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

Report of Inspection

Embassy Bujumbura,
Burundi

Report Number ISP-I-07-31A, August 2007

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TABLE OF CONTENTS

| | |
|---|----|
| KEY JUDGMENTS | 1 |
| CONTEXT | 3 |
| EXECUTIVE DIRECTION | 5 |
| POLICY AND PROGRAM IMPLEMENTATION..... | 11 |
| Political and Economic Section | 11 |
| Consular Operations | 12 |
| Refugee Affairs | 17 |
| Counterterrorism..... | 18 |
| Avian Influenza | 18 |
| Public Diplomacy | 18 |
| Small Grants Program..... | 21 |
| RESOURCE MANAGEMENT..... | 23 |
| Management Operations..... | 23 |
| Financial Management..... | 29 |
| Human Resources | 30 |
| Information Management and Information Systems Security | 31 |
| QUALITY OF LIFE | 35 |
| Community Liaison Office | 35 |
| Health Unit | 36 |
| MANAGEMENT CONTROLS | 37 |
| Morale Visits | 37 |
| Premium-class Travel..... | 38 |
| FORMAL RECOMMENDATIONS | 39 |
| INFORMAL RECOMMENDATIONS | 41 |
| PRINCIPAL OFFICERS..... | 47 |
| ABBREVIATIONS | 49 |

KEY JUDGMENTS

- The need to relocate the deteriorated and unsafe chancery and general services compound to a new embassy compound (NEC) is urgent. Embassy Bujumbura has been seeking for some time to find unencumbered land that will meet its size and security requirements, but challenges and obstacles remain. Because a NEC will not be ready for some years, improvements in the security of the existing buildings are essential. (The classified annex to this report provides details on this matter.)
- Embassy Bujumbura is utilizing its limited financial and human resources (HR) effectively to advance the key U.S. policy goals of promoting regional security, democratic practices, and economic growth.
- Embassy Bujumbura's Ambassador and deputy chief of mission (DCM) have achieved a major leadership and management success by rebuilding the embassy staff and maintaining high morale to meet the demands of the post-conflict expansion of U.S. government activity in Burundi.
- Embassy Bujumbura's security management has been proactive in managing the mission's personal security program in light of the political violence, crime, and indigenous terrorism threat, but it lacks the resources to address many issues regarding physical security deficiencies and surveillance detection. (The classified annex to this report provides details on this matter as well.)
- The post's American and locally employed (LE) staff are working productively to improve the extremely difficult working environment, which includes inadequate local infrastructure, unsafe working conditions, and a lack of adequate medical care.
- The Ambassador maintains a high-priority, well-planned and well-executed representational and public diplomacy program that puts her and the embassy staff in frequent contact with a full range of Burundian government, civil society, and international figures. This effort provides strong, active support for Burundi's democratic and economic progress.

The inspection took place in Washington, DC, between January 3 and February 2, 2007, and in Bujumbura, Burundi, between March 11 and 22, 2007. Ambassador Joseph Sullivan (team leader), Tom Carmichael (deputy team leader), Arne Baker, Ronald Harms, Tony Jones, Michael Kirby, and Andrea Leopold conducted the inspection.

CONTEXT

Burundi is entering a period of relative peace after 13 years of internal conflict and regional instability in its neighbor, the Democratic Republic of the Congo. Fol-



lowing largely conflict-free and fair elections in 2005, former National Council for Defense of Democracy-Forces for the Defense of Democracy (CNDD-FDD) rebel leader Pierre Nkurunziza became president of a multiparty coalition government.

Some instability continues in the Democratic Republic of the Congo, and the September 2006 ceasefire agreement with the lone remaining rebel group has not been fully implemented, leaving pockets

of insecurity. Ethnic competition that has affected Burundi's society and politics for centuries continues beneath the surface. The trend in the country is positive but tenuous. The government of Burundi, however, faces enormous economic and social problems, lingering violence, and inexperience with democratic practices.

Burundi is one of the world's poorest and most densely populated countries, with a per capita gross domestic product of \$95. Ninety percent of its 7.2 million people are dependent upon subsistence agriculture. Land disputes are frequent, due to the return of hundreds of thousands of Burundians displaced by the war. Disease, drought, and floods recently have seriously cut agricultural output. HIV/AIDS is a serious problem.

Burundi needs internal political stability, democracy, and good governance to address these problems. Government security forces, however, continued to commit numerous serious human abuses in 2006. These included the arrest of a former president and former vice president for an alleged coup attempt and the jailing of

journalists for criticism of the arrests. Although acquittals followed the arrests, concerns remain over human rights practices. The ruling CNDD-FDD party leader was removed from power in a recent party power struggle, and tensions remain.

The mission's policy priorities are to aid the democratic transition and promote conflict resolution through dialogue between the government of Burundi and the Party for the Liberation of the Hutu People/National Liberation Front (FNL), the last remaining rebel group. The mission also encourages Burundi to contribute to the "Tripartite Plus One" process to resolve conflicts in the Great Lakes region.¹ In addition, the mission is promoting economic growth and development – an essential foundation for success of the democratic process. The mission also seeks to maintain a strong, public U.S. presence to show support for Burundi's democratic progress. Burundi has pledged 1,700 troops for peacekeeping in Somalia – a commitment that the United States appreciates.

The U.S. Mission to Burundi is staffed by 24 direct-hire Americans, including six Marines, a two-person Defense attaché office, one personal services contractor working for the U.S. Agency for International Development (USAID), and 103 LE staff. Past staffing gaps have strained embassy functions. The mission is a 25-percent hardship, 20-percent danger pay post. There are tight travel restrictions. The improvement in security in June 2006 allowed the Department of State (Department) to reauthorize the presence of adult family members at post.

¹The East-Central African region encompassing several major lakes and the countries of Rwanda, Burundi, Uganda, and eastern Democratic Republic of the Congo.

EXECUTIVE DIRECTION

Embassy management has provided strong leadership to restore full staffing and improve the operation of a mission that had been affected by numerous staffing gaps and difficult security conditions during Burundi's years of internal conflict. The Ambassador and DCM have mentored, motivated, and maximized the effectiveness of the proportionally large number of entry-level officers (ELO) at post. They also provide strong leadership to other agencies in the mission. As Burundi's conflict came to an end and the country's security and political situation stabilized, the United States resumed its nonemergency economic and military training assistance, and it plans to increase the level of assistance and of embassy political, economic, and public diplomacy activities.

The Ambassador, a senior Foreign Service officer with two previous tours as DCM in the Caucasus, arrived in March 2006. The DCM, a senior Foreign Service officer who served previously as DCM in Djibouti, arrived in October 2005.

The FY 2008 Mission Performance Plan (MPP), prepared in early 2006, identifies the mission's priorities in the post-conflict environment as:

- supporting the transition to a democratic system that respects human and civil rights,
- encouraging resolution of lingering regional conflicts,
- supporting economic growth and development, and
- addressing the embassy's urgent need for secure and functional facilities.

The embassy prepared an Operational Plan in March 2007 that encompasses all sources of projected U.S. assistance to Burundi, and it is currently preparing a Mission Strategic Plan that will follow similar priorities as the MPP.

Advocacy and Regional Security

The Ambassador has excellent access to the highest levels of the Burundian government and uses this access to advocate U.S. policies favoring regional and broader African stability, greater respect for political and human rights, and close cooperation on economic and assistance issues.

The 2004 initiation by the United States of the “Tripartite Plus One” mechanism, which involves Rwanda, the Democratic Republic of the Congo, Uganda, and, more recently Burundi, has helped promote peaceful cooperation to mitigate disagreements and avoid conflict among the four countries. U.S. security assistance currently includes a modest amount of military education and training and emphasizes the role of the military in a civil society. The United States has also provided assistance for the reintegration of demobilized soldiers and returning refugees into society and for destruction of unsafe weapons left over from the conflict. The United States has welcomed Burundi’s offer to send peacekeeping troops to the African Union operation in Somalia. The Ambassador encourages the Defense attaché to address most issues related to military cooperation with the host government. She intervenes at high levels when useful, as she did in advocating Burundian support for peacekeeping in Somalia.

Political and Human Rights

Although Burundi has made significant progress in implementing democratic systems and ending internal conflict in the past several years, the government of Burundi and its security services continued to commit numerous serious abuses of human and civil rights during the last year. The Ambassador engaged privately with the government and publicly on political and human rights issues, in coordination with other influential governments, and several of the host government’s actions against political opponents and the media have been reversed in recent months. Burundi has little experience with democracy or good governance or with respect for the human or civil rights of its population, and United States and other providers of aid focus their programs on building the nation’s institutions and constituency for democratic institutions and the rule of law.

Economic Growth and Investing in People

The Ambassador provides strong leadership to the U.S. government's health programs in the area of HIV/AIDS, malaria, child survival, and nutrition, speaking publicly on these subjects frequently and raising them with Burundian officials to make certain that cooperation is close. The Ambassador recognizes that economic growth and improved agricultural productivity are critical to the success of Burundi's reconciliation process. The embassy also supports land dispute mediation in order to mitigate existing conflicts and prepare for the possible return of the 375,000 Burundian refugees currently in Tanzania.

Representation and Public Diplomacy

The Ambassador's leadership and personal involvement are the mission's primary public diplomacy assets. She is committed to an active, high-level U.S. public profile to assure Burundians of U.S. support for democracy, conflict resolution, economic growth, and improved public health services. The Ambassador hosts frequent, well-targeted representational and public diplomacy events at her home, and these engage all levels of government and civil society. Her work effectively expands the representational and public diplomacy contacts among others in the embassy.

The Ambassador also often makes presentations at public events to audiences around the country on the full range of U.S. democracy, conflict resolution, economic, and health priorities. Her personal engagement in the development of an International Visitors Leadership Program's Alumni Association underscores her recognition of the need to nurture the U.S. public diplomacy investment. The DCM is also a good public speaker and provides strong support to the public diplomacy officer.

Security

The Ambassador and DCM are positively engaged in the mission's security programs and support the mission's strict security guidelines. They encourage personnel through formal directives and personal example to participate actively in emergency drills and to comply with security policies and procedures. The Ambassador and DCM rely on the regional security officer (RSO), who manages a proactive security program, as their primary security adviser. Their communication with the RSO is frequent and productive.

Management Issues

One of the most important management contributions of the Ambassador and DCM was to work closely with the Bureau of African Affairs' Executive Office and the Bureau of Human Resources to fill the many gaps in the section with full-time staff. The Ambassador and DCM meet frequently with the management officer and provide necessary support. The Ambassador and DCM have also remained apprised of progress and developing issues in the effort to identify and purchase a site for the NEC, addressing issues as they arise.

The Ambassador also values highly the contribution of LE staff and seeks to maximize their value to the embassy. She includes them in some daily meetings, seeks their advice to understand local developments, and makes clear to her Burundian staff her appreciation of them by meeting with them frequently.

The Ambassador and DCM are fully supportive of the embassy's Equal Employment Opportunity program and set high ethical standards for themselves and others in the embassy.

Morale

Morale is reasonably good, despite the security and travel restrictions, poor office facilities, and long working hours. Serious problems remain, including the limited availability of health services and the lack of a school, but most employees believe that the situation and services at the post have improved. The Ambassador received high ratings from staff for her attention to morale, and the DCM received strong praise for her mentoring.

Entry-level Officers Program

The Ambassador engages ELOs in every aspect of embassy life, inviting them to her many receptions and dinners, including them in her official travels around the country, and assigning them to organize the programs of high-level official visitors. The Ambassador also organizes brown bag lunches for ELOs and other embassy officers to help them learn about all aspects of embassy work and to learn from embassy visitors. The Ambassador and DCM provide frequent individual mentoring and counseling to ELOs. The OIG team discussed with the DCM the importance of giving ELO specialists these same opportunities.

Rightsizing Report

Embassy Bujumbura's rightsizing² report was completed in March 2006. One purpose of the rightsizing report is to ensure the embassy meets adequate desk-space and ancillary needs of Department and other agency staff at the NEC. The report is now outdated because of the new, expanded staffing requirements from mission elements and the Department's decision to allow adult family members to live at post.

Embassy Bujumbura's rightsizing report reflects, for example, that eligible family member positions have not been filled and should be deleted. Since that report was written, adult family members have been allowed to return to Bujumbura. Further, the report's plan to eliminate the assistant RSO position seems inappropriate for a post involving Bujumbura's conditions, such as danger pay and the limit on travel outside of the three-mile radius of the capital. Other increases in the number of Department positions are not clearly explained in the report. Discussions with USAID and Department of Defense representatives at post indicate that their plans for additional staffing are not properly reflected in the report.

Recommendation 1: Embassy Bujumbura, in coordination with the Office of Rightsizing the U.S. Government Overseas Presence, should update its rightsizing report to reflect future staffing requirements for all agencies at post, make certain that plans for the new chancery will provide appropriate desk space and ancillary needs, and ensure that capital security cost-sharing assessments are sufficient. (Action: Embassy Bujumbura, in coordination with M/R)

² The rightsizing process is designed to project the size of an embassy into the future, about five years from the time of the study. It is used to match embassy size with workload and goals, and may indicate a need for more or fewer employees. It also estimates the number of desks that will be needed in a new chancery.

POLICY AND PROGRAM IMPLEMENTATION

POLITICAL AND ECONOMIC SECTION

The political-economic section has been short-staffed for years and has only come up to its full, authorized staffing levels in February 2007. For nearly a year before that time, one ELO held the political, economic, public diplomacy, and consular portfolios. With these meager resources, the section has had to focus its reporting efforts on urgently needed spot reporting, particularly on the political crisis within the nation's ruling party that played out through the latter half of 2006 and early 2007 and led to the dismissal of the party president and election of a successor. This focus permitted scant attention to analytical and economic reporting, although the section reported on coffee and sugar issues.

With the guidance and hands-on engagement of the DCM, the section last year submitted the major congressionally mandated reports, including those on human rights, international terrorism, international religious freedom, trafficking in persons, support for human rights and democracy, and international narcotics control strategy. The section did not produce either a country commercial guide or investment climate report because of its emphasis on the political situation. This year, however, it has produced an investment climate report and expects to produce an abbreviated country commercial guide.

The section's current staffing level of two entry-level political and economic reporting officers, who also have some consular responsibilities, and a political officer who does public diplomacy work, seems appropriate for the increasing volume of work on regional, bilateral, and internal Burundian issues. Officers in the section allocate their time appropriately among advocacy, reporting, contacts, representation, and hosting visitors. The section also prepares for and reports on meetings of the "Tripartite Plus One" mechanism, when meetings are held in Burundi, and participates in the meetings when held elsewhere. The political-economic section does not yet have comprehensive representational, travel, or reporting plans but intends to produce them. Increased staffing has allowed the section to return to doing more analytical reporting.

Political officers are in contact with the democracy and governance unit of USAID and with USAID's cooperating partners on U.S. programs to advance democratic systems and practices, as set forth in the MPP. Section officers also maintained close contacts with a broad range of government, political, civil society, human rights, and other sources to gather information for reporting and to advocate on behalf of democratic systems and practices. They also make recommendations, when advocacy by the Ambassador and DCM is appropriate.

The economic officer, who until recently held multiple portfolios, now focuses more attention exclusively on economic issues. He has good relations with USAID and turns to USAID for economic and development insights and information. During his first year, he developed contacts with Burundian government officials and with economic and development nongovernmental organizations and third-country officials. His cooperation with the USAID East and Central Africa Global Competitiveness office in Nairobi regarding the summer 2006 African Growth and Opportunity Act Conference and his reporting on coffee and sugar issues are an important foundation for his work in the portfolio.

The political-economic section's staffing was limited until now, and this made it impossible for section officers to participate fully in the development and implementation of USAID's democracy and governance, and economic growth programs. The OIG team believes that section officers should participate more fully in the development and expansion of these programs in the months ahead and made an informal recommendation to this effect.

The OIG team reviewed the projected work requirements for the ELOs holding the economic, political, public diplomacy, and consular portfolios, and found the requirements did not focus their attention closely enough on specific portfolios. The requirements divided the officers' work among more than two portfolios. These divisions do not allow for synergies among reporting topics and other duties in any one portfolio. The OIG team made an informal recommendation that the officers' portfolios and work requirements be clarified and reconfigured to narrow their areas of responsibility to two major portfolio areas.

CONSULAR OPERATIONS

For the past year, the ELO who managed the consular section also held the political, economic, public diplomacy, commercial, and refugee portfolios. He devoted about half of his time to consular work, primarily processing nonimmigrant (NIV) cases. The consular facilities are inefficient for public contact, and he had no

time for projects and planning. The front office provides support and guidance to the consular officer. The small size of the embassy facilitated this officer's frequent contact with the Ambassador and DCM.

The DCM pays close attention to consular operations. She reviews the officer's visa decisions and provides guidance. The visa referral policy is closely followed, but there are few referrals. The DCM chairs the monthly Visas Viper meeting, which is also used as a forum to discuss terrorism trends. The consular section has a good, cooperative relationship with all sections of the embassy.

Consular Staff and Facilities

The two new ELOs plan to do a consular rotation but will have other responsibilities as well. There are a variety of consular tasks that need to be completed. Several required consular reports, such as the quarterly fraud report, the disposition of remains report, and the Visa Lookout Accountability certification, were overdue and were only completed shortly before the OIG team visit. With additional officer hours available, there should be sufficient time to keep up with required reports and complete other important tasks.

The OIG team concluded that, once these needs have been addressed, barring American citizen emergency cases, the consular officer will need to spend slightly more than 20 hours per week on routine consular work. Twice in the past year, the section has required consular support from temporary duty employees from neighboring embassies. With more officers able to back-up the consular officer, this should no longer be necessary. The OIG team informally recommended that the embassy gradually integrate into consular work the ELO who is scheduled to rotate to that section in one year. If funding permits, that ELO should spend some time in the consular section of Embassy Nairobi before starting her consular rotation.

One part-time LE staff member has worked in the section for eight years. She is a valuable resource and, when necessary, has worked more than 20 hours a week. Some of the tasks the OIG team has identified will require her assistance. She also needs time to complete the consular correspondence courses she is taking and to train her LE staff back-up, who has little consular experience. The OIG team informally recommended that the embassy extend her contract hours to 30 hours per week. The regional consular officer stationed in Frankfurt has provided good support. He visited twice within a six-month period, including in February 2007 to help the section prepare for the inspection.

The consular work area is small and has only one service window. The public waiting room is the chancery reception area. Consular interviews are audible to anyone in the reception area. For this reason, NIV applicants wait outside the embassy compound and are allowed in one at a time. Because there is only one service window, the applicants end up coming to the embassy three times: for an appointment and prescreening, for the interview, and to pick up their passports. This is an inefficient use of staff time and poor public service. At one time, there was a plan to remodel the section, but the plan was not implemented. There are also security reasons for this project that are explained in the classified annex of this report.

Recommendation 2: The Bureau of Overseas Buildings Operations, in coordination with Embassy Bujumbura, should remodel the consular section, increase the number of public service windows, and create a separate waiting area for consular customers outside the chancery building. (Action: OBO, in coordination with Embassy Bujumbura)

Consular Management

The embassy's information management (IM) operation provides prompt service when the section has problems with the consular computer systems. The IM staff and consular section are seeking to update and improve the consular section's web page.

The consular LE staff receive about 25 telephone calls daily from the public, requesting basic information. Many of these calls could be handled by a simple telephone information tree. The OIG team informally recommended that the embassy install a telephone information system. The OIG team also discussed with the consular officer the value of using public diplomacy to disseminate basic information. In addition, a public diplomacy campaign could direct potential visa applicants, many of whom are university students, businessmen, and others with access to computers, to the embassy web page. The section has used public diplomacy successfully in the past, most notably to smooth the transition to the mandatory use of the electronic visa application form in November 2006.

REFUGEE AFFAIRS

There are about 24,500 Congolese refugees in Burundi and 375,000 Burundian refugees in Tanzania. Their resettlement to their home countries is an important step in improving stability in the region. The regional refugee coordinator is stationed in Uganda, but the embassy political officer, the Ambassador, DCM, Defense attaché, and USAID representative follow refugee issues and contribute spot reporting.

The embassy has increased its staff of officers in 2007, and the political officer expects to devote more than the current five percent of his time to refugee matters. Until recently it was unsafe to travel outside Bujumbura, and visits to most refugee camps were therefore problematical. As the country emerges from the civil war, it should become safer to travel in 2007. The regional refugee coordinator said he plans to come to Burundi in April 2007 to participate in the next joint assessment mission with the UN High Commission for Refugees and other international organization and nongovernmental organizations' representatives. At that time, he will meet with embassy officers to discuss the best use of the political officer's time.

In FY 2006, total U.S. government expenditures in Burundi for refugee assistance were \$18.6 million. The funds are administered by the Bureau of Population, Refugees and Migration. The embassy does not manage refugee projects but, along with the regional refugee coordinator, monitors the work of the organizations that manage the U.S. government-funded projects. In FY 2005 and FY 2006 about 96,000 Rwandans were repatriated from Tanzania. The U.S. government has agreed to accept 20,000 Burundian refugees over the next several years. The Department of Homeland Security will interview refugees in Burundi, and the visas will be processed at Embassy Nairobi.

The embassy is aware that a sudden repatriation of the remaining 375,000 Rwandans will require an extensive U.S. government response to help the government of Burundi. In that event, the embassy is prepared to request personnel and funding from the Bureau of Population, Refugees and Migration, including a disaster assistance recovery team. The embassy also recognizes that disputes over scarce land complicate the situation for returning refugees, and it supports efforts to mediate and resolve land disputes.

COUNTERTERRORISM

Internal embassy communication on counterterrorism issues is good. The embassy has a designated terrorism reporting and terrorism-finance coordinating officer. The embassy holds regular Visas Viper meetings and has a proactive emergency action committee that focuses on terrorism threats in the country. The emergency action committee consists of all section heads and is likely to learn about counterterrorism issues before the host country does.

AVIAN INFLUENZA

Burundi is a poor country with an inadequate health care system. Malaria, tuberculosis, and AIDS are deadly and prevalent at high percentages among children and adults. Consequently, the government of Burundi places avian influenza low on its list of health priorities.

The embassy has sent a demarche asking the government of Burundi to focus more directly on avian influenza and has offered U.S. government assistance. The embassy will soon give 500 personal protective suits to the Burundian government. The embassy has also offered to arrange for technical experts to visit Burundi and is awaiting the Burundian government's response on whether it is prepared for the visit. The nation's ministers of public health and agriculture are working with the World Health Organization to develop a formal plan for dealing with avian influenza.

The embassy is prepared for avian influenza with a supply of gloves, masks, gowns, and Tamiflu. Residences have been checked for water and ready-to-eat meals. Embassy staff understand they may need to face quarantine, should avian influenza become a problem.

PUBLIC DIPLOMACY

Embassy Bujumbura does not have a full-time public diplomacy officer and its public diplomacy budget was only \$10,500 in FY 2006, but it is doing a good job presenting U.S. views and image. For the last year, an ELO held the public diplomacy portfolio along with his consular, economic, and political duties. An ELO arrived in

February 2007, primarily to cover the public diplomacy duties and a political portfolio. One seasoned LE staff information assistant who has had the Department's media training supports the information and limited cultural programs. Because this is a small embassy, there is close coordination among embassy elements on media coverage.

The Ambassador supports the public diplomacy activities of her officers and elevates the importance of their efforts within the mission and in public. Because of her energetic engagement, the embassy, with its modest resources, carries out solid media outreach and a modest program of speakers and culture presentations. The information assistant, along with the LE staff political assistant, gives the Ambassador and others daily media briefings and keeps the embassy informed via e-mail reports. He arranges press conferences and media coverage for embassy officials and U.S. government visitors in Bujumbura and around the country. He also supports the USAID and Defense attaché office. The embassy sends two to three International Visitor Leadership Program candidates to the United States yearly.

The ease of communications among the small embassy staff has helped the officer in charge of public diplomacy respond to the mission's need for media coverage, but the embassy is growing and activity is increasing. Having a unified U.S. government communications strategy for Mission Bujumbura would facilitate the planning of coverage for events and harmonize messages among mission elements. A written, proactive strategy would also facilitate taking advantage of programmatic linkages between the post's and Department's programs and resources.

Recommendation 3: Embassy Bujumbura should develop and implement a joint communications strategy with the United States Agency for International Development and the Department of Defense. (Action: Embassy Bujumbura)

Embassy Bujumbura does not have experienced LE staff to develop long-term educational exchanges or to identify and assess the Department program resources that Burundi's educational institutions and other institutions could productively use. Embassy Burundi could use the Department's regional expertise - a regional English-language officer, a regional information resource officer, and a regional educational advising coordinator - to evaluate opportunities for program expansion and determine a desirable size and shape for its public diplomacy programs and staff. These evaluations could also assist Department elements in Washington in determining program support levels. Planning could be used to develop a program suitable for Burundi and to determine space needs in a NEC.

The embassy places a high priority on developing programs to expand English-teaching capacity in Burundi. The President of Burundi has told the Ambassador that he would welcome U.S. leadership in this area. Cooperation with Burundian educational institutions on their English-teaching programs would provide the embassy access into other fields. English-teaching programs organized around issues of reconciliation and conflict resolution would contribute as well to progress on democratization. A Bureau of Educational and Cultural Affairs' regional English-language officer could assess the level of English-teaching in Burundi in major institutions and suggest a roadmap for developing an effective program of support, including its English Language Fellows and Specialists.

Recommendation 4: Embassy Bujumbura should invite, and the Bureau of Educational and Cultural Affairs should send, a regional English-language officer to survey English-teaching institutions in Burundi and determine the viability of Department English-teaching programs in Burundi. (Action: Embassy Bujumbura, in coordination with ECA)

Study in the United States through educational exchanges, scholarships, and private funding could contribute to the development of public and private leaders in Burundi who understand and sympathize with U.S. values, goals, and policies. Educational advising services that could boost access to U.S. universities are not available in Burundi. A regional education advising coordinator from the Bureau of Educational and Cultural Affairs could assess opportunities to establish a Department-supported educational advising program and advise the post on possibilities and procedures for implementing testing for the teaching of English as a foreign language in Burundi.

Recommendation 5: Embassy Bujumbura should invite, and the Bureau of Educational and Cultural Affairs should send, a regional educational advising coordinator to survey opportunities for establishing a Department-supported educational advising program. (Action: Embassy Bujumbura, in coordination with ECA)

The embassy would like to develop an information outreach program, including an information resource center (IRC) and an American Corner. Although funding may not be available for these facilities, an embassy information outreach program

would provide Burundians with current American perspectives on policy and other issues, as well as support host-country institutions' access to U.S. information sources. It also would facilitate embassy research. The program should reflect the host country's information resources, such as public libraries and libraries at institutions of higher learning, the parliament, political parties, NGOs, and think tanks. (These are all institutions with which an IRC or a dedicated LE staff information resources specialist would work.) The Bureau of International Information Programs' regional information resource officers in Africa support such information outreach programs as part of their support for IRCs and American Corners.

Recommendation 6: Embassy Bujumbura should invite, and the Bureau of International Information Programs should send, a regional information resource officer to survey institutions to determine which information programs would be most appropriate for Burundian conditions. (Action: Embassy Bujumbura, in coordination with IIP)

The post's present records of its public diplomacy activities are scant, poorly organized, and do not give a useful picture of the embassy's activities. Understanding programming trends and the histories of programming efforts is important to avoid repeating past mistakes and for guiding future programs. The OIG team discussed with the public diplomacy officer the value of building more organized files on relevant host-country institutions, programs, program participants, and other contacts and of providing reports to Washington on host-country institutions. Because of the two-year assignments of officers to Burundi, a written record of activities is especially important to maintaining strategic continuity.

SMALL GRANTS PROGRAM

The political officer with the public diplomacy portfolio oversees an LE staff member who serves as self-help grant program coordinator and implements two small grants programs. They are the Ambassador's Fund for Self-Help, which in FY 2006 provided \$60,000 for eight entrepreneurial and small agriculture projects, and the Democracy and Human Rights Fund, which in FY 2006 provided \$87,000 for 15 projects promoting political pluralism and human and civil rights. The self-help coordinator also occasionally implements other miscellaneous small-grants programs for refugee assistance, media development, and other purposes.

The Ambassador is increasing mission attention and program oversight of the self-help and democracy and human rights funds, encouraging wider mission participation in selection of projects, and increasing her role to ensure greater public diplomacy impact.

Although both programs have the Department's general handbooks, Embassy Bujumbura does not have written standard operating procedures for its implementation of the grants programs. Written standard operating procedures ensure consistent and appropriate program execution. The OIG team made an informal recommendation that Embassy Bujumbura establish written standard operating procedures for the grants programs.

To fund projects outside of Bujumbura, where embassy travel is problematic, and to reach new potential participants, the self-help coordinator sends signed letters from the Ambassador along with the application materials being sent to regional governors' offices to ask them to identify local organizations to make project proposals. The self-help coordinator accepts only applications submitted with a cover letter from the governor.

These procedures appear to violate the spirit of the grants programs by giving the governors the opportunity to influence the two programs, which emphasize direct support for private associations. The procedures seem particularly inappropriate for the Democracy and Human Rights Fund, which supports organizations and projects that strengthen democratic institutions and values as counterbalances to governmental authority. The OIG team made an informal recommendation that Embassy Bujumbura develop alternative procedures for project solicitation and submission that make clear that national and local governments may play a role in publicizing the programs but are not involved in the selection process for these programs.

RESOURCE MANAGEMENT

| Agency | Authorized U.S. Direct-Hire Staff | LE Staff | Total Staff | FY 2006 Funding (In U.S. Dollars) |
|---|-----------------------------------|------------|-------------|-----------------------------------|
| Department of Defense | 2 | 1 | 3 | \$181,990* |
| State Department | 22 | 95 | 117 | -- |
| Diplomatic and Consular Programs | -- | -- | -- | 1,151,800 |
| International Cooperative Administrative Support Services | -- | -- | -- | 2,764,000 |
| Public Diplomacy | -- | -- | -- | 10,400 |
| Diplomatic Security | -- | -- | -- | 297,980 |
| Representation | -- | -- | -- | 15,400 |
| Bureau of Overseas Buildings Operations | -- | -- | -- | 658,627 |
| USAID | -- | 8 | 8 | 9,928,205 |
| Total | 24 | 104 | 128 | \$15,008,402 |

*Post-held allotments only

MANAGEMENT OPERATIONS

Embassy Bujumbura's two-person, direct-hire American management staff is performing very well in an extremely difficult environment. The deteriorated chancery, first used in 1962, is scheduled for replacement with a NEC that could be completed within the next four or five years, if land is purchased during this fiscal year and construction begins in 2009. Until there is a NEC, there are life-safety and space issues that cannot be easily remedied in the chancery or the general services warehouse.

to legal proceedings that could delay construction for years. According to current information, OBO does not wish to pursue the purchase until the legal issues are resolved. Consequently, negotiations have been put on hold.

A second site, known as the stadium, also seemed a possibility. During the last days of the inspection, however, the embassy learned that the land, owned by the government of Burundi, is not for sale. Land purchase problems may delay the construction of a NEC for some time.

Life-safety Issues

The chancery has many life-safety issues. Fire extinguishers have not been checked or recharged. Stairs are unprotected by handrails. At the warehouse, a fire in neighboring buildings required the embassy to supply water and manpower to extinguish it. There are no fire engines in Bujumbura.

The office space and working conditions for general services staff are unacceptable, and life-safety risks are very high. At the same time, the possibility of adding staff to the already high number of workers at the warehouse compound further increases life-safety risks and further compromises safe egress in an emergency. The general services officers, in compliance with recommendations in an OBO fire report, have ordered new fire extinguishers. This is not enough to address serious concerns at both facilities. It is time for OBO to undertake fire and safety, health, and environmental management visits.

Recommendation 7: Embassy Bujumbura should request the Bureau of Overseas Buildings Operations to conduct a safety, health, and environmental management inspection and a fire visit. (Action: Embassy Bujumbura)

Setback Property

Embassy Bujumbura has a short-term lease on a property known as the Kenderell building that was leased to provide setback for the chancery. The embassy leased the property for \$48,000 annually for about four years and, in November 2006, exercised a second three-year option to renew.

The Kenerdell property is at the intersection of Chausee Prince Louis Rwagasore and an unnamed sand-and-rock road. Its eastern side faces United States Avenue and the chancery. It has no water or power or first-floor walls, and there is empty space on the second floor. The interior is in deplorable condition, and the building is not suitable for any use other than to provide setback protection. However, the embassy uses the building to store excess property designated for sale and newly arrived furniture and furnishings. The property is not properly protected from dust and dirt, and these materials are stored inappropriately.

Moving about in the building's interior is dangerous because it is dark, and the stairs are broken and unreliable. The management officer and general services officer agree that using the property is unnecessary and that alternatives could be identified to accommodate inventory, sales, and parking needs.

Setback requirements for the chancery could be met to the maximum extent possible, without continuing to lease the adjacent property, by installing a passive antiram barrier, as recommended in the classified annex to this report. This would make the Kenerdell property unnecessary. Removing the Kenerdell property from Embassy Bujumbura's inventory of short-term-leased property would save the U.S. government \$48,000 in annual lease costs.

Recommendation 8: Embassy Bujumbura should remove the Kenerdell property (Property 98525) from its inventory of short-term-leased property as soon as the passive antiram barrier is completed. (Action: Embassy Bujumbura)

Housing

The Ambassador and the management officer's residences are U.S. government-owned properties. The Ambassador's residence is very attractive; however, leaks in the metal roof need attention, and exterior mold on one wall needs power washing. The Ambassador effectively uses the large, raised terrace that wraps around the front of the residence for representational events. The residence also has a pool and tennis court that staff may use.

The management officer's residence was the DCM's residence until mortars and other incendiaries destroyed parts of the roof and the façade. It has been beautifully repaired and could once again serve as the DCM's residence, should the housing board decide to take it out of the housing pool.

Staff housing is spacious and occasionally exceeds the Department's size standards. This situation is related to the availability of suitable housing in this poor country and the frequency with which single occupants are assigned to these houses. These properties are the appropriate size for families, when they return to Bujumbura.

Procurement

Two procurement clerks provide for the embassy's purchasing needs, executing about 450 purchase orders annually. There are blanket purchase agreements for fuel and a few other standard supplies. Most local vendors do not have stock on hand to respond to blanket purchase order solicitations and accept only the local currency, Bujumbura francs. The purchasing agent spends about \$500 in petty cash each week for local purchases.

Orders placed with vendors on General Services Administration schedules, and with the Department's European Logistical Support Office in Antwerp, sometimes take from six months to more than a year to arrive. Goods shipped through the Department's Despatch Agencies through European Logistical Support Office also suffer prolonged delays. Cargo shipments from the support office to Bujumbura are consolidated and placed on unscheduled air cargo aircraft.

Customs and Shipping

Two LE staff members of the customs and shipping operation confirmed the problems that the procurement staff had earlier noted regarding shipping delays. Although it is possible for individuals to locate their personal goods shipments through the Department's Where's My Shipment application, the tracking of commercial goods is not possible without direct information from the European Logistical Support Office's staff, who are sometimes unresponsive. However, even with timely responses from that office to the post's inquiries, goods may take many months to arrive.

Given the vagaries and the extremely high cost of air shipment, the OIG team discussed with the post the possibility of using ocean cargo shipment and overland transportation from a port of entry in, for example, Tanzania. The post's shipping staff said shipments from this port face the chaos at the port, open containers, and theft along the overland route. Because of these concerns, airfreight shipments are the only acceptable alternative for the foreseeable future.

Inventory

Inventory controls are in place and functioning. However, performing a physical inventory is difficult because items are not organized by household, room, or type, or in any logical grouping. Part of the reason for this disarray is the constant movement of items because of inadequate storage space, lack of proper shelving, and the use of small spaces to store items as they arrive. There were no significant shortages or overages.

Motor Pool

Motor pool chauffeurs work excessive overtime. The post should seek to reduce these expensive overtime costs. The Department's Global Support Services and Innovation web site's Motor Pool Utilization Study questionnaire and survey can help the embassy determine whether adding drivers or reducing services is the better way to minimize these costs. The OIG team informally recommended that the embassy use the Motor Pool Utilization Study questionnaire and survey to determine its solution to this problem.

Travel

Embassy Bujumbura's staff rated travel services below average in responses to the Department's annual International Cooperative Administrative Support Services (ICASS) survey. Complaints about the services included the travel section's inability to obtain tickets from major regional air hubs, such as Johannesburg and Nairobi, and problems with confirming onward bookings. These problems stem partly from the limited availability of flights to and from Bujumbura and the poor local infrastructure. The embassy recently changed travel contractors in an effort to improve travel services. The OIG team informally recommended that travel authorizations include notations approving Fly America Act exceptions, use of premium-class travel, and cost-construct travel.

International Cooperative Administrative Support Services

The embassy's ICASS council includes Department, Department of Defense, and USAID representatives. The embassy signed a memorandum of understanding with USAID to establish a furniture pool for incoming USAID employees, a useful step towards a fully integrated joint management platform. The ICASS council met only once in the past seven months, and several ICASS council members expressed

the desire for more consultation in making ICASS decisions. The OIG team informally recommended that the council meet at least twice annually to facilitate reviewing decisions on administrative services.

FINANCIAL MANAGEMENT

Embassy Bujumbura's financial management unit delivers good overall service to its customers. The unit manages allotments that totaled over \$5 million in FY 2006. The Class B cashier is experienced, knowledgeable, and well trained. Voucher files are processed promptly and include necessary administrative approvals. The embassy has made commendable progress in moving to electronic funds transfer for almost all local payments.

The embassy is addressing several problem areas relating to procurement planning and project management. Prior to the arrival of the current management officer and general services officer, poor year-end procurement planning and weak management of OBO-funded projects meant that, in FY 2006, the embassy did not expend \$244,000 from a variety of accounts. This issue also affected the Defense attaché office, which returned nearly ten percent of its budget to the U.S. Treasury. The embassy has instituted new procedures for year-end procurements to make more efficient use of financial resources.

Freight Estimates

The embassy has struggled to estimate airfreight costs accurately. A spike in airline fuel costs in FY 2006 caused airfreight shipment rates to double. Total freight costs for FY 2005 and FY 2006 were \$555,365. Accurate and timely information regarding freight charges is crucial to funds control. Insufficient obligations have resulted in Embassy Bujumbura's exceeding its operating allowance for several FY 2006 accounts. The embassy paid \$82,493 from FY 2007 funds for expenses incurred in prior years. As a general rule, 4 FAM 052.2 requires that government funds be obligated only to pay for bona fide expenses in the fiscal year in which the purchase or service is required. Using current-year funds to pay for expenses from an expired appropriation is improper.

In 2004, the embassy asked the Bureau of Human Resources to authorize the post's withdrawal from the local retirement system and to allow it to implement an offshore retirement plan. The Department did not grant that authorization, citing the existence of a viable, if minimal, local social security plan. That plan made the post ineligible for the Department's defined contributions plan. A review of post-level salary information indicates that the UN Development Program offers a supplementary offshore retirement program. The fact that the major comparator offers this benefit suggests a review of the local compensation plan, including the possible addition of a supplementary retirement plan, may be appropriate.

Recommendation 10: Embassy Bujumbura, in coordination with the Bureau of Human Resources, should review the embassy's local compensation plan to determine whether a supplementary retirement program is warranted based on local prevailing practice. (Action: Embassy Bujumbura, in coordination with HR)

Equal Employment Opportunity

The embassy's Equal Employment Opportunity counselor and Federal Women's Program coordinator have received appropriate training and have the needed information available for employees. Equal Employment Opportunity and Federal Women's Program notices are posted in prominent locations in the workplace.

INFORMATION MANAGEMENT AND INFORMATION SYSTEMS SECURITY

Embassy Bujumbura operates a comprehensive IM and information systems security program. The information management officer (IMO) effectively manages most of the embassy's IM and security requirements. The OIG team assessed the standard operating procedures and systems documentation and performed random checks of post's files. The embassy's information technology (IT) security posture is adequate. The classified local area network is covered in the classified annex to this report.

The IT staff includes two direct-hire Americans and provides unclassified and classified systems support for approximately 100 workstations, 12 servers, and 167 user accounts. Two LE staff members provide unclassified systems and telephone support, and two LE staff members assist in the mailroom and work at the reception desk. The IT staff supports the chancery and general services warehouse, including the encrypted wireless connections between buildings.

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(b) (2)(b) (2) OIG's Office of Information Technology staff plans to discuss this Department-wide problem with the Bureau of Information Resource Management.

Training

The IMO does not have individual development training plans for American or LE staff. According to 5 FAM 121.1(3)(d), the IMO is responsible for developing individual development training plans to ensure that employees have the necessary technical skills to support their professional growth. To date, the IT staff has

received A+ and Server 2000 training. Without individual development training plans, IT management is unaware of the areas where training may be required to provide sufficient customer service. The OIG team informally recommended creating the individual development training plans.

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Telephone Recording Device

Embassy Bujumbura's telephone system does not have recording capability. If a call described a threat, there is no device to record it. According to 12 FAH 1 Annex A 2.1-1, the operator should record potential threats. The OIG team made an informal recommendation to purchase and install a recording device.

QUALITY OF LIFE

The quality of life in Bujumbura is improving slowly, as is security. Morale is about average or above average for a danger-pay post. Travel is restricted to a radius of three miles from the capital, and employees are limited to travel by vehicle from 6 p.m. to 6 a.m. Embassy staff members have few recreational options and work long hours. The staff spends time at the Marine security guard residence, and the Ambassador's pool and tennis court is available for their use.

COMMUNITY LIAISON OFFICE

Before Embassy Bujumbura's one eligible family member became the Ambassador's office management specialist, she was the community liaison office (CLO) coordinator. Before coming to Burundi, the CLO coordinator received training in Budapest and a Family Liaison Office briefing. She continues to provide limited CLO functions, including ensuring that residences are clean and furniture is suitable before newcomers arrive and managing the sponsor program. The sponsor program will expand when more staff and families arrive at post and a greater variety of embassy members are available to sponsor newcomers.

The Ambassador's office management specialist, in her CLO role, responds to questions from staff before they travel to post, explaining the serious lack of supplies and consumable items in Burundi and suggesting items to ship. She also helps newcomers set realistic expectations, especially with regard to the post's limited free-time activities and entertainment opportunities.

Concerns for management to consider in allowing family members, in addition to spouses, to return to Bujumbura include substandard healthcare and emergency treatment for children and others, and inadequate schools. There is only one Belgian school, and instruction is entirely in French. The one school with some instruction in English does not meet American educational requirements.

HEALTH UNIT

The three LE employees who staff the health unit have been embassy employees for between 10 and 25 years. A local physician sees American staff each week for two hours in the health unit. He said the American staff are reasonably healthy and suffer primarily from short-lived upper-respiratory and intestinal illnesses. Any more serious problems require a medical evacuation to Nairobi or Pretoria. The regional mental health officer also visits regularly.

Embassy Addis Ababa's regional medical officer said he is concerned about health care in Bujumbura. Access is inadequate to qualified physicians, proper health care facilities, and hospitals. The lengthy time needed for a medical evacuation could have grave consequences in the case of heart attacks, strokes, accidents, or other emergencies.

The health unit has a laboratory and is well supplied with diagnostic and test equipment and supplies. It has a hospital room and properly stocked and inventoried pharmaceuticals. Adequate supplies must be available, because the local hospitals and clinics are not suitable and do not meet U.S. standards for cleanliness, hygiene, and the presence of attending, licensed healthcare practitioners. When the NEC is finally constructed, its health unit must have a hospital bed and other equipment that is unavailable locally.

LE staff may visit the health unit for emergency care. Otherwise, they use the two clinics that maintain relations with the embassy. LE staff may get medications from one of the three pharmacies that have blanket purchase agreements with the embassy. The laboratory technician reviews bills from the clinics in order to give some assurance regarding the appropriateness of treatment.

MANAGEMENT CONTROLS

Embassy Bujumbura's management controls are adequate to prevent waste, fraud, and mismanagement in its programs and operations. The DCM is the designated management controls officer. Bureau of Resource Management risk assessment questionnaires, completed prior to the inspection, were acceptable and showed no sections requiring a corrective action plan. During an October 2006 visit, the regional consular officer reported that the consular section was not practicing a number of important consular management controls. That officer returned in February 2007 and noted that the section was complying with all but a few of the required controls. The OIG team confirmed that the consular section is now following all required procedures for cash accounting and the control of equipment and supplies.

The Ambassador submitted the embassy's annual Chief of Mission management controls certification on July 13, 2006. The statement identified no reportable conditions but did note the effect of staffing gaps on embassy operations. The OIG team believes that serious security and life-safety vulnerabilities, discussed in greater detail in this report's classified annex and Resource Management section, comprise a condition that should be reported to the Department.

Recommendation 11: Embassy Bujumbura should submit a revised management controls statement identifying the post's physical security and life-safety weaknesses as a management controls reportable condition. (Action: Embassy Bujumbura)

MORALE VISITS

In addition to employees' annual rest and recuperation trips to the mission's authorized relief point, Paris, France, the embassy also funds employees' travel to visit Nairobi, Kenya, two times each year. The embassy initiated morale visits in 2001, when the post was designated an unaccompanied post. The Department's Director General may authorize special rest and recuperation trips in extraordinary circumstances. As described in 3 FAM 3727.1, the geographic bureau must formally request these trips, and the authorization must be renewed annually. There is no evidence that the Director General has approved the embassy's morale visit policy.

Recommendation 12: The Bureau of African Affairs, in coordination with the Bureau of Human Resources, should review Embassy Bujumbura's special rest and recuperation policy. (Action: AF, in coordination with HR)

PREMIUM-CLASS TRAVEL

Embassy Bujumbura issued 21 premium-class travel tickets in 2006, most of them for temporary duty assignments and permanent change of station travel. The OIG team reviewed a sample of completed travel vouchers and found that the DS-4087 forms authorizing premium-class travel were properly completed and that the authorized premium-class travel qualified under the applicable Department regulations. Travelers had submitted the required cost-construct payments for their non-qualifying, premium-class tickets.

FORMAL RECOMMENDATIONS

- Recommendation 1:** Embassy Bujumbura, in coordination with the Office of Rightsizing the U.S. Government Overseas Presence, should update its rightsizing report to reflect future staffing requirements for all agencies at post, make certain that plans for the new chancery will provide appropriate desk space and ancillary needs, and ensure that capital security cost-sharing assessments are sufficient. (Action: Embassy Bujumbura, in coordination with M/R)
- Recommendation 2:** The Bureau of Overseas Buildings Operations, in coordination with Embassy Bujumbura, should remodel the consular section, increase the number of public service windows, and create a separate waiting area for consular customers outside the chancery building. (Action: OBO, in coordination with Embassy Bujumbura)
- Recommendation 3:** Embassy Bujumbura should develop and implement a joint communications strategy with the United States Agency for International Development and the Department of Defense. (Action: Embassy Bujumbura)
- Recommendation 4:** Embassy Bujumbura should invite, and the Bureau of Educational and Cultural Affairs should send, a regional English-language officer to survey English-teaching institutions in Burundi and determine the viability of Department English-teaching programs in Burundi. (Action: Embassy Bujumbura, in coordination with ECA)
- Recommendation 5:** Embassy Bujumbura should invite, and the Bureau of Educational and Cultural Affairs should send, a regional educational advising coordinator to survey opportunities for establishing a Department-supported educational advising program. (Action: Embassy Bujumbura, in coordination with ECA)
- Recommendation 6:** Embassy Bujumbura should invite, and the Bureau of International Information Programs should send, a regional information resource officer to survey institutions to determine which information programs would be most appropriate for Burundian conditions. (Action: Embassy Bujumbura, in coordination with IIP)

Recommendation 7: Embassy Bujumbura should request the Bureau of Overseas Buildings Operations to conduct a safety, health, and environmental management inspection and a fire visit. (Action: Embassy Bujumbura)

Recommendation 8: Embassy Bujumbura should remove the Kenerdell property (Property 98525) from its inventory of short-term-leased property as soon as the passive antiram barrier is completed. (Action: Embassy Bujumbura)

Recommendation 9: The Bureau of Administration should regularly notify Embassy Bujumbura regarding anticipated airfreight costs for common freight routes. (Action: A)

Recommendation 10: Embassy Bujumbura, in coordination with the Bureau of Human Resources, should review the embassy's local compensation plan to determine whether a supplementary retirement program is warranted based on local prevailing practice. (Action: Embassy Bujumbura, in coordination with HR)

Recommendation 11: Embassy Bujumbura should submit a revised management controls statement identifying the post's physical security and life-safety weaknesses as a management controls reportable condition. (Action: Embassy Bujumbura)

Recommendation 12: The Bureau of African Affairs, in coordination with the Bureau of Human Resources, should review Embassy Bujumbura's special rest and recuperation policy. (Action: AF, in coordination with HR)

INFORMAL RECOMMENDATIONS

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

Political and Economic Section

Staffing was limited, until now, in the political-economic section, making it impossible for section officers to participate fully in the development of USAID's democracy and governance, and economic growth programs.

Informal Recommendation 1: Embassy Bujumbura's political-economic section officers should participate more fully in the development of democracy and governance and economic growth programs of the U.S. Agency for International Development.

Work requirements cause the section's substantive officers to divide their efforts among more than their two major portfolios, and these divisions do not allow for synergies among reporting topics and other duties.

Informal Recommendation 2: Embassy Bujumbura should rewrite, clarify, and reconfigure the work requirements of its officers to narrow their areas of responsibility to two major area portfolios.

Consular Operations

One of the newly arrived ELOs will rotate into the consular section after one year.

Informal Recommendation 3: Embassy Bujumbura should gradually integrate into consular work the entry-level officer who is scheduled to rotate to the consular section in one year and, if funding permits, have the officer spend some time in the consular section at Embassy Nairobi before starting her consular rotation.

Informal Recommendation 9: Embassy Bujumbura should draft a local disaster-assistance plan for airplane crashes and other accidents that might involve American citizens and see that the consular section develops close contacts with a wide variety of local officials who would become involved in the welfare of American citizens.

The roads into Bujumbura are closed at night, and someone in need of hospitalization cannot get to the country's only hospital after dark.

Informal Recommendation 10: Embassy Bujumbura should arrange with the government of Burundi to develop a mechanism for dealing with American citizen emergencies that occur outside Bujumbura after the road has been closed.

Small Grants Program

Embassy Bujumbura does not have written standard operating procedures for implementation of the Ambassador's Self-help Fund or the Democracy and Human Rights Fund.

Informal Recommendation 11: Embassy Bujumbura should establish written standard operating procedures for the Ambassador's Self-help Fund and the Democracy and Human Rights Fund.

The procedures for implementation of the Ambassador's Self-help Fund and the Democracy and Human Rights Fund appear to violate the spirit of the programs by giving the local Burundian governors the opportunity to influence the two programs.

Informal Recommendation 12: Embassy Bujumbura should develop alternative procedures for project solicitation and submission for the Ambassador's Self-help Fund and the Democracy and Human Rights Fund, making clear that national and local governments may help publicize the programs but should not be involved in the selection process.

Motor Pool

Embassy Bujumbura's chauffeurs work excessive overtime.

Informal Recommendation 13: Embassy Bujumbura should use the Global Support Services and Innovation web site's Motor Pool Utilization Study questionnaire and conduct a survey to determine the optimum driver utilization and efficient operation.

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Embassy Bujumbura's telephone system does not have call-recording capability.
Were a call to describe a threat, there is no device to record it.

Informal Recommendation 21: Embassy Bujumbura should purchase and install a device to record telephone calls.

PRINCIPAL OFFICERS

| | Name | Arrival Date |
|--|--------------------|---------------------|
| Ambassador | Patricia N. Moller | 03/06 |
| Deputy Chief of Mission | Ann K. Breiter | 10/05 |
| Chiefs of Sections: | | |
| Management | George Lawson | 08/06 |
| Regional Security | Michael Jordan | 11/05 |
| Political Officer | Caren Brown | 02/07 |
| Other Agencies: | | |
| Department of Defense | Christopher Brooks | 05/06 |
| U.S. Agency for International Development | Robert Luneberg | 11/03 |

ABBREVIATIONS

| | |
|------------|---|
| CLO | Community liaison office |
| CNDD-FDD | National Council for Defense of Democracy-Forces for the Defense of Democracy |
| DCM | Deputy chief of mission |
| Department | Department of State |
| ELO | Entry-level officer |
| FNL | Party for the Liberation of the Hutu People/National Liberation Front |
| HR | Human resources |
| ICASS | International Cooperative Administrative Support Services |
| IIP | Bureau of International Information Programs |
| IM | Information management |
| IMO | Information management officer |
| IRC | Information resource center |
| IT | Information technology |
| LE | Locally employed |
| MPP | Mission Performance Plan |
| NEC | New embassy compound |
| NGO | Nongovernmental organization |
| NIV | Nonimmigrant visa |
| OBO | Bureau of Overseas Buildings Operations |
| RSO | Regional security officer |
| USAID | U.S. Agency for International Development |

~~SENSITIVE BUT UNCLASSIFIED~~

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