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United States Department of State
and the Broadcasting Board of Governors
Office of Inspector General

Report of Inspection

Embassy Nairobi, Kenya

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KEY JUDGMENTS

- Embassy Nairobi is ably managing the broad U.S.-Kenyan relationship while simultaneously overseeing and coordinating U.S. government priorities in Somalia in a period of crisis and rapid change.
- The embassy and the Bureau of African Affairs (AF) are establishing a Somalia unit at Embassy Nairobi that can implement U.S. government policy toward Somalia and plan for a U.S. presence in Somalia at an as-yet-undetermined time in the future. The Department of State (Department) needs to provide for continuity of leadership of this unit by creating a full-time senior position there. As long as the unit is based in Nairobi, its leader and staff should remain under chief of mission authority.
- While front office leadership in Nairobi is strong and effective, some weaknesses in leadership exist among country team members. The front office will enhance the performance among section heads by ensuring that all are aware of the clear ordering of mission priorities. This will signal a disciplined approach in tasking actions to various sections. The embassy will also be coordinating projected staffing gaps in the political section later this year to ensure adequate coverage of the presidential election, scheduled for December 2007.
- Embassy Nairobi has overcome interagency reluctance to initiate the consolidation of an administrative support platform for the Department and the U.S. Agency for International Development (USAID). Both agencies agree that space in the new U.S.-owned annex is fungible, opening up options for future space planning as the consolidated administrative workforce grows.
- Public diplomacy at Embassy Nairobi is dynamic and provides effective outreach to most segments of Kenyan society, including the Muslim population on the coast. Communications within the public diplomacy section, however, are poor, and the management of the section is disjointed.
- Despite being built only five years ago, Embassy Nairobi's consular space is inadequate. The embassy has identified possible renovations that will improve its functionality. The Department should identify funding for this work. With Nairobi as a guide, the projected increase in consular workload could be considered in consular space planning worldwide.

- The pressures for staff growth and temporary duty (TDY) assignments are enormous. The embassy is already beyond its ability to support this expansion. The front office is effectively introducing some rigor into both the National Security Decision Directive-38 and country clearance processes to control growth.

The inspection took place in Washington, DC, between December 7 and January 19, 2007, and in Nairobi, Kenya, between February 12 and March 10, 2007. Ambassador Vincent Battle (team leader), Frank Ward (deputy team leader), Anthony Carbone, Francis Cheever, Ernest Fischer, Victoria Huss, Ralph Kwong, Dennis Matthews, Charles Rowcliffe, and Katherine Schultz conducted the inspection.

CONTEXT



Embassy Nairobi is the largest American embassy in sub-Saharan Africa, reflecting the fact that Kenya is a key regional partner for the United States. Kenya is a dynamic democracy. Presidential elections are to be held in 2007. Campaigning is taking place in the environment of new political freedom and growing civil liberties that characterized President Mwai Kibaki's five years as president. The Kenyan Electoral Commission oversees elections and has grown in independence and

effectiveness. Nonetheless, the danger remains that the two unstable coalitions vying for power may resort to inciting ethnic animosity for political advantage.

Kenya's economy grew at a six-percent rate in 2006, continuing a steady recovery that reversed a decade of debilitating economic stagnation in the 1990s. The current growth is fairly broad based, but it needs to be sustained for a significant period to reduce poverty. Accelerating growth to achieve Kenya's potential will require continued deregulation of business, massive investment in new infrastructure, improved economic governance, and bold action against corruption. Tourism is now Kenya's top sector. Nearly 100,000 Americans visited Kenya in 2006. Exports of coffee, tea, and flowers go primarily to other African countries. Kenya's main exports to the United States are textiles. (The nation's garment industry is supported by the U.S. government's Africa Growth and Opportunity Act.) Bilateral trade amounts to nearly \$800 million annually, while U.S. investments in Kenya total about \$300 million.

In its public discourse in Kenya, Embassy Nairobi underscores the depth and breadth of the U.S.-Kenya partnership. The U.S. relationship with Kenya focuses on cooperation against security threats and terrorism, promotion of prosperity and the elimination of poverty, improvement in the health sector, advancement of democratic values and human rights, and collaboration to foster peace and stability in East

Africa. U.S. programs and foreign assistance are geared to these goals, and assistance is estimated to rise to \$550 million in FY 2007. Embassy Nairobi also provides a regional platform for many foreign affairs functions directed to such East African countries as Mauritius, Sudan, and Central African Republic.

Terrorists blew up the embassy in Nairobi on August 7, 1998. They also attacked an Israeli-owned hotel in 2002. Groups using terror as a tactic continue to be able to operate in and around Kenya. Working with Kenyan authorities against the threat from terrorism remains the top priority in the bilateral agenda with Kenya. At the same time, the issue of violent crime is the top concern for Kenyans and, increasingly, for the official community in Nairobi. The resource increases and reforms required to ensure better response to the terrorist threat will equally promote improved responses to the threats posed by violent criminal gangs. Thus, the most effective way to advocate for cooperation and appropriate legislation is to discuss addressing Kenya's chronic security threats, of which terrorism is but a part.

Embassy Nairobi also has the mandate to implement U.S. policy in Somalia. Although the embassy had already begun ramping up its efforts on Somalia prior to the current crisis, the Ethiopian intervention that began December 22, 2006, triggered a massive U.S. response. U.S. efforts in Somalia focus on three areas: encouraging an inclusive dialogue among Somalis in order to bring about a stable national government based on the Transitional Federal Charter; ensuring rapid deployment of an African stabilization force to facilitate the withdrawal of Ethiopian forces; and providing quick humanitarian, development, and security assistance. These efforts involve many U.S. government agencies. Oversight and coordination has necessitated strong leadership at Embassy Nairobi. A nascent structure has also begun to emerge that attempts to rationalize the U.S. response and hopes someday to move Nairobi-based operations to move to Somalia itself, presumably through a phased transition occurring over the next six to 18 months.

Embassy Nairobi also houses the office of the U.S. special representative to the United Nations (UN) Environmental Program and UN Habitat.

EXECUTIVE DIRECTION

At a time of gnawing security concerns, burgeoning demands in U.S. relations with Kenya and Somalia, and resource constraints, Embassy Nairobi has an immensely able executive team of Foreign Service professionals. Both the Ambassador and deputy chief of mission (DCM) are relatively new to their positions in Kenya – six months for the Ambassador and only four months for the DCM. In that brief time, however, both leaders have had a solid and positive impact on the embassy's interagency operations and on how the post's large work force accomplishes its goals. First and foremost, the post's management has crafted a comprehensive and compelling vision of the U.S.-Kenyan bilateral partnership. The Ambassador has taken full ownership of this vision, presenting it publicly and with passion and effectiveness, to Kenyan and American audiences alike. In town hall meetings held for staff at the embassy or for the nonofficial American community invited to the embassy, and during remarks at invitation-only receptions for Kenyan and East African contacts, the Office of Inspector General (OIG) team heard the Ambassador defining and refining this message – the U.S.-Kenyan partnership is of great benefit to both countries.

The Ambassador's strong leadership qualities were nowhere more in evidence than in dealing with the three key issues facing the embassy and which run the full gamut from policy to management. First, in Somalia, the Ethiopian military intervention that took place in December 2006 compelled the Ambassador to stand up an interagency, U.S. government policy apparatus in Kenya that absorbed virtually all his time and energy for several weeks just before the OIG inspection began. Developments inside Somalia at that time were fast breaking, the needs were enormous and immediate, and lines of authority were sometimes blurred. Benefiting from his profound grasp of the issues and AF's full confidence in his ability to lead, the Ambassador has established his guiding influence over the interagency process and maintains it to this day.

The second factor facing the embassy is that, due to the murders and public acts of violence committed against American and Kenyan embassy family members before and during the OIG inspection, the embassy community is on a razor's edge. The Ambassador has led the response ably. First and foremost, he ensured that the embassy reaction to the killings would be equally resolute. He addressed separate town hall meetings for all the embassy staff and for the nonofficial American community. With Kenyan authorities, he pressed for robust investigations and improved policing. He also used the editorial pages of Kenyan newspapers to call for quick

action by Kenyan authorities. Within the embassy, he encouraged beefed-up security training and invited all embassy staff to participate. The OIG team heard repeatedly from Kenyans and Americans that the Ambassador's response to the threats to public safety satisfied their requirements.

The third factor affecting the embassy is that the Ambassador broke the logjam between the Department, as service provider, and USAID regarding consolidation of the administrative support platform. Several factors made action necessary. They include Embassy Nairobi's early willingness to offer itself as a volunteer post for consolidation, the recent move of USAID to a new building colocated with the chancery, a clear message from both agencies in Washington, and the impending OIG team visit. The Ambassador's judicious intervention paved the way for the virtual consolidation of the leasing, residential maintenance, and shipping/customs functions, and motor pool and warehouse consolidation are on the horizon.

The DCM is engaged in a calm and comprehensive manner in the oversight of the interagency process at Embassy Nairobi and the complex programs of the Department. She has used her first months at post to become fully conversant with the activities of the 18 U.S. agencies operating in Nairobi. She has visited the operations of the Centers for Disease Control and Prevention (CDC) and the Walter Reed Medical Research Unit (MRU) in the Kisumu district of western Kenya, assisted in the smooth transition of leadership at the Peace Corps, and supported a regional trade initiative of the Foreign Agricultural Service. With the knowledge gained from this outreach, she grappled with the National Security Decision Directive-38 process that controls staffing growth and the country clearance process that monitors TDY visitors to Kenya. Recognizing that the embassy is already beyond its ability to effectively support its hefty number of employees, she has begun to introduce some rigor into assessing the value added by increased numbers. This has sometimes pitted her against powerful agencies wishing to expand their footprints in Kenya, but she has held the line where needed. Continued vigilance is essential in managing future growth and special attention is needed on standardizing the issuance of country clearances across the multiple offices that share that responsibility. With the spike in official personnel coming to Kenya, the DCM is cognizant of the priority to update existing guidelines for delineating responsibilities for force protection, particularly with the Department of Defense. As chairman of the emergency action committee, she has effectively managed the flow of information, ensuring that there is no double standard between the embassy and the nonofficial American community. The agenda is vast. The DCM has made an excellent start in setting her goals and crafting a program for achieving them.

Both the Ambassador and the DCM have rapidly and accurately assessed the strengths and weaknesses in their Department leadership team and recognize the need to improve the skills and overall performance of some team members. Officers at all levels are feeling the pressure of overwork and multiple taskings. Front office taskings are indeed numerous and are often short-fused and occasionally overlapping, which is not all that surprising given the intensity of U.S. ties with Kenya and Somalia. In fact, in their responses to OIG questionnaires, employees underscored their broad respect for the front office for its competence, energy, and commitment. In this supercharged context, however, the front office can enhance the likelihood of improved performance among section heads by ensuring that all employees are aware of the clear ordering of front office priorities. This will signal a disciplined approach that may help section heads better manage the resources of their own sections and lead their teams with more focus and effectiveness.

In this connection, the contributions of the able staff assistant and office management specialists (OMS) are critical. All three individuals have worked carefully to establish a mutually supportive working environment. The staff assistant, however, is on loan from the economic section, since the Department a couple of years ago eliminated the staff assistant position that was part of a rotational assignment. Given the volume of work and the need for tight coordination, the OIG team supports the embassy's request that the Department re-establish the staff assistant position at Embassy Nairobi.

Recommendation 1: Embassy Nairobi should request, and the Department should establish, a staff assistant position for the embassy's executive office. (Action: Embassy Nairobi, in coordination with AF and HR)

ENTRY-LEVEL PROGRAM

The DCM is fully cognizant of her responsibility for mentoring entry-level officers and for acting as the reviewing officer for their evaluations. Embassy Nairobi is unique in having no entry-level generalist officers on staff. At least two first-tour officers are scheduled to arrive in Nairobi this summer. There are also two entry-level specialists on staff. The DCM has not initiated a program for these officers, who are nonetheless fully integrated into the work of their specialist functions. She anticipates a more active program will be launched once additional officers arrive at post in the summer cycle.

SOMALI COVERAGE

Embassy Nairobi has covered Somalia issues for the U.S. government for several years, work that is anchored by a mid-level Somalia watcher assigned to the embassy's political section. With the Ethiopian military intervention in Somalia in late December 2006, the tempo of the embassy's engagement in Somalia quickened dramatically. U.S. interest in Somalia swelled and with this intense focus came additional government resources directed toward Somalia. Embassy Nairobi rapidly found itself at the vortex of a robust interagency effort to do many things at once. These efforts included attempts to garner support for an African Union stabilization force, get humanitarian and security assistance flowing, and encourage a national dialogue among Somalis to foster a stable national government.

The effectiveness of the current crisis-driven response reflects the strong leadership at Embassy Nairobi, which has managed close communication with Washington policy makers, effective oversight of the many assets on the ground in Kenya, and, most importantly, tight but inclusive interagency coordination. For a couple of months, the pace has been intense, and yet even while responding to the immediate demands of the rapidly evolving situation on the ground in Somalia, Embassy Nairobi and AF also discerned the need to expand the existing meager structure in place to manage U.S. relations with Somalia. Successfully implementing U.S. efforts on Somalia will require a careful transition from the current crisis mode to an effective dedicated structure that can nurture U.S. relations with Somalia and the ability to project forward to when Kenya-based operations move to Somalia itself.

With the cooperation of the Department, a nascent Somali unit has begun to take shape in Nairobi. Two retired Department annuitants with extensive African duty have joined the mid-level Somalia watcher in Nairobi, serving in TDY assignments as senior advisors. USAID's Office of Transition Initiatives has lent the embassy the services of a personal services contractor with in-depth Somalia experience for a temporary but undetermined period. Two locally employed (LE) staff members have also joined the team. The Department also shifted two new mid-level positions to the working group, under its Global Repositioning Initiative. A public affairs officer and another political officer devoted to Somali affairs are expected in Nairobi this summer.

The entire team works under the attentive direction of the Ambassador. The Department's confidence in the Ambassador has enabled him to consolidate his influence over the interagency process, including some embassy elements not formally under chief of mission authority.

The challenges in moving forward are immense. The Department proposes appointing a special envoy for Somalia who, if approved, will be based in Nairobi and remain under chief of mission authority. Ensuring there are clear lines of communication and authority with the Ambassador and with Washington will be crucial. To sustain the Ambassador's leadership in such a fluid situation, the special envoy and the Somalia unit must enjoy his full confidence and provide him with the expectation that their service will continue. Current regulations, however, constrain the extent to which retired annuitants can remain employed without adverse impact on their overall compensation. The Department is working to overcome these constraints to allow the senior annuitant now on board to remain as the special envoy until September 2007. The OIG team supports this action, although it is only a stop-gap measure.

A longer-term solution will be the establishment of a senior-level position in the Somali unit, ideally at the FE-OC level and reporting directly to the Ambassador. This will enable the Department to identify and assign an active-duty officer who has the requisite grade level, background, and authority to participate over the long run in decisions and the implementation of decisions. These include the need to visit Mogadishu to deal directly with the government and other actors as soon as security conditions permit and the need to identify the conditions for when, or if, it will be feasible to relocate Nairobi-based operations to Somalia. Each of these issues will trigger resource-support questions on logistics and operational funding. A senior officer will be well placed to fine-tune the separate Mission Strategic Plan that Embassy Nairobi is currently preparing so that the Somalia presence may respond to these resource issues. Such a person would also be well positioned to head operations in Somalia as charge d'affaires, were operations to shift there.

Recommendation 2: Embassy Nairobi should request, and the Department should establish at the FE-OC level, a position to head up the Somali unit under the authority of the chief of mission. (Action: Embassy Nairobi, in coordination with AF and HR)

AMERICAN PRESENCE POST MOMBASSA

The embassy's executive office strongly supports the opening of an American presence post (APP) in Mombassa. A member of the OIG team visited Mombassa during the inspection and determined the Department should establish a presence

in Mombassa at the level the embassy envisions. Embassy Nairobi had argued that there was a need to reestablish a U.S. government presence in the Coast Province (the small consulate there closed in 1993) due to the rise in linkages between radical Islamic movements in the Middle East and the Muslim communities of East Africa, which are concentrated in coastal regions. The embassy's political, public affairs, and economic sections assiduously developed contacts along the coast from their base in the capital and have made some progress. For instance, American Corners (AC) facilities are operating in Lamu and Mombassa. The Kenya-U.S. Liaison Office (KUSLO) also has a presence in Mombassa. Nonetheless, the lack of fully consistent public diplomacy or reporting capabilities in place has hobbled outreach efforts.

The Department decision in November 2006 that opening APPs in as many as 17 world cities was a priority in advancing transformational diplomacy energized the embassy to advance Mombassa's candidacy for an APP. This initiative has since moved forward with enthusiasm. The Department has assigned an officer to take up her post in Mombassa in October 2007, and the Foreign Service Institute has scheduled Swahili language training for her. The embassy projects hiring two LE staff to support the officer and has authorized the formation of an ad hoc working group to coordinate the embassy's actions in Mombassa. As instructed by the Department, the embassy's first success was to obtain the concurrence of the Kenyan government to open a consulate in Mombassa. The Department clearly authorized the use of the term "consulate" in vetting the request with Kenyan authorities but insisted that the embassy make clear that visa services would not be offered in Mombassa. The office will focus on outreach to the people and institutions of the Coast Province, including its significant Muslim population, and on commercial opportunities and emergency American citizen services.

With Kenyan concurrence in hand, the working group moved resolutely to find office and residential properties for lease. During the inspection, the embassy's senior general services officer visited Mombassa and identified a house that will suit U.S. requirements. For office space, the embassy is content to use facilities offered by the KUSLO team in Mombassa until the incoming incumbent has surveyed the market in more depth. In response to the Department's request, the embassy submitted to AF in February 2007 a detailed cost estimate for opening the consulate. As OIG's inspection was ending, everyone at Embassy Nairobi was poised to launch the new consulate in Mombassa in late summer 2007.

The one element missing from this initiative, however, is a clear decision on funding. The Bureau of Overseas Buildings Operations (OBO) told the OIG team in January 2007 that it was not in the loop on funding APPs, such as that proposed in Mombassa, and the Department is said by some to be planning to fund in FY

2007 only some of the 17 APPs that were originally projected. The actual source of funding is still unclear. The OIG team shares the embassy's hope that the energy and work that have gone into preparing the ground in Mombassa will not have been in vain and that the new consulate will become a reality in 2007.

POLICY AND PROGRAM IMPLEMENTATION

ANALYSIS AND REPORTING

The principal issues facing the political and economic sections are increasing the coverage of Somalia; reporting on and nurturing the U.S.-Kenyan relationship in the face of numerous distractions, and maintaining full, consistent staffing while responding to the manifold demands of the embassy's proactive front office. With presidential and parliamentary elections to be held in December 2007, assuring adequate staffing of the political section this fall is particularly important.

Embassy Kenya is the largest U.S. embassy in sub-Saharan Africa. Despite endemic corruption and growing criminal violence, Kenya's economy is growing at a rate of some six percent a year, and the bilateral relationship is strong. The embassy also oversees diplomatic contacts with Somali officials and reports on that country. The embassy is host to a large number of U.S. government agencies, and their collective functions and numerous personnel sometimes overshadow the size of the political and economic sections. The TDY staffers at the embassy at any one time often outnumber the number of permanent staff. Embassy personnel must also spend considerable time and effort hosting official visitors. So far, this complex internal environment has not affected the officers' morale in the political and economic sections. It has, however, led to a perception among some of them that their core functions are being marginalized, a perception that the current Ambassador's vigorous exercise of his stewardship has not completely redressed.

The Ambassador holds a daily early-morning press briefing (except on days when the country team meets), and this meeting sets the priorities for the day. The DCM, the Ambassador's staff assistant, and the political, economic, and public diplomacy counselors attend the meeting, as do LE staff members from all three sections. The Ambassador solicits and suggests ideas and considers any negative or positive counsel offered. In the meetings, everyone is free to make suggestions and offer opinions or criticisms, and the collegiality is high. The staff is left to take action on a number of suggestions, and some of the suggestions lead in differing directions. Unfortunately, the Ambassador's busy schedule sometimes precludes his participation in

this meeting. Even without him, the morning meeting is still generally convened. This meeting is useful in that it helps bind the participating sections of the embassy together.

Overall, the balance is quite positive. Collectively, participants in the morning briefing insist that relations with the front office are a matter of accommodation to a very proactive management style. Individually, a few officers complain about the volume of taskings and worry about stress and burnout, both theirs and the Ambassador's. The Ambassador's number of demands is reportedly decreasing, and he is always concerned and apologetic when he realizes that his staff is overburdened.

The current staff assistant position, generally filled by an entry-level officer, is slated for elimination. The position was part of a two-year rotation, with the incumbent serving one year as an assistant followed by a year in the economic section. The Ambassador needs a full-time staff assistant, given his myriad activities and initiatives. The abolished rotational position should be restored, as the embassy requested. Such an arrangement would lend the staff assistant position continuity for at least a year and give the incumbent exposure to another section.

POLITICAL SECTION

The political section is well led and managed, but its coverage of the U.S. Kenyan relationship, apart from official encounters, is thin, especially compared to the recent coverage of Somalia. There is a general sense that communications in both directions between the desk and the section need improvement. On paper, the section seems large, with nine officers, three LE staff, and an OMS. It also has three eligible family members (EFM) — an OMS, a refugee specialist, and a refugee assistant. However, the unit for refugee resettlements operates autonomously, and another unit covering Somalia is now effectively independent. Without a special focus, the staff turnovers could cause coverage of internal events to be sparse during the run-up to the presidential and parliamentary elections of December 2007.

The political counselor has served most of his career in Africa, including stints in economic, political, and administrative sections. He has also served as DCM in West Africa and as a deputy office director in AF. His managerial talents are considerable. More importantly, his extensive experience in Africa and the bureau allow him to put developments within and without Kenya into broad perspective. His deputy also has considerable experience in Africa and the Middle East. Two second-tour FO-03 officers complete the section (excluding the specialized units). One officer handles the

portfolio of the Bureau of International Narcotics and Law Enforcement Affairs, and the other officer covers domestic politics, including writing the human rights and religious freedom reports. The office of the Coordinator for Counterterrorism will provide an officer, who will arrive in summer 2007 to cover counterterrorism.

The recent murder of members of a political officer's family, and staff attrition, have affected the section's staffing outside of the independent unit for refugee resettlements and the unit covering Somalia. The deputy section head is currently on extended administrative leave and hopes to return to work for a few months before leaving Nairobi this summer. His replacement is scheduled to arrive in the fall. Of the two replacements for the second-tour officers, one will not arrive until October. These developments may leave the section shorthanded for at least part of the run-up to parliamentary and presidential elections. The political counselor therefore has lined up a presidential management intern and a summer intern to help out during the fall. With fewer officers available, and those who are available being new to the country, he may have to cover the campaign trail himself.

ECONOMIC SECTION

Overshadowed by a large USAID presence, the economic section has nonetheless successfully carved out a useful niche, tackling such issues as corruption, money laundering, civil aviation, and trade. The section's reporting and analysis are excellent in their quantity and quality. USAID's staff, with its greater depth, has been able to cover other important issues such as the environment, agriculture, and economic development.

The economic counselor is an FO-01. He is universally respected for his leadership skills and recently served a successful stint for several months as acting DCM. He is assisted by two FS-02 officers and an exceptionally able LE staff member. One of the FO-02 officers is designated as a regional labor officer; the other, as the environment, science, and technology officer. The small size of the section and the age and experience of its officers would make it an excellent training experience for a junior officer.

The need to host visitors and attend internal meetings interferes with the time the section could spend on reporting or advocacy, but not to the same extent that this problem hinders the political section. Consequently, the range of reporting done by the economic section is wider and more complete. Officers in the section claim that they do not always get the feedback they need from the Department, however. On the other hand, there is a sense at the desk level that overall com-

munications with the economic section are better than with other sections and that the economic section is responsive to requests for information or specific reporting. The economic counselor has a good sense of what is needed and what is possible and takes action accordingly.

ACCESS AND REPORTING

Bilateral reporting is good, but the Washington audience wants more reporting. Section managers are aware of this appetite. Though Kenyan society is open and generally accessible, key figures in the government and private sector are often extremely busy and sometimes ignore or postpone requests for meetings. On the other hand, high-level visits and ambassadorial-level meetings grant ready access to top figures, and much useful reporting based on these contacts results.

The time that could be dedicated to additional in-depth reporting, especially regarding developments outside of Nairobi, is consumed by other priorities. The staff finds that arranging for trips and traveling outside the capital are time-consuming. Mid-level officers frequently must serve as control officers for visitors, including congressional delegations. The size and complexity of the embassy generate many internal meetings.

Staff members' portfolio responsibilities also cut into the time that might otherwise be devoted to reporting and analysis, more so in the political section than the economic section. Responsibilities associated with the Bureau of International Narcotics and Law Enforcement Affairs consume much of the time and focus of one officer. That officer is also responsible for reporting on western Kenya but has made only two trips there, the last one eight months ago. Preparing the human rights, religious freedom, and mandated economic reports and administering a small grant program consume much of the time of the other mid-level officers. Some tasks, such as arranging logistics for visitors and writing speeches for the Ambassador, could fall to other sections, such as general services and public affairs. The political and economic sections have become the victims of their reputations for competence.

Nonetheless, the sections have produced some excellent reports on various aspects of Kenyan society such as the role of the ethnicity and the colonial experience. These reports are the first part of a strategy to report on the parliamentary and presidential elections scheduled for December 2007. Because the president of Kenya has not decided what party banner he will run under and the opposition has

not united around a candidate, now is the time, in the opinion of the political counselor, to do such background reporting. The reporting will become more topical and specific as the political season enters full swing. The question is whether the section will have the resources to do it successfully when the time comes.

Somalia Unit

Despite the lack of a U.S. presence on the ground in Somalia, the embassy's reporting on Somalia is surprisingly broad. Information on local conditions and politics comes from two major sources and a minor one. One source is the various UN agencies and nongovernmental organizations, funded in part by the Office of Foreign Disaster Assistance of USAID. The relief activities carried out by these organizations generate information about living conditions and daily life in Somalia that is extensively recounted in the Office of Foreign Disaster Assistance's situation reports on Somalia. The other primary source is the Somalia unit within the political section, which is in contact with leading Somali political figures. A third, though less important, source is the refugee sub-unit's reporting on conditions in Somali refugee camps in northeastern Kenya. The current staffing of this unit encourages a sharing and distilling of the information from these multiple sources.

The head of the Somalia unit attends a briefing every morning that is chaired by the Ambassador and involves representatives of the intelligence and security agencies at post. There is a weekly Somalia working group meeting, incorporating USAID, the political and public diplomacy sections, and other agencies at post interested in Somalia.

Relations with the AF's Somalia desk tend to be a one-way street, with the desk often levying requests for information that cannot be fulfilled and the desk not always keeping the field informed of Washington developments. Difficulties in formulating policy in the Department may limit what can be communicated easily to the field. Relations between the head of the unit and the Ambassador are excellent, and both have good relations with AF's assistant secretary.

Before their return to Somalia at the beginning of the year, the unit had access to many transitional federal government officials and other Somali exiles who were formerly based in Nairobi. Fortunately, these exiles often come back to Nairobi for brief periods. Electronic communications are surprisingly widespread in Somalia, and many leading figures and observers there are accessible through e-mail or by cell phone. The result is a vast network of informants and contacts who are united electronically.

Reporting will almost surely increase when officers are able to travel to Somalia. Currently, the Bureau of Diplomatic Security (DS) has determined that U.S. government employees should not go to Somalia because of security considerations. Members of the unit agree that it may be some time before there is a permanent U.S. government presence in Somalia, but they point out that a number of allied diplomats based in Nairobi have made day trips to points in Somalia and UN officials have regularly overnighted there. DS has given permission to an LE staff member to travel to the town of Baidoa for a March 2007 press workshop financed by the U.S. government. The OIG team supports efforts by DS and others in the U.S. government responsible for Somalia policy to find a relatively secure way for U.S. government employees to enter specific areas of Somalia so that they may do their jobs more effectively.

REFUGEE AND MIGRATION AFFAIRS

The goal of the embassy unit affiliated with the Bureau of Population, Refugees, and Migration (PRM) is to find, process, and embark 15,000 refugees for resettlement in the United States each year from 21 African countries. These refugees represent slightly over 20 percent of the current goal of resettling 70,000 refugees worldwide every year in the United States, a goal mandated by Congress. Almost all of the refugees processed through Nairobi this year will be Somalis from camps in Kenya and Ethiopia, and Burundians from camps in Tanzania. An OIG inspector visited a Somali refugee camp in northeastern Kenya that houses 170,000 refugees, gaining information on the operating environment for refugee work.

The regional refugee coordinator in Nairobi concentrates his efforts on the resettlement of refugees from the above three countries through admission to the United States. He is generally successful in meeting his target numbers. A PRM regional coordinator who is focused on assistance and repatriation sits in Addis Ababa and spends about a week a month in Kenya, overseeing the assistance programs that PRM finances. Unfortunately, he did not visit Kenya during the time the OIG team was in Nairobi.

Though the refugee coordinator reports to the head of the political section, he operates with a great deal of autonomy. He has his own office budget (\$250,000) and sets his own schedule in consultation with PRM in Washington. He is in daily contact with his desk officer by telephone and e-mail. One of his recent cables earned kudos from Washington. The Ambassador and DCM support his efforts on behalf of refugees. PRM receives its own appropriation from Congress and uses

much of it to help finance various UN agencies, the International Office of Migration, the International Committee of the Red Cross, and nongovernmental organizations involved in refugee relief work. The OIG team observed a scheduled meeting among all parties to the refugee process. Relations in the meeting were collegial and discussions focused. The regional coordinator manages a \$5 million contract with a nongovernmental organization on behalf of PRM and monitors a large International Office of Migration project in Tanzania to build a refugee-processing center, using \$16 million in PRM funds.

LABOR

One of the FS-02 officers in the economic section serves as the regional labor officer, covering 14 countries. Two of those nations, Somalia and Sudan, are not easily accessible. This portfolio takes up about 50 percent of one officer's time, and this expenditure of resources is more than adequate to the task. Unfortunately, the labor movement in Kenya and throughout most of Africa is relatively weak. The officer also lacks easy access to funds for small projects, such as conferences, that might have considerable impact. He has tried to make himself available to other embassies in the region, but the labor movement is weak in the countries he covers, and the labor portfolio is not a priority.

This officer is responsible for drafting the Trafficking in Persons report in coordination with the political section. He works closely with an LE staff member assigned to the political section, who does much of the report's leg-work and writing. This officer is also a conscientious archivist. As a result, the section has an extensive electronic library of articles and documents on many subjects, a useful resource for economic research.

ENVIRONMENT, SCIENCE, AND TECHNOLOGY

Environment, science, and technology (EST) matters currently fill about a quarter of the time of the economic officer assigned to this portfolio. With deeper staffing and funds for programming, USAID dominates many issues that otherwise might be handled by the EST officer. Nonetheless, the EST officer has established good relations with USAID officers and appropriate Kenyan officials. The officer assigned to this portfolio sees some value in transferring to Nairobi the regional environmental officer now assigned to Addis Ababa. He pointed out that many

prominent international environmental organizations have regional offices in Nairobi, including the World Wildlife Fund, Fund for Animal Welfare, and World Conservation Fund. The permanent presence of the regional environmental officer in Nairobi would deepen the EST portfolio. The regional coverage from Addis Ababa is adequate to cover environmental issues in Kenya.

Ambassador's Self-Help Fund

The OIG team counseled officers and LE staff of the political and economic sections to make better use of the Ambassador's Self-Help Fund, a small grant program financed by USAID through AF and attached to the economic section. They can do so by accompanying its personnel on some of its trips to the field. The fund finances small improvements (potable water, medical equipment, vocational training) suggested by local communities. As many as 1,000 projects are solicited, a sum that is eventually winnowed to 14 to 15.

At first glance, the operating costs of the self-help fund appear excessive, with salaries coming close to equaling its disbursements, roughly \$82,000 in FY 2007. The benefits of the program are significant, however, and come from showing the flag in areas outside of Nairobi and in making contact with local officials and communities. The projects, though small, have an immediate local impact that is much more visible than larger assistance programs and are clearly identified with the embassy, U.S. government, and American people.

Competence and enthusiasm characterize the personnel of this small office, which is staffed by two part-time EFMs and an exceptionally competent LE staff. Both EFMs have the appropriate backgrounds, gained from previous experience in fundraising, nongovernmental organizations, and development work. One has been with the office more than two years; the other, more for than three.

OTHER ISSUES

Experienced, competent OMSs serve the political and economic sections, where the files are in good order. The second OMS in the political section is a recently hired EFM and is still learning her job. Her responsibilities are scheduling travel and helping with the logistics of the many visitors. As there is no separate OMS serving the Somalia unit, this is not an issue at present, but it could become one in the future if the unit's workload grows dramatically.

Language is not an issue for diplomats in Nairobi, where many educated Kenyans speak English. Furthermore, the political counselor managed to cancel a year of Swahili training for one of the political officers, now scheduled to arrive at post this summer. However, the officer assigned to APP Mombassa will need Swahili, and the Foreign Service Institute has already scheduled the appropriate training for her.

Travel and representation funds are generally adequate. Traveling to the coast has consumed a large portion of the in-country travel budget. If the APP actually opens in Mombassa this year, the number of TDY trips to Mombassa is likely to decrease. The regional refugee coordinator travels to the refugee camps in Kenya and Tanzania, but his travel budget is separate from that of the rest of the section. Though he has regional responsibility, the labor officer has not traveled extensively throughout his area of responsibility.

Working conditions for the political and economic section's LE staff and the Ambassador's Self-Help Fund unit are unacceptable. Both groups were asked to move on very short notice from reasonably spacious quarters adjacent to classified workspace in order to accommodate additional American personnel who needed this space. Quarters that were to have been readied within a few days have not yet materialized eight months later. Five LE staff have been crowded into temporary accommodation with scant working space and files maintained temporarily in cardboard boxes. The self-help fund's unit finds itself in a small, windowless office. Post management is trying to find permanent office space for these LE staff members, and a solution to the problem will be part of a larger initiative to reorganize unclassified workspace using the newly completed annex building.

The classified work areas for the political and economic sections are spacious and well lit and are also open to natural light from the exterior. There is space in the economic section for another officer; and the spacious political section was able to accommodate the growth of the Somalia unit and still have some workspace left over.

PUBLIC DIPLOMACY

The U.S. mission in Kenya is led by an Ambassador who, through example and direction, encourages his mission to follow the Secretary's guidance to all officers to reach out to wider audiences. He makes good use of all aspects of the public affairs programs in Kenya. He has regular meetings with the press, is a visible figure in the ceremonial and cultural life of all parts of the country, and uses his visibility to de-

liver strong messages to the government and people of Kenya. He requires a skilled and responsive press and cultural office and understands what he can expect from these assets and how he can exploit them. He has changed participation in the traditional morning press briefings so that senior LE staff can brief him on the changing scene in Kenya and offer opinions. LE colleagues told the OIG team that, for this and other reasons, the Ambassador “makes them feel a part of the community.”

There are new challenges and opportunities for executing public diplomacy in Kenya today. An earlier anti-Americanism and the obstructionism of earlier governments have dissipated. The new Ambassador has been able to make constructive criticisms and tough comments, such as calling for the government to improve the crime and security situation, that would have drawn severe responses in the past. But this Ambassador has worked to show his respect for Kenyans. They want freedom of expression, have changed their government to achieve it, and know that the United States supports them in this.

There are many other voices in Kenya and many options for those seeking information. However, in the Muslim coastal area and among the Somalis in Kenya, there are doubts about America’s role in the region. Anti-American influences are entering from abroad. The mission is working to reverse a tendency for nongovernmental organizations and international organizations to take credit for work done with U.S. funding.

Public Affairs Section

The public affairs section (PAS), with four American officers and 14 LE staff, operates a full-service public diplomacy program and manages a budget of \$1 million. Kenya is a focus for many Washington-based initiatives and a key stop for numerous official visits to the region. Each of these requires PAS support. The office of the Under Secretary for Public Affairs and Public Diplomacy has selected Kenya as one of its 15 pilot countries, which will bring the mission new opportunities and additional programming and reporting responsibility.

The section has outreach staff from other offices working and collocated with it. A recently hired LE staff member of the President’s Emergency Plan for Acquired Immune Deficiency Syndrome (AIDS) Relief (PEPFAR) office sits in PAS, where her role is to explain PEPFAR to the Kenyan population. A four-person Military Information Support Team from the Department of Defense’s Central Command has been seconded to the PAS. The team is producing youth-oriented public affairs an-

nouncements in support of Kenya's efforts to halt the spread of AIDS and narcotics. It has produced print promotional materials and organized a soccer competition for youth teams all across the Coast Province.

In recent years, the section hired an LE Muslim outreach staffer who officially reports to the cultural affairs officer (CAO) but often works with the Muslim media and sits in the American Reference Center (ARC). The newly arrived Somali outreach LE staff also reports to the CAO. He has a portfolio that will keep him working much of the time with the press and is also housed in the ARC. The section is accomplishing a great deal of work and is addressing key issues for the mission.

Press Operations

The embassy has good relations with all of the major domestic and international print and electronic media outlets that use Nairobi as a regional hub. Any ambassadorial op-ed piece will be printed. Whenever the Ambassador wants to speak to the media, he is assured of air time. The Ambassador is actively engaged and personally clears press releases and every statement or rebuttal of an error sent from the mission to the media. The press office gets excellent cooperation on press outreach and press release preparation from PEPFAR, USAID, the Foreign Agricultural Service, the CDC, and KUSLO, which represents other Department of Defense offices in the mission. Only the lack of funds and staff time limit the number of trips that the mission can arrange to allow under-funded Kenyan journalists to see the impact of American assistance programs around the country.

The embassy staff faces a problem common to all modern bureaucrats: too much information. Yet they are obligated to stay informed and have to follow breaking news in Washington, Nairobi, and throughout the region. This has spawned many specialized news-clipping efforts around the mission. Many work hours are consumed, and some say busy-work is created, as PAS produces two sets of news clippings (Washington File and one on Kenyan media). In addition, the political and economic sections each produce specialized clipping reports, and the Open Source (formerly the Foreign Broadcast Information Service) sends around clippings, and the Combined Joint Task Force for the Horn of Africa and USAID have their own distributions. There are also readily available commercial and U.S. government sources of similar information on the Internet each morning. The OIG team informally recommended that the mission assess how much effort goes into these compilations, how much overlap there is in the product, and the degree to which they are being used in the embassy community.

PAS reports that the Bureau of Public Affairs and International Information Programs (IIP), and AF's Office of Public Diplomacy, are giving them the support they need. The selections of materials from the web site USINFO.state.gov and the Africa Washington File are on target for African interests. This information includes the policy statements, speeches, and articles that explain programs like the Millennium Challenge Corporation, and USAID and initiatives like PEPFAR and also detail efforts to draw attention to trafficking in persons in the region.

For five years, the PAS press office has taken English articles, edited the work of contract translators, and put the material into its own local Swahili publication, Maisha. The original distribution of this publication to 100 key opinion leaders has grown to 1,500. The office is distributing it electronically and in printed form. Literacy is spreading in Kenya, but newspapers are often hard to find outside of urban areas. Thus, Maisha can pass through many eager hands. The staff believes there is a need for still more information to reach the Muslim population and that an updated or follow-on version of Muslim Life in America would be well received.

On the day of her first interview with the OIG team, the information officer was working on press coverage of the joint Kenyan-U.S. military exercise "Edged Mallet" and for the civil affairs operations to take place on the coast. She was doing press preparation for a Foreign Agricultural Service conference, for the Ambassador's "Living Water" reception that evening, and for a PEPFAR event. Consular officers were going off to do live radio interviews, after reviewing talking points with the information officer.

When the OIG team inquired about the information officer's oversight of the ARC, she noted that only the economic section makes regular use of the ARC's reference capacity. The OIG team informally recommended that PAS initiate an "in-reach" program to other embassy sections and agencies within the mission to introduce them to the ARC's reference and program capabilities.

The American Reference Center

Embassy Nairobi is fortunate to be one of the few American missions with an adequately sized, accessible multi-purpose room and an information resource center that is open to the public on the embassy compound. The information resource center, known in Nairobi as the ARC, boasts 15 computers for training and research use by visitors, a fine collection of reference books, and a skilled staff who field reference questions from Kenyan leaders and scholars and run a busy outreach program throughout the country.

Throughout the inspection, the OIG team observed interaction between ARC staff and intent library visitors. The public work stations, where a dedicated Internet network provides electronic access outside of the OpenNet Plus network, are busy most of the time. Students and activists from nongovernmental organizations participated in programs in the multi-purpose room and the ARC, as did, on one occasion, librarians from the network of Kenyan madrasas.

Access to the compound is well controlled and requires Kenyans to produce their government identification cards for admission. But identification theft is frequent in Kenya, and getting replacement identification can take several years. The OIG team informally recommended that PAS and the regional security officer (RSO) continue in their effort to find an acceptable, back-up proof of identity for invited guests.

An excellent, self-motivated LE staff member keeps the level of expertise and creativity in the ARC high. But the ARC also benefits from being the base of the regional information resource officer, an experienced and creative professional who serves eight regional countries with the ARC in Nairobi as the hub. She has taken on new responsibilities for helping the PAS at Embassy Khartoum develop an information resource center and for creating a Somali web site that will come into use as the U.S. role in Somalia is re-established.

The LE director of the ARC supervises three colleagues who do reference and training work. One is the mission web site's web master. The ARC receptionist assists with programs and supports the public affairs officer (PAO) directly, to help coordinate his speaker's bureau programs. The Muslim outreach LE staff member and Somali outreach LE staff member also work in the ARC space. The ARC welcomes their participation in its programs, but the staff is concerned that, as new "special interest" positions are being created, the positions will encroach on the work and visitor space in the ARC. To make room for these two employees, space was carved out of the ARC from an area where hand-out materials had been kept for ARC visitors. Now, if the ARC wants materials, fewer of them are on hand, and the staff must order a delivery from the warehouse on the other side of Nairobi. The PAO has also brought a student intern informally into the ARC. Although the intern is an American family member, there is a long history of IRCs being unwilling to accept the liability that goes along with this sort of unpaid assistance.

Recommendation 3: Embassy Nairobi should request, and the Department should provide, a determination that the existing internship in the American Reference Center meets all Department regulations. (Action: Embassy Nairobi, in coordination with HR and IIP)

The ARC staff is pleased with the support provided by IIP's office of information resources. When the staff has a reference question more complicated than it can handle, it gets the response within 24 hours.

The ARC does not have a separate budget, but its staff believes they get everything they need when they approach the PAO.

The ARC is trying to reach wider audiences. Although dozens of people pass through the ARC each day, there are still busy public and private sector leaders whom the ARC would like to attract to its programs but for whom the trip through traffic to the suburban embassy makes attendance unlikely. Visitor parking at the embassy must be planned well in advance and is always a contentious issue. The assistant regional security officer has been especially helpful with securing visitor access and parking space. The use of outside venues is a challenge because hotels are expensive and school auditoriums lack the electronic support for ARC programs.

The ARC director uses his connections throughout the Kenyan library network as gateways to reach opinion leaders in many fields. His contacts among the judicial, university, media, and parliamentary sectors and among local government librarians distribute his targeted material and earn credit with their institutions. He uses his own contact management and record-keeping system but would like to see the entire mission using the more agile Goldmine software application. The current software application for contact management does not export data the way Goldmine does. OIG informally recommended that the ARC director make contact with directors of other IRCs who have had experience with various applications and that PAS convoke a meeting of other sections having outreach responsibilities, particularly the mission's protocol office and the mission's information systems center, to determine if there is a more efficient application that all offices could share.

The ARC is the resource for professional support for ACs in Kenya. There is an AC in Mombassa, a pioneering effort at a Muslim educational center that an inspector was able to visit. Although the books and computers are used ones, and the PAO has conducted programs there, this AC lacks the kind of designated staff and program calendar that mark a real AC. A second AC in the town of Lamu, farther up the "Muslim coast," does seem to be providing these functions.

Cultural Programming

The cultural affairs section has an experienced FS-01 CAO and five LE staff and runs a model operation that is well regarded in Washington for its variety of programs and responsiveness. The section effectively uses the many programs offered

by the Bureau of Educational and Cultural Affairs (ECA) and IIP. The staff adopts themes and uses all of its assets to advance its goals. Kenyans have been concerned about the impact of biotechnology. The post has built upon an International Visitors Leadership Program (IVLP), Washington-provided information, and its speakers programs to educate Kenyans having an interest in this Mission Performance Plan (MPP) theme. There is now biosafety legislation in the Kenyan Parliament that was directly influenced by information from PAS.

The OIG team had heard from ECA support offices that returned Kenyan IVLP participants, particularly women who participated in programs on AIDS and democratization, were coming back to start civil society programs and even talking about running for office.

The post won highly competitive Humphrey Fellowships for all four of its nominees this year. This is quite an accomplishment and reflects how well the post crafts the nominations.

The PAS is taking its programs to every part of the country, to reach out to Muslims and youth. A Black History Month film festival was organized by an American Fulbright student majoring in film. He brought the cinematic work of the African Diaspora, and messages of hope, to film showings and discussion for young Nairobi slum dwellers. The post also has just won a grant of \$50,000 to run a summer camp program for children ages 8 to 14.

American education remains a model for Kenyan educators and a goal for Kenyan students. There are nearly 8,000 Kenyan students studying in the United States. This is the largest number of students in the United States from any one African country, surpassing the number from South Africa and Nigeria. Student advising is outsourced to commercial centers in Nairobi and Mombassa but with ties to the PAS. The only regional educational advisor for Africa is based in Accra, Ghana.

The focus on Kenya and its competent staff has brought the post many of the new academic programs of recent years. All of the programs are valuable and focus on themes that Washington wants to advance. But the impact of these one-shot programs on the posts, each of which has different recruitment and reporting requirements, is much more demanding on the staff than simply increasing the number of existing grants for exchanges. The post welcomes the traditional Fulbright grants, the New Century Scholarships, Science/Technology offerings, Cultural Specialist, Student Leader grants, and the new language teaching exchange that will send Kiswahili teachers to the U.S. However, the grants burden on the post's staff, which does not increase in response to the offerings. The staff suggested that, if ECA could

bring more uniformity to the procedures, the staff would be able to get the work done more efficiently. The staff also said it would be eager to have more Washington-based program officers come to the region to keep the embassy staff updated their requirements and changes in programs.

The OIG team reviewed the grants files for FY 2006-07 and found them easily accessible and that their documents were filed in a professional manner. The files told the story of targeted and creative programming. However, like many other posts, Embassy Nairobi's travel grants, with a few exceptions, did not include the program report. This report is required in the standard public diplomacy grants agreement (per Grants Policy Directive 10 and OMB Circular A-110) and is to be provided by the grantee within 30 days of return from the program. Grant files for nontravel programs sometimes included the anticipated breakdown of expenses but not the confirmation of how the money was eventually spent.

Getting reports from grantees is not easy, particularly from grantees who are academics and cultural personalities in the developing world. However, grants document clearly state that, without such a report, the grantee will receive no further funding. The post should make every effort to obtain a report from a grantee and at least include in the file a copy of a post-program letter sent to the grantee, noting the failure to comply and the impossibility of future funding. In some of the cases there were no signatures by the grantees in the files examined.

In cases where there were formal proposals from a grantee organization for a conference or other event, there was a formal justification in the file. However, every grant file should have such a justification document, albeit brief, to indicate what U.S. government objective was to be advanced by granting this money. These requirements should be enforced with particular rigor where PAS officers with warrants are asked to sign grants for officers who do not have grants authority and the grant is advancing initiatives in democracy, trafficking of persons, and antidrugs.

The OIG team noted the absence of reports and therefore of the accountability of grantees, but the CAO pointed out that, in the case when the post's perennial Earth Day grantee failed to report on his use of past funds, a new grantee won the award.

Recommendation 4: Embassy Nairobi should update its public affairs section grants files to make sure that each file includes a justification for the grant in terms of mission goals and a signed report on the results of the expenditure of the grant by the grantee. (Action: Embassy Nairobi)

ECA requires that a complicated computer application, the Exchange Visitors Data Base (EVDB) be used for submitting its exchange grantee information worldwide. Cultural affairs office staff have received EVDB training by telephone, but they are still unsure of how to use the application well and would like to see a return to live training. They face problems in getting the proper information into the program and often have to make last-minute changes. Kenyan naming conventions are more relaxed than in the United States. For instance, a Kenyan may use a name for his nomination that is not the same as that on his passport or identification card. The concepts of surname and date of birth are new to some parts of Kenyan society. Filling out the DS-2019 may require several exchanges with Washington and may cause problems at the visitor's port of entry. A better understanding of the application by the staff might make the adjustments easier. Live training, rather than telephone-based training, could make the difference. Support for the application would be stronger if an information systems center staffer also took the training because PAS often has to call in information systems center to help with its applications and EVDB is not known to Department offices outside of ECA. The OIG team informally recommended that Embassy Nairobi request in-person training regarding the EVDB, perhaps including regional posts with similar concerns.

The cultural affairs section is unusual in that everyone reports to the CAO. That procedure seems to work well since the CAO is available and approachable. But, as the number of staffers increases, that arrangement may get confusing. Although this community of equals is fine for the junior staff, the LE staff member who is senior cultural specialist understands that his position includes supervisory duties but has no one to supervise. This should be considered in the post's response to the OIG team's recommendation for a review of all PAS work requirements.

Public Affairs Section Management

The PAO is an experienced Foreign Service officer and an enthusiastic cross-cultural communicator with a passion for public diplomacy. He is recognized as an "idea man" who generates creative programs addressing the mission's priority goals.

In the course of the programs in which OIG team members participated, the PAO was fully engaged, attentive to the programs' logistical arrangements, aggressively advancing a wide spectrum of points about U.S. policy, and treading carefully and correctly in addressing sensitive questions, such as the alleged illegal arrests of Kenyan Muslims at the direction of American intelligence authorities.

During the inspection, the PAO was invited to be the keynote speaker at a public event promoting freedom of the press. His comments were televised repeatedly. While he deftly praised freedom of expression, he also made clear America's criticism of a police raid on a major newspaper the previous year. That same day, the world-renowned Kenyan runner and humanitarian Paul Tergot described the PAO's words as powerful. The PAO's networking and persistence are bringing to the post at no cost such high-value speakers as the New York Times' Thomas Friedman.

There is substantial outreach activity at Embassy Nairobi, with the front office and PAO in the lead. Consular officers in particular conduct many live radio presentations. The PAO is actively developing a speakers' bureau drawn from all mission officers. The DCM issued a mission announcement encouraging participation in the speakers bureau, but the announcement was no longer readily available within the chancery. During the inspection, the PAO met with the officers of the management section, encouraging them to get out and speak, offering them the material and logistical support of PAS, and providing a persuasive presentation.

At the same time, the PAO fails to clearly communicate his plans to his staff or to internalize suggestions from supervisors or subordinates, causing disjointed management of his section. Taskers from the PAO, or those conveyed by the PAO from the Ambassador, come with a short deadline and lack direction on how to execute the tasks or clarity on what resources are available.

Sometimes, for example, the PAO executes his programs without consulting his staff, moving forward with truly innovative ideas but not considering the logistical implications on other ongoing staff responsibilities. Recently the PAO identified two sites with great potential to be ACs and is eager to move forward to set them up. Washington, however, has made it clear that there are no funds for new ACs this year, and there are concerns that the chosen venues lack the infrastructure, the dedicated English speaking staff, or the reference library experience that the Department requires for ACs.

The OIG team was also told that the PAO is not managing his section well and does not have a clear picture of the post's budget. Concern arose when the representational budget was found to be down to \$38 the week before several planned events. But this was due to the congressional Continuing Resolution, and financing expenses "out of pocket" is not something new to public diplomacy officers. The PAS itself lacks easily accessible information on the current state of the different budgets that a PAS works with, but the PAO does frequently check the status of funds and is well aware of his resources. The problem appears to be that the PAO's awareness of his budget status is not communicated to the rest of the staff clearly.

The OIG team informally recommended that the PAO use his staff meetings, or periodic emails, to advise his senior staff of the status of their working budget, their “I-bucks” allotment, and their representational funds.

To improve PAS management, the OIG team counseled the section to take advantage of the Mission Strategic Plan process and the recent request for planning materials, made by the AF bureau’s public diplomacy office in Washington. That request would allow the PAO to involve his American officers and senior LE staff in a methodical series of meetings to plan and draft these responses, incorporating the input of all meeting participants. This is the subject of an informal recommendation.

The LE staff, in general, is pleased with the operating environment in PAS because the American officers “have set us free to do our jobs.” The OIG team heard high praise for each of the four American officers individually. One staff member said, “They let (the LE staff) run with the ball.” The ARC does much public outreach, and the staff feels that they can always count on American participation in their programs.

When the inspection began, there was no organizational chart for PAS. There are staffers, such as the Muslim and Somali outreach assistants, who sit in the ARC and officially report to the CAO but also play a media role. A review of the work requirements of both Foreign Service officers and LE staff indicated there are contradictions. Although the FO-01 CAO is understood to be the acting PAO in the PAO’s absence, both the CAO and the information officer’s work requirements list them as the acting PAO. Likewise, there are misunderstandings among the officers and LE staff as to who reports to whom, given the addition of new PAS LE staff members. A PAS review of work requirements and position descriptions would benefit morale in light of the concerns about the accuracy of the computer assisted job evaluation (CAJE) process for PAS staff and with the restructuring of the section.

Recommendation 5: Embassy Nairobi should review and as necessary re-write all work requirements and position descriptions to reflect the current organization of the public affairs section. (Action: Embassy Nairobi)

At present, PAS has three different people who make procurement requests to the general services office (GSO). The post may want to consider giving one person the responsibility of coordinating PAS requests.

The PAS does not play a role in the mission reporting plan. Other sections of the mission produce analytical cables on topics that, at other posts, are a PAS's responsibility. PAS makes its mandatory input into Washington databases on program results, and it drafts excellent program nominations. However, given the rank, experience, and access into Kenyan society of PAS officers and LE staff, their input should be tapped, not as informants, but as analysts and drafters of cables advising Washington of trends in areas these employees know best.

Recommendation 6: Embassy Nairobi should develop a plan to bring the public affairs section into the mission reporting plan and have it produce analytic reporting cables on the Kenyan media and educational and cultural institutions. (Action: Embassy Nairobi)

PAS is concerned about what is perceived as inadequate support from the financial management center for preparing travel orders for PAS grantees who are not U.S. citizens. This sort of specialized function should be made part of the training program for financial management officers. Recently, the Foreign Service national representatives of the PAS and GSO offices met to look for ways of facilitating operations. The OIG team informally recommended that this cooperation be institutionalized, that reduction of the number of clearances be considered, and that there be American officer participation and support.

In the motor pool, current procedure requires the booking of vehicles for programs ten days ahead of time. At this post, events develop rapidly, and there are frequent demands on PAS to support visitor programs and ambassadorial programs that often arise at the last minute. A more flexible procedure needs to be worked out. PAS participation in these events often requires the transportation of journalists, visit-related staffers, and equipment. PAS leadership will need to explain these requirements to motor pool supervisors. Senior LE colleagues in the two sections have set up an informal network that passes messages to each other at the first hint of unforeseen programs. The OIG team informally recommended that the GSO and PAS develop a procedure that would allow PAS and GSO, rather than just the motor pool dispatcher, to decide on PAS use of motor pool vehicles.

Information resource centers (IRC) typically rely heavily on information technology support. The ARC director said the information services center's support has been excellent. Information management officers are often challenged by IRCs, which have their unique applications and dedicated Internet networks and allow public use of U.S. government equipment. The ARC staff is careful about having walk-in visitors adhere to proper use of the Internet in the ARC.

The ARC staff acts as web masters for the public web site of the embassy and the consular section and now for the Somali web site. The post will be shifting these web sites to the content management system hosted by IIP in Washington. A previous PAO had opposed implementing the system, but now the post is ready. The ARC staff underwent preliminary content management system training with IIP. The staff is awaiting the final round of training and hopes to be on the system in April 2007, when IIP has reserved them a slot for the transition.

The OIG team's inspection of the Broadcasting Board of Governors (BBG) operations in Kenya is dealt with in a separate report. The well-run Voice of America bureau in Nairobi serves the staff of the services broadcasting in English, Swahili, and, occasionally, Somali. The International Broadcasting Bureau has a representative of its Office of Marketing and Program Placement, who is based in Nairobi. BBG's Office of Engineering and Technical Services supports a transmitter and monitoring in Kenya. There is little interaction between the embassy and these offices, particularly since the BBG withdrew its employees from most International Cooperative Administrative Support Services (ICASS) and from chief of mission authority in 2003. However, all parties seem pleased with the existing situation. BBG staff are kept informed of embassy press events and advised of security alerts to the American community.

CONSULAR OPERATIONS NAIROBI

Embassy Nairobi's consular section provides correct, efficient, and cordial services. The MPP and draft Mission Strategic Plan contain consular action elements regarding citizen and border protection goals. An integrated fraud prevention unit headed by an assistant RSO investigator supports the section. Although the chancery's consular space was only completed and occupied in March 2003, it is inadequate. The public reception and waiting areas particularly need attention, leaving open a question about the assumptions on which the Department planned the consular space in Nairobi. A joint team from the Bureaus of Consular Affairs (CA) and OBO is said to be coordinating consular space plans. With Embassy Nairobi as a guide, the projected increase in consular workload could be figured into those plans worldwide.

A local bank collects machine-readable visa (MRV) fees, but officers are concerned about the memorandum of understanding (MOU) regarding that service. Nonconsular members of the embassy staff have access to consular section work areas, contravening workspace control requirements. (See the management con-

trols section of this report.) There are no consulates or consular agencies in Kenya, though an APP may open in Mombassa in the summer of 2007. The OIG team counseled the section on better file maintenance and on reporting on its impressive outreach and representation program, and consular section management began work on these issues during the inspection.

Consular Management

The embassy's consul general oversees the work of 27 employees: a mid-level Foreign Service officer, four entry-level officers (ELO), five EFMs, and 17 LE staff, and coordinates in rating the assistant RSO investigator. An additional ELO will join the staff in the summer of 2007. Overall, the section supervises employees well, and position descriptions and efficiency reports are current and accurate. Regular staff meetings keep employees abreast of developments and policies. Shortly after assuming his duty, the consul general proposed well-justified changes to employee grades, with positive results. Principals urge staffers to take advantage of on-the-job and off-site training opportunities and of distance-learning consular courses, and these employees do so. The mid-level consul supervises a specific ELO consular training program that includes a useful ready-reference handbook. Consular management is developing methods to reduce minor performance-related stress that exits between some newly hired EFMs and LE staff. The section does impressive outreach and representation through PAS and its own programs. A Consular Management Assistance Team recommended several functional adjustments, following a September 2006 visit, and most of these have been implemented. An accountable consular officer holds responsibility for the section's sensitive materials. Nonimmigrant visa (NIV) work consumes about 60 percent of Embassy Nairobi's consular resources with American citizens services and immigrant visa (IV) services dividing the balance of the work load. The section receives about 500 printed (including Internet) communications and about 750 telephone inquiries per week. The section maintains accurate workload statistics and provides informal advice and support to neighboring smaller consular units. Coordination between the consular section and other sections is commendable. Embassy Nairobi's Internet web site includes a consular information page.

American Citizens Services

The Department's travel warning for Kenya advises citizens of safety and security concerns, including terrorist threats and severe criminal activity. About 8,000 U.S. citizens, including potential dual nationals and minor children, live in Kenya and have registered with the consular section. The consul general estimates that perhaps

5,000 unregistered Americans live and work in the consular district. Kenyan officials expect that about 100,000 Americans will visit the country in 2007. In FY 2006, the consular section adjudicated approximately 120 Consular Reports of Birth of an American Citizen Abroad, received some 1,000 passport requests, and performed roughly 950 notarial services. The unit carefully evaluates passport and report of birth applications, and the National Passport Center quickly responds to requests for services. Increasing numbers of U.S. citizens seek to adopt Kenyan children; about 30 sought assistance from Embassy Nairobi in FY 2006. Americans in the consular district may have problems ranging from minor difficulties to serious crises. Although delays sometimes encumber the process, the consular section's working relationships with local authorities allow it to assist distressed citizens. Regular town hall meetings and a robust warden system meet the Department's requirements for providing effective emergency safety and/or evacuation plans for Americans. U.S. citizens, waiting in the cramped consular waiting area, largely disliked that space, but all expressed satisfaction with the services. Customer satisfaction questionnaires over the span of the past year confirmed this view.

Nonimmigrant Visas

Careful assessment of visa applicants protects U.S. borders by identifying and excluding terrorists, restraining illegal immigration and promoting bona fide travel to the United States. The section adjudicated nearly 25,000 NIV requests in FY 2006, about 20 percent of them from students. Estimates for FY 2007 project a 7-percent increase because that percentage has held stable for the past five years. About 40 percent of Embassy Nairobi's NIV applicants do not qualify for visa issuance, most due to insufficient ties to a residence abroad. Some individuals misrepresent their personal status in attempting to obtain NIVs. A small number of applicants warrant Security Advisory Opinion requests. The NIV unit decides on eligibility, following legal/procedural parameters and antiterrorist concerns. It adheres to the requirements for lawful and fair eligibility screening and is improving efficiency. The OIG team observed uniformly polite and correct behavior by consular staff and the bulk of clients. This is commendable given the stress of the interview situation.

Most NIV applicants apply for interview appointments and submit their applications via the electronic visa application method. A bank collects MRV fees. At the time of this inspection, NIV applicants waited from one day to about a week, from when they requested an interview appointment until the interview. Staggering of appointments over the course of the morning helps reduce congestion in waiting areas. Nonetheless, many NIV applicants voice concern over the crowded entry, holding, and interview spaces and the lack of privacy during interviews that result from insufficient public space.

Immigrant Visas

CA has authorized the section to process IV and diversity visa (DV) requests from residents of six other countries besides Kenya. Embassy Nairobi adjudicated about 3,900 IV and 2,350 DV applications in FY06. About 10 percent of all IV and DV applicants do not qualify for visas. Fraudulent representations or omissions account for most of these situations. Regarding administrative processing, applicants' language presents a challenge; the section recruited a Somali-language qualified employee to help address the issue. The OIG team informally advised consular management to monitor the IV/DV workflow to keep abreast of language and document verification needs. Other serious issues include identity and family relationship verification for visa entitlement, document validity, and the need to handle waivers for persons who are otherwise ineligible for a visa. While IV/DV demands impose less burden on the consular section's overstressed physical space than NIV clientele, applicants nonetheless expressed anxiety over the claustrophobic conditions. Despite this, the inspectors again observed a remarkably polite and professional interplay between staff and clients.

Fraud Prevention Unit

The assistant RSO investigator and a dedicated LE investigator form the fraud prevention unit's core. Antifraud tasks include determining identity and citizenship, validating educational records, substantiating work histories, and authenticating family relationships. Identities and documents, real and false, are readily available throughout the region. The two investigators and other staffers evaluated about 750 cases in FY 2006. Additional spot checks added to the total of antifraud tasks. Besides examining visa claims, staffers validate information for the American citizens services unit. Document fraud ranges from the crude to the sophisticated, and the fraud prevention unit would like to obtain a VSC4P1us document-examination machine, which is effective but rather costly.

The consular section strives to provide courteous, efficient service while maintaining the integrity of U.S. laws and regulations by carefully evaluating consular applications. Limited opportunities exist to examine cases outside Nairobi. The staff arranges DNA testing for some clients. Because fraud is endemic in family relationship cases, many relationships can only be resolved with sophisticated and expensive DNA testing.

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Consular Section Physical Environment

Beyond its space concerns, the consular section and its entryway should have been designed with service demand increases and basic adequacy in mind. A joint CA-OBO committee develops standards for consular space and applies them to purpose-built chanceries. Nonetheless, Embassy Nairobi’s physical consular facilities, especially its public waiting areas, are overloaded—less than four years after occupancy and need substantial modification. Examples range from the area’s street-side entry to its workspace.

Clients pass through an initial security checkpoint at the sidewalk and then follow a 300-foot path to a thorough secondary, security-screening compound access control. The path has no protection from the equatorial sun or rainy season storms. The compound access control has only one teller type window and one entry and lacks canopies. Shortly after the work day commences, applicants form a line that is up to 100 feet long outside the compound access control. After passing through the compound access control, clients pass public toilets as they wend their way for another 150 feet to an outdoor holding area. Designed for about 120 persons, this area has a roof about 18 feet above its floor. Again, this design does not effectively protect people from the weather, and in the busy season as many as 200 people crowd into this space. (The area does have a recently installed water tap and soft drink machine.) Both the consular and facilities management sections have proposed projects, such as awnings, to ameliorate these conditions. However, necessary funding has not been found.

The interior visa-client waiting space was designed to accommodate 40-45 people. Seats for 80 are shoe-horned into that space, costing clients personal space, and there are no interview isolation barriers. The loss of personal space raises client stress. The absence of the barriers means that the public overhears interviews, which compromises individual privacy and diminishes interview effectiveness because waiting applicants can overhear and recognize lines of questioning and successful responses. Climate control in the visa waiting area presents another problem.

Overcrowding and the constant passage of people through the entry and exit doors render it nearly impossible to maintain decent temperatures. In the busy season, several clients a month faint in the waiting room. Getting personnel through, or around, the hard line takes up to ten minutes. This delays the embassy's emergency response. During the month long inspection period, which was in the middle of the slow season, two people fainted in the visa waiting room. The facility manager and OIG team discussed possibilities for improving air temperatures by installing a chilled-water fan-coil unit or split-system air conditioning.

The visa units were designed with seven interview windows, although the former consular office had nine, and Department of Homeland Security officers share these windows for their interviews. Highly laudable collaboration between the facility manager and the consul general recently resulted in the installation of three additional visa interview windows that were salvaged from the former consular section. With a sustained visa-application growth rate of 7 percent per year, there is a question of how long these extra windows will help satisfy service demands.

The American citizens services waiting space was designed for about eight people but has 14 chairs. There is just one interview window in an approximately six-by-eight-foot privacy booth located off the waiting area. American citizens find this atmosphere claustrophobic and have been known to faint or get sick there. The consular sub-cashier occupies an adjacent ten-by-ten-foot office that has two teller windows, one opening to American citizens services and one to the visa waiting spaces. The consular and facilities chiefs have discussed such remedies as rearranging the American citizens services and cashier areas, but funding remains the issue. Clients situated indoors may use the men's or women's toilets, located off of the American citizens services waiting space.

By comparison, the consular workspace seems adequate. Yet, adding cubicles for the additional staff already destined for the section will squeeze the current employees. File units are stacked eight high and nearly touch the ceiling in places. The consul general has a plan for reconfiguring workspace that should address that dilemma. Part of the plan consists of obtaining a space-efficient Megastar or Lectrifier-type file storage system. Again, funding this efficient and space-saving storage system may become an issue.

These examples validate a need for better planning for future consular spaces and the correction of outstanding deficiencies at Embassy Nairobi. Coordination between CA and OBO could be improved. The consul general and facilities manager have developed ideas for enhancing the current situation, including a proposal for an unclassified embassy annex designed to accommodate consular growth and to

offer access to other embassy elements used by the general public, an idea that also emerged during an OIG-OBO meeting. Plans for fixing Embassy Nairobi's consular space should be implemented. This effort requires identifying funding responsibilities.

Recommendation 7: Embassy Nairobi, in coordination with the Bureaus of African Affairs, Consular Affairs, and Overseas Buildings Operations, should develop plans and seek funds to improve the physical deficiencies in the waiting areas and workspace in the consular section. (Action: Embassy Nairobi, in coordination with AF, CA, and OBO)

RESOURCE MANAGEMENT

| AGENCY | U.S. Direct Hires ¹ | U.S. LE Staff ¹ | Foreign LE Staff | FY 2006 Funding (\$) |
|--|--------------------------------|----------------------------|------------------|--------------------------|
| State Department Diplomatic and Consular Program (includes Washington complement positions) | 67 | 7 | 30 | \$4,129,950 ² |
| Diplomatic and Consular Representation Fund | | | | 61,000 |
| Public Diplomacy (including PEPFAR via public diplomacy) | 4 | | 14 | 985,787 |
| Public Affairs – Representation Fund | | | | 17,650 |
| ICASS (including carry over, local guard program, ICASS leases, and proceeds of sale) | 13 | 11 | 203 | 10,577,700 |
| Diplomatic Security (including Worldwide Security Upgrade programs) and Marine Security Guards | 9 | 3 | 30 | 3,016,995 |
| Refugee Program | 1 | 2 | 0 | 263,620 |
| Department of Homeland Security (Citizenship and Immigration Services, Immigration and Customs Enforcement, and Customs and Border Protection) | 3 | | 4 | 516,799 |
| OBO (USAID Annex operations) | 3 | 2 | 2 | 2,730,176 |
| Centers for Disease Control (includes funds on cooperative agreements with local organizations) | 22 | 2 | 110 | 60,368,866 |
| Defense Intelligence Agency | 9 | | 2 | 414,235 |
| Foreign Agricultural Service | 1 | | 4 | 242,832 |
| Foreign Commercial Service | 1 | | 9 | 399,972 |
| Military Information Support Team | 5 | | 0 | 287,700 |
| Department of Justice | 1 | | 1 | 83,500 |

¹As of May 1, 2006.

²Includes UN Environmental Program, \$135,100; Somalia, \$58,000; MRV and DV visas, \$509,750.

~~**SENSITIVE BUT UNCLASSIFIED**~~

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|---|------------|-----------|------------|----------------------|
| Federal Bureau of Investigation | 3 | | 0 | 238,000 |
| KUSLO | 4 | | 1 | 1,103,006 |
| Joint Strategic Analysis Office | 9 | | 0 | 209,523 |
| Library of Congress | 1 | | 25 | 1,959,060 |
| Medical Research Unit | 13 | | 1 | 8,965,452 |
| Antiterrorism Assistance | 2 | 1 | 1 | 2,150,356 |
| Department of Transportation | 1 | | 0 | 100,000 |
| Peace Corps | 6 | | 5 | 2,800,000 |
| BBG – (Voice of America) | | | 2 | 176,557 |
| USAID (Operating Expense) Missions | 9 | 1 | 75 | 4,184,000 |
| PEPFAR, Staff Support | 3 | 0 | 5 | 115,571,886 |
| Development Assistance | 2 | 2 | 48 | 21,926,022 |
| Child Survival and Disaster Assistance | 0 | 0 | 9 | 17,840,000 |
| Economic Support Funds | 1 | 1 | 2 | 13,683,751 |
| East Africa Reg. | | | | |
| Operating Expense Reg. Org. | 22 | 1 | 53 | 4,909,256 |
| Development Assistance Reg. | 8 | 0 | 31 | 19,569,500 |
| Child Survival and Disaster Regional Support | 2 | 3 | 6 | 6,108,370 |
| Food for Peace Program | 0 | 3 | 2 | 224,380 |
| Sudan Field Office Operating Expenses | 9 | 1 | 12 | 17,184,003 |
| Sudan Field Office SEED Program | 10 | 0 | 17 | 121,705,882 |
| International Disaster Assistance | 0 | 3 | 4 | 1,090,944 |
| Total | 244 | 43 | 708 | \$445,796,730 |

Source: Embassy Nairobi

MANAGEMENT OFFICE

Embassy Nairobi is a complex and diverse management operation in a city with high crime and a level of personal violence that has victimized embassy staff and their families. This is in addition to the 1998 terrorist bombing of the embassy. A post with extensive regional responsibilities and changing transnational requirements is a management challenge. The post is also playing a leading role in the management services consolidation between the Department and USAID, an initiative that adds to the unusual operating environment. The mission is fortunate to have a strong management counselor who is competent in all functional management areas.

An extensive background in African posts, coupled with management experience, has enabled the management officer to provide leadership to this complex mission. The challenges are great, and it is impossible to handle each one perfectly. The issues range from the consolidation with USAID to LE staff parking to morale issues resulting from violent crimes. The management counselor is level-headed and proactive in attempting to find solutions and resolve differences.

The embassy management team includes two human resource (HR) officers, two financial officers, two facility managers, three general services officers, two physicians, three nurses, and 232 LE staff. The weekly management meetings are inclusive, well-organized, address specific issues, and include representatives from other agencies. The working groups plan effectively, which is essential at an embassy where the daily workload tends to pull staff to the crisis of the moment. Administrative time is also spent on the large number of temporary-duty (TDY) visitors. A one-day review of the visitors log showed there were 370 TDY visitors that day. During the OIG visit, there were six congressional delegations and many other delegations from Washington in country.

The management counselor's significant accomplishments include obtaining a 30-percent pay differential for the post and making a breakthrough towards obtaining work permits for American family members. The reciprocity issue with an intransigent Kenyan government, regarding work permits and tax relief, has been unresolved for years. The Office of Foreign Missions has delivered two notes to the Kenyan embassy in Washington, stating that none of their work permits will be processed until the Kenyans agree to sign a bilateral work agreement to ensure employment of U.S. diplomatic dependents in Kenya. If dependents are allowed work permits in Kenya, this will remove a serious morale issue and reduce pressure to provide family members with jobs. The second note sent to the Kenyan embassy revokes tax exemption cards for all Kenyan diplomatic personnel in the United States until Kenya provides tax relief to U.S. diplomatic personnel in Kenya.

Two problem areas for the management section have been parking and the delivery of administrative services, as reflected in the ICASS satisfaction survey. The post's actions on parking have been constructive, such as building an additional 163 parking places to make for a total of 478. The general perception of inequitable LE staff access to parking still exists, and parking areas are still overcrowded. The number of TDY vehicles helps to cause this problem. On just one day, 30 rental vehicles were seen in the designated American parking spaces. Prior to USAID's moving onto the compound, all LE staff had parking spaces, as did USAID employees at their former building.

The delivery of administrative services could be improved, in particular customs and shipping, procurement, vouchering, and LE staff services. The inspection's review of the delivery of administrative services was limited by the low response rate on OIG's quality of life questionnaires, which were distributed at post on the same day as the ICASS survey. Many American staff displayed blank stares when asked if they had filled out the quality of life questionnaires. As a result, the ICASS survey is the only statistical evaluation of administrative services available. On the FY 2006 survey, most services were rated slightly below the bureau or worldwide averages, though less contact with the staff at large posts often results in scores that are lower than average. The time spent on the service consolidation with USAID and on supporting visitors distracts from daily operational improvements. Given these factors, the management team should develop outreach to customers, perhaps even a mission-wide survey, to determine where improvements can be made. The OIG team made informal recommendations to continue to update all staff on the status of the consolidation and conduct an in-house survey on the quality of administrative support.

DEPARTMENT OF STATE/U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT ADMINISTRATIVE CONSOLIDATION

The planned consolidation of administrative services in Nairobi experienced some delays, but the Ambassador recently broke the logjam, resulting in considerable progress in the weeks prior to the inspection. Currently, the motor pool, leasing, residential maintenance, and customs and shipping are virtually consolidated in that they have been colocated and are operating under one ICASS supervisor, although they are still separately funded. The Department and USAID have formed working groups to pave the way for consolidation of nonexpendable and expendable property management, including formation of a furniture pool that would reduce the warehousing workload. USAID plans to subscribe by FY 2009 to reproduction,

switchboard, and messenger services, which would eliminate additional redundancies. Embassy Nairobi therefore has overcome obstacles and is moving apace in the services consolidation aspect of rightsizing, but USAID has raised an affordability issue that will need to be resolved before there is further progress. USAID estimates its funding shortfall to be approximately \$980,000 annually, based on current conditions; this includes a \$700,000 shortfall for its regional East African operations and a \$280,000 one for its Kenyan operations. The data has been run through the alternate service provider module of the ICASS software and is now with the Office of Rightsizing of the U.S. Government Overseas Presence and the Joint Management Council for validation and determination of whether and/or how to provide funding.

LE staff involvement in the mini working groups made a great difference in the consolidation process. They knew the business processes of their agencies and therefore played an important role in harmonizing these processes when there were differences. The LE staffers also remain informed, and keeping them informed is critical for change management. This empowerment contributed to an easy transition to the virtual consolidation now underway. ICASS supervisors have noted how well prepared USAID LE staff were in terms of leadership, management, and their exercise of initiative. In interviews, USAID's LE staff attributed these skills to the training, responsibility, professional development, and empowerment given to them in the USAID leadership and management system, which underscores the importance of LE staff leadership and management training.

INTERNATIONAL COOPERATIVE ADMINISTRATIVE SUPPORT SERVICES

The ICASS council is tackling one of the most critical changes in administrative service, the consolidation of Department and USAID services. The commitment by council members and the strong leadership of the chairman, the Defense attaché, identifies this council as one of the most efficient in carrying out the ICASS mandate for transparency in the management of administrative services. The management counselor directs the provision of ICASS services, and this official is ably supported by all administrative sections, particularly the financial management section, which prepares data for the council meetings. The service provider is proactive in addressing agenda items. ICASS realized FY 2006 savings of \$99,000 by charging TDY visitors for services and has an aggressive program for collecting cellular phone charges.

With one of the larger ICASS budgets worldwide, \$10.5 million, the ICASS council has working groups on the budget and on consolidation of services. The council's MOU, charter, and standards of services are being updated. With 35 subscriptions of service, updating the basic documents is not a small task.

The council intends to address the relatively low scores received by certain sections on the ICASS satisfaction survey for FY 2006. There were few cost centers where Embassy Nairobi was above the worldwide average or above the AF average. Cost center satisfaction was often significantly lower than in the FY 2005 survey. The council and the service provider have not analyzed the results and determined where specific changes could be made or where more information on how to use a service might improve scores.

This year will be a watershed in the consolidation process. An important part of the consolidation is the increased ICASS cost to USAID. In the initial stages, USAID will require budget relief to continue to afford participation. The Department will decide how to handle payment.

With the emphasis on consolidation between the Department and USAID, other agencies feel they have been sidelined. Some would like to review specific cost centers to determine what costs are included and to ensure accuracy in the database. The short-term-lease cost center includes indirect costs to service employee residences. One agency expressed concern about the cost, though in comparison to other posts the cost may not be excessive. Another problematic cost center is the diplomatic pouch; one agency estimated the cost at \$50 per pound for shipping items to Washington. Thus, using a commercial company might be cheaper. The reality of consolidation is that significant cost savings for all agencies are still in the future. The goal for the council and the service provider is to manage this expansive operation during a fiscal year in which a Continuing Resolution restricts the budget.

Regional Support

Administrative support to the region is a part of Embassy Nairobi's mission. Support comes from the medical, HR, facility maintenance, consular, and communications sections. Research programs in Kisumu receive support and there is a proposal to re-establish an APP in Mombassa. Present staffing levels enable the post to manage the regional needs. The OIG team conducted an e-mail survey of users, and overall comments were very favorable on the quality of service provided.

Locally Employed Staff

The LE staff committee, which met twice with the OIG inspectors, convenes monthly with the DCM and the HR officer. There is an agenda, minutes, and follow-up by management. Issues discussed with the inspectors focused on results of the CAJE and perceived inequities, the delay in receiving Bureau of Human Resources approval to obtain additional catastrophic medical coverage at no cost to the government, and the need for more feedback on the Department-USAID consolidation. The team made an informal recommendation on providing feedback.

Parking is an ongoing issue. Resentment still exists about how the LE staff perceives they were treated when USAID moved onto the compound. There was insufficient parking for direct hire Americans, LE staff, and TDY visitors. Parking still is always extremely hard to find, except on Fridays. The post has built additional parking, but the perception of discrimination among LE staff still exists.

Overall, the LE staff is pleased with the embassy medical unit, which provides flu shots and administers post-funded provision of AIDS medications. The cafeteria is deemed a good place to eat. The LE staff finds use of the bank is helpful (on payday, there were long lines out the door and around the corner at local banks), and they believe the embassy is a safe work environment.

The OIG team also met with a group of LE staff who survived the 1998 embassy bombing. In general, they believe the post and Department have been responsive to issues such as medical care, education for children, and employment for relatives. The Department, the embassy HR office, and the embassy finance office have done a good job of ensuring that all survivors and the relatives of those killed received appropriate benefits.

Kisumu Support

The embassy provides administrative support to eight U.S. direct hire employees, more than 60 LE staff, and 29 EFMs based in Kisumu on the shores of Lake Victoria, a tedious six hour drive from Nairobi, and in the town of Kericho nearby. The CDC and MRU conduct research on AIDS and malaria and have provided this research since the 1970s. The HR, facility maintenance, and general services offices and the medical unit provide support to this post. However, the long drive makes the delivery of support difficult.

Currently, the HR office visits twice a year, and the medical unit visits monthly. Services are limited but both organizations pay fully for all employees to be in the ICASS system. The OIG team suggested that CDC and MRU look at services and request a partial ICASS cost where full services are not provided. The team made an informal recommendation to increase the number of HR visits to Kisumu to at least quarterly.

With the medical unit making monthly visits to Kisumu, there is a need there for a medical office and a place to store emergency supplies. The MRU provides two rooms for the medical unit. The renovation is not complex and could be completed by facility staff in Nairobi. The post is evaluating a request to implement this action.

HUMAN RESOURCES

The HR office serves over 244 direct-hire Americans and 708 LE staff. The large staff and complex mix of agencies at this mission require officers who understand embassy operations and are proactive in managing issues. The office is staffed by two HR officers, both of whom provide regional support to Kisumu, Dar es Salaam, and Port Louis. The senior officer handles American personnel services and understands the role of HR in the embassy. The first-tour deputy HR officer manages LE staff issues and has Foreign Service experience in a different specialty, which provided an understanding of the complexities of the mission.

Embassy Nairobi has a two-year tour of duty with one rest and recuperation trip, a 30-percent pay differential, and a 25-percent cost of living adjustment. All reports are up to date. The post employment committee is active. There are 28 American family members serving in a variety of jobs at post. Until the Kenyan government allows work permits, the need for more positions for family members will continue. The awards committee was revised in May of 2006. Overall, few complaints about awards were received, but staff said awards often were not processed because the supervisor did not provide sufficient justification for them. As a result of discussions with the HR officer, the notification to submit awards will emphasize these requirements. Recruitment for LE staff includes a review of applicants by the deputy HR officer, which is a very good control on equity in the evaluation of applications sent to the service chiefs or agencies.

Training is a high priority. The HR office plans to set up management training and technical training in procurement and financial specialties by bringing the instructors to post. The embassy staff is so large that training has sufficient participants and makes post-specific training cost effective. The OIG team counseled the

post's leadership to invite staff from smaller neighboring embassies that may not be able to afford training but could share in the cost. CDC trains Kenyans who will become government health officials, and some of them may be CDC LE staff. The HR office is being asked to facilitate this training, causing concerns within the mission that CDC's LE staff may receive training that other LE staff do not have access to. The OIG team discussed the training issue with the HR office, which plans to review the issue with CDC. The office plans to hold an alcohol-awareness seminar in the spring of 2007, pending the availability of funding.

LE staff received an 8.2-percent, across-the-board salary increase, effective December 2006. However, the post requested in October 2006 that the Bureau of Human Resources decide on additional catastrophic medical coverage for LE staff. The cost of the insurance will be paid by LE staff who elect to pay this expense. The bureau has said a decision was to have been made in March 2007 and, pending the decision, the OIG team made a formal recommendation.

Recommendation 8: The Bureau of Human Resources should make a decision on Embassy Nairobi's request for catastrophic medical coverage for locally employed staff at no cost to the U.S. government. (Action: HR)

The results of the CAJE completed in 2004 are the subject of complaints across all agencies at post. Although there always will be complaints or claims that CAJE results are unfair, staff cited several examples that have hurt morale. Additionally, continual comparisons of like jobs between USAID and the Department are being made and there are volatile feelings on this issue among LE staff. The core of a CAJE review is the position description, and the HR office could assist supervisors, who may require advice in revising position descriptions. Preparing handouts and identifying reference resources on writing position descriptions will assist staff in reviewing and revising position descriptions. Additionally, there may have been flaws in the notification process regarding changes in grade and in the availability of appellate procedures. Informal recommendations were made on some of these matters.

Recommendation 9: Embassy Nairobi should coordinate with all sections and agencies at post to develop a plan for conducting a second computer-aided job evaluation of positions at post, this time using outside expertise. (Action: Embassy Nairobi)

Another LE staff issue is the excepted rate range (ERR) used to pay the American-trained, American citizen nurses in the medical unit. The ERR is a complex personnel category. The registered nurses, who are serving under personal

service agreements for ten years, are paid in the local currency and receive all the benefits of LE staff but have not received any cost of living increases since 2004. There are ramifications for being included in the ERR and these should be explained to the registered nurses at post via the analysis provided by the Bureau of Human Resources. An informal recommendation addressed this subject.

FINANCE

Strong financial leadership is necessary at this embassy, where financial services are one of the most complex worldwide. Services are provided to the agencies that make up 35 individual subscriptions of service under ICASS. The senior financial manager is experienced in all nuances of embassy operations, not only in finance. His insight is an essential ingredient in ensuring smooth operations with this complex budget during a year when funding is provided by a “permanent” Continuing Resolution. The senior financial manager is ably supported by a first-tour finance officer who understands life in the Foreign Service and can work with the Department’s many financial systems.

The LE staff is capable and well trained. The majority have been hired since 1998, when the finance section was severely affected by the 1998 bombings and suffered many deaths and injuries. Extensive rebuilding, training of new hires, and education were necessary. Many Foreign Service officers assisted in the rebuilding, but there has been one staff member who has been consistent, who has 32 years’ experience and stayed on to rebuild the office. The senior LE staff member, who was nominated for the LE Staff of the Year Award and the Financial LE Staff of the Year Award prior to 1998, has made a contribution to Embassy Nairobi that is unequalled around the world. Many group awards have been given already, and the post is reluctant to single out individuals when so many have contributed. However, after nine years of continual rebuilding, the post should seek an opportunity to acknowledge this senior LE staff member from among the awards available to the Department. An informal recommendation addressed this matter.

Overall financial issues are discussed in Management Controls and ICASS sections of this report. The finance office is reviewing the post’s TDY policy to determine whether more direct charges can be made. A practice of charging for services rendered, starting on the first day at post, seems equitable, particularly with the high volume of TDY visitors. It may make sense to impose a 30-day delay before charging takes place at posts having smaller numbers of TDY visitors but, when TDY visitors run into the hundreds every day, a more reasonable compensation practice

should be available. The ICASS Service Center in the Department is reviewing this issue. The OIG team also made an informal recommendation to re-conduct CAJEs of the two positions in the budget section, where the complexity of programs does not fit the generic one-size-fits-all position description that had been used to CAJE them.

GENERAL SERVICES

The GSO is well staffed with a generous complement of U.S. direct-hire employees, LE staff, and EFMs. The supervisory general services officer is directly responsible for housing and travel. She also supervises the facilities manager and two assistant general services officers. One assistant general services officer is responsible for motor pool operations and procurement; the other is responsible for warehouse/property management and customs and shipping. Two experienced EFMs, one is awaiting appointment as a general services officer specialist, are employed as housing coordinators. LE staff's strength is considerable, particularly in four GSO sections that have virtually consolidated with their USAID counterparts. The Department and USAID LE staff of these sections are now colocated and form the vanguard to an eventual common administrative support platform.

Overall, the GSO functions well and delivers services at a level that meets ICASS standards and customer expectations. The procurement, property, and motor pool sections use web-enabled Post Administrative Software Suite (PASS) automated systems. Activating what are currently unused features of this software could result in even greater efficiency and effectiveness. The GSO also has not mapped its processes or implemented a quality management system. The ongoing consolidation with USAID, which requires harmonization of the two agencies' administrative support policies and procedures, provides an excellent opportunity for these actions.

The leadership of the GSO section is mixed. Both facilities managers have several years of management experience and are seasoned leaders. The assistant general services officers are less experienced but are nonetheless extremely capable and have great potential. Unfortunately, they lack the mentoring and guidance that would facilitate their professional development. The supervisory general services officer's management style tends to be unstructured. Subordinates feel that feedback, coordination, guidance, and counseling are insufficient. Scheduled weekly meetings with U.S. direct-hire employees are only sometimes held, and there are no regular meetings that include LE supervisors. The OIG team informally recommended that the supervisory general services officer conduct regular meetings with American and LE staff supervisors.

The bottom line is that the GSO delivers, but it is operating below its potential. The ongoing consolidation of Department and USAID services provides the opportunity for change in leadership style, quality management, and organizational structure that could transform the section into a higher-performing unit.

Motor Pool

The motor pool provides excellent vehicle support to this large post and its numerous TDY and VIP visitors. The embassy drivers face several challenges, including narrow and congested streets with pedestrians who cross in mid-road or walk on the roads' unpaved shoulders. The motor pool copes with the conditions, and its drivers drive safely. The drivers maintain daily usage records, inputting the information into the PASS Motor Vehicle and Registration system. As a virtually consolidated section, USAID personnel have moved into the motor pool to work side-by-side in what is now a cramped facility. The facilities manager plans to expand the facility, which should alleviate the overcrowding.

There are shortcomings in the motor pool's vehicle maintenance program. The existing rudimentary, preventive maintenance system does not include scheduling and conducting services on a periodic (quarterly, semiannual, or annual) or mileage basis. The motor pool therefore is reactive and unable to detect in a timely manner the mechanical problems that could result in damage or injury. In addition, the embassy out-sources all higher-echelon vehicle maintenance services and repairs, but it has no quality control procedures to ensure work has been done as ordered.

Recommendation 10: Embassy Nairobi should develop and implement a preventive maintenance and quality control program for its motor vehicle fleet. (Action: Embassy Nairobi)

The embassy's vehicle resources are limited, so it must allocate them efficiently to meet the post's needs. Important aspects of motor pool management include judicious employment of dedicated vehicles and other authorized use, appropriate use of vehicles based on their funding sources, and periodic updating of the post's vehicle policy memorandum. The embassy's vehicle policy memorandum is not current and does not include written guidelines for other authorized use and the method of charging for such use when appropriate. In addition, the regional security office has exclusive use of six vehicles that were procured and maintained with ICASS funding. That office's uses include home-to-office transportation. The written finding dated

September 12, 2006, does not address points that should be considered in rendering an informed decision, such as the number of vehicles, the duration of the dedicated use, the source of funding and maintenance, and the agreement of the ICASS council.

Recommendation 11: Embassy Nairobi should update its vehicle policy memorandum. (Action: Embassy Nairobi)

Recommendation 12: Embassy Nairobi should review its allocation of six International Cooperative Administrative Support Services vehicles regarding whether they were appropriately assigned to exclusive uses, such as home-to-office transportation, by regional security office personnel and, if necessary, procure these vehicles from the appropriate source. (Action: Embassy Nairobi)

Procurement

The procurement section recently reorganized its staff and business processes. In an effort to develop more effective client relationships and improve service, its personnel now provide full, one-stop service to specific agencies. This is a significant departure from the previous method, where each team member specialized in a particular procurement method; for example, simplified acquisition, blanket purchase orders, or contracts. The new approach will result in greater cross-training and greater expertise across a wide range of acquisition modes. It should also build relationships that facilitate better understanding of client needs.

The section has not closed out approximately 2,100 purchase orders from FY 2003-05 due to a lack of final payment confirmation. During the inspection, LE staff members developed a solution that involves activating a PASS procurement feature that will provide electronic verification of final payments and timely closeouts of purchase orders. They also coordinated with the financial management section for payment information that should facilitate the closeout of FY 2003-05 purchase orders.

Recommendation 13: Embassy Nairobi should install and implement the Post Administrative Software Suite procurement payment module, use it to close out purchase orders in a timely manner, and also close out previous fiscal year purchase orders by posting final invoice information to the files. (Action: Embassy Nairobi)

Property Management

Embassy Nairobi's warehouse and property management operations are still located 18 kilometers from the new embassy compound, despite a 2001 OIG recommendation that a new closer warehouse be completed at the same time as the new compound. The facility consists of 18 storage bays and an administrative building. USAID maintains its own property using six of the bays. Other agencies have smaller segregated areas where their property is stored. The fuel station and motor vehicle maintenance bay are also on the compound.

Receiving, control, and storage at the warehouse facility appear to comply with regulatory requirements. However, there is no computer workstation at the designated central receiving point, so the receiving clerk must go to the administration building to access the automated nonexpendable property application. This is time consuming and inefficient, so the OIG team informally recommended that the embassy establish a workstation in the receiving point area and that the expendable supply clerk in the chancery be given access to the PASS stock control application and use it, instead of redundant spreadsheets, to track inventory, minimum balances, and other stock/issue information. In the area of residential property accountability, a review of records indicated that many employees had not signed and returned their inventories as required by 14 FAM 416.3 f-g. As a result, they had not assumed the required responsibility, accountability and liability for property issued to them.

Recommendation 14: Embassy Nairobi should develop and implement a program that ensures that employees complete and return residential inventories in compliance with property accountability requirements. (Action: Embassy Nairobi)

Customs and Shipping

The customs and shipping section is also virtually consolidated and has reorganized its personnel and processes to better serve its customers. It has adopted the one-stop customer service model, so that one team member will take care of an incoming/outgoing U.S. employee's needs across the full range of section responsibilities (household effects, unaccompanied air baggage, vehicle and pet registration, and drivers licenses). As with the procurement section, this will necessitate cross-training, with a possible payoff of improved customer satisfaction and relations.

Facilities Management

Embassy Nairobi has two very competent facilities managers. The senior manager is responsible for office properties and provides regional support to embassies in Burundi, Mauritius, and Rwanda. He also supervises the assistant facilities manager, who is primarily responsible for a large inventory of residential properties. Both managers are well versed in their technical specialties and in the leadership and management skills necessary to build and sustain an effective section. They enjoy excellent relations with OBO and work closely with OBO on projects relating to government-owned and restricted government-owned properties. The embassy nonetheless faces challenges in two major areas: an inadequate logistical support facility and space management in the new office building and annex.

Logistical Support Facilities

The embassy maintains two logistical operations facilities off-site from the new embassy compound. The warehouse and the vehicle maintenance and fuel station are approximately 18 kilometers from the new embassy compound. The distance belies the real problem: the heavy and constant traffic that often transforms a routine one-way trip to the warehouse into a two-hour ordeal. The time/distance challenge also affects vehicle refueling and maintenance. The motor pool now brings its fuel truck to the embassy to top off vehicles' fuel tanks, but the tradeoff is introduction of a risk by having the fuel truck on-station near the embassy compound. The inadequate residential maintenance facility is at a different off-site location approximately three kilometers (15 minutes by car) from the new embassy compound. Located in a building that temporarily housed the consular section after the 1998 bombing, its office space is unsuitable for the maintenance section in terms of its configuration or amount of space. It offers no shop space, except for an area in the rear of

the building that has virtually no level surface. Indeed, most of the area slopes at approximately 20 degrees, making it unsuitable for power tools or benches. The embassy plans to level the surface, which will make the space only minimally suitable as a shop.

OIG recommended in March 2001 that the Department find a new warehouse and maintenance facility and plan to complete construction at the same time other new office buildings at Embassy Nairobi are completed. OIG closed the recommendation in December 2002 after determining that sufficient progress had been made in planning and budgeting for the new warehouse and maintenance facility. While taking this action, OIG retained the option to reopen the question should OBO decide not to proceed with the project. The lack of progress to date requires the reissuance of the original recommendation with revised wording.

Embassy Nairobi's preferred solution to this problem involves a leased facility that is nearer to the embassy compound and housing. In a January 16, 2007, briefing with the OIG team the OBO director said his office would find a way to support the embassy when it located an appropriate property. The embassy's task is to define the capabilities it requires to provide logistical support, determine the available methods and resources, develop a rationale and justification for its option, and work with OBO to realize its vision.

Recommendation 15: Embassy Nairobi should identify, and the Bureau of Overseas Buildings Operations should fund, a suitable property for a logistics support facility for the embassy. (Action: Embassy Nairobi, in coordination with OBO)

Office Space

Embassy Nairobi appears to have sufficient office space, considering the new office building and the new office annex, but reallocation of office space would balance the changing needs; for example, the growth of the Somalia section and the move of USAID personnel to the chancery as a result of the administrative support consolidation. The chancery therefore has absorbed a large number of new personnel while the annex occupied by USAID has far fewer occupants per square foot. In addition, the annex houses the USAID's Sudan Field Office, which in the future is expected to vacate that site altogether. USAID agrees on the fungibility of office building space and that reallocation would clearly alleviate overcrowding in the chancery.

Recommendation 16: Embassy Nairobi should work with the U.S. Agency for International Development to develop and implement an office space allocation plan that maximizes use of the chancery and annex buildings. (Action: Embassy Nairobi)

SAFETY, HEALTH, AND ENVIRONMENTAL MANAGEMENT

The senior facilities manager also serves as the post occupational safety and health officer (POSHO) and has re-energized the SHEM committee in coordination with the DCM. Both he and his assistant facilities manager are conversant with SHEM and proficient in its practices. For example, the assistant facilities manager is embarking on a termite extermination project in government-owned residential properties and is ensuring that only approved materials and methods are employed.

The POSHO has implemented a Department-sponsored train-the-trainer program on defensive driving that has had great effectiveness and is coordinating with SHEM to conduct the course regionally so that neighboring posts can also benefit. Mission Kenya now has two certified defensive-driving LE staff trainers. One is a motor pool driver in Nairobi, and one is an employee assigned to the CDC in Kisumu. Between February and August 2006, the Nairobi trainer presented the two-hour classroom and six-hour practical application modules to almost 150 LE staff employees in increments of five students per class. Embassy Nairobi is tracking accident data to determine the longer-term effectiveness of the training, but anecdotal information thus far indicates that drivers are operating vehicles more safely, and the accident rate has fallen significantly. The program also underscores the effectiveness of train-the-trainer programs that empower LE staff employees and create training capabilities at post, leveraging scarce training funds.

QUALITY OF LIFE

MORALE

Security concerns in Nairobi have rendered morale uneven. One day, morale is up, and the next day it is down. In many ways, Kenya is a pleasant country to live in, with an excellent climate and numerous diversions. Several months ago, however, a senior American employee was shot near his home. Only weeks before the inspection, there were two violent deadly crimes; one against an American EFM and her family the other against an LE staff member's family. Although Nairobi has long been a city where crime was pervasive, these attacks, seemingly without reason, struck at the core of all embassy staff. Town meetings were held and attended by most staff. The embassy has worked hard to manage the morale issues that flow from such a series of incidents. Nevertheless, healing will take time, and morale is fragile. In the present environment, the staff continues to work and be productive, even with the uneasy tension. This is an ongoing challenge for the mission.

The size of the embassy, the city's traffic, and housing that is dispersed in different neighborhoods (with the exception of the Rosslyn Ridge compound) do not contribute to a feeling of community. Many direct-hire Americans are not prepared to cope with the lack of infrastructure in Nairobi and fail to appreciate the measures taken by the embassy to ensure that electricity and water are available in housing units. There is a sense of entitlement among the American and LE staff that is difficult to manage.

With the large number of TDY visitors, resident staff members often do not know who does or does not work at the embassy. Poor morale can result from TDY visitors parking vehicles in an overcrowded parking lot and taking much of the limited supplies (due to lack of storage space) at the American Employees Association (AEA) store. The clubhouse at Rosslyn Ridge provides an opportunity for social events, and frequent use of the facilities is a positive factor in community morale. There are also many other activities available in Nairobi outside the embassy community. Despite their difficulties in overcoming anxieties about security and building team spirit, most staff and family members offered positive views and committed to making things better.

COMMUNITY LIAISON OFFICE

The community liaison office is staffed with one coordinator, one assistant, and one newsletter editor and supports embassy staff and 221 dependents. The coordinator is outstanding, as confirmed by the many positive comments made about her on personal questionnaires. She is experienced, having served in this role at three previous posts, and is clearly knowledgeable and active in all eight areas of a coordinator's responsibility. She has a great sense for the mood of the community and represents her constituents effectively in such forums as the management officer's weekly staff meeting. Her role is extremely important, particularly during a troubled time of increased violent crime, and she fulfills it admirably. She meets regularly with the Ambassador and DCM to discuss morale issues.

MEDICAL UNIT

The medical unit, with regional responsibility for 11 countries, is staffed by one physician, one regional psychiatrist, one nurse practitioner, an administrative assistant, and two American-trained, U.S. citizen, LE registered nurses. Providing medical service to a mission the size of Embassy Nairobi with its large number of TDY visitors is a challenge. The difficulty of going the extra mile is something not often understood by the customer. The daily stress of life in a 30-percent differential post often frustrates staff, families, and TDY visitors.

The medical unit provides walk-in service for two hours each morning, takes lab tests to private laboratories, and manages appointments. Such conveniences are often not noticed by the large number of staff and family members served. The results of the ICASS satisfaction survey were significantly lower than the worldwide average, but equally important, this average was lower than the same survey in 2005 and lower than other AF bureau posts. As the medical unit is staffed by professional customer service-oriented staffers who have designed the unit for optimal care, the challenge is to translate these services so that the customer appreciates them. One way to do this is by providing specific instructions and guidelines on walk-ins, appointments, and lab tests. This information could be included in the welcome package and also available in the medical unit as handouts and in the community liaison office. The OIG team made an informal recommendation on this subject. The medical unit is updating the cable sent to TDY employees to ensure that TDY visitors understand the requirement to pay for medical testing. The medical unit has increased its clinical staff without a corresponding increase in administrative support.

The medical unit plans to assess the workload and, if justified, request an additional administrative assistant. The OIG team made an informal recommendation to re-conduct a CAJE of the unit's administrative assistant position.

Another issue of concern to the customers is the call back they receive regarding results of medical tests. The unit recently took steps to ensure that the physician and the licensed nurse practitioner do all the call backs by phone or e-mail, which should result in more timely responses. Feedback on testing and evaluations of medical evacuations is also a problem for embassies from Nairobi to Pretoria. There is no procedure to ensure results of the medical evacuation are sent back to the post that requested the evacuation and where the patient's medical records reside. On at least one occasion the lack of feedback in a diagnosis was life threatening.

Recommendation 17: The Office of Medical Services should provide Embassy Nairobi with guidelines for timely follow-up and evaluation of the results of medical evacuations. (Action: M/MED)

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THE AMERICAN EMPLOYEES ASSOCIATION

The AEA is a mid-sized association that has made a strong comeback since the bombing and the intermediate facility moves. Today its balance sheet is positive,

and a dedicated, committed board is looking at how revenue can be increased and returned in services to the members. All direct-hire employees are AEA members, and TDY employees pay a small surcharge on each purchase. The manager, with the association for nine years, is a professional manager who understands customer service and good business practices. The annual audits and financial reports to the Department are submitted on time. However, AEA's annual expenditures for member services sometimes exceed its profits. The nature of AEA's mission and its need for adequate "rainy day" funds will both benefit from actions that preserve AEA's financial base.

EQUAL EMPLOYMENT OPPORTUNITY/FEDERAL WOMEN'S PROGRAM

Embassy Nairobi's Equal Employment Opportunity (EEO) coordinator finished the mandatory training requirements and assumed her role in October 2006. She and her predecessor reported that no employees registered complaints or sought EEO counseling in the past year. One person inquired about the EEO program's parameters but took no further action. EEO programming includes a resource for LE staffers. The Federal Women's Program coordinator said no one sought her assistance on such issues. Both coordinators correctly publicize their programs' materials and guidance throughout the mission.

MANAGEMENT CONTROLS

Embassy Nairobi's latest annual, chief of mission, management control statement of assurance shows clear recognition of the importance of management controls. It outlines the steps that post leadership has taken to emphasize and effectively communicate the objectives of its overall management controls program and to address the results of risk assessments. The statement specifically notes areas of emphasis, such as fraud prevention and personal and real property management. The OIG team found the system of management controls to be effective.

CONSULAR

A mid-level officer serves as Embassy Nairobi's accountable consular officer (ACO). The embassy's ACO properly implements CA policies on fees, controlled equipment, sensitive blank document supplies, and computer system access levels. Spot checks of Embassy Nairobi's Consolidated Consular Data Base and the associated systems showed that the ACO correctly administers those systems and verifies all safeguards. The ACO corrected minor inventory account inaccuracies during the inspection. Consular files and records contain outdated and extraneous items, but the section developed a plan to dispose of such materials during the inspection.

The embassy's written visa referral policy correctly explains system use and parameters; embassy personnel adhere to the guidance. Supervisory officers review all NIV refusals and spot check visa issuances. The consular cash- and receipt-handling methodology meets CA specifications. The ACO and sub-cashier designations are in order. The ACO and consular sub-cashier and their alternates correctly perform their duties. A review of randomly selected consular accounts revealed no book-keeping errors. A Kenyan bank collects MRV fees for most NIV applicants.

An MOU, in the form recommended by CA, exists between the embassy and the bank and governs MRV fee-collection responsibilities and administration. The MOU arrangement is used instead of a contract because appropriated funds are not involved. Thus, no requirement exists that the MOU comply with Federal Acquisition Regulations. Nonetheless, CA reviews MRV MOUs. Guidance from CA and the Bureau of Resource Management recommends that MOUs be signed for the

embassy by the financial management officer and a consular officer, rather than by a warranted contracting officer. Embassy Nairobi's former financial management officer signed the MOU, which expires in May 2007, on behalf of the embassy but no consular officer signed the MOU.

The last sentence of the MRV MOU reads: "the following sign their names as officer or employees authorized to enter into this MOU and bind each party in a contractual relationship." This creates an ambiguity: Is the "contractual relationship" a contract? If so, a warrant-holding officer's signature may be necessary, irrespective of Federal Acquisition Regulations. Neither the financial management officer nor the consular officers can describe their responsibilities relating to the MOU. If problems arise, the obligations and protections for the officers who signed the MRV MOU appear unclear. Personal liability for the signing officers is not explicit nor is the enforceability of an MOU. The embassy's current financial management officer and consular officers are therefore reluctant to sign the MOU's renewal.

Recommendation 18: The Bureau of Consular Affairs, in cooperation with the Bureau of Resource Management, should establish whether a contract should replace the embassy's machine-readable visa memorandum of understanding and define the liabilities and obligations for officers signing machine-readable visa agreements. (Action: CA, in cooperation with RM)

Besides serving the general public, the consular section serves embassy employees and their families. At a few U.S. embassies, employees may go to the consular section's public service teller windows outside chancery hardlines during regular hours or at specific times. Embassy Nairobi's consular configuration creates an access problem for embassy employees because they must go outside the chancery, walk about 600 feet, and pass through a locked gate to get to the public service entrance. To lessen inconvenience, Nairobi's consular section permits embassy employees to enter its working space, where they sign in, wait, and then obtain services. This is not acceptable. CA management regulations prohibit anyone not working in the section, except the Ambassador, DCM, and security personnel from entering consular working spaces (Consular Management Handbook Chapter 6 - 653.5-2). Reasons include safeguarding sensitive materials, transparency, avoiding the appearance of impropriety, and protecting employees from undue influence. The consul general attempted to solve this problem, as in other chanceries, by installing a service window behind the hardline. This would allow efficient service for embassy staff while complying with CA directives. However, some embassy elements oppose this fine solution.

Recommendation 19: Embassy Nairobi should comply with Department directives to limit consular section access and install a teller window behind the hardline to serve embassy staff. (Action: Embassy Nairobi)

Management

Financial Management

The OIG team observed the monthly verification of the Class B cashier (b) (2) (b) (2)(b) (2)(b) (2) it conformed to regulation. The policy for embassy cashier operations has a 1999 date, and the OIG team made an informal recommendation to update it.

There are 21 sub-cashiers, and the OIG team made an informal recommendation to review the size of each sub-cashier's advance and the need for each sub-cashier. Some sub-cashiers rarely replenish their funds. All accommodation exchange is provided by the Commercial Bank of Africa, which has two teller windows on post. This service not only reduces the post's expense for cashier services but benefits LE staff, who can obtain banking services on-site. During the inspection, the OIG team noted that the consular cash was counted inside the cashier's office and out of sight of both parties. The post has directed that consular cash be counted when the consular staff member is outside the cashier window to ensure separation during the reconciliation.

ORE, representation, and travel vouchers were reviewed by the OIG team, and there were no problems. The post also plans to assess the use of some 67 blanket purchase agreements to determine that each is necessary.

General Services

The three general services officers, two facilities managers, two EFM housing coordinators, and many LE staff supervisors facilitate maintenance and implement sound management controls. The OIG team nevertheless identified shortfalls and addressed them in this report's functional sections. Specific areas in which management controls should be strengthened include: cash management in the customs and shipping section, quality control of outsourced vehicle maintenance, accountability of residential property, and proper close-out of purchase orders.

The GSO also could improve overall management controls by two other means. First, it could take fuller advantage of the process visibility that PASS administrative software allows. GSO sections already use the pass procurement, motor vehicle, nonexpendable/expendable property, maintenance work order, and real estate applications. All of these applications can generate reports and let managers view ongoing processes. PASS therefore can be a valuable management tool. Second, the GSO could take advantage of the Department-USAID administrative support consolidation to implement a quality management system such as International Standards Organization 9000:2001, which has control mechanisms. In addition, quality management systems include performance metrics and ensure continual improvement, both of which would benefit the GSO and its customers.

INFORMATION MANAGEMENT AND INFORMATION SECURITY

Embassy Nairobi maintains a comprehensive information management program to support its 734 users from 16 agencies and its two off-site locations. The information management officer and his staff provide excellent service to customers. Embassy Nairobi is also undergoing a virtual consolidation of information management services with USAID. The OIG team found several key areas requiring management attention, including the need for improvements in records management program, telephone system operations, and pouch and mail. The OIG team also reviewed the embassy's information program center operations. The results of that review are reported in the classified annex to this report.

Embassy Nairobi and USAID's information management staffs are preparing for the virtual consolidation of information management services, which includes combining staffs and operations for reproduction services, mailroom, post office, and telephone/switchboard. Communication and preparation for the consolidation by the respective local staffs is underway. However, progress towards consolidation of the information technology platforms will benefit from further guidance from Washington to address infrastructure, applications, staffing, staff training, and ICASS issues.

Embassy Nairobi does not perform daily audits of classified items within the classified mailroom. Audits of classified items should be performed to ensure that all items and security containers are accounted for. The OIG team made an informal recommendation that audits of classified items within the classified mailroom be performed in accordance with 5 FAH-10 H-711.1.

INFORMATION SYSTEM SECURITY

Embassy Nairobi does not have a records management program to effectively transfer, retire, or destroy official records. Instead each section within the embassy is left to destroy its own records. Department regulations require that the transferring, retiring, or destroying of official records be done according to the Department's records disposal schedule (State 011345 January 2005, 5 FAM 400, 5 FAH-4 H-300). Additionally, 5 FAM 414.5(b) designates the information management officer as the post records coordinator. The embassy's information technology management is relatively new and has not had time to coordinate with various embassy offices. The

information management officer or his designee should also be given training in their duties and responsibilities as post records coordinator. Failure to dispose of official records in a timely manner may hinder the preservation of these records according to Department guidance.

Recommendation 20: Embassy Nairobi should assure that its records are transferred, retired, or destroyed in accordance with the Department's records disposal schedule and that the post records coordinator receives training for his new responsibilities. (Action: Embassy Nairobi)

FORMAL RECOMMENDATIONS

- Recommendation 1:** Embassy Nairobi should request, and the Department should establish, a staff assistant position for the embassy's executive office. (Action: Embassy Nairobi, in coordination with AF and HR)
- Recommendation 2:** Embassy Nairobi should request, and the Department should establish at the FE-OC level, a position to head up the Somali unit under the authority of the chief of mission. (Action: Embassy Nairobi, in coordination with AF and HR)
- Recommendation 3:** Embassy Nairobi should request, and the Department should provide, a determination that the existing internship in the American Reference Center meets all Department regulations. (Action: Embassy Nairobi, in coordination with HR and IIP)
- Recommendation 4:** Embassy Nairobi should update its public affairs section grants files to make sure that each file includes a justification for the grant in terms of mission goals and a signed report on the results of the expenditure of the grant by the grantee. (Action: Embassy Nairobi)
- Recommendation 5:** Embassy Nairobi should review and as necessary rewrite all work requirements and position descriptions to reflect the current organization of the public affairs section. (Action: Embassy Nairobi)
- Recommendation 6:** Embassy Nairobi should develop a plan to bring the public affairs section into the mission reporting plan and have it produce analytic reporting cables on the Kenyan media and educational and cultural institutions. (Action: Embassy Nairobi)
- Recommendation 7:** Embassy Nairobi, in coordination with the Bureaus of African Affairs, Consular Affairs, and Overseas Buildings Operations, should develop plans and seek funds to improve the physical deficiencies in the waiting areas and workspace in the consular section. (Action: Embassy Nairobi, in coordination with AF, CA, and OBO)
- Recommendation 8:** The Bureau of Human Resources should make a decision on Embassy Nairobi's request for catastrophic medical coverage for locally employed staff at no cost to the U.S. government. (Action: HR)

- Recommendation 9:** Embassy Nairobi should coordinate with all sections and agencies at post to develop a plan for conducting a second computer-aided job evaluation of positions at post, this time using outside expertise. (Action: Embassy Nairobi)
- Recommendation 10:** Embassy Nairobi should develop and implement a preventive maintenance and quality control program for its motor vehicle fleet. (Action: Embassy Nairobi)
- Recommendation 11:** Embassy Nairobi should update its vehicle policy memorandum. (Action: Embassy Nairobi)
- Recommendation 12:** Embassy Nairobi should review its allocation of six International Cooperative Administrative Support Services vehicles regarding whether they were appropriately assigned to exclusive uses, such as home-to-office transportation, by regional security office personnel and, if necessary, procure these vehicles from the appropriate source. (Action: Embassy Nairobi)
- Recommendation 13:** Embassy Nairobi should install and implement the Post Administrative Software Suite procurement payment module, use it to close out purchase orders in a timely manner, and also close out previous fiscal year purchase orders by posting final invoice information to the files. (Action: Embassy Nairobi)
- Recommendation 14:** Embassy Nairobi should develop and implement a program that ensures that employees complete and return residential inventories in compliance with property accountability requirements. (Action: Embassy Nairobi)
- Recommendation 15:** Embassy Nairobi should identify, and the Bureau of Overseas Buildings Operations should fund, a suitable property for a logistics support facility for the embassy. (Action: Embassy Nairobi, in coordination with OBO)
- Recommendation 16:** Embassy Nairobi should work with the U.S. Agency for International Development to develop and implement an office space allocation plan that maximizes use of the chancery and annex buildings. (Action: Embassy Nairobi)
- Recommendation 17:** The Office of Medical Services should provide Embassy Nairobi with guidelines for timely follow-up and evaluation of the results of medical evacuations. (Action: M/MED)

Recommendation 18: The Bureau of Consular Affairs, in cooperation with the Bureau of Resource Management, should establish whether a contract should replace the embassy's machine-readable visa memorandum of understanding and define the liabilities and obligations for officers signing machine-readable visa agreements. (Action: CA, in cooperation with RM)

Recommendation 19: Embassy Nairobi should comply with Department directives to limit consular section access and install a teller window behind the hard-line to serve embassy staff. (Action: Embassy Nairobi)

Recommendation 20: Embassy Nairobi should assure that its records are transferred, retired, or destroyed in accordance with the Department's records disposal schedule and that the post records coordinator receives training for his new responsibilities. (Action: Embassy Nairobi)

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.

Public Affairs

Several offices of the mission are producing media clippings for distribution throughout the mission. Given the multiplicity of such services at the mission, in Washington, and on the Internet, the mission should consider what efforts are actually needed and original.

Informal Recommendation 1: Embassy Nairobi should assess the person-hours needed to produce its daily news clippings and media reports, how much overlap there is in the product, and the degree to which they are being used in the embassy community.

Other sections within the mission are not making use of the ARC's reference capacity.

Informal Recommendation 2: Embassy Nairobi's public affairs section should initiate an "in-reach" program to other sections and agencies within the mission to introduce them to the reference and program capabilities and available to them.

Many of the invitees to the ARC's public events, particularly students, may not have easy access to the national identification cards required by embassy guards to access these events.

Informal Recommendation 3: Embassy Nairobi's public affairs section and regional security office should find an acceptable solution to the question of which identification cards will be considered valid for access to public events.

The mission is using contact applications software contact recordkeeping. The ARC director and others at post believe that, for outreach and export of data, this is not the most efficient software system.

Informal Recommendation 4: Embassy Nairobi should gain input from the directors of other embassy information resource centers and from its protocol office and information systems center regarding whether there are better contact management software applications available that could allow all offices to share contacts and export data.

The Exchange Visitor Data Base is a unique and complex software application that is essential for staff who are sending grantees to the United States. However, PAS staffers have had only telephone training, are insecure in the use of the program, and report frequent errors and delays due to the inadequate training.

Informal Recommendation 5: Embassy Nairobi should request in-person training on the Exchange Visitor Data Base, perhaps inviting staff members from regional posts having similar concerns.

PAS staff members say they are not regularly made aware of the state of funding available for programs.

Informal Recommendation 6: Embassy Nairobi's public affairs officer should use his staff meetings, or periodic emails, to advise his senior staff of the status of their working budget, their I-bucks allotment, and their representational funds.

PAS is seen as having an absence of direction and strategic planning.

Informal Recommendation 7: Embassy Nairobi's public affairs officer should take advantage of the mission strategic plan process, and of the request for planning materials from the Bureau of African Affairs' public diplomacy office, to involve his American officers and senior locally employed staff in a series of meetings to plan and draft these responses, incorporating the input of all participants.

PAS is concerned about the pace of the clearance process required by the financial management center for processing travel orders for PAS grantees. LE staff representatives of the PAS and GSO offices have met to look for ways of facilitating operations.

Informal Recommendation 8: Embassy Nairobi's public affairs section and the financial management center should institutionalize their cooperation, reduce the number of clearances being considered, and provide for American officer participation and support for this process.

The motor pool procedure requires booking of vehicles to be done ten days in advance. PAS gets frequent demands on short notice to support visitor and ambas-

sadorial programs. A more flexible procedure is needed in which public affairs and general services officers participate in assuring that proper vehicles are assigned or that rental arrangements can be made.

Informal Recommendation 9: Embassy Nairobi's general services office and public affairs section should develop a procedure under which each, rather than just the motor pool dispatcher, decides whether the public affairs section uses taxi or motor pool vehicles in the case of urgent vehicle demands.

Consular Issues

Embassy Nairobi's consular files are not maintained in compliance with Records Management Handbook standards. Many items are obsolete. The TAGs system is not uniformly used.

Informal Recommendation 10: Embassy Nairobi's consular section should review its filed materials, properly arrange and identify them, and discard or destroy obsolete items.

The consular section has no disaster assistance handbook to guide action in cases involving mass-casualty catastrophes affecting American citizens.

Informal Recommendation 11: Embassy Nairobi's consular unit should prepare a Consular Disaster Assistance Handbook.

The consular section's LE and EFM staff experience minor performance-related stress.

Informal Recommendation 12: Embassy Nairobi's consular section should hold an off-site retreat involving persons with experience in cross-cultural sensitivity training.

Every consular section interview window has a panic button to summon security guards in emergencies. However, panic buttons have not been installed in the private consular offices or in the office used for interviews that is off the main chancery lobby.

Informal Recommendation 13: Embassy Nairobi's should install panic buttons in the private consular offices, the office used for interviews that is off the main chancery lobby, and other appropriate locations.

The consular section receives increasing numbers of visa applications from non-Kenyans, especially more Arabic and Somali speakers. Serving these applicants requires language skills.

Informal Recommendation 14: Embassy Nairobi's consular unit should monitor language usage as an indicator of the need for employees with foreign language skills.

Management Issues

There may be sections where management services could be improved because the ICASS 2005 survey was a generic one. A survey specific to the post's needs might be more useful in determining where improvements could be made.

Informal Recommendation 15: Embassy Nairobi should develop a site-specific survey to determine where services to customers of International Cooperative Administrative Support Services could be improved.

LE staff indicated, in almost every group interview and many individual complaints, that the LE staff committee meeting does not provide enough information on the consolidation between USAID and the Department.

Informal Recommendation 16: Post should update the locally employed staff committee, at its monthly meetings, on the status of consolidation.

The operation in Kisumu, where CDC and MRU have outreach programs, is growing. Operational demands there require more support from HR.

Informal Recommendation 17: Embassy Nairobi should make quarterly visits to Kisumu to provide human resource assistance.

Accurate position descriptions are required to properly complete the computer-aided job evaluations. However some supervisors lack the skills to assess and write position descriptions and do not know where to obtain resource materials on the subject.

Informal Recommendation 18: Embassy Nairobi's human resources office should assist supervisors who request assistance with writing accurate position descriptions.

The CAJE notification process appears incomplete. In the case of downgrades, the HR office does not advise the affected employee of the reason for the change or of the appeal process. The process also does not include a means to confirm receipt of the notification by the affected employee.

Informal Recommendation 19: Embassy Nairobi should establish a procedure to ensure locally employed staff are notified of any change arising from a computer-aided job evaluation, the reason for the change, and the existence of an appeal process, and it should maintain documents regarding the evaluation in the employee's folder in the human resources office.

The provision of ERR compensation is complex, and the staff is not sure of the ramifications of the personnel category.

Informal Recommendation 20: Embassy Nairobi should, using information provided by the Bureau of Human Resources, explain what an excepted rate range means in terms of compensation to locally employed staff serving under that rate.

The senior LE staff member in the finance office has spent eight years building a solid finance section after the decimation of that office during the 1998 bombing. This employee has stayed and worked through the mission's problems, a situation that is unique and for which the employee has not been singled out.

Informal Recommendation 21: Embassy Nairobi should request that the Bureau of Human Resources determine a suitable award to recognize this and other similar employees' commitment and competency.

Budget analyst positions have received CAJEs, but the evaluations did not always delineate the difference in complexity of their programs. The budget analysts for the ICASS budget, the analyst who handles the program budget, and the analyst for DS should receive new CAJEs upon completion of a revised position description.

Informal Recommendation 22: Embassy Nairobi should conduct new computer-aided job evaluations for the ICASS budget analyst position and for the program and Bureau of Diplomatic Security budget analyst positions.

The supervisory general services officer does not conduct regular meetings with the American and LE staff's section chiefs, which could be helpful in team building, coordination, and information dissemination.

Informal Recommendation 23: Embassy Nairobi's supervisory general services officer should schedule and conduct regular meetings with appropriate American and locally employed staff members.

The GSO's receiving clerk does not have an OpenNet Plus workstation in his work area. He must walk to a different building on the warehouse compound to access and enter information into the nonexpendable property application, a time-consum-

ing and inefficient process. Increasing ready access to the automated system would save time and increase efficiency.

Informal Recommendation 24: Embassy Nairobi should develop and implement a plan that gives the property receiving clerk ready access to a computer workstation and the nonexpendable property application.

The expendable supply clerk in the chancery uses a redundant system of Microsoft Excel spreadsheets to maintain his inventory, monitor minimum balances, and track issue/replenishment of items. The PASS stock control application, which is web-enabled and already in use at post, could eliminate this redundancy.

Informal Recommendation 25: Embassy Nairobi's chancery supply clerk should use the Post Administrative Software Suite's stock control application instead of spreadsheets to do inventory control and property accountability.

Post staff members are uncertain about the policies and procedures in the medical services unit regarding walk-ins, laboratory testing, and appointments.

Informal Recommendation 26: Embassy Nairobi should include specific guidelines on walk-ins, laboratory testing, and appointments in the welcome kit, the community liaison office, and the medical unit.

The administrative assistant in the medical unit takes payments for laboratory tests when the customer has the test taken in the medical unit. That assistant then coordinates payments with outside laboratories and performs a wide variety of administrative tasks.

Informal Recommendation 27: Embassy Nairobi should conduct a new computer-assisted job evaluation of the administrative assistant's position description to determine if the evaluation was correct.

Embassy Nairobi needs to update its cash operations management notice to include the new limit on cash advances and to specify how the interim advances are to be used. This action is required by 4 FAH-3H-399.4-2.

Informal Recommendation 28: Embassy Nairobi should update the embassy cash operations management notice.

The post has 21 sub-cashiers and some may not fully utilize the advance. Failure to use the advance ties up funds and breeds internal control issues, per 4FAH-3H-311.2a.(1).

Informal Recommendation 29: Embassy Nairobi should review the use of the sub-cashier advances and determine if there is a need for each.

Information Management and Information Security

Daily audits of classified items within the classified mailroom should assure proper accountability and disposition of these items.

Informal Recommendation 30: Embassy Nairobi should perform daily audits of classified items stored in the classified mailroom.

PRINCIPAL OFFICIALS

| | Name | Arrival Date |
|---------------------------------|---------------------------|---------------------|
| Ambassador | Michael E. Ranneberger | 08/06 |
| Deputy Chief of Mission | Pamela J. Slutz | 10/06 |
| Chiefs of Section: | | |
| Administrative | William R. Gaines | 05/05 |
| Consular | Richard Appleton | 08/06 |
| Political | Larry André Jr. | 08/06 |
| Economic | John F. Hoover | 08/04 |
| Public Affairs | Robert Kerr | 08/05 |
| Regional Security | Robert Whigham | 08/06 |
| Regional Affairs | Tom Moran | 01/07 |
| Financial Management | Tedla Yitna | 08/06 |
| Community liaison office | Martha Fleming | |
| 10/05 | | |
| General Services Office | Melissa A. Coskuner | 08/04 |
| Human Resources | Kelly Pare | 08/04 |
| Information Resource Management | Anthony Muse | 08/06 |
| Medical Unit | Lawrence Gernon | 08/06 |
| Other Agencies: | | |
| Foreign Agricultural Service | Kevin Smith | 09/04 |
| Department of Defense | Lt. Col. Scott Rutherford | 06/05 |
| Foreign Commercial Service | Edward Yagi | 08/04 |
| USAID | | |
| USAID/East Africa | Steven Haykin | 08/05 |
| PEPFAR | Cheryl Anderson | 11/04 |
| CDC | Warren Buckingham | 11/02 |
| Department of Homeland Security | Jonathan Mernin | 08/06 |
| | Linda Dougherty | 09/05 |

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|--|--------------------------|-------|
| Department of Justice | Ranganath Manthripragada | 05/06 |
| Federal Bureau of Investigation | Matteo Valles | 02/06 |
| KUSLO | Col Donald Zimmer | 06/03 |
| Combined Joint Task Force-Horn of Africa | DCR Ken Atkins | 02/07 |
| Library of Congress | Pamela Howard-Reguidin | 09/05 |
| MRU | Col. Sam Martin | 08/01 |
| Peace Corps | Kenneth Puvak | 01/07 |
| U.S. Permanent Mission to UN Environmental Program and UN Habitat | James Stewart | 09/06 |
| Voice of America | Alisha Ryu | 09/02 |

ABBREVIATIONS

| | |
|-------|---|
| AIDS | Acquired Immune Deficiency Syndrome |
| AC | American Corner |
| ACO | Accountable consular officer |
| AEA | American employees association |
| AF | Bureau of African Affairs |
| APP | American presence post |
| ARC | American Reference Center |
| BBG | Broadcasting Board of Governors |
| CA | Bureau of Consular Affairs |
| CAJE | Computer assisted job evaluation |
| CAO | Cultural affairs officer |
| CDC | Centers for Disease Control and Prevention |
| DCM | Deputy chief of mission |
| DS | Bureau of Diplomatic Security |
| DV | Diversity Visa |
| ECA | Bureau of Educational and Cultural Affairs |
| EEO | Equal Employment Opportunity |
| EFM | Eligible family member |
| ERR | Excepted rate range |
| EVDB | Exchange Visitor Data Base |
| FAR | Federal Acquisition Regulation |
| FWP | Federal Women's Program |
| GSO | General services office |
| HR | Bureau of Human Resources |
| ICASS | International Cooperative Administrative Support Services |
| IIP | Bureau of International Information Programs |

| | |
|--------|--|
| ISK | International School of Kenya |
| IV | Immigrant visa |
| KUSLO | Kenya-United States Liaison Office (Department of Defense) |
| LE | Locally employed |
| MOU | Memorandum of understanding |
| MPP | Mission Performance Plan |
| MRU | Medical research unit (Walter Reed) |
| MRV | Machine-readable visa |
| NIV | Nonimmigrant visa |
| OBO | Bureau of Overseas Buildings Operations |
| OIG | Office of Inspector General |
| OMS | Office management specialist |
| PAO | Public affairs officer |
| PAS | Public affairs section |
| PEPFAR | President's Emergency Plan for AIDS Relief |
| PRM | Bureau of Population, Refugees and Migration |
| RSO | Regional security officer |
| TDY | Temporary duty |
| UN | United Nations |
| USAID | U.S. Agency for International Development |

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