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

# Report of Inspection

## Embassy Maputo, Mozambique

Report Number ISP-I-09-05A, October 2008

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## **PURPOSE, SCOPE AND METHODOLOGY OF THE INSPECTION**

This inspection was conducted in accordance with the Quality Standards for Inspections, as issued by the President's Council on Integrity and Efficiency, and the Inspector's Handbook, as issued by the Office of Inspector General for the U.S. Department of State (Department) and the Broadcasting Board of Governors (BBG).

### **PURPOSE**

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

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

### **METHODOLOGY**

In conducting this inspection, the inspectors: reviewed pertinent records; as appropriate, circulated, reviewed, and compiled the results of survey instruments; conducted on-site interviews; and reviewed the substance of the report and its findings and recommendations with offices, individuals, organizations, and activities affected by this review.



**United States Department of State  
and the Broadcasting Board of Governors**

*Office of Inspector General*

PREFACE

This report was prepared by the Office of Inspector General (OIG) pursuant to the Inspector General Act of 1978, as amended, Section 209 of the Foreign Service Act of 1980, the Arms Control and Disarmament Amendments Act of 1987, and the Department of State and Related Agencies Appropriations Act, FY 1996. It is one of a series of audit, inspection, investigative, and special reports prepared by OIG periodically as part of its oversight responsibility with respect to the Department of State and the Broadcasting Board of Governors to identify and prevent fraud, waste, abuse, and mismanagement.

This report is the result of an assessment of the strengths and weaknesses of the office, post, or function under review. It is based on interviews with employees and officials of relevant agencies and institutions, direct observation, and a review of applicable documents.

The recommendations therein have been developed on the basis of the best knowledge available to the OIG, and have been discussed in draft with those responsible for implementation. It is my hope that these recommendations will result in more effective, efficient, and/or economical operations.

I express my appreciation to all of those who contributed to the preparation of this report.

A handwritten signature in black ink, appearing to read "H.W. Geisel".

Harold W. Geisel  
Acting Inspector General

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## KEY JUDGMENTS

- Although current leadership has achieved progress in instilling purposefulness and professionalism, the long hiatus between ambassadors at Embassy Maputo has come at a price; there is still a sense of drift in some areas.
- The chargé d'affaires has increasingly devoted his time and attention to the responsibilities normally carried out by the chief of mission. He has successfully restored the mission's reputation across the spectrum of Mozambican society, and within the resident diplomatic community.
- Embassy Maputo has been assiduous and successful in implementing programs that further transformational diplomacy.
- Interagency rivalries and jealousies diminish the overall effectiveness of the mission. The efforts to instill a "One Team, One Mission" approach is still more aspiration than fact. The physical separation of offices (and the marked differences in quality and comfort of those offices) poses management challenges that should be ameliorated upon occupancy of a new embassy compound (NEC) in about 2010.
- In terms of numbers of employees, Embassy Maputo has doubled since 1998. The management platform has not kept pace with program and staff growth. Deficiencies in the human resources management section require the attention of a long-term, temporary-duty human resources officer.
- It is presumed that the management section is expected to meet unrealistic expectations by customers unaccustomed to working in a difficult overseas environment. New management in the general services section and new initiatives in housing should result in fewer complaints. However, until there is more equity of housing among Department, the U.S. Agency for International Development (USAID), other agency American staff, and third country nationals, morale will continue to suffer.
- Embassy Maputo is commended for exemplary use of the talents of locally employed (LE) staff working in the political/economic spheres and at the warehouse. In some management units and the public affairs office, performance by some LE staff is less impressive.

The inspection took place in Washington, DC, between April 3 and 29, 2008, and in Maputo, Mozambique, between June 5 and 18, 2008. Ambassador David E. Zweifel (team leader), Dr. Louis A. McCall (deputy team leader), Andrea M. Leopold, Timothy Wildy, Robert W. Mustain, Jr., Barry Langevin, and Jeanne B. Nienhaus conducted the inspection.

## CONTEXT



In many respects, Mozambique is a transformational diplomacy success story. This country of 20 million people achieved independence from Portugal in 1975, but immediately thereafter was plunged into civil war. That 17-year conflict ended in 1992, and is fading into history. The concomitant experiment with radical socialism likewise is a thing of the past, eclipsed by an increasingly open and vibrant free market economy. Mozambique's economy has grown at an average of eight percent per year over

the past 10 years, one of the fastest rates in sub-Saharan Africa. Foreign investment, including that by American firms, is booming.<sup>1</sup> These positive indicators mask other less encouraging developments.

Politically, the post-independence governments have been the province of a single party, Frelimo. That control is deepening, and the record increasingly is of governance by a one-party oligarchy. The next presidential elections are scheduled for 2009, and few observers predict anything other than continuing Frelimo dominance. Embassy Maputo now ranks democracy and good governance as the first goal in its Mission Strategic Plan (MSP). The Office of Inspector General (OIG) team agrees this is conceptually appropriate. However, with limited resources available for relevant programs, the U.S. government's leverage is largely of a hortatory nature.

Global or at least pan-African factors are equally – perhaps more – troubling. Mozambique remains one of the poorest countries in the world with an annual per capita income of about \$350 dollars. In February 2008, an economically sound increase in charges for public transportation resulted in widespread, violent demonstrations. The government of Mozambique backed down. But political and social unrest are just below the surface, and many observers anticipate more turbulence in the months ahead.

<sup>1</sup> During the inspection, the Cargill Corporation announced a decision to invest \$10 million for cotton production in Mozambique; the embassy actively promoted this venture.



More recently, the xenophobic mayhem in South Africa spilled over with thousands of Mozambicans fleeing violence in that sometimes domineering neighboring country. Their homeland is ill prepared to cope with the returnees.<sup>2</sup> The country is far from self sufficient in production of foodstuffs, and the global crisis, in that respect, looms large. Finally, Mozambique has one of the world's highest incidences of both HIV/AIDS and malaria. The President's Emergency Plan for AIDS Relief (PEPFAR) (\$228 million in FY 2008) and President's Malaria Initiative (\$20 million in FY 2008) programs are the predominant elements of American assistance to Mozambique. Implementation of those programs is a source of interagency rivalries that present management challenges for the embassy.

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<sup>2</sup>The prospect of an influx of refugees from Zimbabwe is also of concern; the government of Mozambique has made few – if any – plans to deal with this contingency.

## EXECUTIVE DIRECTION

The last U.S. ambassador to Mozambique departed post in June 2006. A successor has been named, but confirmation languishes in the Senate. Whether or when an ambassador might arrive in Maputo is problematic. There is consensus in Washington and Maputo that this too long hiatus between ambassadors has been a negative factor in dealing with some of the issues confronting this mission.

In anticipation of a smoother, quicker Senate confirmation process, the assigned deputy chief of mission (DCM) on arrival in Maputo appropriately shied away from assuming too high a profile vis-à-vis the host government. However, the DCM's marching orders from the Bureau of African Affairs (AF) were direct and succinct: fix morale. On arrival in July 2007, Embassy Maputo was not a post where it was easy to fill assignment vacancies. As the chargé, the DCM has worked assiduously to turn that around. A testimony to progress is that five recently arrived Foreign Service officers have extended for a third year.

As it has become ever-more apparent that the next ambassador will not soon arrive, the chargé has focused much time and attention to restoring the "presence" of the mission in interaction with the host government and among the diplomatic community. The chargé quickly renewed acquaintanceships within the business community that were established during an earlier tour here. The chargé's access to the president, cabinet ministers, and other key decision makers in the Mozambican government is very good – for example, the chargé was one of four diplomats invited to accompany President Armando Guebeza on a six-day tour of northern Mozambique in February.

Among the challenges at Embassy Maputo: how to deal with a mission that is physically dispersed and riven with interagency rivalries and jealousies. Here, the chargé consistently has stressed a "One Team, One Mission" mantra. Accomplishing that goal is a work still in progress, but progress has been made.

Leadership and management at this mission merit – even require – more attention than can be met by the chargé alone. With AF's concurrence, the chargé asked the regional security officer (RSO) to take on the additional work as acting DCM. That was an unorthodox choice, but a good one. Without stinting on attention to the primary security work, the acting DCM has coordinated internal management of the embassy, freeing up the chargé to pursue interagency comity and dialogue with the government of Mozambique.

Finally, the OIG team draws attention to staffing issues. The acting DCM and the head of one agency will depart Maputo within two months after the inspection. Some of the recent arrivals are inexperienced in the jobs they are to perform. An unusual additional factor is that the chargé is outranked by the directors of the USAID and Millennium Challenge Corporation (MCC). The chargé has established good relationships with those officers, but at lower, working levels in some agencies there is an undercurrent that questions the chargé's authority.

## PROGRAM AND POLICY IMPLEMENTATION

### INTERAGENCY COORDINATION

In addition to the Department, five other U.S. government agencies comprise the mission at Maputo. Most of these are engaged in economic development. In FY 2008, American assistance totals over \$325 million. The bulk of this is allocated to the health sector, but USAID and MCC administer significant programs in land registration issues and agriculture. A robust Peace Corps program (115 volunteers) focuses on secondary education and PEPFAR programs. Under a 2007 compact with the MCC, Mozambique will receive \$507 million over the next five years. These funds will be channeled principally to infrastructure development, the projects chosen and implemented by the Mozambican government's Millennium Challenge Authority.

As shown in the resources table in this report, the inputs for U.S. development assistance are well defined. Less easily determined are the outcomes—the results of application of these funds. Certain goals have been established, notably in the most costly area of health programs. For example, several of the PEPFAR benchmarks have been met, but the ultimate impact in combating the HIV/AIDS pandemic is uncertain. The objective of sustainability (i.e., host government capacity to deal with the problem, and hence some sort of sunset for U.S. funding) is highly problematic.

Several mission entities have a stake in programs to prevent and treat HIV/AIDS. About two-thirds of the PEPFAR funding (approximately \$228 million in FY 2008) is channeled through USAID. About \$84 million is overseen by personnel from the Centers for Disease Control and Prevention (CDC). Lesser amounts take the form of small grants administered by the Peace Corps, the political/economic section, the public affairs section (PAS), and the Defense attaché's office.

The chargé convokes a weekly health principals meeting, the purpose of which is to coordinate these overall efforts relating to health issues. Members of the OIG team observed one of these sessions. There was a seemingly open exchange of information among the participants (the Defense attaché office, PAS, and political/economic sections are not represented). However, in separate conversations, it

was apparent that interagency rivalries and competition are ever present. Edges are particularly sharp between USAID and CDC, the former a long-established foreign affairs agency, the latter still new to working in overseas missions.

On occasion, the post has been blindsided by projects of nonresident U.S. government agencies that did not brief the mission on their Washington-developed plans and sometimes multi-million dollar commitments. The embassy has either learned second hand and late, or only when country clearance requests have been received.<sup>3</sup> Such lack of coordination and communication, while not the fault of the mission, is a challenge for maintaining strategic planning priorities and taking full advantage of public diplomacy opportunities. The chargé has made good progress in fostering freer interagency dialogue, but the absence of a full-fledged ambassador is most apparent in dealing with issues such as this.

Other factors that roil interagency coordination and cooperation relate primarily to comparisons between office spaces (very good for USAID, CDC, and MCC, considerably less comfortable for those at the chancery and adjacent annexes) and housing. Amelioration of jealousies over office space will come only upon collocation of all mission elements, other than the Peace Corps, in the NEC. The housing issues are discussed elsewhere in this report.



*Entrance at USAID/MCC Annex*



*Entrance at Chancery*

## POST REPORTING AND ADVOCACY

### Transformational Diplomacy

The work of Embassy Maputo is a graphic illustration of transformational diplomacy, whether through the chargé coordinated efforts of the resident and nonresi-

<sup>3</sup> A case in point: the U.S. Department of Agriculture's \$20 million, five-year project to build a "One World University" north of Maputo.

dent agencies or through the Department's direct efforts. Mozambique is benefiting significantly due to these efforts.

The chargé reviewed the concept of transformational diplomacy at all-hands town hall meetings in August 2007, and at the end of the year. The MSP, USAID planning documents, and MCC's country operations plan all have indicators to measure progress in transforming Mozambique. In addition, there is anecdotal and historical evidence of the mission's collective impact. For example, the mission rightfully takes credit for the outcome that produced the only antitrafficking-in-persons legislation in Southern Africa. At the time of independence from Portugal, few citizens had more than four years of education. Adult literacy rates are still low (about 38 percent), but there has been improvement. Since independence, there have been four national elections. The society is one of multiethnic and religious tolerance. There is a record of steady economic growth. The Mozambican president has visited the United States more often than he has traveled to any other non-African country.

These advances have not occurred overnight, nor can Embassy Maputo claim all the credit. However, the mission merits plaudits for its contribution to advancements. Efforts continue to maintain gains and achieve other successes including goals outlined in the MSP.

The officers in the political/economic section devote approximately 22 percent of their time advancing transformational diplomacy objectives. Each of the officers is involved in some oversight of nearly \$15 million in grants. The section chief, another officer in the section, and the public affairs officer (PAO) have all had training in the management of overseas grants. The desire and need to do traditional required reports and discretionary reporting, as well as keeping Washington informed with spot reporting on developments such as the instability resulting from bus fare hikes early in 2008, have tested and stressed the section. Following are subsections of the report and informal recommendations address solutions.

**Grant Oversight and End Use Monitoring by Department Elements of the Mission**

U.S. Department of Agriculture Support to Child Nutrition, Health, Agricultural Capacity Building	\$5.4 million (FY 2008 estimate of 5 year program)
President's Emergency Plan for AIDs Relief (PEPFAR)	\$5 million
U.S. Department of Labor protection against child labor	\$1 million per year (3 year program)
State Department Humanitarian de-mining	\$1 million
State Department Border Security and Anti-Terrorism	\$400,000
Department of State Anti-trafficking in Persons	\$300,000
Ambassadors Special Self-help fund	\$90,000
Democracy and Human Rights Fund	\$76,000 (pending, not yet approved)
Business Facilitation Incentive Fund	\$15,000
State Department Taft Refugee Fund	\$35,000 (pending, not yet approved)
State Department Democracy and Governance Fund	\$500,000 (proposal, not yet approved)

Source: Embassy Maputo for FY 2008

Overall U.S. government assistance levels for Mozambique in FY 2006 were \$306.9 million, as follows:

Department of State	\$129,521,780
Department of Agriculture	45,034,379
USAID	99,498,497
Millennium Challenge Corporation	21,368,471
Department of Health and Human Services	4,637,168
Department of Defense <sup>4</sup>	522,102
Other (Executive Office of the President; Peace Corps, etc.)	6,318,427
<b>Total</b>	<b>\$306,900,824</b>

Source: USAID Economic Analysis and Data Services Project as of April 18, 2008

As noted earlier in this report, the amounts for FY 2007 are over \$325 million, exclusive of the \$508 million, five-year commitment under the MCC compact.

## Political Section

The political portfolio is shared by the section chief, two entry-level officers, and an experienced LE staff political assistant. In addition to contact and reporting

<sup>4</sup> \$490 million of the Department of Defense total in FY 2006 was for military assistance. The balance was PEPFAR related.

work, each of the officers has grants management responsibilities, discussed under transformational diplomacy in this report.

The section has produced an impressive array of analytical and spot reporting in addition to required annual reports that consume a significant amount of time. There is a reporting plan, and each officer has a clearly defined list of topics for which she or he is responsible. All officers are encouraged to develop contacts and pursue issues they deem important. At the same time, these officers appreciate the direction and feedback they receive from both the section chief and chargé. The quality of reporting is very good and well sourced. For example, the OIG team particularly commends reporting on the return of Mozambicans from South Africa after recent violence there, as well as reporting relative to riots earlier this year protesting increases in fuel prices.

Embassy Maputo drew special praise from the Department's Office of Trafficking in Persons for reporting on trafficking-in-persons issues and advocacy for the recently passed trafficking-in-persons legislation, the first of its kind in the region.

The Mozambican government retains many of the characteristics of its Marxist past, including secrecy, reluctance to devolve authority, and closely monitored contacts. Despite this, the embassy has developed a wide range of contacts. Notably, the chargé, accompanied by political section officers, recently hosted a luncheon for the leader of the opposition Renamo Party.

The LE political assistant has been particularly effective in reaching out to a broad range of contacts not usually open to the American officers, including those in areas remote from Maputo. A recent report from the area immediately around the major border crossing with South Africa is a case in point. His reporting is cogent and well written; it amplifies that of the officers and fills important gaps that would otherwise go unreported. The section is to be commended for recognizing and employing his skills.

## Economic/Commercial

Embassy Maputo does an excellent job with limited resources on economic/commercial issues. One full-time entry-level officer, working out of cone, and a talented, well-connected, highly motivated LE staff person carry the load. The political/economic section chief, an economic cone officer, devotes most of his attention to his political portfolio but adds experience and helps when necessary on economic issues. Another entry-level political officer is also the environment, science, technology, and health (ESTH) officer, which includes reporting on bio-fuel developments in Mozambique and a wide variety of other ESTH issues.



The section has a close collaborative relationship with other agencies at post on crosscutting issues. The section works with USAID on economic growth issues and with temporary duty experts from the Department of Treasury on tax policy and revenue issues.<sup>5</sup> The same applies with CDC on health matters and with nonresident agencies such as the Departments of Commerce and Agriculture. The section also works well with the PAS to publicize the work the U.S. government is doing to promote prosperity in Mozambique. The U.S. government is the foremost donor nation in Mozambique. Other donor nations provide direct budget support that funds 55 percent of Mozambique's national budget. The economic/commercial staff can take credit for solidifying relationships and keeping progress on track.

One area that has lacked attention, because of other priorities, is getting Mozambique to take greater advantage of opportunities under the African Growth and Opportunity Act (AGOA) of 2000.<sup>6</sup> The section is not staffed to make a difference in that area, and as a country that is focusing more on extractive mega-industries the immediate future for improvement in Mozambique's capturing AGOA opportunities is not bright. In 2006, only \$900,000 was exported to the United States under AGOA (sugar, cashew nuts, and apparel). There is also unfinished business for the embassy in energizing the trade and investment framework agreement with the government of Mozambique, negotiating an open-skies agreement, and engaging the government of Mozambique on the issue of official corruption, on which the record of the host government is mixed.

The section deserves high praise for organizing a trade and investment seminar in Maputo to take place immediately following the inspection. Numerous national and international firms have registered for the event. The section, working together with the chargé, has nurtured the relationship with the local Mozambican-American Chamber of Commerce and has worked to get the Chamber accredited to the U.S. American Chamber of Commerce in Washington, DC. However, there was frustration that the section may not be staffed to follow up completely with the participants at the trade and investment event. Not having an eligible family member (EFM) office management specialist (OMS) in place, and the necessity for the economic/commercial officer to fill in as back-up consular officer after the seminar are not helpful, but are typical of the challenges faced by the economic/commercial officer.

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<sup>5</sup> The current emphasis is on an audit of extractive industries (for example, coal, gas, and petroleum) and those involved in import and processing of petroleum products. This involves working as advisors on site with Mozambican officials and doing capacity building

<sup>6</sup> Title I of the Trade and Development Act of 2000, Pub. L. No. 106-200.

The OIG team does not support the request in the FY 2010 MSP for an additional economic/commercial officer, but some adjustments are in order to relieve officers of some of the grants management burden in the combined section, increase OMS assistance, provide more productive time to the officers, and rebalance portfolios to provide more coverage of economic/commercial issues. The OIG team made several informal recommendations to address these issues.

Embassy Maputo has been very proactive on ESTH issues including reporting on ESTH issues like bio-fuels and Chinese activities in logging that are contributing to deforestation. The section's reporting has been supplemented by reports from the regional ESTH officer based in Gaborone, Botswana. The section is working toward placing an Embassy Science Fellow with the government of Mozambique in FY 2008. In addition, Embassy Maputo has sponsored both Cochrane (FY 2009) and Borlaug Fellows (FY 2008 or FY 2009) on environmental-related topics.

## PUBLIC DIPLOMACY

The PAS is generously staffed with two officers (one departed post just prior to the inspection) and 10 LE staff. The section is located in a separate small compound on a busy street in the central part of Maputo. The strength of the public affairs outreach effort is the PAO and the chargé, both of whom have a strong command of Portuguese, and make the most of media opportunities. The PAS is in the process of reinvigorating a mission speakers' bureau for outreach in the Maputo Province area. Other officers with good Portuguese language skills have volunteered to participate. Non-Portuguese speaking employees have also been used as speakers.

Part of the heritage of the colonial experience in Mozambique is the weakness of the human resources pool. Even now there is only 38 percent adult literacy. In a hopeful change, the last four PAS local hires have all had college degrees. They are the first college-educated LE staff in the section. Overall, performance by the PAS LE staff is weak. The PAO was able to remove one under-performing long-time LE employee.

## Information Resources Center

The information resources center, with over 60 daily visitors on nonpress days and 10,000 visitors a year, is fully utilized by university and high school students that use the 12 public access Internet terminals in the center. In a special outreach to journalists the PAS has closed the center to the general public twice a week for many

years and restricted itself to working with journalists. The government of Mozambique created a new position of government spokesperson. The PAS moved quickly to reach out to the new spokesperson and sent him to the United States as a voluntary visitor to New York City and Washington, DC, where he was able to sit in on UN, White House, and Department daily press briefings and have a program at the Foreign Press Center in Washington, DC. The effort has paid dividends in terms of a close relationship with a pro-U.S. spokesperson.

## American Corners

The information resources center director spends a good portion of his time as the mission webmaster. His time spent as webmaster has not harmed his pursuit of his other duties, which include working with the American Corners. There are two American Corners, one in central Maputo and one in the north in Nampula. The chargé, the consular officer, Fulbright Fellows, and U.S. speakers have conducted several programs at the Nampula American Corner. The American Corner in Maputo is virtually moribund and has been so for years. However, it will be relocated soon to a newly constructed university library that will provide a much needed programming point in central Maputo. The PAS has new resources for that American Corner in storage that will be provided once the relocation is completed as expected in the summer of 2008. This is important so that by the time the PAS becomes collocated at the NEC in 2012, it will have built up a pattern of programming from the venue provided by that American Corner. This would help to mitigate a feared fall off in public access at the NEC.

## Embassy Newsletter

In March 2008, Embassy Maputo debuted an impressive glossy full color newsletter *Estamos Juntos*.<sup>7</sup> The newsletter, published in Portuguese, is a collaborative interagency effort with a focus on mission activities. It also adapts and uses some material from the Department's America.gov website.<sup>8</sup> Agencies at post provide stories, the PAO does the coordination and handles the printing, while the USAID outreach coordinator does the graphics. The newsletter goes to the press and to all partners. It is also available on the mission website and is a good way to get out the message of what the American people, through the agencies at the mission, are doing for the people of Mozambique.

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<sup>7</sup> Found at [http://maputo.usembassy.gov/uploads/images/YVR2obsfC72D1\\_A3j5ScGw/estamosjuntos.pdf](http://maputo.usembassy.gov/uploads/images/YVR2obsfC72D1_A3j5ScGw/estamosjuntos.pdf) and last visited May 15, 2008.

<sup>8</sup> Found at [www.America.gov](http://www.America.gov).

## Assisting the Voice of America

The PAS has provided significant assistance in maintaining contacts with Voice of America affiliates in Mozambique. This includes making sure materials reach those affiliates and forwarding mail to Washington, DC that is addressed to Voice of America's Portuguese to Africa Service. Without this assistance, it is unlikely that very many Mozambicans would write to the Voice of America, considering the expense of sending mail from Mozambique to the United States given the low per capita income.

## Interagency Coordination of Public Diplomacy and Getting the President's Emergency Program for AIDS Relief Message Out

Interagency public diplomacy is good, but could be further improved. For example, MCC had an event in the spring that the chargé spoke at, but the PAO didn't know about it until afterwards. Other embassy officers told the OIG team that they believe some public diplomacy opportunities have been missed. There is no mission calendar, and the lack of one appears to be a factor in weaker-than-desired coordination. The OIG team made an informal recommendation for the establishment and maintenance of a mission calendar.

The PAO is the focal point for public diplomacy coordination. PAS staff will soon include a PEPFAR public outreach/communications specialist. USAID has its own outreach coordinator, and the rapidly expanding CDC plans on bringing on its own outreach coordinator. The USAID outreach coordinator occasionally attends PAS staff meetings. The PAO rarely attends USAID staff meetings, but is in close daily contact with the USAID outreach coordinator. Their relationship is good. In 2006, the PAO attended the USAID Development, Outreach, and Coordination conference held in Pretoria, South Africa.

The PAO chairs a PEPFAR public outreach/communications working group. The soon-to-be-hired PEPFAR public outreach/communications specialist will participate. The working group includes the USAID outreach coordinator and a representative from CDC. The Department of Defense has a PEPFAR staff person at post who does not attend the working group meeting, but is in e-mail contact with the group.

The mission strives for common branding that accentuates the fact that all U.S. government assistance is from the American people. Each agency has its own logo and sometimes conflicting agency guidance on logo use requirements. In its worst

manifestation, it is reported that a few years ago at one President's Malaria Initiative event, the local people thought the program was the Mozambican president's initiative. That no longer occurs.

## Muslim Outreach

Maputo is located at the very southern tip of Mozambique. The major Muslim population concentration is in the north, an area dominated by the opposition party, Renamo. PAS outreach to the Muslim population includes identifying Muslim candidates for exchange visitor programs and conducting outreach to mosques and schools with a heavy balance on Muslim religious curriculum.

## CONSULAR

The consular section is physically small, both in staff size and in workload volume. The FS-03 consul, who has been at post for nine months, is assisted by two LE staff. The section is efficient, effective, and operates in keeping with Department guidelines. The embassy currently has three officers approved as back-up consular officers. The consular district is twice the size of California, with a 1,800 mile long coast. Communications and travel are difficult, and the coverage is exacerbated by Maputo's location at the extreme southern tip of the country.

Consular offices are located immediately adjacent to the main entrance to the chancery, outside the hardline. The section shares a common waiting area with the rest of the embassy. Entrance is through the main embassy CAC. The work space consists of the consul's office and the adjacent room which has one interview window and desks for the LE staff. Access to the section is controlled by a cypher lock and limited to appropriate personnel. There is no privacy booth and no cashier booth. When in the office, the consul has very limited line-of-sight supervision of the consular assistant. When in the shared work space they are virtually on top of each other. Access to classified materials is not a problem, and storage for the small number of accountable supplies is adequate.

Work is scheduled to begin on a NEC in 2009, but relocation is at least three, and possibly four years away. In the meantime, some planning was done in the past to install a second interview window. There is space for this, and crowding in the workroom would be no worse than at present. The operation of the section is seriously impeded by lack of the second window as the LE staff and the consul must

alternate, including logging on and off the single terminal. While the workload is currently light, it is growing and will soon make this arrangement even more unsatisfactory.

**Recommendation 1:** Embassy Maputo, in coordination with the Bureau of Consular Affairs, Overseas Buildings Operations, Diplomatic Security, and African Affairs, should install a second teller window in the consular section. (Action: Embassy Maputo, in coordination with CA, OBO, DS, and AF)

The acting DCM supervises the consul and reviews nonimmigrant visa issuances and refusals as required. The chargé meets weekly with the consul. The consul has adequate representational funds that are used appropriately. The consul also participates as an observer in the meetings of the consular officers from the European countries in the Shengen visa zone.

The consular pages of the embassy website are adequate, but do not meet current Department standards. The OIG team made an informal recommendation to address this. The consular section of the duty book is up to date. The consul gives a regular briefing on duty officer responsibilities to relevant new arrivals.

Two FSN-7 consular assistants divide the work of the section. One, employed in the section for 15 years, has primary responsibility for American citizens services, is the consular cashier, and backs up the second LE staffer in visa work. The second LE staffer is primarily responsible for visa processing, backs up a colleague in American citizens services, and acts as alternate cashier. Each has a separate cash box. The senior consular assistant has not completed any of the current Foreign Service Institute correspondence courses. The consul has added this to the senior consultant assistant's work requirements. The second LE staffer is working to complete the basic correspondence course at this time.

There is no cashier booth, and the automated cash register system terminal is at the single teller window. Currently there is no arrangement for offsite collection of the visa application fee. This adds to the overlapping functions performed at this window and requires handling far more cash than is necessary. Post has not sought an agreement with a local bank although there are banks in Maputo capable of this function.

**Recommendation 2:** Embassy Maputo should identify a bank willing to collect the visa application fee and submit a relevant memorandum of understanding for approval by the Bureau of Consular Affairs and the Office of the Legal Adviser. (Action: Embassy Maputo, in coordination with CA and L)

Daily accounts are up to date, and unannounced cash counts are performed quarterly. The embassy currently accepts payment for consular services only in cash, but has requested authorization to accept payment by credit card. Credit card visa fee collection would not only reduce the cash in the section but also would significantly assist provision of services to American citizens outside the city of Maputo. Embassy Maputo has requested Department authorization to allow use of credit or debit cards for payment of consular services.

**Recommendation 3:** The Bureau of Consular Affairs should approve the proposal to allow the use of credit or debit cards for the payment of consular fees at Embassy Maputo. (Action: CA)

## Nonimmigrant Visas

The nonimmigrant visa workload is about 1,200 cases per year, but is increasing. A significant percentage of the cases are diplomatic and official visas and applicants sponsored by U.S. government entities. Visa interviews are scheduled two mornings each week using the online appointment system. All applications are completed online. There is no significant waiting period for appointments. However, the application process is unnecessarily complex because intake must be completed for all the day's applicants at the window before the consul can begin interviewing. Intake and interviews can be interrupted by requests for emergency American citizens services or by applicants returning to the window with questions or documents. At times, the consul and both consular assistants are clustered at the window signing on and off the terminal or the automated cash register system terminal and speaking to applicants. Fraud is minimal, and the refusal rate is approximately 13 percent. Third country national applications are predominantly from South Africa and Zimbabwe. Zimbabwean refusals have increased recently. The consul is the designated fraud prevention officer, and one consular assistant is putting together a basic fraud prevention unit. The post is conducting a validation study on issuances from last year. Although the study is not complete, only one overstay has been discovered. Visas Viper reporting is current.

## Immigrant Visas

Consulate General Johannesburg processes immigrant visas for Mozambique. Embassy Maputo accepts a limited number of petitions and forwards them to the Department of Homeland Security representative in Johannesburg for adjudication. The post has had no requests for special immigrant visas recently, but has no procedure in place should a request be made. The OIG team made an informal recommendation to address this.

A panel doctor is in place, but the post is in the process of designating a new panel physician and is doing so in compliance with regulations.

## American Citizen Services

An approximately 1,000-1,200 American citizens reside in Mozambique, about half in Maputo. More than 700 are registered. Most resident Americans are missionaries, or are affiliated with a nongovernmental organization or government agency. The warden system is in place, but the embassy is seeking additional wardens. Wardens can be reached by telephone or e-mail. Online registration is encouraged, but many Americans register when they visit the consular section.

Most Americans come to Mozambique on official travel or on business. The tourist volume is small but growing. There have been no arrest, financial assistance, or death cases in the last year. No Americans are currently incarcerated. Most services are replacement passports, extra passport pages, and notarials.

The embassy newsletter was distributed to the larger American community until recently when this practice was discontinued for security reasons. The consul now writes an American community e-gram which is distributed by e-mail to registered Americans and is also available on the embassy website. The embassy has received a very positive response to this outreach program.



**Best Practice: Internet Newsletter for Resident American Citizens**

**Issue:** Mozambique is similar to other posts in Africa with a relatively small but stable American citizen population and the majority of them live outside the capital. The embassy newsletter was distributed to registered Americans who provided an e-mail address. This practice was discontinued for security reasons.

**Response:** The consul has begun writing a monthly newsletter directed to the American resident population with information on issues like voting assistance and other items of use. The newsletter is also posted on the embassy website.

**Result:** The embassy is able to inform the American residents of important information and embassy visits effectively and at no additional cost. American citizens feel more in touch with the mission and better served.

Travel outside Maputo is expensive, time consuming, and difficult. The consul has gone north to hold a town hall meeting in Nampula and has traveled to Beira, Nampula, and Pemba with the Canadian consul to hold town meetings and perform American citizens services. The consul is trying to plan another trip to towns near the Zimbabwean border and to cross into Zimbabwe to talk with Americans living there who might be potential refugees. When performing services on these trips, the consul must collect the fees in cash and carry them to Maputo. These services could be paid for by credit card, if it was authorized, and greatly reduce the risk. Other embassy officers also travel outside Maputo, and they could also accept passport applications or perform notarials during their travels by collecting the fees by credit card. The OIG team made an informal recommendation to address this.

Relations with Mozambique officials and the bureaucracy are difficult. Visits to facilities such as the morgue or hospitals have to be requested by diplomatic note, and replies are often never received. Access to medical facilities and competent doctors are particularly problematic. Relations with the border police and national police are generally good. The post has current lists of doctors and lawyers and other useful information for American citizens.

The consul is actively involved in the emergency action committee and has developed a spreadsheet of individuals and organizations outside Maputo with skills or resources such as airplanes, boats, or four-wheel drive vehicles that would be useful in emergency situations.

## RESOURCE MANAGEMENT

Embassy Maputo's management section has been expected to meet unrealistic expectations from customers who are unaccustomed to the rigors of an overseas environment at a hardship post. The designation as a 25 percent hardship post does not adequately describe the difficulties Embassy Maputo experiences in obtaining goods and services, recruiting capable administrative staff, and finding suitable housing that meets size and cost requirements. There are continuing problems in human resource management and general service office responsiveness that are being addressed by adding new staff and training others. The information management office gets high marks, although differences between the Department's and other agencies' systems makes the job difficult and time consuming. Efforts to remedy deficiencies in housing make-ready outcomes are underway. The management section will implement the new, uniform International Cooperative Administrative Support Services (ICASS) standards which should further dispel notions that the section is unresponsive. USAID resists consolidation planning and has not combined staff where the outcomes could save money for the U.S. government.

<b>Agency</b>	<b>U.S. Direct-Hire Staff</b>	<b>U.S. Local-Hire Staff</b>	<b>Total Staff</b>	<b>Funding FY 2008</b>
Diplomatic and Consular Programs	14	10	24	891,700
ICASS	4	73	77	2,902,000
Public Diplomacy	2	10	12	399,500
Diplomatic Security	1	14	15	829,600
Marine Security Guard Representation	6	4	10	107,400
OBO	1		1	730,000
Defense Attaché Office	3	2	5	231,300
USAID	12	94	106	unavailable
CDC	6	21	27	5,453,000
MCC	1	3	4	692,000
Peace Corps	3	3	6	3,827,000
<b>Total</b>	<b>53</b>	<b>234</b>	<b>287</b>	<b>not additive</b>

Growth in USAID, CDC, and MCC has had a large impact on the management sections which have not grown proportionately. To reduce complaints about make-ready deficiencies, an EFM will serve as the customer service coordinator. Additional staff in the general services office and other management sections should ameliorate service delivery, enable the mission to adhere more closely to requirements, and improve customer satisfaction.

## RIGHTSIZING

Embassy Maputo's 2008 rightsizing report indicated total mission staffing would be 397 positions: 300 desk positions and 97 nondesk positions. The forecasted desk positions include: 83 U.S. direct-hire and 217 local staff. Although the embassy predicts staffing will continue to increase, the NEC will be built to accommodate 397 positions. USAID and CDC also believe growth is likely to be greater than forecasted in the rightsizing study.

The health-related portion of the development assistance portfolio has turned this bilateral mission into a medium-sized embassy. Over a five-year period, staffing increases for other agencies were readily approved with little recognition of the need for ICASS support. USAID had autonomy, its separate management platform, and generous funding. Consequently, the embassy's management platform did not grow.

The National Security Decision Directive (NSDD)-38 files should include analysis weighing the cost versus benefit of staffing increases. These guidelines stipulate that all administrative support issues, security issues, office and residential space issues, and training issues should be included and considered in the decision making process. The NSDD-38 files the OIG team reviewed included little analysis about the effect of staffing increases on the management section. Most of these files only included the initial set-up costs to support a position. The present management officer fully understands the requirements and has begun to include all the needed information for the chief of mission review.

Prior ambassadors did not fully consider the impact of other agency staffing increases on the management section, in this case the CDC. Consequently, there were too few ICASS staff to support this growth.

**Recommendation 4:** Embassy Maputo should follow National Security Decision Directive-38 guidelines to perform and document a comprehensive analysis of both programmatic and administrative requirements, including administrative support, security, residential, and training cost issues and use the information prior to deciding on requests to increase personnel. (Action: Embassy Maputo)

## Consolidation of Duplicative Administrative Platforms

Department guidance states that posts anticipating Department and USAID collocation on NECs in FY 2011 or later should develop plans, to consolidate agreed upon administrative services. The key to these plans is gaining efficiencies and eliminating duplicative platforms and staff. At the time of the inspection, there were no plans to consolidate administrative functions because of USAID's reluctance to consider consolidation options and alternatives.

## HOUSING

The U.S. government-owned ambassador's residence is conveniently located, facing the Indian Ocean on a lovely street. However, the residence is inadequate for representational events. The embassy has about \$90,000 in funding to renovate the backyard and the kitchen; however, these enhancements will not fully address the residence's adequacy as a chief of mission's residence. The OIG team agrees with the Bureau of Overseas Buildings Operations' (OBO's) suggestion to convert this residence to a DCM residence and encourages the embassy to locate an alternative chief of mission residence.

The OIG team observed mismatched, shabby, and worn furniture throughout the residence. It has not had a refresh from OBO's Interiors and Furnishings Division in about 10 years. Whether the residence is converted to a DCM residence or remains a chief of mission residence, it is time for renewal.

**Recommendation 5:** Embassy Maputo should request, and the Bureau of Overseas Buildings Operations should perform, a full furniture and furnishings renewal at the chief of mission residence in Maputo, Mozambique. (Action: Embassy Maputo, in coordination with OBO)

The present DCM residence is even less appropriate for representational events. Further, as OBO notes, it will be surrounded by commercial office buildings when the current chancery moves to the NEC. Additionally, it needs extensive and costly renovation. The landlord wants the embassy to pay about \$65,000 for this work. The cost of the lease is expected to increase considerably as well. The OIG team agrees with OBO's suggestion not to renew the short-term lease, noting that this decision is predicated on the embassy's finding a new chief of mission residence and converting the present one to a DCM residence.

## Miramar Compound

Housing board meetings are contentious because of marked differences between USAID houses located on the Miramar compound and other U.S. government-owned and leased housing. The effect on morale is discussed elsewhere in the report. The Miramar compound houses provide more space than specified in 15 FAM 237 exhibits for space standards. These houses have patios and large barbeque pits. The compound has a central, safe, grassy area where children can play. However, many occupants are couples without children, and some are third-country nationals. To date, all occupants are USAID employees.

A 1988 grant agreement between the government of Mozambique and USAID/Mozambique<sup>9</sup> permitted USAID to occupy and manage 12 government of Mozambique-owned residences in Miramar until the railroad project was completed in 1993. The houses specified in the original agreement were to be used exclusively by USAID technical personnel for 10 years. Additionally, the parties agreed, in writing, that USAID was to use project funds for the housing, and the government of Mozambique would provide adequate housing sites and utility installation.

A second amendment to the original agreement/Project Implementation Letter number 134, dated December 11, 2001, between the USAID Mission Director and the Minister of Transport and Communications "reserves the housing for the use of USAID personnel until such time as USAID informs the Ministry in writing that it no longer needs the housing to support USAID's development program in Mozambique. USAID will maintain the houses, grounds, and access road, which will remain the property of the Government of Mozambique." Based on that agreement, USAID spent \$4 million on renovations and upgrades on the property. The December 2001 letter also notes that the USAID program had grown and the focus shifted

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<sup>9</sup> USAID Project number 690-0247.56, assistance to improve the capacity, capability and operational efficiency of Mozambique's rail transport system.

to sustainable development, meaning the houses would be needed beyond December 2007. Again, the statement: “USAID will maintain the houses, grounds, and access road, which will remain the property of the GOM”.

USAID continues to manage these properties and determine assignments to them, with interagency housing board agreement. Maputo cable 01435, dated November 2006, requested the Bureau of Administration’s Office of Management, AF’s Executive Office and Office of Southern African Affairs to determine whether these Miramar houses must be combined into the interagency pool. If these residences can or should be combined into the pool, the cable states that post would need to seek to amend the Project Implementation Letter to replace USAID personnel with U.S. government personnel. The cable states, “We do not know whether the GOM would be willing to do this.”

In response, Department cable 10669, dated March 2007 acknowledged that the residences are owned by the government of Mozambique and should be considered USAID/government-owned, long-term leased properties. The message obscures, rather than clarifies ownership. Furthermore, the response did not address whether the houses should be combined into an interagency housing pool, whether other U.S. government personnel could be assigned to them, and whether the project implementation letter should be amended.

A draft June 2008 memorandum between USAID/ Mozambique and Embassy Maputo sets aside four houses in the Miramar compound to be assigned to qualified U.S. government personnel with families. This internal memorandum appears inconsistent with the terms under which USAID has access to Miramar. Further, the embassy-USAID memorandum requires that equivalent housing be provided to USAID staff on the economy. That point is difficult because the Miramar housing is oversized for most USAID staff, and lease costs would exceed OBO guidance. If such housing could be found, Embassy Maputo’s housing and morale issues could be more easily resolved. This issue is related to the later discussion of the need for build-to-lease housing.

USAID has consulted four USAID attorneys on the issues. Three of them believe the agreement does not need government of Mozambique review to allow non-USAID employees to occupy the residences. There is only e-mail confirmation regarding this decision. USAID staff are concerned that revealing this memorandum to the government of Mozambique could affect USAID’s use of the property. The OIG team believes guidance from the Office of the Legal Adviser is needed to determine whether the government of Mozambique should be informed that non-USAID personnel may occupy the residences.



**Recommendation 7:** The Bureau of Overseas Buildings Operations, in coordination with Embassy Maputo, should reexamine existing and planned housing in Maputo, the regional security officer's determinations, (b) (2)(b) (2)(b) (2) (b) (2)(b) (2)(b) (2)(b) (2) and any active plans for new communities before concluding that a build-to-lease option is not the most reasonable alternative. (Action: OBO, in coordination with Embassy Maputo)

The same trip report states that a new warehouse has been dropped from the NEC project. The Department's warehouse, which also contains CDC and MCC property, and USAID's warehouse have each become too small. The embassy has begun to seek a new warehouse that might house all agencies' goods. The trip report states that if a new warehouse is not found, then a build-to-lease warehouse option might be advisable. The OIG team agrees that Embassy Maputo should keep OBO informed about warehouse options and request a build-to-lease warehouse if a suitable existing warehouse cannot be leased." The OIG team also notes that the leased warehouse under consideration could not house all agencies' goods, and would not allow for warehouse consolidation when the agencies are collocated on the NEC.

## GENERAL SERVICES OFFICE

Under a new general services officer, the unit should benefit from direction and supervision that has been missing for many years. The local staff has filled in the gaps by developing forms and spread sheets to ensure accountability. Standard operating procedures are being written. The new customer service coordinator produced a workplan to remedy weaknesses in the section. Inventory spot checks will be conducted, and there will be proper separation of duties when new staff is hired and position descriptions are rewritten to reflect roles and responsibilities. A receiving cage, ordered years ago, will be set in place to reduce opportunities for pilferage and theft that could occur before items are placed into inventory. Further, a gate pass system will be implemented to ensure that all items removed from the warehouse are tracked.

The warehouse is overfilled with items that are no longer useful. Some have been saved to ensure new residences have furniture and appliances until shipments of new furniture arrive. Whether a new warehouse is located or the current warehouse is maintained, many items will be disposed of or sold when new furniture and furnishings arrive. The auction process is difficult, time consuming, and costly



because items are moved from the warehouse to another location for the sale. This impediment describes why sales are infrequent and argues for a proper warehouse that can accommodate this function.

It appears that the fire extinguishers have not been checked in recent years or that the tags were simply not noted to reflect these actions. The OIG team made an informal recommendation regarding the need to recheck fire extinguishers annually.

## Catering Services

A licensing agreement provides catering services at the embassy annex building and the warehouse. There is no compensation arrangement for the use of U.S. government facilities, utilities, and the motor pool. The agreement allows for two kitchens, one at the warehouse where cooking is performed over a large open two-burner stove and an oven. The second kitchen at the annex does not include open flame. The decision to allow open flame cooking at the warehouse is troubling. Should a spark escape or a fire break out, the warehouse is filled with highly flammable materials including boxes and furniture. The kitchen is adjacent to the expendable supplies, paper, and other flammables. Again, the fire extinguishers at the warehouse have not been checked, or noted, in about six years.

Sanitary conditions are also questionable. The caterer uses large plastic and smaller stainless steel containers to transport cooked, hot items, using the motor pool vehicle. The washing-up facilities are limited to a single sink and hand washing. There is no proper ventilation or grease-catching filters. All general service staff who work in offices at the warehouse complain about cooking odors. The OIG team suggested the embassy revisit these arrangements and reconsider serving cold food only.

## Procurement

The small procurement staff fully understands the procurement process but is handicapped by its warehouse location and the method by which procurement requests are transmitted. Many ICASS customers do not use the Department's Open-Net system and do not have access to WebPass, the computer application designed for procurement and other administrative operations. Consequently, the procurement unit accepts e-mail requests which lack supervisory signatures approving the requests. Clients also cannot see the trail of activity, and the section does not have time to notify clients regarding the status of the procurements.

To remedy internal processing weaknesses, the management section has invited an experienced senior LE staff from another post to provide guidance and training for procurement staff. This is a money-saving alternative that substitutes for overseas training for three staff members or a special acquisition visit from the Office of the Procurement Executive. However, WebPass access will only be possible if all agencies begin using OpenNet at the JAT. The OIG's discussion with the chargé included the possibility of installing OpenNet, at no cost to the agencies at the JAT, thereby facilitating access to WebPass.

## FINANCIAL MANAGEMENT

Because the section was understaffed and other agencies' staffs have grown, the financial management section's ICASS scores went from high to medium. One voucher examiner and the alternate cashier assumed responsibilities for cashiering while the principal cashier was on extended leave. The second voucher examiner was detailed to Iraq. Therefore, there was only one voucher examiner to handle vendor payments, travel vouchers, and accounts receivable. Consequently, vendors' pay did not meet the 30-day requirement, and backlogs were common. Presently, all local staff have returned, and the unit is filling three new positions. The financial management officer position was vacant for four months; a when-actually-employed financial management officer filled the gap.

A second tour financial management officer, working to improve customer service and management controls, reorganized the section to ensure segregation of duties. A local bank provides accommodation exchange. To alleviate space and capacity limitations, the unit is considering scanning and storing documents electronically.

In April 2008, a financial management rover from Embassy Nairobi spent three weeks in Maputo. The rover reviewed financial operations and identified several management control weaknesses. These weaknesses included: lack of an appropriate filing system; no cuff records for official residence expense; and approximately \$66,000 of old account receivables from travel and medical advances. The OIG team found filing and recordkeeping weaknesses were corrected and accounts receivables are being collected.

LE staff who owe money to the U.S. government were counseled, and the embassy is using payroll deductions to collect arrears from salary advances.

## INTERNATIONAL COOPERATIVE ADMINISTRATIVE SUPPORT SERVICES

After being dormant for two years, the ICASS council resumed meeting monthly and also on an *ad hoc* basis. ICASS provides services to six agencies. OIG and Department satisfaction surveys show that some administrative services received below average scores when compared to AF and worldwide scores. ICASS recently adopted the Department's uniform ICASS service standards and plans to adopt the Department's WebPass system to monitor adherence to those standards.

To assist the management staff, the OIG team suggested the council form working groups to study the feasibility of outsourcing services and developing and initiating cost cutting measures. Other working groups could be formed to consolidate duplicative administrative services.

Relationships among agencies on ICASS issues are usually professional and productive. However, USAID and the embassy have separate and duplicative administrative platforms. Although guidance requires agencies to consolidate when they collocate on a NEC, the Department/USAID joint management council encourages agencies to consolidate functions sooner than that. Currently, USAID Mozambique is resisting merging furniture, motor pool, leasing, warehousing, and appliance and housing pools—functions that operate effectively without collocation. The council is optimistic that the incoming USAID executive officer will be more receptive to consolidation.

**Recommendation 8:** Embassy Maputo should determine which administrative services could be consolidated now, begin consolidation planning, and implement the most cost-effective consolidation as soon as possible, based on Department of State and the U.S. Agency for International Development Joint Management Council guidelines. (Action: Embassy Maputo)

The ICASS council is not involved in NSDD-38 requests and remains unaware of its role and responsibility in the NSDD-38 process. The ICASS council should be prepared to respond to staffing growth that other agencies experience as a result of funding increases. The OIG team made informal recommendations to correct these deficiencies.

## INFORMATION MANAGEMENT AND INFORMATION SECURITY

The information management and information security section gets high marks, and works very hard for that score. It provides service to about 30 classified users, 120 unclassified users, some located at the warehouse, the public affairs building, and the JAT building, and to CDC and MCC.<sup>10</sup> The services to other agencies, MCC, and CDC, which essentially work with their own applications but have no staff to assist with information technology, are difficult because embassy staff are not trained on those systems and applications. Suggestions that MCC use a more standard configuration have been rejected. There is some rancor associated with USAID's discussion about using less expensive LE staff for its technology support. That notion neglects the need for cleared Americans to provide secure systems and communications.

The section performs limited information security oversight duties based on its limited staff, two direct hires, and one EFM. Without more staff, separation of duties for certain functions is not possible. The Department's recently approved regional information security positions are expected to support the post's security posture. Staff has been cross trained to fix and trouble shoot most local problems to avoid the cost and time involved in getting other regional support. Patch management is reasonably successful, and the section scored 95 percent on iPost tracking.

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<sup>10</sup> JAT is an acronym derived from the names of the owners.



## HUMAN RESOURCES

### REGIONAL HUMAN RESOURCES SUPPORT

In the past 10 months, the regional human resources officer visited the embassy twice. While that officer provided good service, the visits were neither frequent or long enough. More frequent and longer visits are needed to address long-standing human resource deficiencies. Regional support memoranda of agreements require quarterly one-week visits. This minimum requirement may be negotiated to provide longer visits.

**Recommendation 9:** Embassy Maputo, in coordination with the Bureau of African Affairs and Embassy Gaborone, should revise the current memorandum of understanding for human resources services provided to Embassy Maputo by Embassy Gaborone to extend the length of each visit and establish a schedule that ensures visits are sufficiently frequent. (Embassy Maputo, in coordination with AF and Embassy Gaborone)

The management officer inherited myriad deficiencies. These include understaffing and staffing growth (especially USAID and CDC). These factors have unduly burdened the management officer and the three human resources staff. Over a five-year period, staffing at the mission increased from 25 to 42 U.S. direct-hires and direct-hire equivalents and from 88 to 128 LE staff. The human resources office also provides limited services for 24 USAID direct-hire equivalents and 94 local staff. In 2008, one of the three human resource staff resigned, and an EFM was hired and trained, but (b) (6)(b) (6)(b) (6)(b) (6) she resigned after three months. As a result of chronic understaffing, many important human resources tasks have been neglected:

- The local staff compensation plan is outdated.
- Positions need to be processed via the computer-aided job evaluation process. Position descriptions are not current or accurate for all employees. Annual reviews of position descriptions have not been conducted. Within-grade-increases are not processed on time.

- Work requirement statements have not been prepared within 45 days of the start of the rating period.
- The staff handbook is outdated and is not in compliance with local labor law.
- An English language program for local staff is not established.
- ICASS customer service scores are low, and there is widespread dissatisfaction with customer service.
- There is no orientation program for LE staff.
- There are several wrongful termination lawsuits that need to be resolved.
- LE staff do not pay income tax.
- The recruitment and hiring of 20 additional CDC employees is pending.
- The local staff health insurance contract has expired.

The OIG team concluded that the human resource section is the weakest management section. This view is shared by the chargé and management officer. To improve performance and customer service, the ICASS council approved addition of four positions, which are still vacant. Candidates filling these positions will require training and mentoring. In the short term, the staff's attention will be diverted from daily activities to train and mentor new staff, creating an additional burden on the already taxed staff. To assist the staff, positions requiring computer-aided job evaluation were outsourced, and the embassy's physician assistant is conducting a survey for health insurance providers. This is a good start; however, more assistance is needed to improve operations.

**Recommendation 10:** Embassy Maputo should request, and the Bureau of African Affairs should assign, a long-term temporary duty human resources officer to assist with human resources issues. (Action: Embassy Maputo, in coordination with AF)

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## Performance Evaluations

The embassy must place greater emphasis on timely preparation and review of annual evaluations. At the time of the inspection, evaluations for 30 LE staff were late, and 31 within-grade-increases were not processed because evaluations were delinquent. Delays in preparing, submitting, and processing evaluations adversely impacts salary increases. Reviewing officials and supervisors failure to complete evaluations reflects poorly on embassy operations. The embassy must comply with Department guidance (State 168910 dated June 17, 2003) regarding timely evaluations.

**Recommendation 12:** Embassy Maputo should establish procedures that will provide timely completion of performance evaluations for the locally employed staff, including holding supervisors formally accountable for this responsibility in their work requirements statements. (Action: Embassy Maputo)

## Handbook

The staff handbook is over 10 years old, despite a recommendation in the last inspection report,<sup>11</sup> and must be updated to reflect the October 2007 revisions in lo-

<sup>11</sup> Inspection of Embassy Maputo, Mozambique, ISP-I-03-06, December 2002.



cal labor law among other requirements. Embassy Maputo engaged a local attorney to correct this deficiency, but the assistance did not completely address all of the requirements. The 3 FAM 7224 requires that handbooks be current and explain conditions of employment, ethical standards, and disciplinary processes. Without current and accurate policies and procedures, American and local staff may disseminate and work with incorrect information that could lead to poor decisions and possible lawsuits.

**Recommendation 13:** Embassy Maputo, in coordination with the Bureau of Human Resources, should update its locally employed staff handbook to reflect current conditions of employment, ethical standards, and disciplinary processes, including terminations. (Action: Embassy Maputo, in coordination with DGHR)

## Staffing

A blanket purchase agreement for casual laborers, hired on a daily basis, provides some relief for staffing shortages. However, these laborers perform tasks that are ill defined and mixed among warehousing, inventory, and other general service functions. The ICASS council approved augmenting LE staff to replace casual laborers hired under a blanket purchase agreement.

## Eligible Family Member Employment

There are ample employment opportunities for the 37 spouses among the mission community. Twenty-four spouses have found jobs: 12 at the mission, five at the (b) (2)(b) (2) (b) (6)(b) (6) , and seven are employed on the local economy. Issues regarding work permits permeate many employment problems not only for EFMs at the mission, but for other employment on the local economy.

## Language Training

Embassy Maputo has a Portuguese language program; however, it does not have an English language program. Many of the LE staff speak, write, and read English at various skill levels. In some sections, particularly in the management section, American employees are not certain whether LE staff fully comprehend English. Not all American employees have had Portuguese language training prior to arriving at post. The OIG team made an informal recommendation to address this issue.

## Customer Service

From 2005 to 2008, the human resources section's scores were lower than the AF and worldwide average ICASS scores for all human resources services. Employees complained about slow service. In some instances, information was incorrect, and communication was lacking. Direct-hire employees complained about the time required to receive diplomatic accreditation. However, that was not the fault of the section: from November 2007 to March 2008, the government of Mozambique did not issue accreditation because it had depleted its stock of blank residency permits. The embassy provided staff with this explanation in several e-mails. However, mission personnel were unsatisfied and critical of the embassy's effort to resolve this issue with the government. The accreditation process took five months.

**Recommendation 14:** Embassy Maputo should provide customer service training for the human resources staff. (Action: Embassy Maputo)

## Taxes

Local staff stated they are not able to pay income tax individually. The Ministry of Finance requires employers to make tax payments on behalf of their employees. The Department does not agree to withhold and pay local income taxes. Under the Department's regulations, it is the LE staff responsibility to meet their tax obligations. Embassy Maputo sent a letter to the government of Mozambique stating that LE staff should be treated as independent contractors for tax purposes. While this issue remains unresolved, it could have adverse consequences for the staff. Meanwhile, LE staff have become accustomed to receiving their salaries as if not subject to income tax. If and when income taxes and arrears are levied, the LE staff may have difficulty in paying those sums.

**Recommendation 15:** Embassy Maputo should reiterate, in writing, to locally employed staff their responsibility to pay income tax and provide them with a copy of the diplomatic note that states local staff should be treated as independent contractors. (Action: Embassy Maputo)

**Recommendation 16:** Embassy Maputo should obtain clarification and guidance from the Office of the Legal Adviser and the embassy's local attorney on the locally employed staff responsibility to meet their tax obligations. (Action: Embassy Maputo)

## Equal Employment Opportunity and Civil Rights

One Equal Employment Opportunity (EEO) complaint at Embassy Maputo in 2008 was informally resolved. The EEO counselor received the Department's 32 hours of mandatory training before being appointed as EEO counselor. New employees get EEO program information during orientation sessions, and the information is posted on bulletin boards at the warehouse, chancery, the public affairs building, and other agencies' locations. The EEO counselor also holds informal sessions with local staff periodically and discusses EEO topics in the embassy's newsletter. Although the EEO counselor would like to appoint an EEO local staff liaison, none of the local staff want to perform this role. The designated Federal Women's Program coordinator, having served previously in this role, is aware of the responsibilities of the position.

# QUALITY OF LIFE

The chargé spends considerable energy and effort on morale. Housing issues dominate the focus, and it is especially difficult for Department staff to understand why third-country nationals at USAID and CDC have some of the best residences. Further, the other agencies are located at a modern office building with ample space for local and direct-hire staff. This building and its adjacent warehouse cost the U.S. government over \$2 million annually, while the chancery and annexes are unsightly with no space for administrative staff that are needed close by. While management staff do their best to provide good services, other agency complaints are considered unwarranted.

## COMMUNITY LIAISON OFFICE

The community liaison office coordinator, who has been in the position for one year, departs Maputo in July 2008. The embassy has been unable to fill the position, and it will be vacant during the summer transfer season. During the one-year tenure, the community liaison office coordinator prepared post orientation documents and arranged sponsors for new arrivals. The community liaison office coordinator reports good support from the front office and management officer.

The post does not have a recreation facility, but the Marine security guard detachment has offered its residence for community activities. The office has also used the (b) (6)(b) (6)(b) (6) (b) (2)(b) (2) facilities for some activities.

A concern is the lack of a bilateral work agreement for embassy EFMs. A previous agreement was abrogated by the government of Mozambique. While some spouses have obtained work permits the status of others working for nongovernmental organizations and other organizations is unclear.

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(b) (2)(b) (2)(b) (2)(b) (2) It is fully accredited through the Middle States Association and offers the International Baccalaureate program at all three levels. (b) (2)



## AMERICAN EMPLOYEES RECREATION ASSOCIATION

In December 2007, the mission formed the Maputo American Employees Recreation Association. Only seven months old, the association is not subject to any Department reporting requirement until August 2008. Membership is open to all mission personnel. In its infancy, the association does only events and merchandising. The main source of revenue is from membership dues.









## FORMAL RECOMMENDATIONS

**Recommendation 1:** Embassy Maputo, in coordination with the Bureaus of Consular Affairs, Overseas Buildings Operations, Diplomatic Security, and African Affairs, should install a second teller window in the consular section. (Action: Embassy Maputo, in coordination with CA, OBO, DS, and AF)

**Recommendation 2:** Embassy Maputo should identify a bank willing to collect the visa application fee and submit a relevant memorandum of understanding for approval by the Bureau of Consular Affairs and the Office of the Legal Adviser. (Action: Embassy Maputo, in coordination with CA and L)

**Recommendation 3:** The Bureau of Consular Affairs should approve the proposal to allow the use of credit or debit cards for the payment of consular fees at Embassy Maputo. (Action: CA)

**Recommendation 4:** Embassy Maputo should follow National Security Decision Directive-38 guidelines to perform and document a comprehensive analysis of both programmatic and administrative requirements, including administrative support, security, residential, and training cost issues and use the information prior to deciding on requests to increase personnel. (Action: Embassy Maputo)

**Recommendation 5:** Embassy Maputo should request, and the Bureau of Overseas Buildings Operations should perform, a full furniture and furnishings renewal at the chief of mission residence in Maputo, Mozambique. (Action: Embassy Maputo, in coordination with OBO)

**Recommendation 6:** The Office of the Legal Adviser, in coordination with Embassy Maputo and the Bureau of African Affairs, should review the 1988 Grant Agreement between the Government of Mozambique and the U.S. Agency for International Development/Mozambique, subsequent Project Implementation Letters, and the June 2008 draft Memorandum of Understanding between the U.S. Agency for International Development Mozambique and Embassy Maputo, to determine what steps are necessary to ensure that the Miramar compound is used in compliance with the grant agreement. (Action: L, in coordination with Embassy Maputo and AF)



**Recommendation 15:** Embassy Maputo should reiterate, in writing, to locally employed staff their responsibility to pay income tax and provide them with a copy of the diplomatic note that states local staff should be treated as independent contractors. (Action: Embassy Maputo)

**Recommendation 16:** Embassy Maputo should obtain clarification and guidance from the Office of the Legal Adviser and the embassy's local attorney on the locally employed staff responsibility to meet their tax obligations. (Action: Embassy Maputo)



## 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 onsite compliance review will assess the mission's progress in implementing the informal recommendations.

### Political/Economic

Political/economic section officers are burdened by heavy grants management work and gaps in EFM OMS support. A portion of political/economic section grants management work is currently being done by an LE staff person in the PAS. There are also not enough resources devoted to the economic/commercial function.

**Informal Recommendation 1:** Embassy Maputo should use some of its PEPFAR grant funds to hire local support for the President's Emergency Program for AIDS Relief grants managed by the political/economic section.

**Informal Recommendation 2:** Embassy Maputo should add support to the political/economic section to the work requirements of the deputy chief of mission's office management specialist upon arrival of the ambassador's office management specialist.

**Informal Recommendation 3:** Embassy Maputo should rebalance portfolios in the political/economic section to provide greater coverage to economic/commercial issues.

### Public Diplomacy

Although agencies make an effort to coordinate and inform, some public diplomacy opportunities are missed because there is no Mission calendar.

**Informal Recommendation 4:** Embassy Maputo should develop and maintain a mission calendar.

## Consular

Embassy Maputo's consular section of the website is functional, but it does not meet the current standards set by the Bureau of Consular Affairs.

**Informal Recommendation 5:** Embassy Maputo should make revision of the website a priority for the consular and the public affairs sections.

Embassy Maputo does not have a standard operating procedure in place for evaluating and approving special immigration visa requests.

**Informal Recommendation 6:** Embassy Maputo should draft standard operating procedures setting forth the procedures for applying for a special immigrant visa so that locally employed staff and supervisors are aware of them.

Travel outside Maputo is difficult and expensive. Officers from the various sections get out of the capital regularly but do not provide American citizens service while in these areas.

**Informal Recommendation 7:** Embassy Maputo's travel of nonconsular officers to parts of the country where there are American citizens should be publicized, and these officers should be asked to accept passport applications or notarials when they are able to do so. This should be facilitated by credit card payment of fees.

## Human Resources

Embassy Maputo does not have a regular orientation program for their newly hired local staff employees.

**Informal Recommendation 8:** Embassy Maputo should establish and implement a mission-wide orientation program for all their newly hired locally employed staff employees.

Embassy Maputo does not always prepare performance evaluations for EFMs in a timely manner or at all. The Department requires that all employees receive performance evaluations.

**Informal Recommendation 9:** Embassy Maputo should prepare and implement written procedures to ensure that all eligible family member employees are given timely performance evaluations.

Supervisors whose performance evaluations are late are not held accountable.

**Informal Recommendation 10:** Embassy Maputo should hold supervisors accountable for preparing annual performance evaluations and rate them on this element in their evaluations.

Work requirements are not being prepared or discussed at the beginning of the rating period.

**Informal Recommendation 11:** Embassy Maputo should ensure that mission supervisors develop and discuss work requirements with employees at the beginning of the rating period.

Embassy Maputo routinely sends completed SF-61's for all new hires to the consul to be notarized as sworn statements. This form is entirely inappropriate for local hires.

**Informal Recommendation 12:** Embassy Maputo should immediately stop the practice of preparing SF-61's for new hires except for American in direct-hire positions.

The human resources section does not monitor its compliance with ICASS standards.

**Informal Recommendation 13:** Embassy Maputo should monitor periodically the human resources section adherence to service standards.

Although the human resources section received low customer satisfaction scores, customers only say that service is poor but do not explain why they rated the unit's service as poor.

**Informal Recommendation 14:** Embassy Maputo should conduct a formal customer satisfaction survey of human resource services to identify weak areas, customer expectations, and areas where customers say need improvements.

Embassy Maputo has a Portuguese language program but has no English language counterpart. Many of the LE staff speak, write, and read English at various skill levels.

**Informal Recommendation 15:** Embassy Maputo should establish an English language programs for locally employed staff.



## Financial Management

In a few instances, Embassy Maputo does not follow Departmental procedures for maintaining and monitoring post accounts (4 FAM 087). Reviews of financial records for other agency allotments show that the embassy needs to pay closer attention to monitoring status of funds and status of obligation reports.

**Informal Recommendation 16:** Embassy Maputo should establish procedures that include periodic monitoring of status of funds, obligations, and liquidation amounts.

Embassy Maputo employees do not always submit travel vouchers within five working days after completion of authorized travel in accordance with the provisions in 4 FAH-3 H-465.1-1.

**Informal Recommendation 17:** Embassy Maputo should submit a voucher/claim (expense report) for reimbursement of expenses within five workdays after completion of authorized temporary duty travel.

Embassy Maputo does not always pay invoices within 30 days in accordance with the Prompt Payment Act. In some instances, interest charges have been paid.

**Information Recommendation 18:** Embassy Maputo should implement procedures to ensure that vendors are paid within 30 days.

Proceeds of sales of about \$17,000 were placed in the suspense deposits abroad account. The financial management section is waiting for the general services office to identify appropriation accounts originally charged for each sale item so that these proceeds can be charged to correct appropriation accounts.

**Informal Recommendation 19:** Embassy Maputo should identify appropriation accounts originally charged for each sale item and transfer these amounts from the suspense deposit account to the correct proceeds appropriation accounts.

## International Cooperative Administrative Support Services

Although the embassy established its ICASS service performance standards, these are not integrated as part of daily management operations, nor are they monitored on a regular basis or included in local staff performance evaluations.

**Informal Recommendation 20:** Embassy Maputo should monitor compliance with International Cooperative Administrative Support Services standards and use the results as a management tool to improve customer service.

**Informal Recommendation 21:** Embassy Maputo should include compliance with International Cooperative Administrative Support Services standards as an element in performance evaluations.

The ICASS council does not understand its role and responsibility for advising the chief of mission on cost implications of NSDD-38 requests and making recommendations on ICASS staffing levels per Department's guidance, *Action Request and Guidance for Chief of Mission NSDD-38 Requests*.

**Informal Recommendation 22:** Embassy Maputo should distribute National Security Decision Directive-38 guidance and train International Cooperative Administrative Support Services council members on developing cost impacts for National Security Decision Directive-38 requests.

## General Services Operations

The OIG team found that recheck and recharge dates on fire extinguishers do not meet standards. Most are dated between 2002 and 2005.

**Informal Recommendation 23:** Embassy Maputo should recheck all of its fire extinguishers at the chancery, the annexes, the warehouse, the public affairs building, and residences.

The catering kitchen at the warehouse poses serious fire and sanitary threats. An exhaust fan is needed, and a solution to fire risk may be to discontinue cooking hot meals over open flame in a warehouse. Frequent visits by the health unit are needed to ensure sanitary conditions are maintained.

**Informal Recommendation 24:** Embassy Maputo should provide an exhaust fan as agreed in the licensing agreement.

**Informal Recommendation 25:** Embassy Maputo should review and revise the licensing agreement for catering services to mitigate the risk of fire.

**Informal Recommendation 26:** Embassy Maputo should institute monthly health unit visits to the warehouse kitchen to ensure sanitary requirements are met.



## PRINCIPAL OFFICIALS

	Name	Arrival Date
Chargé d’Affaires	Todd Chapman	7/07
Chiefs of Sections:		
Management	Jeremey Neitzke	7/07
Consular	Sarah Horton	9/07
Political/Economic	Matthew Roth	7/07
Public Affairs	Kristen Kane	8/06
Regional Affairs	David Smith	6/06
Regional Security	Steve Jones	8/06
Other Agencies:		
U.S. Agency for International Development	Todd Amani	7/07
Centers for Disease Control and Prevention	Lisa Nelson	10/06
President’s Malaria Initiative	Juliette Morgan	11/06
Department of Defense		
Defense Attaché	Col. John Roddy, U.S. Army	7/06
Millennium Challenge Corporation	Cassia Carvalho-Pacheco	7/07
Peace Corps	Christine Djondo	1/08



## ABBREVIATIONS

AF	Bureau of African Affairs
AGOA	African Growth and Opportunity Act
CDC	Centers for Disease Control and Prevention
Chargé	Chargé d'affaires
DCM	Deputy chief of mission
Department	Department of State
EEO	Equal Employment Opportunity
EFM	Eligible family member
ESTH	Environment/science/technology/health
ICASS	International Cooperative Administrative Support Services
LE	Locally employed
MCC	Millennium Challenge Corporation
MSP	Mission Strategic Plan
NEC	New embassy compound
NSDD	National Security Decision Directive
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 Program for AIDS Relief
RSO	Regional security officer
USAID	U.S. Agency for International Development

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