup> In addition, it had not finalized an office-level action plan to set priorities, as requested by the AF Front Office.

AF established the Office of Security Affairs in 2015 to enhance policy coordination of security issues and management of security-sector programs and initiatives in sub-Saharan Africa. As described in 1 FAM 125.5, the Office of Security Affairs has three broad roles: shaping political-military affairs policy for the bureau; coordinating security programs managed by Department bureaus and other agencies; and managing its own security assistance programs. Three of AF's four geographic policy offices and 20 of 30 missions that responded to OIG's survey stated that they agreed or strongly agreed that the office effectively supported their security policy needs. However, the shortcomings cited above contributed to gaps in grants management, administrative duplication, and lapses in Leahy and counterterrorism vetting, discussed in detail in the related foreign assistance program management report.

In accordance with 18 FAM 005.1-7(G) and 18 FAM 005.1-8(B)(2), OIG advised the Office of Security Affairs to consult with other regional and functional bureaus that have well-established foreign assistance tracking systems, program metrics, and standard operating procedures.

### ***Complex Policy Priorities, Divided Structure Impeded Operations in Office of Economic and Regional Affairs***

OIG found that the complexity of the Office of Economic and Regional Affairs' policy portfolio, the long-term absence of the Office Director, and a divided organizational structure created internal management challenges. In addition, OIG's survey of overseas missions found that the office delivered mixed support to AF posts. Sixteen of 30 missions that responded to OIG's survey stated that they agreed or strongly agreed that the office effectively supported their needs on regional and economic issues. Twelve overseas missions gave neutral or low assessments, while two did not reply to this question. As described in 1 FAM 125.7, the Office of Economic and Regional Affairs is responsible for bureau strategic planning and budgeting, multilateral diplomacy, foreign assistance policy planning and program management, and regional commercial, economic, environment, energy and investment affairs. The office took steps in 2016 and 2017 to improve coordination with the field, including issuing a quarterly

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<sup>23</sup> See OIG, *Inspection of the Bureau of African Affairs' Foreign Assistance Program Management* (ISP-I-18-02, October 2017) for further discussion of these issues.

cable on its activities and briefings to overseas officers. Employees in geographic policy offices reported adequate to strong coordination and support from the office on policy issues.

The Office of Economic and Regional Affairs played a role in over half of the more than 25 AF regional and global initiatives related to economic, security, and other global issues. It supported policy outreach in 13 cross-cutting fields, including democracy, governance, human rights, youth, gender, and social affairs. Although the bureau's 2015 reorganization was intended to promote efficiency by transferring economic and regional affairs units into a single office, an imbalanced workload and stovepiped organizational structure (which was reinforced by having two deputies with distinct portfolios) impeded its operations. OIG advised the office to enhance staff development, consistent with 3 FAM 1214, and assess ways to distribute workload more equitably. OIG also advised the office to strengthen internal coordination on cross-cutting issues such as corruption and government control of internet access in order to more effectively use its resources.

## **Public Diplomacy and Public Affairs**

### ***Significant Operational Improvements Made Since 2009 Inspection***

The Office of Public Diplomacy and Public Affairs effectively supported overseas public diplomacy operations. Twenty-two of 30 AF missions that responded to OIG's survey agreed or strongly agreed that the office effectively supported their post's programs. As described in 1 FAM 114.2(f)(4) and (8), the office works with overseas posts to prioritize public diplomacy programs and resources and engages with the Bureau of Educational and Cultural Affairs and the Bureau of International Information Programs on program funding. The bureau cited as two key program priorities the Young African Leaders Initiative<sup>24</sup> and countering violent extremism programs. The programs countering violent extremism focused on three main terrorist groups in 14 countries.

OIG's 2009 AF inspection<sup>25</sup> identified significant deficiencies in the office's operations. Since then, the office improved support to overseas missions and better integrated public diplomacy into the bureau's policy process, steps that increased the office's operational effectiveness. For example, the bureau developed a formal mentoring program for overseas public diplomacy staff, created a program manual for public diplomacy desk officers, deployed new tools to formally link embassy public diplomacy programs to strategic planning goals, and conducted workshops for information officers and cultural affairs officers. OIG reviewed press, social media, cultural exchange, and outreach programs and identified no issues that merited recommendations.

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<sup>24</sup> The objective of the Young African Leaders Initiative is to build skills of young African leaders to improve the accountability and transparency of government, start and grow business, and serve their communities. The program's flagship Mandela Washington Fellowship brought 1,000 young leaders to the United States in 2016.

<sup>25</sup> OIG, ISP-I-09-63, August 2009.

## ADMINISTRATIVE OPERATIONS

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### Office of the Executive Director

The Office of the Executive Director provides financial management, general services operations, human resources, IT, and post management support functions. Bureau leadership cited an inability to staff its domestic operations and overseas posts as a major challenge, as discussed above. Management officers at AF posts who responded to OIG's survey gave uniformly high scores for the Office of the Executive Director's administrative support. AF's domestic personnel similarly gave the office high scores for its administrative support services. OIG reviewed operations in these divisions and determined that they performed in accordance with Department guidance and policies, with the exception of areas noted below.

### Embassy Mogadishu Reopening Will Require Close Contract Oversight

AF conducted extensive planning to prepare for the reopening of Embassy Mogadishu, Somalia.<sup>26</sup> The Department's recognition of The Federal Government of Somalia on January 17, 2013, led to normalization of U.S.-Somalia bilateral relations and plans to establish a permanent presence in Mogadishu. The Department received approximately \$209.9 million for construction and operation of a new embassy in FY 2017. AF's master action plan for reopening a mission in Mogadishu in FY 2019 or FY 2020 outlined the funding and construction requirements of the \$180 million Somalia Interim Facility. It did not, however, define how the bureau would support administrative and contract management services. OIG consistently has identified contract management as a key concern in high-risk, high-threat environments. OIG advised the bureau to incorporate contract management considerations into future acquisition and operational planning as the reopening of Embassy Mogadishu proceeds.

### Human Resources

The Human Resource Division's nine staff members worked in two branches—Foreign Service assignments and domestic services. OIG advised division staff to use information technology to improve the organization of human resources information, review and update telework agreements, update position descriptions, and update its guidance to reemployed annuitants on time and attendance procedures. OIG reviewed awards, assignments, training, regional support programs, employee onboarding processes, and the reemployed annuitant program and identified no issues that merited recommendations, with the exception noted below.

### *Reemployed Annuitant Roster Not Managed Efficiently*

OIG found that the bureau's list of reemployed annuitants included 40 people who had not worked for AF in more than 2 years. AF management said that 12 of these reemployed

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<sup>26</sup> The Department closed U.S. Embassy Mogadishu, Somalia, on January 5, 1991, but maintained diplomatic relations with Somalia through a special representative resident in U.S. Embassy Nairobi, Kenya, and through temporary duty visits to Mogadishu.

annuitants were unlikely to be used in the future. AF's reemployed annuitant policy states that an individual's 1-year appointment may be renewed unless the employee has not worked for the bureau in 2 years and is unlikely to be called to service, or has declined more than 3 assignments in the past 12 months. AF did not follow its internal policy on reemployed annuitant appointments because of a reluctance to terminate staff. Notwithstanding these concerns, an updated roster of reemployed annuitants would allow for more efficient management of the program.

**Recommendation 1:** The Bureau of African Affairs should review its roster of reemployed annuitants and terminate the appointments of those who meet its criteria for non-extension of appointment. (Action: AF)

## Financial Management

The Budget and Finance Division manages resources allotted to the bureau and supports budget operations at its overseas embassies. In FY 2016, the division managed \$1.05 billion in funding for domestic and embassy operations and foreign assistance programs. The division identified managing the President's Emergency Program for AIDS Relief (PEPFAR) funds and building operating expenses for overseas real property leases<sup>27</sup> as key operating challenges. OIG reviewed financial management operations and identified no issues that merited recommendations, with the exception noted below.

### *AF Lacked an Updated Agreement for PEPFAR Funds Management*

AF lacked an updated agreement with the Office of the U.S. Global AIDS Coordinator and Health Diplomacy (S/GAC) to define roles and responsibilities for funds control, staffing, and financial reporting related to AF-managed PEPFAR funds. These funds increased from about \$2 million in 2004 to \$45.8 million at the time of the inspection. AF told OIG it did not receive the additional staffing resources needed to address challenges associated with this expanded and increasingly complex workload, which included preparing timely quarterly reports and researching discrepancies between S/GAC and embassy financial records. As a result, S/GAC reported that it had difficulty obtaining accurate data needed for congressional reporting and managing funding allotted to overseas missions for S/GAC programs. AF told OIG that S/GAC, rather than AF, should be responsible for PEPFAR financial management. However, neither AF nor S/GAC could locate a copy of the 2004 agreement that established AF's responsibilities for managing PEPFAR funds.<sup>28</sup> OIG was also unable to identify Department guidance or policies that define regional bureau responsibilities for PEPFAR funds control. According to 4 FAM 011, the Department's policy is to continuously improve financial operations and identify more efficient

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<sup>27</sup> In FY 2015, the Department began clarifying the reporting requirements for, and funding of, building operating expenses—non-rent lease costs including condominium fees, custodial services, and insurance—to ensure these expenses are paid from the appropriate functional or regional bureau funding sources. In FY 2017, the Bureau of Overseas Buildings Operations made a one-time base fund transfer of \$25 million to regional and functional bureaus to cover the costs of these expenses, which were previously combined with rent costs.

<sup>28</sup> Specifically, AF is responsible for allotting PEPFAR funds to recipient embassies, maintaining accounting records, addressing S/GAC and PEPFAR country coordinator questions, and preparing quarterly financial reports.

methods of operations regarding accounting, auditing, budgeting, and financial reporting. The absence of an agreement to assign financial management responsibilities and ensure adequate staffing for this function placed the bureau's ability to effectively manage PEPFAR funding at risk.

**Recommendation 2:** The Bureau of African Affairs, in coordination with the Office of the U.S. Global AIDS Coordinator and Health Diplomacy, should update the President's Emergency Plan for AIDS Relief agreement to define roles and responsibilities for funds control, staffing, and financial reporting. (Action: AF, in coordination with S/GAC)

## Management Support Division

The Management Support Division's four staff members provide general administrative services to bureau personnel. These include event planning, personal property management, procurement, space planning, and travel. OIG advised the division to strengthen its documentation for approval of premium-class travel of less than 14 hours. OIG identified no issues that merited recommendations, with the exception noted below.

### *Internal Controls Management Reviews Not Conducted*

The Management Support Division did not conduct required, twice-yearly management reviews for procurement and property management functions. Division staff also were responsible for property record keeping and conducting the annual physical inventory. This approach is inconsistent with 14 FAM 423.1, which explains that a sound internal control system must ensure that no individual is in a position to control all aspects of a transaction affecting the receipt, storage, or disposition of expendable or nonexpendable personal property. This same guidance also states that if separation of duties is impossible, the accountable property officer or authorized designee must conduct a management review at least twice a year. The division, however, had only two Civil Service employees to perform these duties and thus could not separate internal controls responsibilities. The division should ensure compliance with these standards because non-adherence to internal controls increases the risk of theft and loss of U.S. Government resources.

**Recommendation 3:** The Bureau of African Affairs should conduct and document management reviews twice a year for procurement and property management functions. (Action: AF)

## Information Management

The Information Systems Division staff consists of four contractors who supported more than 360 domestic users as well as overseas posts within the AF region. Domestic user support includes providing desktop support to users, managing mobile devices, performing information systems security officer functions, developing SharePoint sites, and managing inventory for IT assets. Overseas support includes supporting conferences, coordinating coverage during staffing

gaps, assisting with secure communications issues, and acting as liaison between posts and Department offices on IT matters.

The division developed standard operating procedures for its support functions and was proactive in its use of technology. For example, it created a SharePoint site to track emergency preparedness equipment testing, phone numbers, expiration dates, and location information. The division also maintained a coding script to automate file transfers for personnel rotating to other posts. However, OIG determined that management should focus on improvements in the division's staffing composition, performance of information systems security officer responsibilities, and the records management program. OIG identified no issues that merited recommendations, with the exceptions noted below.

### ***Bureau at Risk Without Direct-Hire Information Management Operations Oversight***

The Executive Director and Deputy Executive Director—employees without IT technical backgrounds—oversee the bureau's four IT contractors. AF is the only regional bureau that does not have a direct-hire IT manager. Contractors in the Information Systems Division handle IT staffing gaps at AF overseas posts and review budget requests from posts for IT purchases. Contractors, accompanied by direct-hire employees, also attend Department meetings to represent the bureau's views on program issues. Bureau management, however, told OIG that staffing and budget decisions were made solely by direct-hire employees.

Non-IT trained direct-hire employees performed bureau information security functions because guidance in 12 Foreign Affairs Handbook (FAH)-10 H-352.1.-1(5) requires a direct-hire employee to be the primary information systems security officer. Although the responsibilities were performed jointly with IT contractors, a risk of inadequate security oversight of bureau systems remained.

Bureau management had not perceived the division's reliance on contractor support to be a problem. However, the current structure simultaneously puts the bureau at risk of losing institutional knowledge when the contract period of performance ends and that contractors might perform inherently governmental functions. The absence of a direct-hire employee with an IT technical background increases the risk that contractors may perform inherently governmental responsibilities, as defined in Federal Acquisition Regulation Part 7.5. Because of the Department-wide hiring freeze, the bureau was unable to create and fill new direct-hire positions. OIG advised the bureau to consider establishing a direct-hire IT manager position if budget and personnel allow such hiring in the future.

### ***Information Systems Security Officer Duties Not Performed***

AF staff designated as primary and alternate Domestic Information Systems Security Officers did not perform all required duties on a regular basis, as set forth in 5 FAM 824.1, and had not taken the required training specified in 7 FAH-2 H-646.8. As part of IT consolidation, the Bureau of Information Resource Management handles the information systems security officer responsibilities for Department systems and applications, while the regional or functional bureau

is responsible for managing its individual applications and servers and for performing routine security audits. AF's designated Domestic Information Systems Security Officers did not prioritize performing required responsibilities or completing required training. The lack of training and regular performance of domestic information systems security officer responsibilities creates a risk that information security controls may not adequately protect AF systems from being compromised.

**Recommendation 4:** The Bureau of African Affairs should require the designated Domestic Information Systems Security Officers to regularly perform and document their information systems security officer responsibilities and complete required training. (Action: AF)

### *Lack of Active Records Management Program*

AF did not have an active records management program to ensure uniform creation, maintenance, and disposition of files, in accordance with 5 FAM 413. Instead, bureau employees created and maintained documents within folders in network shared drives or in SharePoint libraries. OIG found that these documents were unorganized and used inconsistent naming conventions. One AF staff member managed the bureau's records management program on a collateral basis. The bureau's knowledge management position was responsible for ensuring content was up to date and collaborating with offices to inventory historical files and records for posting; however, that position was vacant.

Pursuant to 5 FAM 413, bureaus and offices should establish an active records management program to ensure that records are organized according to rule-based naming conventions. Without an established and enforced records management process, the bureau cannot ensure that documents are maintained in accordance with Department standards, provide a complete record of official actions, and support the operation of AF programs.

**Recommendation 5:** The Bureau of African Affairs should implement a records management program that complies with Department standards. (Action: AF)

### **Bureau Security Program**

The Bureau of Diplomatic Security designated a Bureau Security Officer to oversee AF's security program. The Bureau Security Officer assists the Office of the Executive Director and 12 unit security officers to develop policies and procedures to protect classified information and bureau personnel. The Bureau Security Officer created and distributed a unit security officer handbook that addressed bureau security program requirements. OIG's review of the program's implementation identified no issues that merited a recommendation. However, OIG identified operational deficiencies, such as a missing safe combination, incomplete security container check sheets, and two instances of improper handling of classified materials. The bureau took necessary corrective actions to address these issues during the inspection.

## RECOMMENDATIONS

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OIG provided a draft of this report to Department stakeholders for their review and comment on the findings and recommendations. OIG issued the following recommendations to the Bureau of African Affairs. The bureau's complete responses can be found in Appendix B.

**Recommendation 1:** The Bureau of African Affairs should review its roster of reemployed annuitants and terminate the appointments of those who meet its criteria for non-extension of appointment. (Action: AF)

**Management Response:** In its October 10, 2017, response, the Bureau of African Affairs concurred with this recommendation. The bureau noted it completed the review, effective September 30, 2017, and notified the affected annuitants.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of the review and termination of appointments.

**Recommendation 2:** The Bureau of African Affairs, in coordination with the Office of the U.S. Global AIDS Coordinator and Health Diplomacy, should update the President's Emergency Plan for AIDS Relief agreement to define roles and responsibilities for funds control, staffing, and financial reporting. (Action: AF, in coordination with S/GAC)

**Management Response:** In its October 10, 2017, response, the Bureau of African Affairs concurred with this recommendation. The bureau noted it would work with S/GAC to draft a memoranda of agreement that defines roles and responsibilities for PEPFAR. The bureau also invited other regional bureaus and the Bureau of Budget and Planning to participate in the discussions. The bureau estimates a completion date by the end of 2017.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of the updated PEPFAR agreement.

**Recommendation 3:** The Bureau of African Affairs should conduct and document management reviews twice a year for procurement and property management functions. (Action: AF)

**Management Response:** In its October 10, 2017, response, the Bureau of African Affairs concurred with this recommendation. The bureau noted it would conduct and document management reviews twice a year for procurement and property management functions.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of the management reviews.

**Recommendation 4:** The Bureau of African Affairs should require the designated Domestic Information Systems Security Officers to regularly perform and document their information systems security officer responsibilities and complete required training. (Action: AF)

**Management Response:** In its October 10, 2017, response, the Bureau of African Affairs concurred with this recommendation. The bureau noted its acting Information Systems Security Officer (ISSO) completed the required training course in July 2017 and the primary ISSO was scheduled to complete the training in October 2017. The bureau also noted that it is monitoring and documenting the ISSO duties.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of ISSO performance of duties and completion of required training.

**Recommendation 5:** The Bureau of African Affairs should implement a records management program that complies with Department standards. (Action: AF)

**Management Response:** In its October 10, 2017, response the Bureau of African Affairs concurred with this recommendation. The bureau noted it formed a working group to review electronics record management and is in the process of implementing the group's recommendations. The bureau noted that it would implement a standardized naming and location convention by December 2017 and review all existing electronic records by September 2018.

**OIG Reply:** OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a records management program that complies with Department standards.

## PRINCIPAL OFFICIALS

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Title	Name	Arrival Date
<b>Deputy Assistant Secretary/Senior Bureau Official</b>		
	Peter H. Barlerin	7/2016
<b>Special Envoys and Special Representatives</b>		
U.S. Special Envoy for Sudan and South Sudan	Vacant	N/A
U.S. Special Representative for the Great Lakes Region of Africa	Laurence D. Wohlers	1/2017
<b>Deputy Assistant Secretaries</b>		
Deputy Assistant Secretary (Central African Affairs and Security Affairs)	Stephanie S. Sullivan	1/2017
Deputy Assistant Secretary (Southern African Affairs and Public Diplomacy/Public Affairs)	Carol O'Connell	4/2017
Deputy Assistant Secretary, Acting (East African Affairs and Sudan and South Sudan)	Eric P. Whitaker	11/2015
Deputy Assistant Secretary, Acting (West African Affairs and Economic and Regional Affairs)	Robert K. Scott	8/2016

**Source:** The Bureau of African Affairs

## APPENDIX A: OBJECTIVES, SCOPE, AND METHODOLOGY

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This inspection was conducted in accordance with the Quality Standards for Inspection and Evaluation, as issued in 2012 by the Council of the Inspectors General on Integrity and Efficiency, and the Inspector's Handbook, as issued by the OIG for the Department and the Broadcasting Board of Governors.

### **Objectives and Scope**

The Office of Inspections provides the Secretary of State, the Chairman of the Broadcasting Board of Governors, and Congress with systematic and independent evaluations of the operations of the Department and BBG. Inspections cover three broad areas, consistent with Section 209 of the Foreign Service Act of 1980:

- **Policy Implementation:** whether policy goals and objectives are being effectively achieved; whether U.S. interests are being accurately and effectively represented; and whether all elements of an office or mission are being adequately coordinated.
- **Resource Management:** whether resources are being used and managed with maximum efficiency, effectiveness, and economy and whether financial transactions and accounts are properly conducted, maintained, and reported.
- **Management Controls:** whether the administration of activities and operations meets the requirements of applicable laws and regulations; whether instance 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; as appropriate, circulates, reviews, and compiles the results of survey instruments; conducts onsite interviews; and reviews the substance of the report and its findings and recommendations with offices, individuals, organizations, and activities affected by the review.

For this inspection, OIG conducted 356 documented interviews in Washington and reviewed 803 documents. OIG reviewed responses to personal questionnaires from 161 American employees and contractors, 32 questionnaires completed by deputy chiefs of mission, and 16 questionnaires completed by overseas management officers.

## APPENDIX B: MANAGEMENT RESPONSES

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United States Department of State

Washington, D.C. 20520

UNCLASSIFIED

October 10, 2017

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

FROM:        Bureau of African Affairs – Donald Yamamoto, Acting Assistant Secretary

SUBJECT:     Response to Draft OIG Report – Inspection of the Bureau of African Affairs

The Bureau of African Affairs has reviewed the draft OIG Inspection report. We provide the following comments in response to the recommendations provided by OIG:

**OIG Recommendation 1:** The Bureau of African Affairs should review its roster of reemployed annuitants and terminate the appointments of those who meet its criteria for non-extension of appointment. (Action: AF)

**Management Response:** The Bureau of African Affairs accepts the recommendation and has already completed it, effective September 30, 2017, and has notified the affected annuitants.

**OIG Recommendation 2:** The Bureau of African Affairs, in coordination with the Office of the U.S. Global AIDS Coordinator and Health Diplomacy, should update the President’s Emergency Plan for AIDS Relief agreement to define roles and responsibilities for funds control, staffing, and financial reporting. (Action: AF, in coordination with S/GAC)

**Management Response:** The Bureau of African Affairs accepts the recommendation and will work with S/GAC to draft a Memorandum of Agreement that defines the roles and responsibilities for PEPFAR. Since other Regional Bureaus have the same situation with S/GAC, AF has invited them to participate in the discussions. The Bureau of Budget and Planning will also be included in the discussions since it involves resource management in the Department, and decisions could require changes to roles and responsibilities in the Department’s financial systems. If the other Regional Bureaus and S/GAC agree, this should be implemented by the end of calendar year 2017.

**OIG Recommendation 3:** The Bureau of African Affairs should conduct and document management reviews twice a year for procurement and property management functions. (Action: AF)

**Management Response:** The Bureau of African Affairs accepts this recommendation, and will conduct and document management reviews twice a year for procurement and property management functions.

**OIG Recommendation 4:** The Bureau of African Affairs should require the designated Information Systems Security Officers (ISSO) to regularly perform and document their ISSO security officer responsibilities and complete required training. (Action: AF)

**Management Response:** The Bureau of African Affairs accepts this recommendation. AF's A/ISSO completed the required training course in July, 2017. The primary ISSO is registered for the October, 2017 course. Collectively, we are monitoring and documenting the ISSO duties.

**OIG Recommendation 5:** The Bureau of African Affairs should implement a records management program that complies with Department standards. (Action: AF)

**Management Response:** The Bureau of African Affairs accepts this recommendation. As a follow-up to the Price Waterhouse Coopers (PWC) evaluation of the Bureau, a working group was formed to review electronic records management within the Bureau. The AF Front Office reviewed and approved the working group's recommendations. Implementation of the working group recommendations is underway. Phase 1 includes implementation of a standardized naming and location convention, with an estimated completion date of December 31, 2017. Phase 2 includes a review of all existing electronic records, with an estimated completion date of September 30, 2018.

The point of contact for this memorandum is Executive Director Benjamin Dille.

## APPENDIX C: FY 2017 STAFFING

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<b>Agency</b>	<b>U.S. Direct-Hire Staff<sup>a</sup></b>	<b>Foreign Service National<sup>b</sup></b>	<b>Total Staff</b>
<b>Department of State (Authorized)</b>			
Foreign Service Domestic	103	0	103
Civil Service Domestic	101	0	101
<b>Subtotal Domestic</b>	<b>204</b>	<b>0</b>	<b>204</b>
Foreign Service Overseas	1,147	0	1,147
Foreign Service National	0	572	572
<b>Subtotal Overseas</b>	<b>1147</b>	<b>572</b>	<b>1,719</b>
<b>Total</b>	<b>1,351</b>	<b>572</b>	<b>1,923</b>

Source: Bureau of African Affairs

<sup>a</sup> Does not include 140 reemployed annuitants.

<sup>b</sup> Does not include personal services agreement locally employed staff.

## APPENDIX D: FY 2016 FUNDING

<b>Funding Description</b>	<b>Amount</b>
<b>Operational Funding Accounts</b>	
International Cooperative Administrative Support Services	\$403,741,034
Diplomatic and Consular Programs	\$105,500,000
Diplomatic and Consular Programs - Overseas Contingency Operations	\$91,126,400
Public Diplomacy	\$41,377,000
Diplomatic and Consular Programs Reimbursed Funding	\$36,405,904
U.S. Information and Educational Exchange Act Fees	\$2,458,415
Foreign Service National Separation Liability Trust Fund	\$1,767,414
Overseas Representation	\$1,294,000
Unconditional Gift Fund	\$1,198,012
Domestic Representation	\$40,216
Commercial Services Fees	\$33,038
<b>Foreign Assistance Funding Accounts</b>	
Peacekeeping Operations	\$298,680,157
Economic Support Fund	\$22,393,200
Global Health and Child Survival	\$45,793,483
Nonproliferation, Anti-Terrorism, Demining and Related Programs	\$1,421,000
Global HIV/AIDS Initiative	\$892,923
Conflict Stabilization Operations	\$30,000
Democracy Fund	\$9,478
<b>Total</b>	<b>\$1,054,161,674</b>

**Source:** Chart created by OIG from information provided by the Bureau of African Affairs.

## ABBREVIATIONS

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AF	Bureau of African Affairs
DAS/SBO	Senior Bureau Official
FAH	Foreign Affairs Handbook
FAM	Foreign Affairs Manual
PEPFAR	President's Emergency Program for AIDS Relief
S/GAC	Office of the U.S. Global AIDS Coordinator and Health Diplomacy

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