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United States Department of State
and the Broadcasting Board of Governors
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Report of Inspection

Embassy Kigali, Rwanda

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KEY JUDGMENTS

- The plan to relocate to a new embassy compound (NEC) by January 2008 and the preparations for Department of State (Department) and U.S. Agency for International Development (USAID) consolidation by October 2008 require intensified coordination among embassy elements and strong proactive engagement from the Ambassador and the deputy chief of mission (DCM).
- Regarding HIV/AIDS, the Ambassador and DCM provide strong mission leadership of the multiagency effort to implement the President's Emergency Program for AIDS Relief (PEPFAR). The initiative in Rwanda is well managed and achieving its goals and involves excellent coordination among the Department, USAID, Centers for Disease Control and Prevention (CDC), and Department of Defense (DOD).
- Embassy Kigali and the Bureau of Democracy, Human Rights, and Labor (DRL) need a more common appreciation of democratic and human rights practices in Rwanda. A visit by a regional expert from DRL, at the invitation of Embassy Kigali, could improve the efficiency and utility of human rights report preparation and assist the U.S. goal of advancing democratic and human rights in Rwanda.
- The management section has emerged from a difficult period of understaffing and a lack of experienced and capable personnel. Its management team still faces complex challenges.

The inspection took place in Washington, DC, between January 3 and February 2, 2007, and in Kigali, Rwanda, between February 26 and March 9, 2007. Ambassador Joseph Sullivan (team leader), Tom Carmichael (deputy team leader), Arne Baker, Ronald Harms, Tony Jones, Michael Kirby, and Andrea Leopold conducted the inspection.

CONTEXT

Rwanda is attempting to overcome the legacy of the 1994 genocide that still colors its international relations and internal politics, and hampers its economic development. Cooperation promoted by the United States among Rwanda, the



Democratic Republic of the Congo, and other countries in Africa's Great Lakes region has helped to smooth Rwandan relations with Uganda and the Congo. The Rwandan government, however, maintains a wary eye on armed elements in the Congo. Rwanda contributes to African stability with its commitment of troops to the African Union deployment in Darfur, Sudan, a contribution that the United States has welcomed and supported logistically.

Rwanda enacted a new constitution in 2003 after peaceful, but deeply flawed, presidential and legislative elections that year. The Rwandan Patriotic Front candidate, Paul Kagame, won 95 percent of the presidential vote, and his party dominates Parliament. The government pointed to concerns about ethnic conflict when it constrained political parties and limited press freedom. These and other actions raise doubts about the Rwandan government's commitment to human rights and multi-party democracy.

Rwanda is Africa's most densely populated country, with 8.3 million people living in an area the size of Maryland. It is a rural society where 85-90 percent of the population work in subsistence agriculture, and there is a per capita income of \$235. Rwanda's lack of resources and its infrastructure weaknesses hamper development.

The government of Rwanda, however, has made significant strides in recent years in building the economy and infrastructure. It has liberalized the economy and emphasized private investment in economic development. Rwanda has supported U.S. international trade positions in the World Trade Organization's Doha Round of negotiations. The government's reputation for low corruption and efficient government has won Rwanda friends and attracts foreign assistance that equals more than 50 percent of the government's budget.

The U.S. government's principal policy goals in Rwanda are promoting regional peace and stability, enhancing democracy and respect for human rights, and supporting improved health and economic development. The United States is Rwanda's largest bilateral donor, and its assistance includes PEPFAR, which is funded in FY 2007 at \$94 million, and the President's Malaria Initiative, funded in FY 2007 at \$20 million. Rwanda is a member of the African Growth and Opportunity Act (AGOA). It has been restored to African Contingency Operations Training and Assistance (ACOTA) program status and began receiving military training again in 2006.

Embassy Kigali has 42 direct-hire American employees. Its agencies include the Department, DOD, USAID, and the Department of Health and Human Services. The embassy has suffered serious staffing gaps recently. The post, which has grown by 20 percent over the past two years, including the activation of a Marine security guard detachment, is scheduled to relocate to the NEC in January 2008.

EXECUTIVE DIRECTION

Embassy management has provided strong leadership to restore to full staffing and effectiveness a mission that had been affected by a series of staffing gaps that were only partially alleviated by personnel serving on temporary duty assignments. The mission's activity level has grown as a result of Rwanda's inclusion as a major focus of Presidential initiatives on HIV/AIDS and malaria, its participation in African Union peacekeeping operations in Darfur, its important role in regional stability initiatives, and U.S. resumption of military training. Rwanda's qualification for Millennium Challenge Corporation (MCC) threshold status will place additional focus on addressing Rwanda's political and human rights problems.

The Ambassador is a Senior Foreign Service officer with a strong background in Africa and in Washington, and in dealing with multilateral organizations. He arrived in Kigali in November 2005. The DCM, a Senior Foreign Service officer who previously was consul general in Durban, South Africa, arrived in Kigali in October 2005.

The Ambassador and DCM used the preparation of the Mission Performance Plan (MPP) in early 2006 as a tool to look carefully at the mission's priorities and elevated the priority of the MPP's democratic systems and practices goal. The MPP was selected for senior-level review by the Department and received favorable comment. The DCM led an internal review of the MPP later in 2006 and has now begun leading meetings to prepare the Mission Strategic Plan.

ADVOCACY AND REGIONAL SECURITY

The Ambassador and DCM have excellent access to the highest levels of the Rwandan government and use this access to advocate U.S. policies favoring regional and broader African stability, greater respect for political and human rights, and continued close cooperation on health programs and economic issues.

U.S. initiation since 2004 of the "tripartite plus one mechanism" – which includes Rwanda, the Democratic Republic of the Congo, Uganda, and Burundi – has helped promote peaceful cooperation to mitigate disagreements and avoid conflict

among the four countries. Rwandan cooperation on regional security issues has led to restoration of U.S. security assistance and training, and to Rwanda's active ACOTA participation. The United States has welcomed Rwanda's contribution of troops to the African Union peacekeeping operation in Darfur and assisted in the training, deployment, and rotation of these troops. The Ambassador encourages the Defense attaché to resolve most problems related to military cooperation but does not intervene at high levels, whenever necessary.

POLITICAL AND HUMAN RIGHTS

The Ambassador comments publicly that protection of human rights in Rwanda is moving in a positive direction but that there is a long way to go to solidify democracy. He and other mission officers have begun a high-level bilateral dialogue on these issues. Discussions on the components of an MCC threshold program that are intended to address these shortcomings have already begun and will intensify in the period ahead.

The Ambassador's decision to deal predominantly in private with the Rwandan government on the U.S. government's human and political rights concerns is justifiable, provided that Rwanda is making progress in the establishment of an independent judiciary, as the Department's human rights report says. It is also important for the embassy to maintain its credibility as an objective reporter on political and human rights issues, a matter addressed elsewhere in this report.

HEALTH PROGRAMS

The Ambassador and DCM provide strong leadership to the U.S. government's large health programs on HIV/AIDS and malaria, speaking publicly on these subjects frequently and raising them with Rwandan officials to make certain cooperation is close. The DCM provides knowledgeable and activist leadership to the embassy's weekly PEPFAR meetings, which bring together USAID, CDC, DOD, and Department elements to discuss and coordinate U.S. programs.

PUBLIC DIPLOMACY

The Ambassador supports the mission's public diplomacy efforts through his leadership and personal involvement. He provides clear guidance to the public affairs officer (PAO) on the public diplomacy goals, involves the PAO in mission strategic planning, and invites him to attend the weekly country team meeting. The Ambassador also hosts public affairs section (PAS) events at his home, participates in PAS programs, targets his public messages well to his audiences, and needs only limited staff support when crafting his presentations.

The DCM is a good public speaker, meets biweekly with the PAO, and receives regular e-mail public diplomacy activity updates. He grasps the PAO's management challenges and supports his work.

SECURITY

The Ambassador and DCM are positively engaged in the mission's security programs. They encourage personnel through formal directives and personal example to participate actively in emergency drills and to comply with security policies and procedures. The Ambassador and DCM look to the regional security officer (RSO) as their primary security advisor, and their communication with the RSO is frequent and productive.

MANAGEMENT ISSUES

The Ambassador and DCM made their most important contribution to improving post management by working closely with the Bureau of African Affairs (AF) Executive Office and the Bureau of Human Resources to fill the many gaps in the section with full-time staff. The DCM meets weekly with the management officer and provides support, as necessary. The Ambassador and DCM have also stayed apprised of progress and developing issues on the NEC, addressing issues as they arise.

The Ambassador and DCM conduct an appropriate number of representational events. The embassy has not, however, planned well in previous years for the full use of representational funds across the embassy.

MORALE

Morale has improved from its earlier low state, when the embassy was without a permanently assigned ambassador and DCM for more than a year and many management positions were staffed on a temporary basis. Although serious problems remain, including lack of an adequate school, most employees believe that the situation and services at the post have improved. Some officers have extended their tours, and most officers eagerly anticipate moving into the NEC. The Ambassador receives high ratings from staff for his attention to morale. The Ambassador and the DCM set high ethical standards for themselves and others in the embassy.

ENTRY-LEVEL OFFICERS PROGRAM

The DCM has held periodic brown bag lunches with the entry-level officers (ELO) to discuss their professional development and has mentored some individually. Because of the small size of the embassy, most ELOs are exposed to a broad range of embassy operations. The OIG team informally recommended that Embassy Kigali implement a more structured development program and include recently tenured officers.

EQUAL EMPLOYMENT OPPORTUNITY

The Ambassador and DCM are fully supportive of the embassy's Equal Employment Opportunity program. The embassy has mediated two recent informal complaints, both of which were resolved at the post level. The embassy's Equal Employment Opportunity counselor and Federal Women's Program coordinator have received appropriate training and have the needed information available to embassy employees. Equal Employment Opportunity and Federal Women's Program notices are posted in prominent locations in the workplace.

POLICY AND PROGRAM IMPLEMENTATION

POLITICAL AND ECONOMIC SECTION

The political-economic section implements a well-managed program to achieve MPP objectives and meet U.S. government needs. Until the January 2007 arrival of a full-time consular officer, the economic officer had been splitting his time between consular and economic work, and the political-economic section chief contributed much economic reporting. The economic officer can now devote full attention to his economic and commercial portfolio and ease the section chief's economic reporting load.

The section's staffing level of a section chief, one political officer, and one economic officer is appropriate, given the volume of work and the intensity of U.S.-Rwandan relations on regional, broader African and bilateral issues. Officers in the section allocate their time appropriately among advocacy, reporting, contacts and representation, grants management, and supporting visitors. The political-economic section has comprehensive reporting, representational, and travel plans.

Embassy Kigali benefits from and capably handles its many official visitors. During the two-week OIG inspection, Embassy Kigali hosted a Deputy National Security Advisor, the Department's Assistant Secretary for Educational and Cultural Affairs, the U.S. Trade Representative (US'TR) Regional Director for Africa, and the Deputy Commander of the U. S. European Command.

The section has played a substantial role in achieving U.S. regional-stability policy objectives, as outlined in the MPP. The section advanced U.S. interests in the resolution of regional conflicts by helping negotiate an agreement on the status accorded to U.S. peacekeeping trainers working with Rwandan forces deploying to Darfur. The section also prepares for and reports on meetings of the "Tripartite Plus One" mechanism when it is held in Rwanda.

Political officers work closely with the democracy and governance unit of USAID in preparing U.S. programs to advance democratic systems and practices, as set forth in the MPP. Section officers have also maintained close contacts with a broad range of government, political, civil society, human rights, and other sources to gather information for reporting and advocate on behalf of democratic systems and practices. Political officers have been engaged with the Ambassador, DCM, PAO, and others in a high-level policy dialogue with the government of Rwanda on political and human rights talks arising from the presentation of the 2005 U.S. human rights report to the Rwandan government.

Section officers also worked with the Ambassador, USAID, and Rwandan government officials on the development of a concept paper for the MCC Threshold Program that addresses problems of democratic governance. The mission's contribution was critical in bridging the gaps between Rwandan government and MCC program concepts.

Section officers track closely the developments on issues of political and human rights, freedom of expression, and religious freedom to advocate on behalf of democratic and human rights, point out problems where they occur, and recommend engagement by the Ambassador and DCM.

As regional conflicts have receded, the section has reported increasingly on domestic political issues and human rights and has produced an appropriate mix of ad hoc and analytical reports. These reports frequently and thoroughly cover the full array of democratic and human rights issues. Some of the reports' consumers in the Department and other agencies believe that embassy reporting has demonstrated reluctance to criticize the Rwandan government on issues of political and human rights. The embassy believes it is reporting accurately and providing the full context for developments on these issues. The OIG team could not reach a judgment on which of the two perspectives is more accurate.

The political-economic section submits 12 congressionally mandated annual reports. One political officer has prepared the six political reports, and the section devoted about three months' work to the reports on human rights, trafficking in persons, and religious freedom.

Difficult negotiations over the annual human rights report have added to the section's workload. Several embassy officers, including the Ambassador and several Department offices, were engaged in editing and negotiating the numerous versions

of the report with DRL. Embassy Kigali and DRL's discussions on the 2005 human rights report were particularly contentious. Their collaboration on the 2006 report was less contentious but still very time-consuming and reflected a significant difference between the embassy and DRL perspectives and their evaluation of the report's sources.

Embassy Kigali and DRL need a more common appreciation of the situation of democratic and human rights practices in Rwanda to contribute more effectively to the advancement of democratic systems and practices. DRL's on-the-ground observation of conditions in Rwanda and discussions with embassy officers, human rights and democracy activists, observers, and responsible government officials would provide first-hand information on Rwanda that would increase the efficiency and utility of human rights report preparation.

Recommendation 1: Embassy Kigali should invite, and the Bureau of Democracy, Human Rights, and Labor should send, a regional expert to Rwanda for one or two weeks of contacts with in-country observers to gain an on-the-ground understanding of Rwanda's human rights conditions. (Action: Embassy Kigali, in coordination with DRL)

The political-economic section and USAID's Rural Economic Growth, Agriculture, and Food Security Team work very well together in realizing the mission's economic, development, and commercial goals for Rwanda. The Ambassador's biweekly coordination meeting between these mission elements keeps them moving smoothly in the same direction.

The political-economic section works energetically to inform U.S. companies and give them access to trade and investment opportunities in Rwanda. Because of Rwanda's scant resources, marginal infrastructure, small population, and \$235 per capita income, its market for American goods and its U.S. investment opportunities are limited; but Embassy Kigali supports American involvement in whatever projects are available.

The section is an eager matchmaker between the U.S. Trade Development Agency and other U.S. government agencies and companies willing to participate in Rwandan commerce and development. The section constantly facilitates communication and highlights business opportunities. For instance, the embassy has been promoting cooperation among the Overseas Private Investment Corporation, the Africa Development Fund, USAID, and the World Bank to involve interested U.S. companies in a Rwandan pilot project to build low-income, environmentally sound housing.

The section keeps a close eye on the needs of Rwandan businesspeople and informs them about U.S. programs that match their economic goals and plans, and those of the Rwandan government. It has sought to support the government of Rwanda's export-led development strategy through promotion of the President's AGOA initiative. When the section learned that Rwandans did not fully understand AGOA, it worked closely with USAID to develop a workshop titled *Exporting to the United States: Taking Advantage of AGOA*. This event provided the needed insight into AGOA and involved the participation of the USTR Director for Africa and the U.S. Deputy National Security Advisor. The section also researches and drafts cable input for Rwanda's annual AGOA eligibility review.

The officers work as a team with other Washington agencies, reaching out to demonstrate high regard and support for Rwanda's free-trade policies. The section supported the USTR in negotiations on the Trade and Investment Framework Agreement, signed in the spring of 2006, and is now supporting a possible Bilateral Investment Treaty. The section drafts reporting cables on meetings held in Rwanda on these processes and on visits.

The political-economic section has good contacts among the international economic and development community in Rwanda and puts the contacts to use to advance mission economic and commercial goals. Seeking to maximize the impact of an upcoming World Bank conference titled *Doing Business in Rwanda*, it is using its contacts among conference organizers to mold the event into a private sector discussion on business conditions in Rwanda and best practices that could enhance Rwanda's appeal to foreign and domestic businesses.

Commercial Services

The section tailors its service to the needs of U.S. companies, providing briefings and commercial information to match companies' interests. The section has limited but effective cooperation with Embassy Nairobi's Foreign Commercial Service office. The section's locally employed (LE) economic assistant distributes the U.S. Commercial Service's *Commercial News USA* to the correct Rwandan audiences. He provides Rwandans with information on U.S. suppliers and develops profiles of Rwandan companies with which U.S. companies are seeking commercial opportunities. The political-economic section also hosts a booth at the Kigali Trade Fair, acting in cooperation with the Embassy Nairobi's U.S. Commercial Service office. The section provides U.S. customers with unique insight into opportunities in Rwanda through its annual update of the Country Commercial Guide.

Grants Programs

The political-economic section is making positive changes in Rwanda through three grant programs that support development, assist in promoting justice and easing ethnic tensions, and protect vulnerable women. The Ambassador's Self-Help program in FY 2006 awarded \$76,000, divided among 17 programs supporting small entrepreneurial and agricultural projects. The Democracy and Human Rights Fund provided \$50,000 to three projects supporting good governance and addressing issues of reconciliation and justice related to the 1994 wave of genocide. The section also has split responsibility with PAS regarding three projects funded with \$112,000 from the Department's Office to Monitor and Combat Trafficking in Persons. A part-time eligible family member (EFM) employee effectively oversees the program and guarantees accountability with well-designed standard operating procedures for program evaluation, participant criteria, and site visits. USAID administers financial services for the project. The Self-Help grants coordinator has mission volunteers "adopt" projects, which provides additional project oversight and elevates the U.S. government's exposure as the project sponsor.

COUNTERTERRORISM

Embassy Kigali is satisfied that it is fully informed of potential terrorist threats. Rwanda is a small country, and its government closely monitors persons or substantial financial resources entering the country, to prevent the return of "genocidaires" (those who committed genocide) and their funding for subversive activities in Rwanda. Frequent contact with Rwandan security services keeps the embassy current on external or internal terrorist threats.

The embassy nurtures this partnership and has sent Rwandan military and police officials to programs on counterterrorism and law enforcement through the International Visitor Leadership Program and DOD's Africa Center for Strategic Studies. There are no Antiterrorism Assistance training programs in Rwanda, due to the post's low threat levels.

The RSO, Defense attaché office, political-economic section, and consular section are in close daily contact on counterterrorism issues. The political-economic section writes the Department's country report on terrorism on Rwanda with input from all of these sections.

The refugee coordinator and embassy officers keep in regular contact with the international and nongovernmental organization representatives in Kigali and in the camps. They also work closely with the government of Rwanda on refugees issues. The refugee situation is gradually improving in Rwanda. The refugee coordinator in Kampala and Embassy Kigali appropriately monitor U.S. government refugee assistance and are actively engaged in helping the region resolve refugee issues.

PUBLIC DIPLOMACY

PAS carries out a wide spectrum of programs targeting MPP priorities. It consists of a PAO and ten LE staff, including a vacant position soon to be filled. It has an active information resource center (IRC) that is filled daily with Rwandan students, an educational advising program, and three American Corners. According to Washington officials, PAS Kigali smoothly runs its Fulbright and Humphrey scholarship programs, which annually involve six Rwandan and American candidates. PAS hosts English-teaching Fellows and sends Rwandans to Department-sponsored English-teaching and American Studies summer programs in the United States. PAS chooses eight International Visitors yearly nominated by offices throughout the mission for visits on MPP themes to the United States. PAS estimates an FY 2007 budget of \$221,400 and expects an additional \$9,300 cost for one of its American Corners and \$150,000 for a new exchange program.

The PAO effectively manages a large staff, several of whom have marginal English language ability. He has directed considerable management attention on realigning his LE staff positions and correcting underperformance in some positions. He recognizes the need for training his program and technical staff members, and is providing the training.

The PAO focuses his resources on mission-priority themes and programs that provide the highest return on the investment. For instance, he focused much attention on media training and contact, using the International Visitor Leadership Program, Fulbright grants, and in-country training provided to Rwandan government media offices and Rwandan media. He is well known in the Rwandan media community and contributes substantial reporting on the media, including through the human rights report. In his programming plans, the PAO concentrates attention and funding on the most substantial of the three American Corners and on seeking to transform the relationships with the hosts of the other American Corners into more appropriate, sustainable directions.

The regional information resource officer in Nairobi visits twice or more yearly and provides solid management and program advice to PAS on the IRC. The IRC has an active outreach program to promote use of its facilities to higher education and government institutions. The regional information resource officer has recommended the IRC develop an Article Alert Service to project itself on the Internet and in hardcopy to these audiences. The OIG team made an informal recommendation in support of this proposal.

The PAO works collegially with USAID's active, media-savvy development outreach and communications officer and clears the USAID officer's press releases. Embassy public diplomacy activities are included in the MPP and other strategic planning, and USAID has a written communications strategy. There is, however, a need for a joint strategy that promotes long-term planning and makes certain that the two offices' public affairs events and press releases reinforce one another's messages. A joint embassy-USAID communications strategy would coordinate press releases on embassy and USAID activities to project similar themes and messages and allow Mission Kigali to take maximum advantage of both staffs in public outreach in Rwanda.

Recommendation 2: Embassy Kigali should develop and implement a joint communications strategy with the U.S. Agency for International Development. (Action: Embassy Kigali)

The PAS audio-visual section's equipment inventory includes obsolete equipment that needs repair. The OIG team discussed with PAS the desirability of reducing drastically its inventory by auctioning or donating the marginally performing equipment that needs repair. This will allow the audio-visual technician to devote himself to more productive work.

The Embassy is procuring additional network bandwidth that will support higher quality digital videoconferences on PAS equipment. Digital videoconference programs are useful for real-time dialogue and such public diplomacy activities as management and policy dialogue with other U.S. embassies and with U.S. government elements in Washington and other entities. After the embassy has established the additional bandwidth and PAS has developed successful written procedures for use of this equipment, sections other than PAS should schedule equipment use and carry out programs and conversations that need only minimal support from PAS personnel. PAS should develop a procedure book and train other sections in digital videoconference equipment use, to promote cost-effective use of the resource. The OIG team made an informal recommendation on this issue.

CONSULAR OPERATIONS

With the arrival of the embassy's first full-time consular officer in January 2007, the consular section began a transformation that will culminate in the move to the NEC in early 2008. These changes will result in better service to the public and a more comprehensive approach to consular operations in Rwanda. Previously there was only a part-time consular officer who had little time to cultivate contacts and work on projects and plans. The section benefits from an Ambassador who is interested in consular matters and is willing to raise consular issues with the government of Rwanda when necessary. The DCM is an experienced consular-cone officer who provides the appropriate degree of oversight to consular operations. He regularly reviews the consular officer's nonimmigrant visa (NIV) decisions, as required. There is no undue interference in the consular officer's visa adjudications, and all officers abide by the embassy's referral policy. There is a high degree of interaction and cooperation between the consular section and other embassy sections and agencies.

Consular Staff and Facilities

The FS-03 consular officer position is currently filled by a first-tour ELO. The regional consular officer, based in Frankfurt, came to Kigali when the consular officer first arrived and provided welcomed guidance on management controls and other matters. The officer's immediate supervisor is the DCM, and there are two other officers at the embassy with consular experience. With this level of support, the consular officer's inexperience should not be an issue. The section is hiring a part-time EFM consular associate, but is down by one LE staff position. Currently, the embassy receptionist helps the section one day a week by doing NIV data entry. Both of these positions are important if the section is to keep up with a rising NIV workload and complete numerous necessary plans and projects.

The current consular facility is inadequate because consular customers wait in the chancery reception room, and the section has only one public service window. The consular section in the NEC will have a separate waiting room and five windows, which will allow a more efficient work flow and better service to the public.

Consular Management

The one LE staff member currently in the section has received training at the Foreign Service Institute and at Embassy Paris but has not completed the consular correspondence courses. The OIG team informally recommended that, when the section is fully staffed, the LE staff member should complete these courses. The in-

formation management (IM) section responds quickly when the section has computer problems, but the staff members are not adequately trained in consular systems. In April a visiting team of computer technicians will be at the embassy to conduct training and provide technical support. This will be an opportunity for the IM and consular staffs to receive additional training on technical support for the consular computer systems.

The consular section has worked well with the PAO, occasionally placing informational articles in the media and speaking to groups of students and business representatives. However, more can be done to disseminate consular information to the public. The section would benefit from a more structured approach. The OIG team informally recommended that the consular officer and the PAO meet at least quarterly to formulate a consular public diplomacy plan. The consular officer is revising the public service hours. The OIG team made an informal recommendation that the officer structure the public service hours to provide her with at least one afternoon a week when she can conduct out-of-office business.

Nonimmigrant Visas

In the last three years there has been an annual increase in NIV applicants of about 15 to 20 percent. In FY 2006, the section processed 1,917 NIV applications. The implementation of mandatory use of the electronic visa application form, in November 2006, went smoothly. The section started off-site NIV fee collection in February 2007, but the inadequate chancery facility prevents it from implementing other efficiencies in processing applicants.

Currently, applicants come one day for prescreening and an appointment and, two days later, come for an interview. Because there is not a lengthy wait, the section seldom is asked to expedite a visa. Once the section moves into the NEC, it will be able to complete visa processing in one visit and implement an off-site or Internet-based appointment system, if necessary. Most documents submitted by NIV applicants in Kigali are unreliable. The consular officer does not base decisions on these documents and, at the OIG team's suggestion, removed from the consular section's web page and information sheets all references to personal documents that are not required for a specific type of visa.

Fraud Prevention and Counterterrorism

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The section started, but has not completed, a validation study of tourist/business visa recipients. The OIG team informally recommended that the section complete this study.

American Citizens Services

About 230 American citizens are registered at the embassy, but the files have not been culled of those no longer in the country. One of the consular officer's priorities is to have the consular associate update the files. The warden system is geographic, with 16 wardens spread throughout the country. There has not been a wardens' meeting in over a year, so the consular officer plans to hold one soon. Emergency messages are e-mailed to individual Americans and to organizations employing Americans. The consular officer agreed with the OIG team's suggestion that the embassy discuss with a national radio station the possibility of disseminating emergency announcements by radio.

The consular section does not have a good understanding of the government of Rwanda's plans or capabilities for handling a disaster, such as an airplane crash. The OIG team informally recommended that the consular officer determine the government of Rwanda's procedures in such a disaster, make the appropriate contacts, and draft a plan for assisting American citizen victims. The OIG team also made an informal recommendation that the consular section prepare an information sheet for Americans on the Rwandan criminal justice system and local laws, and on such matters as marriage and dual nationality. The consular officer contacted her counterpart

in the British Embassy and intends to work with consular officers from other embassies on issues of mutual interest. The OIG team also discussed with her the need to cultivate a cooperative working relationship with a broad range of local officials.

AVIAN INFLUENZA

The embassy has drafted a set of trip wires that detail embassy actions at various stages of an avian influenza outbreak. The consular section disseminated information to the American embassy community and organized a town hall meeting for wardens and other Americans. The embassy has protective gloves, masks, and gowns on hand. The embassy health unit said there is a 20-day supply of Tamiflu, enough for 12 people. The OIG team made an informal recommendation that the embassy determine what the Department recommends to ensure there is a sufficient supply of Tamiflu for the estimated number of staff and family members who might need treatment in an avian influenza outbreak.

The government of Rwanda has established an avian influenza task force within its Ministry of Agriculture and has made an effort to educate the public. However, it has not stockpiled medicine, and the country's capacity to respond to an outbreak remains limited. The country has banned imported chicken, but has not dealt with the possibility of an outbreak related to bird migration.

In FY 2006, total U.S. government funding (from USAID and CDC) for avian influenza preparedness was \$495,000. This included funding for personal protective equipment and rapid test kits, trainers and experts who visited Rwanda to help the government of Rwanda develop an avian influenza plan, laboratory upgrades, and a full-time avian influenza advisor stationed with CDC in Kigali. The next steps are to help the government of Rwanda implement its plan by putting teams in the field and increasing active surveillance.

RESOURCE MANAGEMENT

Agency	Authorized U.S. Direct-Hire Staff*	U.S. Local-Hire Staff	LE Staff	Total Staff	Total Funding FY 2006 (U.S. dollars)
CDC	4	--	31	35	\$14,875,000
DOD	3	--	3	6	2,567,979
Department of State	31	4	104	139	
Diplomatic and Consular Programs	--	--	--	--	957,900
International Cooperative Administrative Support Services	--	--	--	--	2,439,400
Public Diplomacy	--	--	--	--	190,100
Diplomatic Security	--	--	--	--	413,145
Representation	--	--	--	--	21,400
Bureau of Overseas Buildings Operations	--	--	--	--	**879,552
USAID	13	***3	69	85	84,564,218
Total	51	7	207	265	\$106,908,694

* Includes U.S.-contracted personal services contractors

** Post-held allotments only

***Includes third-country national employee

Beginning in January 2008, the staffs of Embassy Kigali, USAID, DOD, and CDC will occupy a NEC. The NEC will fill many needs, including colocating these entities, facilitating more efficient management and Department-USAID consolidation, and relocating staff from the unacceptable risk posed at the off-site warehouse. The NEC will include a Marine security guard residence, warehouse, maintenance shops, and such amenities as a fitness center, swimming pool, and commissary. A revitalized employee recreation association is expected to materialize.

Relocation to the NEC will require coordination throughout the mission and the continued proactive engagement and leadership of the Ambassador and DCM. The Ambassador and the DCM could start with a move-related kick-off event, attend key meetings, and support and endorse the management sections' needs and requests. Coupling the move with planning for consolidation within the same year requires even more work. In such a situation, planning and executing routine tasks must continue as the section copes with preparing U.S. government-owned real estate and excess nonexpendable and expendable property for sale as the offices and the warehouse are emptied.

Based on the OIG's team's experience in inspecting embassies that have moved to NECs, coordination between all the elements of the embassy and strong front office support are required to make such a move a success. Consequently, the OIG team made an informal recommendation that the front office provide additional support to the management section as it plans for and executes the move to the NEC, the Department-USAID consolidation, and the sale of U.S. government-owned real estate and excess nonexpendable and expendable property.

With regard to the Department-USAID consolidation, Embassy Kigali is a Tier Two post, based on its move to a NEC in January 2008. The embassy is expected to develop plans to consolidate agreed-upon administrative services at the beginning of the fiscal year following the move. The embassy also is expected to notify the Joint Management Council's Shared Services Working Group in advance about consolidation plans and potential resource implications. Financial information will be needed in the third quarter of FY 2007. The principal participants in consolidation planning say guidance from the Department has been limited and often contradictory.

Embassy Kigali has begun to focus on the requirements for moving to the NEC by consulting the Department's web site for lessons learned and best practices and by selecting a transition coordinator who will help with planning the move. The staffing of the general services office and the addition of a facilities manager will be key to facilitating a successful transition. The embassy is also working to estimate the higher costs associated with maintenance, repairs, and utilities at the NEC

Embassy Kigali's management section is emerging from a number of difficult years that were replete with understaffing, an unstable workforce, little front office attention to resource management issues, and ELOs who were filling roles that required greater experience, mentoring, and supervision. The present management officer has facilitated many improvements to operations, morale, and staff efficiency and effectiveness. The mission's old and unattractive chancery is a maze of four buildings, three U.S. government-owned and one on a short-term lease. The facility

is difficult to maintain, and its motor pool and drivers are located at the chancery in a building adjacent to the diesel fuel tank.

GENERAL SERVICES OFFICE

Staffing in the general services office is adequate, after years of understaffing and a lack of experienced direct-hire American employees. Until last year, direct-hire American general services staff curtailed from Kigali; at one point, an EFM was left with full responsibility for the general services operation. A first-tour assistant general services officer (A/GSO) arrived last year, and with the recent arrival of a supervisory general services officer (S/GSO), it is highly probable that operations will return to normal.

The off-site warehouse contains maintenance shops and staff, a vehicle repair bay, receiving and property management staff, nonexpendable and expendable supplies, and two foul-smelling fuel tanks that subject staff to environmental hazards and fire risk. There are no fire extinguishers at the warehouse, and there are no first aid kits or eye-wash stations in the shop areas.

Procurement staff, the S/GSO, the A/GSO, and an EFM occupy offices on a second-floor balcony, along with the work order and property management staff. The OIG team made informal recommendations to restrict fueling the American staff's cars to Friday afternoons after business hours; to install eye-wash stations and first aid kits at the shops and throughout the warehouse and chancery; to install fire extinguishers where needed; and to test and charge existing extinguishers. The motor vehicle policy had not been updated since 2005, and the OIG team made an informal recommendation to update it.

Overtime

The section has undertaken steps to reduce excessive overtime. For example, the duty driver shift from midnight to 6 a.m. has been eliminated. In addition, the maintenance staff has combined with USAID's maintenance staff to implement a virtual year of shared maintenance and to assess the feasibility of the merger. With the additional staff, shifts may be possible, which would contribute to reducing overtime in maintenance.

The virtual year maintenance merger, however, may not yield an overtime reduction because work orders are still received for each residence based on whether the

occupants' employer is the Department or USAID and because the LE staff still report to their respective Department or USAID supervisors.

Assistant General Services Officer

The current A/GSO is responsible for maintenance and the motor pool. The embassy expects a facilities manager to arrive in June 2007. Although his primary role will be to maintain the NEC, the facilities manager will also have responsibility for other U.S. government-owned property and maintenance staff, and will give attention to emergency needs and minor repairs at short-term leased properties. Thus, his role in maintenance will relieve the A/GSO of those duties.

The pending Department-USAID consolidation of services will include the motor pool, warehousing, maintenance, and other administrative functions. Therefore, the A/GSO's responsibility for the motor pool will end. Because the A/GSO will no longer be responsible for maintenance or the motor pool, there will be no need for an A/GSO.

Recommendation 3: Embassy Kigali, in coordination with the Bureau of Human Resources and African Affairs, should eliminate the assistant general services officer position (position number 52-108021) when the incumbent rotates from Kigali within the next year and not fill it in the future. (Action: Embassy Kigali, in coordination with HR and AF)

Many International Cooperative Administrative Support Services (ICASS) subscribers complain about LE staff involved in facilities maintenance. Facilities staff members are not well trained and have difficulty fixing problems. Although the S/GSO recognizes that training is needed, no funding or classes have been available for training. The facilities manager will be expected to help meet training needs, however.

PROCUREMENT

The senior LE procurement clerk is competent, thorough, and knowledgeable. She has prepared blanket purchase agreements for frequently needed items but has not obtained approval for these agreements. Petty cash of nearly \$110,000 and a large number of purchase orders were used to procure frequently needed items in

2006, and that cost could be significantly reduced by using blanket purchase agreements. Use of the agreements will reduce the potential for fraud in petty cash transactions, establish firm purchase prices, and stimulate competition. A recent special assistance visit from the Department's Office of the Procurement Executive made a similar recommendation.

Recommendation 4: Embassy Kigali should solicit and establish blanket purchase agreements for frequently needed items and award these agreements. (Action: Embassy Kigali)

CUSTOMS AND SHIPPING

USAID is the service provider for customs and shipping, but it does not have a contract for packing and shipping services. USAID's executive officer, an LE staff member, believes the costs for shipping privately owned vehicles and household equipment could be reduced drastically if airfreight was discontinued for those items. Either the port in Dar es Salaam, Tanzania, or the port in Mombassa, Kenya, could be used for those shipments, with overland transportation to Kigali.

Embassy Kigali's freight shipment costs are among the highest in the world. Packing and shipping a family's household effects may cost over \$80,000. Neighboring posts have begun to use overland transportation from seaports to reduce shipping costs. The Bureau of Overseas Buildings Operations has successfully delivered most construction materials for the NEC via overland routes, and USAID purchases supplies using overland shipment. Use of slower overland alternatives could have adverse effects on morale and operational effectiveness that must be carefully considered. The embassy might pilot-test shipment of government supplies to identify any issues with delay, theft, or pilferage before expanding overland shipments to include household effects. If fully implemented, overland shipments could save the U.S. government nearly \$500,000 a year in transportation costs.

Recommendation 5: The Bureau of Administration, in coordination with Embassy Kigali, should review the feasibility of overland transportation from African seaports as alternatives to airfreight shipment. (Action: A, in coordination with Embassy Kigali)

TRAVEL

The embassy employs a travel assistant who works directly with international airlines and also uses a local travel agency to procure airline tickets. The travel assistant accepts cash and checks to pay for nonofficial travel and for upgrades for the personal convenience of the traveler. According to 4 FAH-3 H-321.1, only a U.S. disbursing officer or Class B cashier may accept cash. The OIG team informally recommended that the travel assistant cease handling cash for travel payments.

There is no contract with a travel management center, as required by 14 FAM 542(b)1. Consequently, there can be no assurance of correct refund procedures, adherence to federal travel regulations, and transparency in commission and ticket pricing. There are an increasing number of travel companies in Kigali, but the embassy has not determined whether they can provide the services it needs. A contract solicitation for travel services would provide this information. A competitive contract for travel services could potentially reduce travel costs and promote greater transparency in services for this function.

Recommendation 6: Embassy Kigali should prepare and issue a contract solicitation for travel services. (Action: Embassy Kigali)

HOUSING

Embassy Kigali and USAID have established a housing pool in which there is the possibility that housing will be assigned without regard to which agency signed the lease. However, when a Department employee moves into a house USAID has leased, or vice versa, the lease is renegotiated. Ideally, short-term leases are signed for up to nine years with firm prices guaranteed for the first year and each option year. When leases are renegotiated, landlords are free to change the prices. Under the terms of the Department-USAID consolidation, there is an expectation that these practices will be resolved. The embassy is reviewing oversized housing and attempting to lease properties that meet size standards and other staff requirements.

The DCM's residence, a U.S. government-owned property, has had continuing electrical, plumbing, and related safety problems. No one has considered deleting the property from the inventory, however. Consequently, life-safety issues have accumulated when, in fact, the embassy should have considered deleting the property from the list and seeking more suitable property. This is an oversized property with six bedrooms and limited representational space for a DCM residence.

Recommendation 7: Embassy Kigali, in coordination with the Bureau of Overseas Buildings Operations, should determine the cost and feasibility of repairing electrical, plumbing, and safety problems in the deputy chief of mission residence and, if feasible, make the repairs. (Action: Embassy Kigali, in coordination with OBO)

Recommendation 8: Embassy Kigali, in coordination with the Bureau of Overseas Buildings Operations, should sell the deputy chief of mission residence, if the cost and feasibility indicate that repairing its electrical, plumbing, and safety problems is not viable. (Action: Embassy Kigali, in coordination with OBO)

Furniture Pool

USAID maintains a separate warehouse at the warehouse compound, and furniture is not shared. The OIG team made an informal recommendation to establish a furniture pool, which would save moving costs, warehousing space, and transportation costs. A joint warehouse is expected as part of the Department-USAID consolidation, which will be a good time to develop a furniture pool.

INTERNATIONAL COOPERATIVE ADMINISTRATIVE SUPPORT SERVICES

Embassy Kigali's ICASS council must decide how administrative services will be delivered at the NEC. As noted, the embassy has embraced several initiatives to integrate services, including an experimental virtual year of joint Department-USAID maintenance and a joint housing pool. ICASS service standards have been established, but the ICASS council has not conducted an annual evaluation of ICASS services and has not contributed to the employee performance evaluations of American ICASS employees. The OIG team made an informal recommendation that this be done. Some ICASS customers believe that more frequent meetings of the ICASS working group would be valuable.

FINANCIAL MANAGEMENT

Embassy Kigali's financial management section manages allotments that total over \$6.3 million annually. A first-tour, direct-hire, American financial management officer and the five-person LE staff are steadily improving the embassy's financial operations. Accountants regularly deobligate prior-year funds, and a restructured procurement process has largely addressed problems in expending funds before the end of the fiscal year. The embassy is working to resolve accounting problems with the Defense attaché office and with value-added tax refunds due in connection with the NEC construction project.

The vouchers the OIG team reviewed contained required administrative approvals; however, they were not canceled by the certifying officer and cashier at the time of payment. Some cashier operations did not accord with financial management requirements. The OIG team made informal recommendations that the embassy cancel all original invoices at the time of payment and organize cashier files consistent with 4 FAH-3 H-390 requirements.

Reducing cash payments through blanket purchase agreements or purchase orders is desirable. The OIG team recommended, in the General Services section of this report, using blanket purchase agreements for routine and repetitive purchases.

The move to the NEC in January 2008 has significant budgetary implications. Although local guard contract costs may be lower at the NEC, it is also true that general maintenance, gardening and janitorial services, utilities, and other operating expenses are likely to rise and exceed current funding for those expenses. Contracts for these services will need to be competed well before the move date. Embassy financial management staff members expect to work with visiting rovers from the Embassy Paris financial management office to determine how to budget for recurring and one-time expenses associated with the move. ICASS customers affected by these issues will need to be informed about budget requirements.

DCM Official Residence Expenses Allowance

Embassy Kigali's DCM is not authorized to receive the official residence expenses (ORE) allowance to defray extraordinary costs associated with maintaining his official residence. During the mid-1990s, the post was evacuated and reopened with a small staff. For many years, it operated as a Class 1 embassy in the Special Embassy Program, a Department initiative to assist small posts. The Special Embassy Program did not authorize payment of ORE for posts with a staffing profile of 35 or fewer authorized direct-hire American positions. Today, Embassy Kigali is a

full-fledged mission with 51 direct-hire employees. The DCM can be expected to act as charge d'affaires during the absence of the Ambassador and to conduct the full range of official representational responsibilities at these times. Because the post is now a Class 3 mission, ORE would normally be authorized for a DCM in a post of this size.

Recommendation 9: The Bureau of African Affairs should authorize the official residence expenses allowance for Embassy Kigali's deputy chief of mission. (Action: AF)

HUMAN RESOURCES

The human resources unit includes the management officer and three LE staff. The unit is doing a good job at meeting its customers' needs. The LE human resources staff are knowledgeable and well trained. The regional human resources officer, stationed at Embassy Kampala, visits regularly. LE staff personnel files are well organized and contain current personal services agreements, performance evaluations, and position descriptions. However, the security clearance determinations required by 3 FAM 7222.1-2 are not in the personnel files. The OIG team made an informal recommendation that the post begin retaining security clearance determinations in the files. The team also informally recommended updating the LE staff handbook, last revised in 2003.

Local staff morale is good. The Ambassador, DCM, and management officer meet regularly with the LE staff association to discuss areas of interest. In November 2006, based on the most recent compensation survey, LE staff received salary increases of up to 71 percent. USAID and CDC have had problems with retaining and recruiting LE staff, and this spurred the embassy to authorize the pay increase.

The embassy sent the Department a cable regarding the LE staff's benefits package about eight months ago. The Bureau of Human Resources responded three months ago, but the embassy needs to provide additional information to finalize changes to the local compensation plan. The package includes changes important for LE staff, such as death benefits, a reduction-in-force plan, and severance pay. Final action on the package is expected shortly.

Locally Employed Staff Health Insurance

The embassy uses a self-insured plan for the LE staff's health benefits. Administering this plan is cumbersome. The medical unit employs a part-time employee to adjudicate medical service claims. The claims review process has recently documented the existence of three false claims and that unqualified medical practitioners, such as an acupuncturist for tuberculosis treatment, have been used. LE staff are dissatisfied with the medical coverage because they must pay for medical treatment and then endure a wait for reimbursement. Local health insurance companies now exist in Rwanda. These companies likely provide better quality care at a reasonable cost and reduce fraudulent claims.

Recommendation 10: Embassy Kigali, in coordination with the Bureau of Human Resources, should solicit a contract to provide health insurance coverage for locally employed staff. (Action: Embassy Kigali, in coordination with HR)

INFORMATION MANAGEMENT

Embassy Kigali operates a comprehensive information management (IM) and information systems security program that supports the chancery, warehouse, American Club, and Ambassador's residence. The embassy's information technology staff includes two direct-hire Americans and five LE staff members. Two LE staff provide unclassified and classified systems operations for about 100 workstations, seven servers, and 143 users. Two LE staff work in the mailroom. One LE staff works as the receptionist.

Documentation

The OIG team reviewed standard operating procedures and systems documentation and found that Embassy Kigali does not meet 12 FAM 622.3 and 622.4 requirements for systems documentation. Contingency and systems security plans are needed to ensure information security, and these plans should be updated annually or when major systems modifications occur.

Recommendation 11: Embassy Kigali should develop and update all required systems documentation for its information management operations. (Action: Embassy Kigali)

Information Systems Security

The information system security officer does not perform the duties prescribed in 12 FAM 600 or performs them only infrequently. Consequently, classification stickers are not properly affixed to computers and printers, random checks of users' files are not performed, proper systems configuration is not assured, and systems may not meet security guidelines. A regional technical staff employee can perform information security duties for posts with limited staff. OIG's Office of Information Technology plans to discuss this Department-wide problem with the Bureau of Information Resource Management.

Dedicated Internet Network

Information technology staff support and maintain a dedicated Internet network located in the IRC. Without regular oversight and maintenance, the embassy cannot be sure adequate measures, including virus updates and the inclusion of patches, are in place. The OIG team made an informal recommendation to require staff to perform regular oversight on the dedicated Internet network.

Training

There are no individual development training plans for LE or American IM staff, despite the requirement in 5 FAM 121. The OIG team made an informal recommendation that the IM section create training plans for the IM staff.

QUALITY OF LIFE

As Embassy Kigali becomes more stable, with functioning sections and permanent staff, satisfaction with working in the mission and community activities has been improving. The housing is attractive, but its electrical capabilities are limited and sometimes a risk. Construction is often shoddy, and insects are hard to control. Newer housing is not necessarily superior. Over-sized houses are common, and smaller houses often do not meet American standards for kitchens and bathrooms.

The community liaison office (CLO) is sponsoring events, establishing sponsor and orientation programs, maintaining a library, and producing a newsletter. However, local schools are unsatisfactory, and educational alternatives are limited. High school-aged children go to boarding schools. The health unit employs competent staff but has insufficient resources and cannot provide satisfactory care for emergencies.

COMMUNITY LIAISON OFFICE

Embassy staff gave the CLO low marks on OIG's questionnaire. For one, it is not easy to access the CLO because the office is not on the embassy compound. Embassy customers have also considered the sponsorship program unsatisfactory. The CLO coordinator disagreed with the evaluation and indicated it was the fault of the sponsors, the lack of volunteers, and general disinterest within the community. The three local schools are not satisfactory, especially in the secondary grades, but information on this situation was sometimes available only after families arrived. The CLO sponsored many events that the embassy community did not attend or appreciate.

The management deficiencies related to staffing gaps and temporary duty officers also affect the CLO coordinator, who has been on the job for a year, and position requirements for the role have still not been established. Initially, the CLO coordinator focused on organizing the office, updating reference materials and welcome packets, establishing a sponsor and orientation program, and publishing a widely distributed newsletter. The CLO coordinator also established and encouraged the CLO advisory committee's participation in event planning.

accreditation through at least the primary grades, which requires, at minimum, the adoption of a U.S. curriculum, recruitment of trained teachers, and attainment of adequate facilities. Additional grants from the Department could also supplement limited resources at two of the schools. It is not clear whether these steps will result in satisfactory changes to school quality or that the local schools will be receptive to embassy requests.

Additional expertise is needed to find a realistic approach to resolving this issue. A visit from the regional educational advisor, scheduled for 2008, could provide additional alternatives for supplementing Ecole Belge's programs.

Recommendation 12: The Bureau of Administration should reschedule the Office of Overseas Schools visit to Kigali for an earlier date to evaluate possible courses of action to bring the quality of local schools up to U.S. educational and curriculum standards. (Action: A)

HEALTH UNIT

A Foreign Service health practitioner, one LE registered nurse, and an LE receptionist/nurse staff the health unit. The receptionist's tasks include deciphering the medical claims of LE staff and arranging for reimbursement. She does not perform other health-related duties and cannot serve those needs with her limited training and proficiency. Consequently, the unit is understaffed when either or both of the medical professionals are away. If a new health insurance plan is established (as recommended by the OIG team), then the receptionist could ideally be replaced by an LE registered nurse.

Medical equipment in the health unit is not working, and the unit and embassy would not be prepared to respond to mass casualties or a catastrophic event. There is one stretcher, a broken wheelchair, and no working defibrillator, electrocardiogram machine, or X-ray machine. There is no water at the health unit or in the residences, should water deliveries be discontinued in an emergency, and there are no emergency prepackaged food supplies.

There are few capable local physicians who can be consulted on serious health issues or injuries. Bones may be set improperly at the local hospital. There is, however, a well-trained physician living locally who was previously on a part-time contract with the embassy. Funding has kept the embassy from using this option, which the health practitioner believes should be revisited. The OIG team made an

informal recommendation to determine the feasibility of obtaining the part-time services of a trained physician for consultation and coverage when the health unit is understaffed.

Waiting for the NEC's fully equipped medical unit is a risk. Equipment scheduled for that unit could be placed in ill-equipped health unit now and moved into the NEC, when opened.

Recommendation 13: Embassy Kigali should request the Office of Medical Services to provide equipment for the health unit as soon as possible and plan to move the equipment to the new embassy compound's health unit, when completed. (Embassy Kigali, in coordination with MED)

AMERICAN EMPLOYEES ASSOCIATION

Embassy Kigali's staff have renewed their interest in the American Employees Association of Kigali. Presently, embassy staff, locally resident Americans, other diplomats, and other local residents frequent the association for movie nights and food service. When an OIG team inspected Embassy Kigali in 1999, the association reported a thriving restaurant business that was the locus of embassy social activity.

Since then, poor internal controls and financial solvency issues have forced the association to curtail activities. It currently has no employees and is only marginally solvent. In 2005, it reported a profit of \$326; it had a loss of \$6,000 in 2004. In 2006, the association met all Department auditing and reporting requirements. The OIG team made an informal recommendation that the association record all physical inventory assets for the next audit, acting in a manner consistent with generally accepted U.S. accounting principles. Because the association's accounts do not reflect its physical inventory of supplies, they may not accurately reflect its assets and liabilities.

The association is located in a large, 4,095-square-foot, U.S. government-owned property that was purchased in 1969. The CLO and health unit are also in this building. When the NEC is completed, the association, CLO, and health unit will move to the NEC. The embassy is not planning to sell this property until the Peace Corps makes a decision regarding its proposed presence in Rwanda.

MANAGEMENT CONTROLS

The embassy has made progress in reestablishing internal controls, after an extended period of staffing gaps and weak oversight that was exacerbated by the assignment of first-tour officers to key internal controls positions. In its annual chief of mission management controls certification letter, the Ambassador identified seven material weaknesses in administrative operations. These weaknesses included the lack of a functioning safety, health, and environmental management program, inaccurate motor vehicle inventories, duplication of services between the Department and USAID, oversized housing, the lack of staff training for the more complicated operational requirements in the NEC, inadequate pay for the LE staff, and information technology inventory weaknesses. The mission has made progress in addressing concerns in each of these areas, but the OIG team identified internal controls issues relating to post operations in several areas.

CONSULAR

The regional consular officer visited during the new consular officer's first week at the embassy in February 2007 and reviewed all consular management control and cashiering procedures. The section is maintaining all required records and logs, controlling access to the consular work area, and keeping controlled items under the officer's supervision.

CASHIERING

Cashiering operations need continued, careful monitoring. A routine cash count, conducted about a year prior to the inspection, detected a \$200 overage caused by the Class B cashier's use of personal funds to balance a shortage in the imprest fund. The Class B cashier does not always complete daily reconciliation of collections, reimbursement vouchers, and accommodation exchange receipts, as required in 4 FAH-3 H-393.3-4. Because of purported malfunctions in the Automated Cashier System application, the Class B cashier also does not issue OF-158 general receipts

PETROL USAGE

Reports of unaccounted-for fuel usage and the need to stem other potential means of fraud and theft prompted the A/GSO to exercise more vigilant oversight of fuel usage. As a result, in the last six months, fuel usage has been reduced about 50 to 70 percent. The new system requires the LE staff member who dispenses the fuel to record fuel delivery on a daily ticket and input the data onto a spreadsheet weekly. The A/GSO then reviews the spreadsheet and can determine an average weekly usage and also see which employees are taking fuel. There is high value in this new oversight method, and the OIG team made two informal recommendations regarding additional controls that could be useful.

FORMAL RECOMMENDATIONS

Recommendation 1: Embassy Kigali should invite, and the Bureau of Democracy, Human Rights, and Labor should send, a regional expert to Rwanda for one or two weeks of contacts with in-country observers to gain an on-the-ground understanding of Rwanda's human rights conditions. (Action: Embassy Kigali, in coordination with DRL)

Recommendation 2: Embassy Kigali should develop and implement a joint communications strategy with the U.S. Agency for International Development. (Action: Embassy Kigali)

Recommendation 3: Embassy Kigali, in coordination with the Bureaus of Human Resources and African Affairs, should eliminate the assistant general services officer position (position number 52-108021) when the incumbent rotates from Kigali within the next year and not fill it in the future. (Action: Embassy Kigali, in coordination with HR and AF)

Recommendation 4: Embassy Kigali should solicit and establish blanket purchase agreements for frequently needed items and award these agreements. (Action: Embassy Kigali)

Recommendation 5: The Bureau of Administration, in coordination with Embassy Kigali, should review the feasibility of overland transportation from African seaports as alternatives to airfreight shipment. (Action: A, in coordination with Embassy Kigali)

Recommendation 6: Embassy Kigali should prepare and issue a contract solicitation for travel services. (Action: Embassy Kigali)

Recommendation 7: Embassy Kigali, in coordination with the Bureau of Overseas Buildings Operations, should determine the cost and feasibility of repairing electrical, plumbing, and safety problems in the deputy chief of mission residence and, if feasible, make the repairs. (Action: Embassy Kigali, in coordination with OBO)

Recommendation 8: Embassy Kigali, in coordination with the Bureau of Overseas Buildings Operations, should sell the deputy chief of mission residence, if the cost and feasibility indicate that repairing its electrical, plumbing, and safety problems is not viable. (Action: Embassy Kigali, in coordination with OBO)

Recommendation 9: The Bureau of African Affairs should authorize the official residence expenses allowance for Embassy Kigali's deputy chief of mission. (Action: AF)

Recommendation 10: Embassy Kigali, in coordination with the Bureau of Human Resources, should solicit a contract to provide health insurance coverage for locally employed staff. (Action: Embassy Kigali, in coordination with HR)

Recommendation 11: Embassy Kigali should develop and update all required systems documentation for its information management operations. (Action: Embassy Kigali)

Recommendation 12: The Bureau of Administration should reschedule the Office of Overseas Schools visit to Kigali for an earlier date to evaluate possible courses of action to bring the quality of local schools up to U.S. educational and curriculum standards. (Action: A)

Recommendation 13: Embassy Kigali should request the Office of Medical Services to provide equipment for the health unit as soon as possible and plan to move the equipment to the new embassy compound's health unit, when completed. (Embassy Kigali, in coordination with MED)

Recommendation 14: Embassy Kigali should require the Class B cashier to reconcile all collections, reimbursement vouchers, and accommodation exchange transactions daily. (Action: Embassy Kigali)

Recommendation 15: Embassy Kigali, in coordination with the Bureau of Resource Management, should request establishment of a cashier's checking account to permit electronic funds transfer for the Class B cashier's imprest fund replenishments. (Action: Embassy Kigali, in coordination with RM)

Recommendation 16: Embassy Kigali, in coordination with the Bureau of Resource Management, should review the Class B cashier's advance level and report findings to the servicing U.S. disbursing officer. (Action: Embassy Kigali, in coordination with RM)

INFORMAL RECOMMENDATIONS

Informal recommendations cover matters not requiring action by organizations outside of the inspected unit and/or the parent regional bureau and are not be subject to the OIG compliance process. However, any subsequent OIG inspection or on-site compliance review will assess the mission's progress in implementing the informal recommendations.

Executive Direction

The DCM has held periodic brown bag lunches with the ELOs to discuss their professional development and has mentored some individually. However there is no ELO development plan.

Informal Recommendation 1: Embassy Kigali should draft professional development plans for entry-level officers and include recently tenured officers.

Public Diplomacy

The regional information resource officer has recommended that the IRC develop an Article Alert Service to project itself on the Internet and in hardcopy as an outreach service to the nation's institutions of higher education, government officials, and other target audiences.

Informal Recommendation 2: Embassy Kigali should develop an Article Alert Service in the information resource center.

The embassy is procuring additional bandwidth that will support higher quality digital videoconferencing on PAS equipment. Such programs are useful for real-time management and policy dialogues, and public diplomacy activities.

Informal Recommendation 3: Embassy Kigali should develop a procedure book and train all embassy sections in the use of digital videoconferencing equipment, to promote cost-effective use of the resource.

Informal Recommendation 9: Embassy Kigali, when funding permits, should have the regional security office investigator visit the fraud prevention and immigrant visa units of the Embassy Nairobi consular section.

The consular section started, but has not completed, a validation study of tourist/business visa recipients.

Informal Recommendation 10: Embassy Kigali should complete the validation study of tourist/business visa applicants.

The consular section does not have a good understanding of the government of Rwanda's plans or capabilities for handling disasters, such as an airplane crash.

Informal Recommendation 11: Embassy Kigali should determine the government of Rwanda's plans and capabilities for a major accident, make the appropriate contacts, and draft a plan for assisting American citizen victims.

The consular section does not have an information sheet for American citizens, explaining aspects of local criminal justice system and various legal procedures.

Informal Recommendation 12: Embassy Kigali should draft an information sheet for Americans on the criminal justice system and local laws, and on such matters as marriage and dual nationality.

Avian Influenza

Embassy Kigali has a 20-day supply of Tamiflu, enough for 12 people.

Informal Recommendation 13: Embassy Kigali should determine what the Department recommends to ensure there is a sufficient supply of Tamiflu for the estimated number of staff and family members who might need treatment in case of an avian influenza outbreak.

Resource Management

The management section will need additional front office support as it plans and executes the move to the new embassy compound, the consolidation of the Department and USAID, and the sale of U.S. government-owned real estate and excess nonexpendable and expendable property.

Informal Recommendation 14: Embassy Kigali's front office should provide additional support to the management section for the upcoming move to the new embassy compound, the Department and U.S. Agency for International Development consolidation, and property sales.

General Services

American direct-hire and LE staff may inhale fuel vapors and foul odors related to refueling at the warehouse. That activity also introduces fire risks. While refueling official vehicles during business hours may be necessary, it is not necessary for the American staff to refuel their vehicles during business hours.

Informal Recommendation 15: Embassy Kigali should restrict the refueling of the American staff's private vehicles to Friday afternoons, after business hours.

The Department's Division of Safety, Health, and Environmental Management visited the post in February 2007, and the Office of Fire Protection visited Embassy Kigali in January 2007. Their reports were not yet available. However, there are no first-aid kits or eye-wash stations in the shop areas of the warehouse, and there are few fire extinguishers (15 FAM 842) at the warehouse, the chancery, or in the residences. Many of the fire extinguishers do not show signs of having been tested and charged. In addition, there are no smoke detectors at the warehouse.

Informal Recommendation 16: Embassy Kigali should immediately supply the required safety equipment to the warehouse shops, warehouse offices, and the chancery and residences, where needed, and the fire extinguishers should be tested and charged.

Embassy Kigali has not updated its motor vehicle policy since 2005. The policy does not provide for home-to-office transportation, except when there are safety concerns or local transportation is unavailable or unsafe. In Kigali, taxicabs are available and safe.

Informal Recommendation 17: Embassy Kigali should update its motor vehicle instruction to clarify when home-to-office transportation may be provided and ensure that the policy is signed by the Ambassador.

Travel

The travel assistant accepts cash and check payments for nonofficial travel. The travel agency could arrange with individuals to accept funds directly.

Informal Recommendation 18: Embassy Kigali should have the travel assistant stop handling cash and develop alternatives for cash handling.

Housing

USAID maintains a separate warehouse, and furniture is not shared. A furniture pool could save moving costs, warehouse space, and transportation costs. The Department-USAID consolidation and the establishment of a joint warehouse represent a good occasion for developing a furniture pool. Suggestions on doing so are in 6 FAH-5 H 900.

Informal Recommendation 19: Embassy Kigali should develop a furniture pool.

International Cooperative Administrative Support Services

The ICASS council has not conducted an annual evaluation of ICASS services and has not contributed to the employee performance evaluations of American ICASS employees.

Informal Recommendation 20: Embassy Kigali should have its International Cooperative Administrative Support Services council prepare an annual evaluation of the service provider's services and provide contributions to American International Cooperative Administrative Support Services employees' performance evaluation reports.

Financial Management

Original invoices are not annulled at the time of payment to prevent duplicate or fraudulent payments.

Informal Recommendation 21: Embassy Kigali should obtain either a stamp or a perforator to annul invoices and cancel all original invoices at the time of payment.

Cashier files are disorganized and incomplete. Reimbursement vouchers and collections are not stored sequentially, as required by 4 FAH-3 H-390.

Informal Recommendation 22: Embassy Kigali should organize cashier files consistent with regulatory requirements.

Human Resources

Security clearance determinations and five-year revalidations are not retained in personnel files.

Informal Recommendation 23: Embassy Kigali should retain security clearance determinations in personnel files.

The LE staff handbook was last updated in 2003. Since that time, LE staff benefits have changed significantly.

Informal Recommendation 24: Embassy Kigali should update its locally employed staff handbook.

Information Technology

The dedicated Internet network is maintained only infrequently, on an as-needed basis, and there is no oversight to ensure that virus updates are implemented and that patches are included as the patches receive Department approval.

Informal Recommendation 25: Embassy Kigali should provide regular oversight for the dedicated Internet network and ensure that antivirus updates and patches are implemented.

There are no individual development training plans for LE or American IM staff members, as required by 5 FAM 121.

Informal Recommendation 26: Embassy Kigali should develop individual development training plans for information management staff based on job responsibilities, mission needs, and professional development.

Community Liaison Office

The CLO coordinator collects cash and does not deposit it in a bank account. It is not clear where the money is kept or how it is handled. The CLO coordinator sold DVDs and has organized a garage sale but has not established the proper channels for keeping the money, as specified in 2 FAM 113.10-2 (c-d) General Provisions.

Informal Recommendation 27: Embassy Kigali should require the community liaison office coordinator to use the services of the American Employees Association or establish a local bank account in the name of the community liaison office to ensure accounts are handled in accordance with generally accepted accounting procedures.

Health Unit

There are few capable local physicians who can be consulted regarding serious health issues or injuries. There is a trained physician living locally who was previously on a part-time contract with the embassy.

Informal Recommendation 28: Embassy Kigali should determine the feasibility of obtaining the part-time services of a physician for consultation and coverage when the health unit is understaffed.

American Employees Association

The American Employees Association did not record inventory, such as clothing and supplies, in its list of assets for the 2005 audit, although required to do so by generally accepted U.S. accounting standards.

Informal Recommendation 29: Embassy Kigali should have the American Employees Association record all physical inventory assets for the next audit.

Management Controls

After reports of unaccounted-for fuel usage and because of the need to stem other potential means of fraud and theft, a new system requires the LE staff member who dispenses the fuel to record fuel delivery on a daily ticket and to input the data weekly onto a spreadsheet.

Informal Recommendation 30: Embassy Kigali should require a second staff person to reconcile the spreadsheet with the fuel usage tickets.

Informal Recommendation 31: Embassy Kigali should determine a maximum weekly fuel usage and supply no more fuel than the established weekly maximum.

PRINCIPAL OFFICIALS

	Name	Arrival Date
Ambassador	Michael Arietti	11/05
Deputy Chief of Mission	Michael Thurston	10/05
Chiefs of Sections:		
Administrative	Pamela Mansfield	04/06
Consular	Emily Shaffer	01/07
Political/Economic	Richard Kaminski	08/06
Public Affairs	Brian George	01/06
Regional Security	Gregory Anderson	04/05
Other Agencies:		
Department of Health and Human Services/ Centers for Disease Control	Jeff Hanson (acting)	07/03
Department of Defense	Major Ronald Miller	05/06
Office of Buildings Operations	Travis Slack	01/06
U.S. Agency for International Development	Kevin Mullally	07/05

ABBREVIATIONS

AF	Bureau of African Affairs
A/GSO	Assistant general services officer
ACOTA	Africa Contingency Operations Training and Assistance
AGOA	Africa Growth and Opportunity Act
CDC	Centers for Disease Control and Prevention
CLO	Community liaison office
DCM	Deputy chief of mission
Department	Department of State
DOD	Department of Defense
DRL	Bureau of Democracy, Human Rights, and Labor
ELO	Entry level officer
EFM	Eligible family member
FBI	Federal Bureau of Investigation
S/GSO	Supervisory general service officer
ICASS	International cooperative administrative support services
IM	Information Management
IRC	Information resource center
LE	Locally employed
MCC	Millennium Challenge Corporation
MPP	Mission Performance Plan
NEC	New embassy compound
NIV	Nonimmigrant Visa
ORE	Official residence expenses

PAO	Public affairs officer
PAS	Public affairs section
PEPFAR	President's Emergency Plan for AIDS Relief
RSO	Regional security officer
S/GSO	Supervisory general services officer
USAID	U.S. Agency for International Development
USTR	United States Trade Representative

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