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Audit of the Department of State's Unarmored Overseas Motor Vehicle Fleet

SECURITY AND INTELLIGENCE DIVISION

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HIGHLIGHTS

Office of Inspector General
United States Department of State

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What OIG Audited

The Department of State (Department) operates a worldwide fleet of motor vehicles to support its global diplomatic mission. According to the Department's records, the overseas unarmored vehicle fleet consisted of 8,602 vehicles as of September 30, 2019, with an acquisition cost of about \$300 million. The Department's Bureau of Administration, and specifically the Overseas Fleet Division (OF), is responsible for the development, implementation, and oversight of policy and regulations governing the Department's overseas vehicle fleet.

The Office of Inspector General (OIG) conducted this audit to determine whether the Bureau of Administration administered the Department's overseas motor vehicle fleet in accordance with Federal guidelines and Department policy. OIG also determined whether selected overseas posts acquired, accounted for, used, maintained, and disposed of motor vehicles in accordance with applicable policy and guidelines. OIG conducted audit fieldwork at U.S. Embassies Santo Domingo, Dominican Republic; Georgetown, Guyana; Vienna, Austria; Tbilisi, Georgia; Addis Ababa, Ethiopia; and Maputo, Mozambique.

What OIG Recommends

OIG made 21 recommendations to address the deficiencies identified in the unarmored overseas motor vehicle program. On the basis of management's response to a draft of this report, OIG considers 20 recommendations resolved, pending further action, and 1 recommendation unresolved. A synopsis of management's response to the recommendations is offered and OIG's reply follow each recommendation in the Results section of this report. Management's response to a draft of this report is reprinted in its entirety in Appendices E through H.

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OFFICE OF AUDITS

SECURITY AND INTELLIGENCE DIVISION

Audit of the Department of State's Unarmored Overseas Motor Vehicle Fleet

What OIG Found

OF is not administering the unarmored overseas vehicle program in accordance with Department policies and guidelines. Specifically, OIG found that OF has not developed and implemented an internal control environment to successfully fulfill its role and responsibilities, as outlined in the Department's Foreign Affairs Manual (FAM). Those responsibilities include managing the acquisition, use, maintenance, and disposal of the Department's unarmored overseas vehicle fleet.

OIG surveyed posts worldwide and found that 10 percent of the 125 posts that responded had more vehicles than were needed, while 6 percent stated they did not have enough vehicles to support their diplomatic mission. In addition, according to the Department's own analysis provided in May 2019, 167 of 271 posts (62 percent) had more vehicles than allowed based on each post's target fleet size. Furthermore, OIG conducted work at six posts and found that the posts did not always obtain, or obtain in a timely manner, waivers from OF to procure vehicles locally; properly track vehicles in the Department's inventory system; document daily vehicle usage; sufficiently maintain vehicles in their possession; or dispose of vehicles in accordance with Department requirements.

These deficiencies occurred, in part, because OF has not developed and communicated a structured, detailed vehicle program plan or standard operating procedures to help manage the Department's overseas vehicle fleet. In addition, OF has not established and implemented processes to obtain reliable data regarding its vehicle fleet or established a methodology to enforce overseas post compliance with applicable fleet management guidelines. Until these deficiencies are addressed, OF will remain incapable of effectively executing its role in strategically planning and overseeing the unarmored overseas motor vehicle program and will be unable to ensure compliance with Federal guidelines and Department policies governing its unarmored overseas vehicle fleet.

CONTENTS

OBJECTIVE	1
BACKGROUND	1
Overseas Fleet Division Roles and Responsibilities	2
Overseas Posts' Roles and Responsibilities.....	3
Fleet Management Council	3
Fleet Management Plan	4
Vehicle Allocation Methodology.....	4
Vehicle Funding.....	5
Overview of the Motor Vehicle Life Cycle.....	5
AUDIT RESULTS	7
Finding A: The Bureau of Administration Did Not Consistently Administer the Unarmored Motor Vehicle Program Overseas	7
Finding B: Selected Posts Did Not Always Acquire Vehicles in Accordance With Policies and Procedures	13
Finding C: Selected Posts Did Not Always Maintain Accountability for Vehicles in Accordance With Policies and Procedures.....	23
Finding D: Selected Posts Did Not Always Use Vehicles in Accordance With Policies and Procedures	27
Finding E: Selected Posts Did Not Always Maintain Vehicles in Accordance With Policies and Procedures	30
Finding F: Selected Posts Did Not Always Dispose of Vehicles in Accordance With Policies and Procedures	38
RECOMMENDATIONS	43
APPENDIX A: PURPOSE, SCOPE, AND METHODOLOGY	46
OIG Motor Vehicle Survey.....	47
Prior Reports	47
Work Related to Internal Controls	47
Use of Computer-Processed Data.....	48
Detailed Sampling Methodology.....	49
APPENDIX B: SUMMARY OF RESPONSES TO MOTOR VEHICLE SURVEY.....	54
APPENDIX C: OFFICE OF INSPECTOR GENERAL MOTOR VEHICLE CHECKLIST.....	58
APPENDIX D: VEHICLE ALLOCATION METHODOLOGY QUESTIONS	60
APPENDIX E: BUREAU OF ADMINISTRATION RESPONSE	62
APPENDIX F: BUREAU OF DIPLOMATIC SECURITY RESPONSE	66
APPENDIX G: BUREAU OF OVERSEAS BUILDINGS OPERATIONS RESPONSE.....	68

APPENDIX H: EMBASSY GEORGETOWN RESPONSE..... 70
ABBREVIATIONS 71
OIG AUDIT TEAM MEMBERS..... 72

OBJECTIVE

The Office of Inspector General (OIG) conducted this audit to determine whether the Bureau of Administration administered the Department of State's (Department) overseas motor vehicle fleet¹ in accordance with Federal guidelines and Department policy. OIG also determined whether selected overseas posts acquired, accounted for, used, maintained, and disposed of motor vehicles in accordance with applicable policy and guidelines.

BACKGROUND

The Department operates a worldwide fleet of vehicles to support its global diplomatic mission. The overseas fleet includes sedans, sport utility vehicles (SUV), vans, light-duty pickup trucks, and heavy-duty vocational trucks, that support the unique facility and infrastructure requirements at each overseas location. Many missions operate their vehicles under challenging conditions that include poor roads, heavy traffic, and adverse weather and climates.

According to the Department's official inventory records,² as of September 30, 2019, the Department's overseas unarmored vehicle fleet³ included 8,602 vehicles, with a total acquisition cost of approximately \$300 million.⁴ Additionally, the Department expended about \$152.2 million to procure new vehicles between FY 2015 and FY 2019. The vehicles at posts are identified as either program or Interagency Cooperative Administrative Support Services (ICASS)⁵ vehicles. A program vehicle is one that is owned by the Department and funded by the office requiring its dedicated use. Program vehicles can be acquired by various Department bureaus, including the Bureaus of Diplomatic Security (DS), International Narcotics and Law Enforcement Affairs (INL), and Overseas Buildings Operations (OBO). Table 1 shows the regional

¹ The Department's vehicle fleet includes both armored and unarmored vehicles. In February 2017, OIG issued an audit report specific to the Department's armored vehicles, *Audit of the Bureau of Diplomatic Security's Administration of the Armored Vehicle Program* (AUD-SI-17-21, February 2017). Therefore, this audit focused on the Department's unarmored overseas vehicle fleet.

² The Department's official inventory records are maintained in the Integrated Logistics Management System – Asset Management (ILMS-AM) module. ILMS is a Web-based information system designed to address procurement, transportation, receiving, and property management.

³ In this report, "vehicles" will generally be used to reflect the Department's unarmored overseas vehicle fleet.

⁴ The acquisition cost of \$300 million should be considered an estimate. Specifically, during this audit, OIG identified concerns with the reliability of ILMS data, which is the source of the number and acquisition cost of vehicles included in the Background section of this report. Department officials also stated that the ILMS data was not completely reliable, but it was the best information available. See Appendix A: Purpose, Scope, and Methodology for additional information on data reliability and the Audit Results section of this report for information on deficiencies identified during audit testing.

⁵ ICASS is a program designed to share the cost of common administrative support at overseas posts, including vehicle operations between different agencies.

bureaus involved, the number of posts under each bureau, and the total number and percentage of vehicles assigned, as of September 2019.

Table 1: Regional Bureau and the Number and Percentage of Unarmored Motor Vehicles Assigned, as of September 30, 2019

Regional Bureau	Number of Posts	Number of Vehicles	Percentage of Overall Vehicles
Bureau of African Affairs	53	2,322	27
Bureau of East Asian and Pacific Affairs	44	1,025	12
Bureau of European and Eurasian Affairs	72	1,676	19
Bureau of Near Eastern Affairs	23	1,119	13
Bureau of South and Central Asian Affairs	19	823	10
Bureau of Western Hemisphere Affairs	53	1,637	19
Total	264	8,602	100

Source: OIG generated based on unarmored motor vehicle data and information provided by the Bureau of Administration.

Overseas Fleet Division Roles and Responsibilities

Until April 2017, the Secure Logistics Division, within the Bureau of Administration, Logistics Management (LM), Office of Logistics Operations, was responsible for managing the funding, policies, and processes for the Department’s motor vehicle program overseas including the issuance and replacement of program vehicles at posts abroad, and policy guidance for OBO, ICASS, INL, and DS fleets.⁶ However, in April 2017, the Bureau of Administration created the Overseas Fleet Division (OF), within LM’s Office of Program Management and Policy, to oversee the Department’s overseas motor vehicle fleet.⁷ According to the Foreign Affairs Manual (FAM), OF is responsible for the development, implementation, and oversight of policy and regulations governing the Department’s overseas vehicle fleet.⁸ OF’s oversight responsibilities include vehicle maintenance, vehicle use, fuel programs, titling, licensing, registration, and training and safety initiatives.⁹ Additionally, OF manages the acquisition of unarmored vehicles for the overseas fleet.¹⁰ OF has 12 positions dedicated to managing the overseas vehicle fleet (a

⁶ 1 FAM 215.2-1, “Secure Logistics Division (A/LM/OPS/SL)” (effective September 1, 2015).

⁷ 1 FAM 215.3-5 (a), “Overseas Fleet Division (A/LM/PMP/OF)” (effective April 5, 2017).

⁸ 1 FAM 215.3-5 (a), (effective April 5, 2017), and 1 FAM 215.2-5 (a), “Overseas Fleet Division (A/LM/PMP/OF).” Department policies were updated several times during the scope period of the audit. Therefore, OIG included multiple citations in the report footnotes, as appropriate.

⁹ 1 FAM 215.3-5 (j), (effective April 5, 2017), and 1 FAM 215.2-5 (c).

¹⁰ 1 FAM 215.3-5 (g), (effective April 5, 2017), and 1 FAM 215.2-5 (d).

Director, an Administrative Assistant, a Branch Chief, 6 Desk Officers, a Training Officer, and an employee and a contractor assigned to special projects).¹¹

Overseas Posts' Roles and Responsibilities

Although OF is responsible for the development, implementation, and oversight of policy and regulations governing the Department's overseas vehicle fleet, overseas posts play a significant role in the Department's vehicle program and are responsible for various aspects of vehicle acquisition, accountability, use, maintenance, and disposal. For instance, each post is responsible for establishing its own policies and procedures for specific business use and other authorized use of vehicles in accordance with the FAM.¹² The FAM also requires that each post review its post-specific vehicle policies and procedures at least annually and republish them to incorporate any updates to the Department's overall vehicle control policy.¹³ In addition, posts are responsible for conducting an annual inventory, which includes a reconciliation and certification for all vehicles.¹⁴ Posts are also responsible for updating and maintaining critical vehicle information in the Department's Fleet Management Information System (FMIS),¹⁵ which is used to capture key operational data, including mileage and fuel costs, maintenance schedules and history, administrative costs, and billing reports.¹⁶ Additionally, the FAM states that "posts should develop local vehicle life-cycle schedules that maximize value for the U.S. Government, when considering factors such as resale value, maintenance costs, and new replacement vehicle acquisition costs."¹⁷

Fleet Management Council

In December 2007, the Department established a Fleet Management Council in response to an Office of Management and Budget review of federal vehicle fleets and initiatives by the General Services Administration (GSA). According to the Department's Fleet Management Plan (FMP),

¹¹ The number of vacant positions fluctuated during the audit. However, the OF Director stated there were four vacant positions as of January 28, 2020.

¹² 14 FAM 431.2-1 (a), "Chief of Mission" (effective February 10, 2015), and 14 FAM 431.6-1 (a), "Chief of Mission."

¹³ 14 FAM 432.5, "Country-Wide Policies" (effective June 14, 2012), and 14 FAM 435.1 (a), "Mission-Wide Motor Vehicle Policy."

¹⁴ 14 FAM 437.2 (a), "Annual Motor Vehicle Inventories and Motor Vehicle Survey" (effective June 14, 2012); 14 FAM 437.2 (a), (effective March 27, 2018); and 14 FAM 437.3, "Annual Motor Vehicle Inventories and Motor Vehicle Survey."

¹⁵ FMIS is the Department's centralized fleet management system that was designed to enable posts to manage vehicle maintenance and fuel consumption, dispatch vehicles for official Government business, maintain motor pool employee records, track vehicle title and registration activity, and provide standard reports on all associated costs and fleet utilization metrics.

¹⁶ 14 FAM 431.2-4 (e), "Motor Vehicle Accountable Officer" (effective June 14, 2012); 14 FAM 431.2-4 (e), (effective March 27, 2018); and 14 FAM 431.6-2 (b)(7), "Mission Vehicle Accountable Officer (MVAO)."

¹⁷ 14 FAM 432.2 (c), "Fleet Size, Composition and Life Cycle" (effective August 3, 2015); 14 FAM 432.2 (c), (effective March 27, 2018); and 14 FAM 436.2 (d), "Fleet Size, Composition and Life Cycle."

the Fleet Management Council provides broad organizational leadership and guidance required to implement fleet-related laws, regulations, policies, and processes. The Fleet Management Council consists of stakeholders from 17 different bureaus or offices within the Department, including each domestic and overseas organization that operates vehicles, financial offices, regional bureaus, and environmental safety staff. The Bureau of Administration chairs the Fleet Management Council, which meets monthly to discuss fleet-related topics.

Fleet Management Plan

The FMP¹⁸ has been adopted from guidance provided by GSA. Although the FMP outlines the Department's "approach" to the management of its fleet and compliance with federal regulations and guidance on fleet management, it does not include objectives in specific and measurable terms to enable management to identify, analyze, and respond to risks related to achieving those objectives. Rather, the FMP discusses some of the Department's overall motor vehicle strategies and initiatives. For example, each year GSA provides a template that outlines the required content for the agency and departmental fleet management plans. The questions or issues posed by GSA are followed by the Department's responses. Two items included in the template provided by GSA are to describe your agency's plans to reduce greenhouse gas emissions as compared to a 2014 baseline and describe the acquisition of zero emission vehicles as part of a fleet strategy to achieve current sustainability requirements.

Vehicle Allocation Methodology

The Code of Federal Regulations (C.F.R.) requires that executive agencies "establish and document a structured vehicle allocation methodology [(VAM)] to determine the appropriate size and number of motor vehicles."¹⁹ A VAM is a structured and repeatable process for defining the proper number and types of vehicles needed to meet an organization's mission, budget, and regulatory requirements to establish and maintain an optimal fleet.²⁰ According to the FAM, the Department uses a VAM survey²¹ to validate the need for each vehicle on the basis of industry fleet standards.²² Posts are encouraged to determine a minimum fleet size to support transportation requirements by considering mileage and hours of vehicle use.²³

The Department's VAM process began in 2012 and is conducted annually for one-third of the Department's fleet to ensure the entire fleet is assessed every 3 years.²⁴ According to the

¹⁸ The FMP format is provided annually by GSA.

¹⁹ 41 C.F.R. § 102-34.50(b), "What size motor vehicles may we obtain?"

²⁰ Department, webinar training, "The MVS & VAM Processes," October 10, 2018.

²¹ The FY 2019 VAM survey is included in Appendix D of this report.

²² 14 FAM 432.2 (a), (effective August 3, 2015); 14 FAM 432.2 (a), (effective March 27, 2018); and 14 FAM 436.2 (a).

²³ Ibid.

²⁴ In 16 STATE 111592 (October 16, 2016), the Department issued guidance requiring each post to complete the VAM on a 3-year rolling cycle to comply with GSA guidance requiring the VAM be conducted every 5 years.

Department's FMP, the VAM study is designed to occur in two phases. The first phase includes a survey and preliminary analysis, and the second phase consists of justification.²⁵ During the first phase, the survey and preliminary analysis are designed to use fleet management information system data and scored survey responses to numerically separate vehicles, which results in a preliminary recommendation for each vehicle: retain, questionable, or eliminate.²⁶ Post fleet management personnel either accept the preliminary recommendation, or they provide justification to support a different determination. The conclusions reached during the VAM process help to identify the Department's optimal fleet size, which is also known as target fleet size (TFS).

According to the C.F.R.,²⁷ agencies must annually submit information needed to produce the Federal Fleet Report to GSA using the Federal Automotive Statistical Tool (FAST).²⁸ The Department's TFS is reported to Congress and the public through GSA's annual Federal Fleet Report. In addition, the Office of Management and Budget requires agency fleet managers and budget officers to submit annual agency vehicle budgeting information to the Office of Management and Budget through FAST.²⁹

Vehicle Funding

There are numerous Department bureaus and offices that provide funding for motor vehicles overseas. For example, the Department's ICASS office funds most of the vehicles. DS funds overseas vehicles to support security programs, primarily for vehicles dedicated to Regional Security Officers.³⁰ INL funds and procures vehicles to provide transportation for INL employees overseas and for host country donations.³¹ Vehicles are also funded and procured by OBO for an OBO Project Director's official travel during an OBO project.³²

Overview of the Motor Vehicle Life Cycle

The basic life cycle of an overseas motor vehicle includes acquisition, accountability, use, maintenance, and disposal.

²⁵ Department's FY 2019 Fleet Management Plan.

²⁶ Ibid.

²⁷ 41 C.F.R. § 102-34.335, "How do I submit information to the General Services Administration (GSA) for the Federal Fleet Report (FFR)?"

²⁸ FAST is an internet-based reporting tool used to document information regarding vehicle inventory, costs, and use.

²⁹ 41 C.F.R. § 102-34.335, note.

³⁰ DS-funded vehicles are usually armored vehicles. However, DS funds the acquisition of some unarmored vehicles for a variety of security and investigative programs. This audit assessed only unarmored vehicles.

³¹ INL may grant excess property to host country governments.

³² 14 FAM 434.2 (6), "Vehicle Assignments" (effective June 14, 2012), and 14 FAM 432.7 (a)(6), "Dedicated Vehicle Assignments."

Motor Vehicle Acquisition

The basic life cycle of a vehicle begins with its procurement. Posts, in coordination with other Department bureaus, are responsible for initiating a procurement request with OF. The timeframe for a post to receive requested vehicles is dependent on various factors including model selected, model availability, and location of post.³³ The Department is required to procure vehicles through the GSA AutoChoice³⁴ program, unless a waiver³⁵ is granted.³⁶

Motor Vehicle Accountability

The Motor Vehicle Accountable Officer, who is in many cases the General Services Officer (GSO) at post, is responsible for maintaining the post's inventory of vehicles by using the Integrated Logistics Management System – Asset Management (ILMS-AM).³⁷ Department vehicles are considered capitalized property and must be tracked.³⁸ Each post must annually complete a physical inventory and reconciliation of the Department's vehicles assigned to post.³⁹ Accountability records must be established and kept on file for all official vehicles.⁴⁰

Motor Vehicle Use

Until April 5, 2019, the Department considered a standard of 6,000 miles per passenger sedan and SUV per year to be sufficient vehicle usage.⁴¹ The FAM requires that each post have a written policy specifying when it is appropriate to use a Department-owned motor vehicle.⁴² Vehicle use policies are influenced by considerations such as the availability and safety of local transportation.

³³ 16 STATE 28048, "Overseas Motor Vehicle Fleet: Guidance on Vehicle Purchase and Use."

³⁴ GSA AutoChoice is an online ordering tool for vehicle purchases. A Federal Government user can compare manufacturers, configure vehicles, choose equipment and color options, and view side by side comparisons of vehicle models.

³⁵ Waivers may be granted for the purchase of right-hand drive vehicles or vehicles for certain special operations.

³⁶ 14 FAM 438.4-3 (b)(1), "Purchase" (effective June 15, 2011); 14 FAM 438.4-3 (b)(1), (effective March 27, 2018); and 14 FAM 436.3-1 (a)(1), "Vehicle Purchase Methodology."

³⁷ 14 FAM 431.2-4 (c), "Motor Vehicle Accountable Officer" (effective June 14, 2012); 14 FAM 431.2-4 (c), (effective March 27, 2018); and 14 FAM 431.6-2 (b)(6), "Mission Vehicle Accountable Officer."

³⁸ 14 FAM 438.4-2 (a), "Recording Official Vehicles as Capitalized Assets in ILMS-AM" (effective August 3, 2015), and 14 FAM 436.5 (a), "Recording Official Vehicles as Capitalized Assets in ILMS-AM/MV."

³⁹ 14 FAM 437.2 (a), (effective June 14, 2012); 14 FAM 437.2 (a), (effective March 27, 2018); and 14 FAM 437.3.

⁴⁰ 14 FAM 437.1 (a), "Accountability, Use, and Maintenance Records" (effective August 3, 2015); 14 FAM 437.1 (a), (effective March 27, 2018); and 14 FAM 437.1 (a).

⁴¹ 14 FAM 432.2 (a), (effective August 3, 2015), and 14 FAM 432.2 (a), (effective March 27, 2018). This standard was removed as part of the April 5, 2019, FAM update. No other standard was implemented.

⁴² 14 FAM 432.5, (effective June 14, 2012), and 14 FAM 435.1 (a).

Motor Vehicle Maintenance

According to Department policy, maintenance can be performed by post mechanics or by local mechanic shops.⁴³ Generally, posts develop their own guidelines for maintenance based on local conditions and manufacturer recommendations.⁴⁴ Posts are required to keep maintenance records for all official vehicles.⁴⁵ This data must be monitored for effective fleet management and management controls.⁴⁶

Motor Vehicle Disposal

The FAM states that “posts should develop local vehicle life-cycle schedules that maximize value for the U.S. Government, when considering factors such as resale value, maintenance costs, and new replacement vehicle acquisition costs.”⁴⁷ The FAM also states that “the government’s general replacement cycle for passenger sedans and SUVs is [5] years for standard vehicles and [7] years for hybrid electric vehicles” and that “posts may choose to diverge from this baseline in view of local conditions, resale values, and maintenance costs” but should dispose of sedans and SUVs over 10 years old.⁴⁸ Posts must notify and obtain pre-approval from the program office and OF to dispose of a program vehicle.⁴⁹

AUDIT RESULTS

Finding A: The Bureau of Administration Did Not Consistently Administer the Unarmored Motor Vehicle Program Overseas

OIG found that OF is not administering the unarmored overseas vehicle program in accordance with Department policies and guidelines. Specifically, OIG found that OF has not developed and

⁴³ 14 Foreign Affairs Handbook (FAH)-1 H-818.1, “Form DS-1777, Vehicle Maintenance/Repair Work Order” (effective August 11, 2004). The FAH sections related to motor vehicles were retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect during the timeframe covered by the audit.

⁴⁴ 14 FAH-1 H-819.1 (b), “Preventive Maintenance” (effective August 11, 2004), and Bureau of Administration, “Motor Pool Procedures Overseas,” “Section 6: Preventative Maintenance (PM), Inspection and Review” (effective September 16, 2019). The FAH sections related to motor vehicles were retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect during the timeframe covered by the audit.

⁴⁵ 14 FAM 437.1 (a), (effective August 3, 2015); 14 FAM 437.1 (a), (effective March 27, 2018); and 14 FAM 437.1 (a).

⁴⁶ Ibid.

⁴⁷ 14 FAM 432.2 (c), (effective August 3, 2015); 14 FAM 432.2 (c), (effective March 27, 2018); and 14 FAM 436.2 (d). OIG determined that the April 2019 update added the general replacement cycle for passenger sedans and SUVs (i.e., 5 years or when the mileage exceeds 100,000 miles for standard vehicles and 7 years for hybrid electric vehicles).

⁴⁸ Ibid.

⁴⁹ 14 FAM 439.1 (a), “Methods of Disposal” (effective February 10, 2015); 14 FAM 439.1 (a), (effective March 27, 2018); and 14 FAM 436.7-1 (a), “Methods of Disposal.”

implemented an internal control environment to successfully fulfill its role and responsibilities, as outlined in the Department's FAM.⁵⁰ Those responsibilities include managing the acquisition, maintenance, use, and disposal of the Department's unarmored overseas vehicle fleet. OIG surveyed posts worldwide and found that 10 percent of the 125 posts that responded had more vehicles than were needed, while 6 percent stated they did not have enough vehicles to support their diplomatic mission.⁵¹ In addition, according to data provided by OF in May 2019, 167 of 271 posts (62 percent) had more vehicles than allowed based on each posts' TFS.⁵² Furthermore, OIG conducted audit fieldwork at six posts and found that the posts did not always obtain, or obtain timely, waivers from OF to procure vehicles locally, properly account for vehicles in the Department's inventory system, document daily vehicle usage, sufficiently maintain vehicles in their possession, or dispose of vehicles in accordance with Department requirements.

The underlying reason for the deficiencies identified is that OF has not developed and communicated a structured, detailed vehicle program plan or standard operating procedures to help manage the Department's overseas vehicle fleet. In addition, OF has not established and implemented processes to obtain reliable data regarding its vehicle fleet or established a methodology to enforce overseas post compliance with applicable fleet management guidelines. Until these deficiencies are addressed, OF will remain incapable of effectively executing its role in strategically planning and overseeing the unarmored overseas motor vehicle program and will be unable to ensure compliance with Federal guidelines and Department policies governing its overseas vehicle fleet.

Program Administration

According to the FAM, OF serves as the Department's authority on overseas fleet operations and acquisition.⁵³ Additionally, OF is responsible for providing policy and procedural guidance for the Department's overseas motor vehicles.⁵⁴ OF also manages the acquisition of the Department's program and ICASS vehicles at posts abroad, and provides operational and policy guidance for OBO, ICASS, INL, and DS fleets.⁵⁵ Furthermore, OF is responsible for providing oversight of and guidance on vehicle operations, which includes maintenance, vehicle utilization, and fuel programs for the overseas fleet.⁵⁶

⁵⁰ Details regarding deficiencies with the internal control environment are presented in Findings B through F of this report.

⁵¹ OIG surveyed primarily GSOs at 266 overseas posts regarding various aspects of the unarmored motor vehicle program. OIG received 125 responses (47 percent). Appendix B includes full survey results.

⁵² Department, "Regional Management Digest," May 2019.

⁵³ 1 FAM 215.3-5 (b), (effective April 5, 2017), and 1 FAM 215.2-5 (a) and (d).

⁵⁴ 1 FAM 215.3-5 (c), (effective April 5, 2017), and 1 FAM 215.2-5 (a).

⁵⁵ 1 FAM 215.3-5 (g), (effective April 5, 2017), and 1 FAM 215.2-5 (a) and (d).

⁵⁶ 1 FAM 215.3-5 (j), (effective April 5, 2017), and 1 FAM 215.2-5 (c).

Although OF is responsible for the unarmored overseas vehicle program, OIG found that OF has not developed adequate guidance to administer the unarmored overseas fleet management program. Specifically, OIG found instances related to every objective of the audit in which OF did not have sufficient guidance for its own use or for posts to use to carry out Department policies regarding motor vehicles. In fact, officials at three of six posts selected for audit testing expressed confusion and uncertainty about processes and procedures related to numerous facets of the unarmored overseas vehicle program. The guidance also was not sufficient to describe the roles and responsibilities for all organizations involved in vehicle fleet management. For example, DS, OBO, and INL have some responsibilities related to the unarmored overseas vehicle program; however, the responsibilities of these bureaus have not been formalized and clearly documented.

Some of the other bureaus involved in the vehicle program, such as DS and OBO, had prepared bureau-specific guidance. However, OIG found that this guidance was not always up-to-date and did not always conform to OF guidance. For example, OBO developed an “Overseas Vehicle Management Guide,” which was issued through a bulletin in February 2010. However, the OBO guidance has not been updated since 2010, while the FAM has been updated numerous times, and OBO’s guidance references several FAM sections that no longer exist. Similarly, OIG found that DS issued guidance in June 2019 that also referenced outdated FAM sections.

OIG also found that OF did not implement a sufficient internal control⁵⁷ environment for the unarmored vehicle program. The FAM requires all levels of Department management to maintain effective systems of management controls to ensure that activities are managed effectively, efficiently, economically, and with integrity.⁵⁸ The internal control environment should reflect the principles set forth by the Government Accountability Office.⁵⁹ Findings B through F in this report detail significant internal control deficiencies identified during the audit.

One reason for the deficiencies identified is that OF did not have a sufficient program plan⁶⁰ in place for motor vehicles. The Government Accountability Office states that “an entity determines its mission, sets a strategic plan, establishes entity objectives, and formulates plans to achieve its objectives Management uses internal control to help the organization

⁵⁷ Government Accountability Office, *Standards for Internal Control in the Federal Government* (GAO-14-704G, September 2014), § OV1.01, defines internal control as a process effected by an entity’s oversight body, management, and other personnel that provides reasonable assurance of the effectiveness and efficiency of operations, reliability of reporting for internal and external use, and compliance with applicable laws and regulations are achieved.

⁵⁸ 2 FAM 021.1 (a) (b), “Policy and Scope,” and 2 FAM 021.2, “Authorities and Requirements.”

⁵⁹ GAO-14-704G.

⁶⁰ According to the Project Management Institute, which is a not-for-profit association for project management professionals, a program plan “formally expresses the organization’s concept, vision, mission and expected benefits produced by the program; it also defines program specific goals and objectives.”

achieve these objectives.”⁶¹ The Government Accountability Office also states that “management should establish organizational structure, assign responsibility, and delegate authority to achieve the entity’s objective.”⁶² GSA requires agencies to develop an FMP, using a GSA-developed format.⁶³ While the FMP includes useful information regarding the fleet program, the FMP template does not require that agencies develop measurable goals and objectives or detailed information defining personnel roles and responsibilities for OF or other Department entities involved with the administration of the motor vehicle program.

Another issue is that OF had not developed a formal implementation guide related to the overseas vehicle fleet. OF provided OIG with some draft standard operating procedures related to acquisitions, disposals, transfers, and shipping. However, none of the draft standard operating procedures had been finalized or implemented as of January 2020. Furthermore, OF does not combine its guidance into one implementation document, such as a motor vehicle handbook.

OF also does not have an adequate communication strategy related to policies and procedures. For example, the limited OF guidance that was available was hard to locate and incomplete, making it difficult for posts to determine what guidance they were supposed to be following. In addition, OF does not sufficiently communicate with its stakeholders when it makes changes to the vehicle program. One OF official stated that OF communicates with its stakeholders using various methods, including emails and newsletters. However, this strategy was informal and did not appear to be working based on Findings B through F of this audit.

Furthermore, an OF official stated that the division lacked the necessary staff with fleet management expertise. According to one official, OF has been in a transition phase for more than one year. Specifically, OF is trying to hire new employees with fleet management expertise and is retraining staff as fleet managers rather than inventory specialists. The lack of staff with expertise impacts OF’s ability to respond to posts’ requests. Officials at two of six selected posts stated that OF was not sufficiently responsive to requests for assistance. For example, an official from one post stated that the post was trying to correct data errors in FMIS related to maintenance and use and needed assistance from OF. However, OF had been slow to respond; therefore, post was unable to address the issues in a timely manner. An OF official stated that OF receives over 1,000 emails each day and responding to each one timely can be difficult. The OF official stated that OF has many issues that need to be addressed and feels like OF is always “drinking from a fire hose.” Although the OF official stated that OF is working to address issues, the official stated it will take time.

⁶¹ GAO-14-704G, Section 2, § OV2.03 “Components, Principles, and Attributes” at 7.

⁶² GAO-14-704G, “Control Environment” at 21.

⁶³ GSA Federal Management Regulation, B-43, “Vehicle Allocation Methodology for Agency Fleets,” March 20, 2017, and the Department’s FY 2019 FMP.

As a result of the issues identified above, OF did not effectively execute its role in strategically planning and overseeing the motor vehicle program to ensure compliance with policies and procedures. In addition, the lack of guidance created confusion and uncertainty at posts related to implementing vehicle requirements. Furthermore, roles and responsibilities related to the vehicle program may not be fully understood and may be duplicated. Additionally, posts may not always get the assistance needed from OF to properly manage motor vehicles overseas. To address these issues, OIG is offering the following recommendations.

Recommendation 1: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a detailed vehicle program plan that (a) contains clear, measurable goals and objectives; (b) establishes internal controls within all facets of the motor vehicle program; and (c) defines areas of authority, roles, and responsibilities for personnel responsible for carrying out the motor vehicle program.

Management Response: LM concurred with this recommendation (see Appendix E for LM's response to a draft of this report).

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration developed and implemented a detailed vehicle program plan that (a) contains clear, measurable goals and objectives; (b) establishes internal controls within all facets of the motor vehicle program; and (c) defines areas of authority, roles, and responsibilities for personnel responsible for carrying out the motor vehicle program.

Recommendation 2: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a formal strategy to communicate updates or changes to vehicle program requirements to affected stakeholders.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has developed and implemented a formal strategy to communicate updates or changes to vehicle program requirements to affected stakeholders.

Recommendation 3: OIG recommends that the Bureau of Administration update the Foreign Affairs Manual to require use of the internal controls developed in response to Recommendation 1 in this OIG report.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration updated the FAM to require use of the internal controls developed in response to Recommendation 1 in this OIG report.

Recommendation 4: OIG recommends that the Bureau of Administration (a) conduct a staffing study of its Office of Logistics Management, Office of Program Management and Policy, Overseas Fleet Division, to determine appropriate staffing levels, whether its staff have requisite fleet management expertise, and whether staff are in the right positions to perform the duties for which they are assigned; and (b) develop and implement a plan to address the results of the study.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that OF (a) conducted a staffing study of its Office of Logistics Management, Office of Program Management and Policy, Overseas Fleet Division, to determine appropriate staffing levels, whether its staff have requisite fleet management expertise, and whether staff are in the right positions to perform the duties for which they are assigned; and (b) developed and implemented a plan to address the results of the study.

Recommendation 5: OIG recommends that the Bureau of Overseas Buildings Operations, in coordination with the Bureau of Administration, (a) update any bureau-specific motor vehicle procedures in place to comply with the Foreign Affairs Manual and Bureau of Administration guidance within 90 days of final report issuance; and (b) establish a process to review and update these procedures, as appropriate, at least annually thereafter.

Management Response: OBO concurred with this recommendation, stating that it will work with the Bureau of Administration to ensure compliance with the FAM and other guidance (see Appendix G for OBO's response to a draft of this report). OBO also stated that it drafted revised guidance, which it will finalize and publish within 90 days of the issuance of OIG's report. In addition, OBO stated that it plans to review the guidance annually and ensure consistency with FAM and Bureau of Administration guidance.

OIG Reply: On the basis of OBO's concurrence with the recommendation and actions planned, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that OBO has updated its bureau-specific procedures and established a process to review and update these procedures annually.

Recommendation 6: OIG recommends that the Bureau of Diplomatic Security, in coordination with the Bureau of Administration, (a) update any bureau-specific motor vehicle procedures in place to comply with the Foreign Affairs Manual and Bureau of Administration guidance within 90 days of final report issuance; and (b) establish a process to review and update these procedures, as appropriate, at least annually thereafter.

Management Response: DS concurred with this recommendation, stating that it drafted updates to the FAH, which included information on motor vehicles, and is coordinating changes to the FAM (see Appendix F for DS's response to a draft of this report). In addition, DS stated that it will review all DS policy language annually and update the language as needed.

OIG Reply: On the basis of DS's concurrence with the recommendation and actions planned, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that DS has updated its bureau-specific procedures and established a process to review and update these procedures annually.

Finding B: Selected Posts Did Not Always Acquire Vehicles in Accordance With Policies and Procedures

OIG found that motor vehicles were not always acquired in accordance with Department policies and procedures. OIG surveyed posts worldwide and found that 10 percent of the 125 posts that responded had more vehicles than were needed, while 6 percent stated they did not have enough vehicles to support their diplomatic mission.⁶⁴ In addition, on the basis of data provided by OF in May 2019, 167 of 271 posts (62 percent) had more vehicles than allowed based on each posts' TFS.

One reason this occurred is that OF has not developed and disseminated adequate guidance that posts can use to consistently ascertain an appropriate number of vehicles. In addition, OF did not always have accurate and reliable data related to vehicle use and mileage, which are the two primary factors that determine a vehicle's need. Furthermore, OIG found that posts do

⁶⁴ OIG surveyed primarily GSOs at 266 overseas posts regarding various aspects of the unarmored motor vehicle program. OIG received 125 responses (47 percent). Appendix B includes full survey results.

not always take the action recommended by OF and do not always provide adequate justification for not taking the action. OIG also found that posts did not always obtain the required waivers to locally purchase foreign-made vehicles or obtained the waivers after the vehicle was already purchased. OIG determined that this deficiency occurred, in part, because OF did not develop and implement detailed standard operating procedures for requesting waivers for new or used vehicles purchased locally. As a result, posts may not have been justified in acquiring certain motor vehicles or posts may have purchased vehicles that do not meet Department standards.

Target Fleet Size

According to the FAM, the Department uses a VAM survey⁶⁵ to validate each individual vehicle's necessity based on industry fleet standards.⁶⁶ The VAM is used to define the proper number and types of vehicles needed by post, which is considered the TFS.⁶⁷ On the basis of data provided by OF, in May 2019, OIG identified 167 (62 percent) of 271 posts that had more vehicles than needed based on each post's TFS. As shown in Table 2, four of six posts selected for review exceeded their TFS, while two had fewer vehicles than what was authorized.

Table 2: Target Fleet Size Compared to Actual Fleet Size

Location	Target Fleet Size*	Actual Fleet Size*	Excess (Deficiency)
Embassy Santo Domingo	90	95	5
Embassy Georgetown	30	32	2
Embassy Vienna	60	58	(2)
Embassy Tbilisi	94	92	(2)
Embassy Maputo	42	53	11
Embassy Addis Ababa	113	114	1
Total	429	444	15

* TFS and actual fleet size include armored vehicles.

Source: OIG generated based on data obtained from OF.

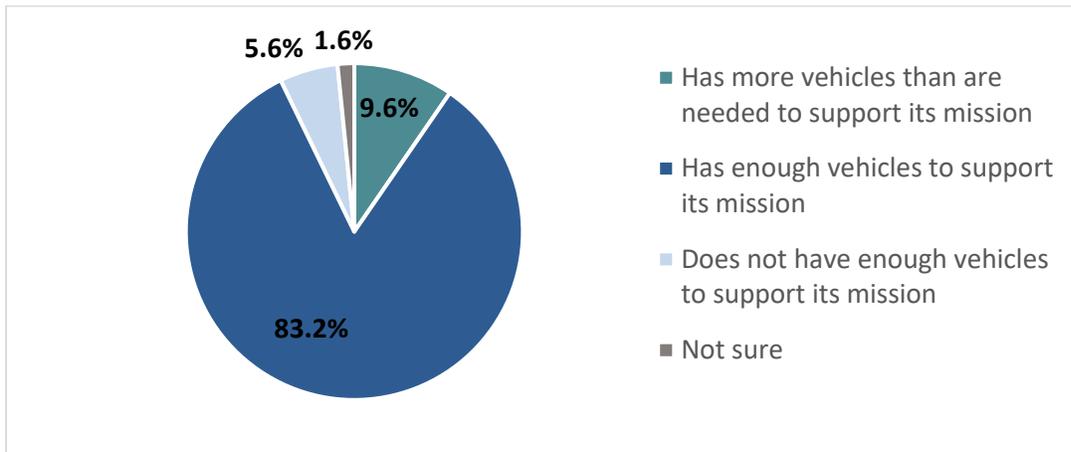
In response to an OIG survey⁶⁸ of 125 respondents, 12 (10 percent) stated their posts had more vehicles than needed to support the post's mission, while 7 (6 percent) indicated that their posts did not have enough vehicles, as shown in Figure 1.

⁶⁵ The VAM survey is conducted on a 3-year rolling cycle. That is, one-third of applicable posts are required to complete the VAM survey every year so that each post has the VAM completed once within a 3-year period.

⁶⁶ 14 FAM 432.2 (a), (effective August 3, 2015); 14 FAM 432.2 (a), (effective March 27, 2018); and 14 FAM 436.2 (a).

⁶⁷ Department, webinar training, "The MVS & VAM Processes," October 10, 2018.

⁶⁸ OIG surveyed primarily GSOs at 266 overseas posts regarding various aspects of the unarmored motor vehicle program. OIG received 125 responses (47 percent). Appendix B includes full survey results.

Figure 1: Survey Response Related to Number of Vehicles

Source: OIG generated based on a survey conducted in March 2019.

Insufficient Guidance

OIG found that posts did not always have the appropriate number of vehicles, in part, because OF has not developed and disseminated adequate guidance that posts can use to consistently ascertain an appropriate number of vehicles. Until 2015, the FAM provided a direct personnel ratio that posts were supposed to use to determine fleet size.⁶⁹ Specifically, the FAM previously stated that in determining the size and composition of post fleets, “A four-to-one ratio of State-U.S. citizen positions per vehicle will generally be used as a guideline.”⁷⁰

In 2012, the Department began relying on the VAM process to validate the need for each vehicle at each post. According to several post officials, some posts do not understand the VAM process and how the VAM impacts the TFS. Two GSOs indicated that although they were responsible for determining the appropriate number of vehicles at their post, they received little guidance on how to determine the correct TFS. One post official stated that he was unsure if the TFS was representative of posts’ needs. Additionally, an OF official acknowledged that the VAM process is not well understood by posts, and OF has “struggled” to educate post officials on the process.

One respondent to OIG’s survey⁷¹ stated that “the FAM sets the policy, but no one in Washington could provide insight on the process for meeting the FAM requirements.” The respondent also suggested that OF develop and provide posts with standard operating procedures regarding the VAM process. Another respondent indicated that his or her post

⁶⁹ 14 FAM 432.2 (a)(1), (effective June 14, 2012), and 14 FAM 432.2 (a)(1), (effective August 3, 2015).

⁷⁰ 14 FAM 432.2(a)(1), (effective June 14, 2012).

⁷¹ OIG surveyed primarily GSOs at 266 overseas posts regarding various aspects of the unarmored motor vehicle program. OIG received 125 responses (47 percent). Appendix B includes full survey results.

wants to increase its fleet size to have a comfortable fleet comparable to post size. One GSO stated that posts are not given much information on the methodology OF uses to determine the TFS.

Lack of Accurate and Reliable Data

Another reason that posts may not have the correct number of vehicles is that OF did not always have accurate and reliable data related to vehicle use and mileage, which are the two primary factors that determine a vehicle's need. Federal regulations require fleet data to be reported annually to GSA through FAST.⁷² As shown in Table 3, FAST identified 13,842 instances of potentially unreasonable data in the Department's FY 2019 submission.⁷³

Table 3: Number of Items Flagged as Potentially Unreasonable by FAST for FY 2019 Data

Item Type	Number*
Data element was changed	401
Model year is inconsistent with in-service date	1,808
Miles per gallon is unrealistic	1,719
Acquisition cost is outside of reasonable range	3,483
Miles traveled is outside of reasonable range	2,778
Maintenance cost is outside of reasonable range	3,259
Other	394
Total	13,842

* Number of items includes armored vehicle data.

Source: Department's FY 2019 FAST submission.

Fleet vehicle users supply critical information needed to justify the Department's vehicle fleet.⁷⁴ OF officials stated that many of the potential errors identified by FAST are due to incorrect or incomplete data reported by posts. Bad data, missing data, and incorrect answers to VAM questions cause poor VAM results.⁷⁵ OF officials stated that OF needs more reliable data to be able to project vehicle life cycles worldwide. One OF official estimated that about 25 percent of posts provide incomplete or incorrect data. OF officials also stated that if posts do not provide data on specific vehicles, then OF uses assumptions developed using data from other vehicles, to determine whether a vehicle is needed.

⁷² GSA Federal Management Regulation, B-43.

⁷³ According to OF, there were 351,918 items that could be flagged as potential errors. Of those, for FY 2019, there were 13,842 items flagged (approximately 4 percent). The items identified are not necessarily errors, but instead reflect activity outside of a predetermined range considered reasonable. The items that are flagged do not prevent submission. However, an OF official stated that it does not have the staff necessary to review each data item and determine whether the error rate is reasonable or requires attention.

⁷⁴ Department, webinar training, "The MVS & VAM Processes," October 10, 2018.

⁷⁵ Ibid.

OF officials stated that OF strives to hold posts accountable for the lack of accurate and complete data. For example, if a post requests a new vehicle but has not entered utilization tickets in FMIS, then OF will ask the post to address the deficiencies within 5 days. If the errors are not corrected, the acquisition request would be denied until the post corrects the data. Post officials recognized that there is inaccurate data in the system. However, post officials stated that it can be difficult to identify and correct the errors in the system. One GSO stated that he did not believe that OF was sufficiently proactive in identifying and correcting errors. Officials at four of six selected posts stated that the lack of personnel was the primary reason that posts were not always entering vehicle data in FMIS. An OF official stated that OF did not have anyone dedicated to monitoring FMIS data or to proactively work with posts to correct the issues identified. Without accurate and complete data, the Department cannot properly plan for current or future fleet needs and ensure compliance with Federal regulations.

Posts Did Not Always Comply With or Justify Non-Compliance With VAM Determinations

Another reason that posts may not have the correct fleet size is that posts did not always take the action recommended by OF as a result of its VAM process and did not always provide sufficient justification for not taking the action. Once OF makes a recommendation for each vehicle, based on the VAM responses, a post can agree or disagree with it. According to OF, posts must provide a justification if they want to retain a vehicle that was identified by OF to be “questionable”⁷⁶ or that should be eliminated.⁷⁷ However, in some cases, posts retain vehicles without providing a thorough explanation or justification. For example, OIG found one instance at Embassy Maputo where the final 2016 VAM determined that a specific vehicle belonging to DS should have been eliminated. However, OIG found that the vehicle was still in use in May 2019, 3 years after it was identified for elimination during the VAM. According to an OF official, OF does not have the ability to ensure that posts take the actions recommended by OF. Without the ability to ensure that posts take the recommended actions, OF and the post involved will remain unable to demonstrate the post has a suitable TFS.

Waivers

The FAM states that “GSA is the mandatory procurement source for the acquisition of U.S.-manufactured vehicles,” but if a U.S.-manufactured vehicle cannot meet post requirements, a request to purchase a foreign-made vehicle abroad by post may be justified.⁷⁸ Authorization

⁷⁶ Vehicles are rated as questionable based on their utilization and criticality scores. OF officials stated that if certain data is not provided, such as the odometer reading, OF will automatically assign that vehicle a questionable rating.

⁷⁷ Department, webinar training, “The MVS & VAM Processes,” October 10, 2018.

⁷⁸ 14 FAM 438.4-3 (b)(1), “Purchase” (effective June 15, 2011); 14 FAM 438.4-3 (b)(1), “Purchase” (effective March 27, 2018); and 14 FAM 436.3-1 (a), “Vehicle Purchase Methodology.”

must be obtained from OF before the purchase of foreign-made vehicles abroad.⁷⁹ The FAM states that posts “are responsible for maintaining purchase documentation for all offshore vehicle purchases,” which should include a waiver justification.⁸⁰

Of 42⁸¹ locally acquired vehicles reviewed for this audit, OIG found that the acquisition files for 7 (17 percent) either did not include the required waiver or the waiver was obtained after the vehicle was already purchased. Additionally, OIG was unable to determine when the waiver was approved for 19 (45 percent) vehicles. OIG also found that DS purchased used vehicles without obtaining waivers at two of six posts (Embassy Georgetown and Embassy Santo Domingo) where OIG conducted audit fieldwork.

OIG determined that these deficiencies occurred, in part, because OF did not develop and implement detailed standard operating procedures to assist posts in understanding the vehicle acquisition process, including the process to request waivers for new or used vehicles purchased locally. Furthermore, OF officials stated that OF does not have direct oversight of local procurement, making it difficult for OF to ensure that waivers are requested. Additionally, post officials did not provide adequate oversight to ensure motor pool personnel were obtaining the required waivers for motor vehicle purchases. As a result, posts may not have been justified in acquiring certain motor vehicles on the local market or posts might purchase incorrect vehicles. For example, one post official stated that the Regional Security Office had locally purchased vehicles that may not be suitable for their intended purpose, which may result in higher maintenance costs.

Motor Vehicle Composition

According to the FAM, vehicles are provided to posts based on vehicle type (i.e., truck or sedan) rather than specific make and model.⁸² Each agency must review fleet use and composition annually to ensure the right mix of passenger and cargo-carrying vehicles and that vehicles are assigned and used properly.⁸³ However, the FAM states that a post can develop a standardization program, which, if approved, would allow a post to limit its acquisition of

⁷⁹ 14 FAM 438.1 (a)(1), “Authority to Acquire Official Vehicles” (effective June 14, 2012); 14 FAM 438.1 (a)(1), “Authority to Acquire Official Vehicles; and 14 FAM 436.1 (c), “Authority to Acquire Official Vehicles.”

⁸⁰ 14 FAM 438.4-3 (b)(4), (effective June 15, 2011); 14 FAM 438.4-3, (b)(4) (effective March 27, 2018); and 14 FAM 436.5 (b), “Recording Official Vehicles as Capitalized Assets in ILMS-AM/MV.”

⁸¹ As described in Appendix A of this report, OIG selected 10 acquisitions at each of the 6 selected posts for review. Of these 60 vehicles, OIG found that 42 vehicles were locally purchased.

⁸² 14 FAM 438.4-6, (effective June 14, 2012), and 14 FAM 436.4.

⁸³ 14 FAM 434.3, “Review of Assigned Vehicles and Usage” (effective June 14, 2012) and 14 FAM 436.3, “Review of Assigned Vehicles and Usage.”

vehicles to a specific make and model.⁸⁴ As discussed in Finding E of this report, posts may be able to provide vehicle maintenance more efficiently on vehicles that are of similar make and model. None of the six selected posts had a standardization program in place. Nevertheless, even in the absence of a formal standardization program, posts should consider a vehicle's make and model when making purchasing decisions to capitalize on the efficiencies and other benefits afforded by maintaining a standardized fleet. Instead, all six posts had various makes and models. For example, Embassy Santo Domingo had 89 motor vehicles comprising 12 different brands (e.g., Ford, Chevrolet, and Toyota) and 31 different models (e.g., Explorer, Suburban, and Tahoe). Table 4 presents the vehicles composition by brand for the six posts included in this audit.

⁸⁴ 14 FAM 438.4-6 (effective June 14, 2012) and 14 FAM 436.4. In addition, the Department of State Acquisition Regulation, § 606.370, "Department of State standardization program," states that a Justification for Other than Full and Open Competition can be used when only specified makes and models of equipment will satisfy the Department's needs. The justification should address potential cost savings in areas such as inventory, operations, training, maintenance, repairs, and administrative and management support.

Table 4: Vehicle Composition by Brand at Six Posts

Vehicle Brand	Embassy Maputo	Embassy Addis Ababa	Embassy Santo Domingo	Embassy Georgetown	Embassy Vienna	Embassy Tbilisi
Chevrolet	X		X		X	
Ford	X	X	X	X	X	X
Toyota	X	X	X	X		X
Dodge			X		X	
Volkswagen	X				X	
Mercedes Benz			X			
Nissan				X	X	
Jeep			X		X	
Freightliner		X	X			
Iveco	X	X				
Land Rover	X					
Isuzu		X				
Colonial			X			
Daihatsu			X			
Peugeot	X					
Tata	X					
Honda			X			
Smart					X	
General Motors						X
Renault					X	
International			X			
Man					X	

Source: OIG generated based on vehicle data obtained from post.

One reason that some posts did not standardize their vehicle composition was because the FAM and the Department of State Acquisition Regulation do not allow for the standardization of foreign vehicle makes and models⁸⁵ (even though posts can request waivers from purchasing American-made vehicles, they are not allowed to have a standardization plan for those vehicles). Three of six selected posts indicated that it is difficult to obtain parts for American-made vehicles. Therefore, it may be useful for these posts to also consider vehicle make and model in addition to vehicle type before the acquisition of vehicles. According to an OF official, the Department would like to reduce the variety of makes and models of vehicles overseas to improve efficiency.

⁸⁵ 14 FAM 438.4-6, (effective June 14, 2012); 14 FAM 436.4; and Department of State Acquisition Regulation, § 606.370.

Recommendation 7: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement detailed standard operating procedures related to vehicle acquisitions. These procedures should, at a minimum, include (a) guidance to assist posts in understanding the vehicle allocation methodology and target fleet size to allow posts to more effectively determine an appropriate number of vehicles needed, (b) steps to be taken to address the overage of fleet sizes, and (c) guidance on requesting and documenting waivers.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has developed and implemented detailed standard operating procedures related to vehicle acquisitions.

Recommendation 8: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a formal process to oversee post's motor vehicle acquisitions and to periodically perform an independent validation to determine whether posts are complying with vehicle acquisition requirements. This process should, at a minimum, include a review of post's vehicle allocation methodology justifications for keeping vehicles that the Overseas Fleet Division determined were questionable or should be eliminated.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has developed and implemented a formal process to oversee post's motor vehicle acquisitions and to periodically perform an independent validation to determine whether posts are complying with vehicle acquisition requirements.

Recommendation 9: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a policy related to posts' local acquisition of used vehicles. This policy should include the circumstances in which a used vehicle may be purchased locally, how to acquire it, and how to record it in the Integrated Logistics Management System.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration developed and implemented a policy related to posts' local acquisition of used vehicles. This policy should include the circumstances in which a used vehicle may be purchased locally, how to acquire it, and how to record it in ILMS.

Recommendation 10: OIG recommends that the Bureau of Administration perform an analysis to determine whether (a) posts are legally allowed to standardize locally purchased foreign-made vehicles, (b) it would be cost-beneficial to allow such standardization, and (c) this type of standardization should be allowed.

Management Response: LM concurred with this recommendation, stating that it will coordinate with the Bureau of Administration, Office of the Procurement Executive, for its input, analysis, and guidance because OF did not have the authority to make a legal determination regarding post local procurement practices.

OIG Reply: On the basis of LM's concurrence with the recommendation and actions planned, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration performed an analysis to determine whether (a) posts are legally allowed to standardize locally purchased foreign-made vehicles, (b) it would be cost-beneficial to allow such standardization, and (c) this type of standardization should be allowed.

Recommendation 11: OIG recommends that, if the Bureau of Administration determines that posts will be allowed to standardize the acquisition of foreign-made vehicles (Recommendation 10), the Bureau of Administration update the Foreign Affairs Manual (14 FAM 436.4) and Department of State Acquisition Regulation (§ 606.370) to formalize this policy.

Management Response: LM concurred with this recommendation, stating that it will coordinate with the Bureau of Administration, Office of the Procurement Executive for its support to change or formalize procurement policy.

OIG Reply: On the basis of LM's concurrence with the recommendation and actions planned, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has updated the FAM and Department of State Acquisition Regulation to formalize this policy.

Finding C: Selected Posts Did Not Always Maintain Accountability for Vehicles in Accordance With Policies and Procedures

OIG found that selected posts did not always maintain accountability for vehicles as required. For example, while OIG was able to physically verify the existence of the 394⁸⁶ vehicles that 6 selected posts reported to OIG, OIG noted instances where vehicles were not included in the Department's official inventory system, ILMS-AM. OIG also identified instances where posts did not accurately record vehicle identification numbers in ILMS-AM. The deficiencies occurred, in part, because OF would not allow posts to enter data for vehicles that were purchased without authorization or that exceeded the post's TFS in ILMS-AM. In addition, OF did not have a process to work with posts to proactively identify and correct inaccurate vehicle identification numbers in ILMS-AM. The failure to properly account for vehicles increases the risk that vehicles could be misappropriated.

Accountability for Vehicles

According to the FAM, all official on-road vehicles are considered capitalized property and must be tracked as accountable property using ILMS-AM.⁸⁷ The FAM also states that the Motor Vehicle Accountable Officer must maintain post's inventory of vehicles by using the ILMS-AM inventory system to ensure that the Department's worldwide motor vehicle inventory is kept current⁸⁸ and that accountability records must be established and kept on file for all official vehicles.⁸⁹ To test accountability over vehicles, OIG obtained a list of vehicles from each of the six selected posts. OIG confirmed the existence of 394 vehicles but found five vehicles at Embassy Maputo that were not recorded in ILMS-AM, as shown in Table 5.

⁸⁶ The list of 434 vehicles provided by posts included some armored vehicles and some vehicles that were not owned by the Department. OIG excluded these vehicles during its testing. In total, OIG verified the existence of 394 unarmored vehicles at six selected posts.

⁸⁷ 14 FAM 438.4-2 (a), (effective August 3, 2015), and 14 FAM 436.5 (a).

⁸⁸ 14 FAM 431.2-4 (c), (effective June 14, 2012); 14 FAM 431.2-4 (c), (effective March 27, 2018); and 14 FAM 431.6-2(b)(6).

⁸⁹ 14 FAM 437.1 (a), (effective August 3, 2015); 14 FAM 437.1 (a), (effective March 27, 2018); and 14 FAM 437.1 (a).

Table 5: OIG Physical Inventory Results for Vehicles at Selected Posts

Location	Number of Vehicles Verified	Number of Vehicles in ILMS
Embassy Santo Domingo	89	89
Embassy Georgetown	30	30
Embassy Vienna	48	48
Embassy Tbilisi	77	77
Embassy Maputo	48	43 ^a
Embassy Addis Ababa	102	102
Total	394	389^b

^a OIG removed a personal vehicle from this count because it was erroneously included in ILMS-AM according to Embassy Maputo officials.

^b OIG obtained the ILMS data as of March 15, 2019. The number of vehicles was modified after that date due to acquisitions and disposals. OIG reconciled the data to reflect changes between the date that the list was obtained and the date of the physical inventories.

Source: OIG generated based on a physical inventory of vehicles conducted at the six selected posts included in this audit.

Specifically, OIG identified five vehicles at Embassy Maputo that were placed in-service on December 30, 2018 but were not added to ILMS-AM until September 23, 2019. According to a post official, the post did not have a clear understanding of the proper acquisition procedures for vehicles. Another post official stated that the post did not obtain approval from OF to acquire the five vehicles and, as a result, exceeded the post's TFS. Because the vehicles exceeded the post's TFS, ILMS-AM would not permit post to input the vehicles as the system is set up to limit entry up to a post's TFS. The post, therefore, requested that OF grant an exception and allow the five vehicles to be input into ILMS-AM. However, according to the post official, the request was denied because the post was over its TFS. In response, Embassy Maputo developed a disposal plan and, on September 16, 2019, again requested approval to add the five vehicles into ILMS-AM. On September 23, 2019, OF allowed the five vehicles to be added to ILMS-AM. In addition, according to an Embassy Maputo official, the post had incorrectly recorded a personal vehicle in ILMS-AM. OIG determined that the vehicle had been erroneously recorded in ILMS-AM for at least 2 years.

OIG also determined one vehicle was purchased and later disposed of by DS at Embassy Georgetown without ever being recorded in ILMS. According to DS, this was a used vehicle that was purchased locally. OF officials stated that no policy exists on how to handle cases where a vehicle was purchased locally and never entered in ILMS.

Other GSOs also identified accountability issues when responding to an OIG survey.⁹⁰ For example, 7 (6 percent) of 125 respondents indicated that their posts had vehicles that were not

⁹⁰ OIG surveyed primarily GSOs at 266 overseas posts regarding various aspects of the unarmored motor vehicle program. OIG received 125 responses (47 percent). Appendix B includes full survey results.

in ILMS. One respondent was unable to add a vehicle because it put the post over TFS; accordingly, ILMS-AM forbade entry of the vehicle. Although posts should not be acquiring vehicles without proper authorization, limiting posts from entering data on vehicles that are acquired that exceed the post's TFS precludes the Department from maintaining a complete and accurate inventory of its assets. The Department must maintain an accurate and complete inventory of its assets to ensure adequate accountability and financial reporting.⁹¹ Prohibiting posts from entering the data in ILMS-AM does not sufficiently disincentivize posts from acquiring unauthorized vehicles and, ultimately, it creates a situation where posts may have numerous unrecorded assets.

Vehicle Identification Numbers

OF staff creates the inventory records for all vehicles received domestically, for shipment to posts.⁹² When creating the asset record in ILMS for vehicles purchased abroad, the FAM states that the Motor Vehicle Accountable Officer or designee is responsible for validating the data to be recorded, including acquisition cost, make, and model.⁹³ In addition to issues with recording vehicles in ILMS-AM, OIG found that Department officials did not always accurately record key vehicle data in ILMS-AM. Specifically, OIG found that the vehicle identification numbers for 9 of 394 vehicles tested had been recorded incorrectly, as shown in Table 6.

Table 6: Vehicle Identification Numbers Recorded Incorrectly in ILMS-AM

Location	Number of Vehicles	Exceptions
Embassy Santo Domingo	89	1
Embassy Georgetown	30	1
Embassy Vienna	48	0
Embassy Tbilisi	77	0
Embassy Maputo	48	4
Embassy Addis Ababa	102	3
Total	394	9

Source: OIG generated based on data obtained from ILMS-AM and verified during the audit.

OIG determined this deficiency occurred because Department officials did not provide sufficient oversight of the data entry process to ensure errors were properly identified. In addition, OF did not have anyone dedicated to monitoring vehicle identification numbers or to proactively work with posts to correct issues identified. Failure to properly account for vehicles may impact Department and Federal reporting requirements and increase the risk that vehicles will be misappropriated. OIG is, therefore, offering the following recommendations.

⁹¹ 14 FAM 437.2 (a), (effective June 14, 2012); 14 FAM 437.2 (a), (effective March 27, 2018); and 14 FAM 437.3.

⁹² 14 FAM 438.4-2 (a), (effective August 3, 2015), and 14 FAM 436.5 (c).

⁹³ 14 FAM 438.4-2 (a), (effective August 3, 2015), and 14 FAM 436.5 (b).

Recommendation 12: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement (a) a policy to comply with 14 FAM 431.6-2(b)(6) and 14 FAM 436.5(a) to maintain all post vehicles in the Integrated Logistics Management System, including vehicles acquired without authorization; and (b) procedures for how posts should enter and track vehicles in the Integrated Logistics Management System that have been purchased without authorization or that exceed post's target fleet size, including used vehicles.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has developed and implemented (a) a policy to comply with 14 FAM 431.6-2(b)(6) and 14 FAM 436.5(a) to maintain all post vehicles in ILMS, including vehicles acquired without authorization; and (b) procedures for how posts should enter and track vehicles in ILMS that have been purchased without authorization or that exceed post's target fleet size, including used vehicles.

Recommendation 13: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a method to accurately record and verify vehicle identification numbers in the Integrated Logistics Management System.

Management Response: LM did not concur with this recommendation, stating that armored vehicle and GSA purchases and their related asset record creation are controllable and verifiable at headquarters. LM suggested that this recommendation should reflect locally purchased vehicles only since the asset data for these vehicles is entered by posts.

OIG Reply: On the basis of LM's response, OIG considers this recommendation unresolved because Department personnel look to OF for guidance on properly recording and verifying vehicle identification numbers. Accordingly, OF should develop adequate methods to ensure that vehicle identification numbers are accurate in ILMS, regardless of whether the vehicle data is entered by posts or OF. This recommendation will be considered resolved when OF provides an action plan for addressing the recommendation or provides an acceptable alternative that fulfills the intent of the recommendation. This recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has developed and implemented a method to accurately record and verify vehicle identification numbers in ILMS.

Finding D: Selected Posts Did Not Always Use Vehicles in Accordance With Policies and Procedures

OIG found that selected posts did not always use vehicles in accordance with Department requirements. Until April 2019, the Department required that each passenger sedan and SUV be driven at least 6,000 miles per year to be considered necessary.⁹⁴ OIG found that posts were not always complying with the Department's annual minimum mileage standard. According to OF officials, the 6,000 mile per year standard was too high for most posts to attain so this requirement was removed in April 2019. OF officials stated they are now considering an annual, minimum mileage of 1,200 miles.

OIG also found that posts did not always document daily usage of vehicles as required because posts did not provide sufficient oversight to ensure Form OF-108, Daily Vehicle Use Record,⁹⁵ requirements were enforced. In addition, OF did not have anyone dedicated to monitoring FMIS data or to proactively work with posts to correct the issues identified. Failure to properly document vehicle usage increases the risk that vehicles will be misused.

Posts Were Not Always Complying With Annual Mileage Standards

According to the FAM, the size and composition of posts' fleets are primarily based on vehicle use and mileage.⁹⁶ Until April 2019, the Department required that each passenger sedan and SUV be driven at least 6,000 miles per year to be considered necessary.⁹⁷ OIG found that posts were not always complying with the Department's annual minimum mileage standard for vehicles. For example, Embassy Maputo had an SUV for approximately 8 years that had been driven 14,447 miles, which is far less than the minimum mileage guidelines. Moreover, 17 (32 percent) of 53⁹⁸ vehicles tested had been driven fewer than the Department's annual standard⁹⁹ as shown in Table 7.

⁹⁴ 14 FAM 432.2 (a)(4), (effective August 3, 2015); and 14 FAM 432.2 (a), (effective March 27, 2018).

⁹⁵ 14 FAM 436.1, "Form OF-108, Daily Vehicle Use Record" (effective February 10, 2015); 14 FAM 437.2, "Daily Vehicle Use Record;" and 14 FAH-1 H-814.1 (a), "Form OF-108, Daily Vehicle Use Record" (effective August 11, 2004). The FAH related to motor vehicles was retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect until September 16, 2019, which included the timeframe covered by the audit.

⁹⁶ 14 FAM 432.2 (a)(1), (effective August 3, 2015), and 14 FAM 432.2 (a)(1), (effective March 27, 2018).

⁹⁷ 14 FAM 432.2 (a)(4), (effective August 3, 2015); and 14 FAM 432.2 (a), (effective March 27, 2018).

⁹⁸ Of the 90 vehicles that OIG selected for testing, 53 were passenger sedans or SUVs.

⁹⁹ OIG obtained total mileage information during its physical inspection of vehicles and calculated an average annual usage based on the in-service date of each vehicle.

Table 7: Vehicle Average Mileage Per Year at Selected Posts

Location	Number of Vehicles Tested	Number of Vehicles Driven Less Than 6,000 Miles Annually
Embassy Santo Domingo	9	2
Embassy Georgetown	7	5
Embassy Vienna	8	6
Embassy Tbilisi	12	0
Embassy Maputo	5	2
Embassy Addis Ababa	12	2
Total	53	17

Source: OIG generated based on vehicle data obtained from ILMS and verified during fieldwork.

According to OF officials, the 6,000 mile per year standard was too high for most posts to attain so this requirement was removed as part of the April 2019 FAM update. The current policy does not include any guidance on annual minimum mileage¹⁰⁰ though OF officials reported that OF is considering an annual minimum mileage of 1,200 miles. Without having a quantitative measure of vehicle usage, the determination of whether a vehicle is used sufficiently remains subjective.

Daily Vehicle Use Records Were Not Always Available or Complete

The FAM and FAH require posts to use Form OF-108 to document the daily use of a vehicle and to identify the purpose of the use.¹⁰¹ To maintain a complete record of the use of each vehicle and account for the total mileage driven, all trips, regardless of the nature of the trip, should be recorded on Form OF-108.¹⁰² Posts that use FMIS can complete the required trip record using FMIS.¹⁰³ For other posts, the FAM states that Form OF-108 must be completed each time a vehicle is used, and the Motor Vehicle Accountable Officer must periodically review the Form for each vehicle to check the accuracy of odometer readings and ensure that all required signatures are obtained.¹⁰⁴ Copies of Form OF-108 must be kept for at least 3 years after the disposition of the vehicle.¹⁰⁵

¹⁰⁰ 14 FAM 436.2.

¹⁰¹ 14 FAM 436.1, "Form OF-108, Daily Vehicle Use Record" (effective February 10, 2015); 14 FAM 437.2, "Daily Vehicle Use Record;" and 14 FAH-1 H-814.1 (a), "Form OF-108, Daily Vehicle Use Record" (effective August 11, 2004). The FAH related to motor vehicles was retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect until September 16, 2019, which included the timeframe covered by the audit.

¹⁰² 14 FAH-1 H-814.1 (b), (effective August 11, 2004). The FAH related to motor vehicles was retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect until September 16, 2019, which included the timeframe covered by the audit.

¹⁰³ 14 FAM 436.1 (b), (effective February 10, 2015); 14 FAM 436.1 (b), (effective October 3, 2018); and 14 FAM 437.2 (1).

¹⁰⁴ 14 FAM 436.1 (a), (effective February 10, 2015), and 14 FAM 436.1 (a), (effective October 3, 2018).

¹⁰⁵ Ibid.

OIG requested 10 Form OF-108s for each of the 90 vehicles selected for testing. OIG found that posts were unable to provide 114 (13 percent) of the 900 requested forms. In addition, of the 776 forms that were provided, 379 (49 percent) were incomplete. For example, the forms were missing signatures, points of departure, dates, times, or odometer readings. Table 8 presents details about the deficiencies identified with Form OF-108 at the six posts included in this audit.

Table 8: Deficiencies With Selected Form OF-108s (Part 1) at Posts

Location	Number of Vehicles Tested	Number of Form OF-108s Requested	Number of Form OF-108s Obtained	Number of Incomplete Form OF-108s (Part 1)
Embassy Santo Domingo	15	150	111	89
Embassy Georgetown	15	150	136	98
Embassy Vienna	15	150	128	85
Embassy Tbilisi	15	150	147	31
Embassy Maputo	15	150	124	39
Embassy Addis Ababa	15	150	130	37
Total	90	900	776	379

Source: OIG generated based on the results of Form OF-108 (Page 1) reviews conducted at posts during fieldwork.

One reason that complete OF-108s were not available is that post officials did not provide sufficient oversight to ensure Form OF-108 requirements were enforced. One post official stated that monitoring the completion of the OF-108s was inconsistent. An OF official stated that OF did not have anyone dedicated to monitoring FMIS data or to proactively work with posts to correct the issues identified. Because posts did not always complete Form OF-108, OIG was unable to determine whether vehicles were only used for authorized purposes in accordance with Department requirements. Failure to properly document vehicle usage increases the risk that vehicles will be misused. OIG is, therefore, offering the following recommendations.

Recommendation 14: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, (a) conduct a study to determine effective mileage and utilization standards for the Department of State's overseas fleet; and (b) develop and implement a plan to address the results of the study.

Management Response: LM requested a modification to the recommendation, to suggest a study to analyze the mileage and utilization standards for the Department's overseas fleet.

OIG Reply: On the basis of LM's response, OIG modified the initial recommendation and considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that OF (a) conducted a study to determine effective mileage and utilization standards for the Department's overseas fleet; and (b) developed and implemented a plan to address the results of the study.

Recommendation 15: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, (a) conduct a study of Form OF-108, Daily Vehicle Use Record, to determine an effective method for capturing the required vehicle information in accordance with the Foreign Affairs Manual (14 FAM 437.2); and (b) develop and implement a plan to address the results of the study.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that OF (a) conducted a study of Form OF-108, Daily Vehicle Use Record, to determine an effective method for capturing the required vehicle information in accordance with the FAM (14 FAM437.2); and (b) developed and implemented a plan to address the results of the study.

Finding E: Selected Posts Did Not Always Maintain Vehicles in Accordance With Policies and Procedures

OIG found that selected posts did not always maintain vehicles as required. For example, during a physical inspection of 90¹⁰⁶ vehicles at 6 selected posts, OIG identified 54 deficiencies related to how the vehicles were maintained. In addition to specific deficiencies identified during the inspection of 90 vehicles, OIG also identified vehicles that were not operational at 4 of 6 selected posts. OIG also found that the Department did not have a supply chain to ensure that posts were able to obtain the parts they needed to maintain vehicles in a timely manner. Furthermore, posts did not always perform routine checks, which could improve vehicle maintenance, or record maintenance information in FMIS. An OF official stated that OF did not have anyone dedicated to monitoring FMIS data or to proactively work with posts to correct issues identified with FMIS data.

OIG also found that posts did not always develop preventive maintenance schedules that adhered to manufacturers' guidance and did not always follow post-developed guidance. Posts also did not always input maintenance documents into FMIS. One reason this occurred is that

¹⁰⁶ See Appendix A: Purpose, Scope, and Methodology for additional information on the selection of vehicles.

posts did not use FMIS to determine when preventive maintenance was due to be performed. In addition, posts did not keep FMIS up to date because responsible post officials were not always providing sufficient oversight. The lack of regular preventive maintenance can degrade the longevity and performance capabilities of vehicles, creating safety concerns and wasting taxpayer money.

Posts Did Not Always Maintain Vehicles in Accordance With Department Standards

The FAM¹⁰⁷ and FAH¹⁰⁸ provide general guidance regarding maintenance requirements for official vehicles. For example, the FAH states that “maintenance schedules developed at post are to be based on the recommendations in the manufacturer’s service manual.”¹⁰⁹ OIG physically inspected¹¹⁰ 90¹¹¹ vehicles at 6 selected posts to determine whether posts were adequately maintaining vehicles. OIG identified 54 deficiencies, as detailed in Table 9.

¹⁰⁷ 14 FAM 430, “Managing Official Vehicles at Posts Abroad” (effective August 3, 2015); 14 FAM 430, (effective March 27, 2018); 14 FAM 430, (effective October 3, 2018); and 14 FAM 430.

¹⁰⁸ 14 FAH-1 H-800, “Use and Control of Official Vehicles at Posts” (effective June 9, 2009). The FAH related to motor vehicles was retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect until September 16, 2019, which included the timeframe covered by the audit.

¹⁰⁹ 14 FAH-1 H-819.1 (b), (effective August 11, 2004). The FAH related to motor vehicles was retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect until September 16, 2019, which included the timeframe covered by the audit.

¹¹⁰ The checklist OIG used to inspect vehicles is included in Appendix C.

¹¹¹ OIG inspected a sample of vehicles from each post and not the total number of vehicles at any one post. See Appendix A: Purpose, Scope, and Methodology for additional information on the selection of vehicles.

Table 9: Deficiencies Identified During Physical Inspection of Vehicles

Item	Embassy Maputo	Embassy Addis Ababa	Embassy Santo Domingo	Embassy Georgetown	Embassy Vienna	Embassy Tbilisi	Deficiency Totals	Percent Deficient*
Windshield	1	0	1	0	0	0	2	2
Headlights	1	0	0	0	1	0	2	2
Taillights	0	2	0	0	1	0	3	3
Doors	0	0	0	0	0	0	0	0
Door Locks	1	0	0	0	0	0	1	1
Windows	0	0	0	0	0	0	0	0
Tire Pressure	13	10	3	11	2	2	41	46
Tire Condition	2	0	1	1	0	1	5	6
Front/Rear Fenders	0	0	0	0	0	0	0	0
Total	18	12	5	12	4	3	54	

* Percent deficient reflects the percentage of the 90 vehicles inspected that had a deficiency in each category. For example, 46 percent of vehicles inspected had insufficient tire air pressure.

Source: OIG generated based on vehicle inspections at posts.

In addition to specific deficiencies identified during the inspection of 90 vehicles, OIG also identified vehicles that were not operational. For example, OIG found that 15 (17 percent) of the post's 89 vehicles were out of service due to mechanical issues. According to a post official, delays sometimes occurred because local mechanics did not have needed parts and parts had to be ordered. For example, at Embassy Santo Domingo, OIG found two vehicles that were out of service for 3 months while awaiting parts. As reported in Finding B of this report, if posts standardized the types of the vehicles acquired, it would make the process of obtaining parts for maintenance more efficient. If it is not possible to revise the FAM and the Department of State Acquisition Regulation to allow for the standardization of foreign-made vehicles (Finding B), then the Department should establish a supply chain to ensure that posts can obtain the parts they need to maintain vehicles in a timely manner.

Routine Maintenance Checks Were Not Always Performed

One reason for the deficiencies identified during OIG's physical inspection of vehicles is that posts were not always performing required routine checks. Post vehicle operators are required to use Form OF-108, Daily Vehicle Use Record, to document that routine maintenance checks were performed.¹¹² Form OF-108 (Part 2) identifies safety and maintenance checks that the driver is required to complete at the beginning of each workday, including checking the engine

¹¹² 14 FAM 436.1 (c), (effective February 10, 2015); 14 FAM 436.1 (c), (effective October 3, 2018); and 14 FAM 437.2.

oil and the automatic transmission fluid level.¹¹³ The FAH stated that “consistent use of [Form OF-108] will promote good fleet management through standardized procedures.”¹¹⁴

As shown in Table 10, OIG found that post employees did not always adequately document that the required routine maintenance checks were performed.

Table 10: Review of OF-108s (Part 2) at Selected Posts

Location	Number of OF-108s Requested*	Number of OF-108s Received	Number of Incomplete OF-108s (Part 2)
Embassy Santo Domingo	150	111	83
Embassy Georgetown	150	136	32
Embassy Vienna	150	128	85
Embassy Tbilisi	150	147	76
Embassy Maputo	150	124	57
Embassy Addis Ababa	150	130	82
Total	900	776	415

* The OF-108s were related to the 90 vehicles (15 vehicles at each of the 6 selected posts) inspected.

Source: OIG generated based on the results of Form OF-108 (Page 2) reviews conducted at posts during fieldwork.

The required daily and weekly checks were not performed because motor pool supervisors or GSO staff did not always provide oversight to ensure that forms were completed as required.¹¹⁵ Performing the required maintenance checks is an important tool to identify maintenance issues promptly. For example, incorrect tire air pressure may induce premature tire failure, putting passengers at risk of becoming stranded in a hostile environment or injured in an accident.

¹¹³ 14 FAH-1 H-814.1-2, Part II, “Drivers Daily/Weekly Preventive Maintenance Checklist of Form OF-108,” (effective August 11, 2004); 14 FAH-1 Exhibit H-814.1 (h), “Form OF-108 Daily Use Record” (effective August 11, 2004); and 14 FAH-1 Exhibit H-814.1 (h), (effective May 1, 2018). The FAH related to motor vehicles was retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect until September 16, 2019, which included the timeframe covered by the audit.

¹¹⁴ 14 FAH-1 H-813 (c), “Operation of Motor Vehicles” (effective June 9, 2009) and 14 FAH-1 H-813 (c), (effective May 1, 2018). The FAH related to motor vehicles was retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect until September 16, 2019, which included the timeframe covered by the audit.

¹¹⁵ OIG made a recommendation related to OF-108s in Finding D of this report, so no recommendation is included in this finding.

Preventive Maintenance Was Not Always Performed as Required

The FAH stated that “[p]reventive maintenance actions are those precautionary steps undertaken to forestall mechanical breakdowns.”¹¹⁶ Preventive maintenance includes:

- Changing the engine oil and filter.
- Checking engine coolant level.
- Checking hoses for cracks or wear.
- Checking fluid levels (power steering, engine coolant, transmission, and differential).
- Lubricating all chassis lubrication points.
- Checking all belts and replacing, as necessary.
- Examining battery tie down and cables.
- Inspecting vehicle for damage.
- Inspecting all tires and replacing, as necessary.
- Inspecting brakes and alignment and replacing or adjusting, as necessary.

To ensure that vehicles are properly maintained in a cost-effective manner, a preventive maintenance schedule should be kept in the motor pool.¹¹⁷ According to the FAH, “maintenance schedules developed at post are to be based on the recommendations in the manufacturer’s service manual.”¹¹⁸ However, if local operating conditions warrant, or if the vehicle has been modified for security reasons, the manufacturer's schedule should be adjusted to meet local requirements.”¹¹⁹ Furthermore, the C.F.R. states that agencies must have a fleet management information system that identifies and collects accurate data that covers the complete life cycle of each vehicle, including maintenance.¹²⁰

OIG found that posts’ maintenance schedules were not always based on the manufacturer’s recommendations. For example, Embassy Santo Domingo officials stated that the post conducted preventive maintenance every 5,000 kilometers or every 6 months, whichever came first, while Embassy Vienna officials stated that the post conducted preventive maintenance every 20,000 kilometers or once a year, whichever came first. This guidance did not always align with the manufacturer’s guidance related to the various vehicles at post.

¹¹⁶ 14 FAH-1 H-819.1 (a), (effective August 11, 2004). The FAH related to motor vehicles was retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect until September 16, 2019, which included the timeframe covered by the audit.

¹¹⁷ Ibid.

¹¹⁸ 14 FAH-1 H-819.1 (b), (effective August 11, 2004). The FAH related to motor vehicles was retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect until September 16, 2019, which included the timeframe covered by the audit.

¹¹⁹ Ibid.

¹²⁰ C.F.R., § 102-34.340, “Do we need a fleet management information system?”

Even though post guidance did not always align with industry standards, OIG performed steps to determine whether posts were adhering to their own preventive maintenance guidance. OIG found that posts did not always perform preventive maintenance or adequately document their preventive maintenance in accordance with their post-specific guidelines. Specifically, OIG found that posts did not perform scheduled preventive maintenance for 87 (98 percent) of 89¹²¹ vehicles reviewed. For example, Embassy Santo Domingo had a vehicle that was driven 28,301 kilometers over the course of more than 1 year (which exceeded the post's maintenance schedule of 5,000 kilometers or 6 months) without any documented preventive maintenance. In fact, Embassy Santo Domingo could not provide hardcopies of maintenance records for any of the 15 vehicles tested. A post official stated that maintenance records are largely missing from December 2016 until December 2018 due to poor recordkeeping by former motor pool staff, who did not maintain adequate records in the files. These staff have since departed the Embassy.

Furthermore, OIG found that Embassy Georgetown did not perform preventive maintenance according to its post-specific guidelines for 15 (100 percent) of 15 vehicles tested. Embassy Georgetown was also unable to provide hardcopies of maintenance records for any of the 15 vehicles tested. A post official stated that the original maintenance receipts go to the procurement section and that the procurement section does not always give the motor pool section copies of the maintenance receipts. The official stated that he does not have time to follow-up with procurement; therefore, FMIS is not kept up to date.

The Department performed an analysis of vehicles that did not have maintenance receipts included in FMIS from July 1, 2018, to September 30, 2018. As shown in Table 11, the six selected posts had not included maintenance receipts in FMIS for 58 percent of their vehicles.

¹²¹ OIG reviewed preventative maintenance for 90 vehicles. However, OIG excluded one vehicle that was placed in service on September 4, 2018, that did not meet the mileage or timeframe requirements to receive preventative maintenance.

Table 11: Vehicles Without Maintenance Receipts, July 1, 2018, to September 30, 2018

Post	Fleet Size*	Number of Vehicles Without Maintenance Receipts	Percentage of Vehicles Without Maintenance Receipts
Embassy Santo Domingo	107	89	83
Embassy Georgetown	35	24	69
Embassy Vienna	60	42	70
Embassy Tbilisi	92	61	66
Embassy Maputo	66	15	23
Embassy Addis Ababa	125	52	42
Total	485	283	58

* Includes armored vehicles.

Source: Department's November 2018 Regional Management Digest.

Posts did not always perform preventive maintenance on vehicles at appropriate intervals, in part, because they did not always employ a mechanism to determine when preventive maintenance was due to be performed. Even though FMIS has the capability to track maintenance, posts are not required to use the application for this purpose. Furthermore, the FAM did not provide sufficient details on how posts were supposed to track preventive maintenance. Additionally, posts did not always provide sufficient oversight to ensure preventive maintenance schedules were developed according to the FAH.¹²² For example, Embassy Santo Domingo started developing preventive maintenance schedules only after OIG selected the Embassy for its testing. Also, the GSO at Embassy Georgetown stated that the post has not been tracking preventive maintenance.

Furthermore, posts that used FMIS did not keep it up to date because responsible post officials were not always providing sufficient oversight. For example, 52 of 125 (42 percent) survey respondents¹²³ who were responsible for overseeing motor vehicles at posts stated they were unsure how often their employees entered maintenance information into FMIS. Two officials at Embassy Georgetown acknowledged that no one at post was really keeping good track of the maintenance process. In addition, an OF official stated that OF did not have anyone dedicated to monitoring FMIS data or to proactively work with posts to correct the issues identified.

The lack of regular preventive maintenance can degrade the longevity and performance capabilities of vehicles, creating safety concerns and wasting taxpayer money. Conducting

¹²² 14 FAH-1 H-819.1 (a), (effective August 11, 2004). The FAH related to motor vehicles was retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect until September 16, 2019, which included the timeframe covered by the audit.

¹²³ OIG surveyed primarily GSOs at 266 overseas posts regarding various aspects of the unarmored motor vehicle program. OIG received 125 responses (47 percent). Appendix B includes full survey results.

regular preventive maintenance could decrease the amount of unscheduled maintenance and repair and subsequently increase the longevity of vehicles. The Department does not have accurate and reliable maintenance data from posts, which makes informed decisions regarding the repair, replacement, or disposal of vehicles difficult. OIG is, therefore, offering the following recommendations.

Recommendation 16: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a supply-chain mechanism to allow posts that do not have access to parts for American-made vehicles to be able to obtain needed parts for maintaining vehicles in a timely manner.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has developed and implemented a supply-chain mechanism to allow posts that do not have access to parts for American-made vehicles to be able to obtain needed parts for maintaining vehicles in a timely manner.

Recommendation 17: OIG recommends that the Bureau of Administration require responsible officials at overseas posts to use the Fleet Management Information System as a tracking mechanism for preventive maintenance for each unarmored motor vehicle.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has required responsible officials at overseas posts to use FMIS as a tracking mechanism for preventive maintenance for each unarmored motor vehicle.

Recommendation 18: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a method to verify that posts perform preventive maintenance on vehicles at appropriate intervals and timely document the maintenance performed in the Fleet Management Information System.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be

closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has developed and implemented a method to verify that posts perform preventive maintenance on vehicles at appropriate intervals and timely document the maintenance performed in FMIS.

Recommendation 19: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement detailed standard operating procedures to assist posts in tracking and documenting vehicle maintenance in accordance with Department of State policies and procedures.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has developed and implemented detailed standard operating procedures to assist posts in tracking and documenting vehicle maintenance in accordance with Department policies and procedures.

Finding F: Selected Posts Did Not Always Dispose of Vehicles in Accordance With Policies and Procedures

OIG found that posts did not always dispose of vehicles in accordance with Department guidance. Specifically, in some instances, OIG found that posts did not prepare local, life-cycle schedules describing when vehicles would be disposed of or follow the Department's general replacement cycle timeframes. Instead, OIG found that disposal decisions at the six posts were generally ad hoc and did not follow any specific schedule (either the Department's replacement cycle or a local life-cycle schedule). Additionally, OIG found that five of six selected posts did not consistently document vehicle disposals.

OIG determined that these deficiencies occurred because the FAM does not provide sufficient guidance on when to dispose of a vehicle or how to document the disposal. Additionally, the lack of accurate and complete data on the use and maintenance of vehicles caused some of these issues. Without sufficient guidance and data, vehicles may be disposed of prior to the end of their useful life, improperly disposed of, or misappropriated.

Determination Whether To Dispose of a Vehicle

According to the FAM, posts should develop local life-cycle schedules that maximize value for the U.S. Government, when considering factors such as resale value, maintenance costs, and new replacement vehicle acquisition costs.¹²⁴ The FAM also states the Government's general

¹²⁴ 14 FAM 432.2 (c), (effective August 3, 2015); 14 FAM 432.2 (c), (effective March 27, 2018); and 14 FAM 436.2 (d).

replacement cycle for passenger sedans and SUVs is 5 years for standard vehicles and 7 years for hybrid electric vehicles.¹²⁵ Additionally, the FAM states that posts should replace passenger sedans and SUVs that are over 10 years old to ensure that the local fleet continues to offer updated standards in safety technology and fuel conservation.¹²⁶ Prior to disposing of a vehicle, posts must notify and obtain pre-approval from the respective program office, such as DS, OBO, or OF (excluding ICASS).¹²⁷

OIG found that 12 (31 percent) of 39¹²⁸ vehicles tested were disposed of when they were in service less than 5 or 7 years (approximately 2 to 7 years)¹²⁹ and that 27 (69 percent) of 39 vehicles were disposed of when they were in service over 5 years (approximately 5 to 13 years). For example, Embassy Maputo disposed of one vehicle that was in service for less than 2 years. In addition, Embassy Tbilisi disposed of three vehicles that were in service for over 8 years.

OIG did not find written local life-cycle schedules at the six selected posts. Instead, OIG found that disposal decisions at the six posts were generally ad hoc. GSOs and motor pool supervisors indicated that their posts did not have written criteria or standardized analyses to determine when to dispose of vehicles. Some post officials indicated they decided to dispose of a vehicle based on its age, usage, maintenance, and condition. However, post officials acknowledged that disposal decisions were also made if OF asked for a reduction in the post's fleet size. Some posts used informal criteria to make disposal decisions, such as dispose of vehicles every 3 years (rather than the 5-year guidance) or dispose of vehicles that were not used often or had low mileage.

Overall, OIG determined the guidance provided in the FAM¹³⁰ was unclear on when to dispose of a vehicle,¹³¹ making it difficult for posts to determine when it is appropriate to dispose of a vehicle. Another reason for the issues identified is the lack of accurate and complete data on the use and condition of vehicles. For example, one post official stated that the post could not use maintenance cost as criteria for disposal because those costs were not entered in FMIS. Without sufficient guidance and data, vehicles may be disposed of prior to the end of their useful life, improperly disposed of, or misappropriated.

¹²⁵ Ibid.

¹²⁶ Ibid.

¹²⁷ 14 FAM 439.1 (a), (effective February 10, 2015); 14 FAM 439.1 (a), (effective March 27, 2018); and 14 FAM 436.7-1 (a).

¹²⁸ Of the 60 motor vehicles that OIG selected for testing, 39 were passenger sedans or SUVs.

¹²⁹ OIG identified 2 of 12 vehicles as hybrid electric vehicles that were disposed of when they were in service less than 7 years.

¹³⁰ 14 FAM 439.1, (effective February 10, 2015); 14 FAM 439.1, (effective March 27, 2018); and 14 FAM 436.7-1. OIG determined that the April 2019 update added the general replacement cycle for passenger sedans and SUVs (i.e., 5 years or when the mileage exceeds 100,000 miles for standard vehicles and 7 years for hybrid electric vehicles).

¹³¹ Ibid.

Documenting Disposals

Table 12 describes the various vehicle disposal guidance provided to posts.

Table 12: Summary of FAM and FAH Vehicle Disposal Requirements

2015 and 2018 FAM Requirement	2019 FAM Requirement	FAH Requirement
14 FAM 439.1 states that either DS-1559 or DS-132 should be completed as a part of disposal documentation.	14 FAM 436.7-2 requires DS-1559 to be completed and attached to DS-132 and OF-158, then uploaded to ILMS.	None.
14 FAM 439.1 states that either DS-1559 or DS-132 should be completed as a part of disposal documentation.	14 FAM 436.7-2 requires DS-132 to be completed and attached to a DS-1559 and an OF-158, then uploaded to ILMS.	14 FAH-1 H-413.2-3 indicates that a DS-132 is used for documenting the disposal of property no longer needed.
14 FAM 439.1 states that disposal documentation should include an OF-158 if the vehicle was disposed of through sale.	14 FAM 436.7-2 requires an OF-158 to be completed and attached to a DS-1559 and a DS-132, then uploaded to ILMS.	4 FAH-3 H-327.2-1 (e) states that an OF-158 must be issued for each vehicle sold and reflect the fiscal data and the vehicle identification number.

Source: OIG generated based on an analysis of FAM and FAH vehicle disposal requirements.

OIG found that five of six selected posts did not consistently document vehicle disposals. Of 60 disposals selected for testing, 43 (72 percent) were not properly documented. For example, Embassy Maputo did not complete the required forms for any of the 10 disposals that OIG reviewed. One Embassy Maputo official stated he was not aware that disposal documentation was required until he attended a training class in November 2018. Embassy Maputo began preparing disposal forms after OIG announced this audit in February 2019.

OIG identified several instances in which posts did not obtain pre-approval prior to disposing of motor vehicles, or they obtained it after the vehicle had already been disposed of. For example, Embassy Maputo did not obtain pre-approval for one vehicle disposal that OIG reviewed. Additionally, Embassy Santo Domingo disposed of two vehicles that OIG reviewed on December 22, 2017, but they were not authorized by OF until April 3, 2019, more than a year later. One respondent to an OIG survey¹³² stated that the post “struggles to get timely approvals/authorizations from Washington for disposal of unarmored motor vehicles. A process that as recent as [2] years ago only took [2] weeks to get an approval, now takes 6-8 weeks with

¹³² OIG surveyed primarily GSOs at 266 overseas posts regarding various aspects of the unarmored motor vehicle program. OIG received 125 responses (47 percent). Appendix B includes full survey results.

multiple follow-up emails groveling for approvals/authorizations for disposal.” Officials at two posts stated that the reason disposals were not correctly documented was because the process lacked clarity. OIG determined there was conflicting information in the FAM and the FAH,¹³³ as detailed in Table 12. Additionally, the FAM section pertaining to vehicle disposals¹³⁴ did not provide specific guidance on how to dispose of a vehicle. Furthermore, as of January 2020, OF lacked written guidance for posts on how to conduct disposals. OF officials stated that OF is in the process of drafting written guidance.

Additionally, five of six posts failed to exercise sufficient oversight to ensure vehicles were disposed of in accordance with Department requirements. For example, one post official stated that he was aware that disposals were not properly documented but could not provide details of actions taken to address the deficiency. Multiple posts indicated that inadequate staffing also contributed to the difficulty in properly documenting disposals.

The failure to develop clear and adequate disposal standards creates opportunities for increased risk of fraud, waste, and abuse. The failure to provide sufficient oversight also increases the risk that vehicles will be improperly disposed of or misappropriated. Furthermore, without proper documentation for disposals, vehicles may not be appropriately accounted for in the Department’s inventory or accounting systems.

Recommendation 20: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a methodology for posts to use when considering the disposal of an unarmored motor vehicle and codify the methodology in the Foreign Affairs Manual. The methodology should include a quantitative minimum for vehicle age, use, and maintenance costs. The methodology should also require posts to conduct and document a disposal analysis to ensure the vehicle meets the necessary criteria for disposal.

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM’s concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has developed and implemented a methodology for posts to use when considering the disposal of an unarmored motor vehicle and codified the methodology in the FAM. The methodology should include a quantitative minimum for vehicle age, use, and maintenance costs. The methodology should also require posts to conduct and

¹³³ OIG found that 14 FAH-1 H-800 does not provide guidance on disposal. Rather the focus is on recordkeeping for fuel use and maintenance topics. Other sections of the FAH that refer to inventory and disposal do not clarify whether motor vehicles are exceptions to guidance.

¹³⁴ 14 FAM 439.1, (effective February 10, 2015); 14 FAM 439.1, (effective March 27, 2018); 14 FAM 436.7-1. OIG determined that the April 2019 update to the FAM does not provide these requirements.

document a disposal analysis to ensure the vehicle meets the necessary criteria for disposal.

Recommendation 21: OIG recommends that the Bureau of Administration complete the development of and implement detailed standard operating procedures to assist posts in completing vehicle disposals and forms. These procedures should include guidance on conducting periodic checks of disposal forms, entering information into the Integrated Logistics Management System, and performing disposal analyses (Recommendation 20).

Management Response: LM concurred with this recommendation.

OIG Reply: On the basis of LM's concurrence with the recommendation, OIG considers this recommendation resolved, pending further action. The recommendation will be closed when OIG receives and accepts documentation demonstrating that the Bureau of Administration has developed and implemented detailed standard operating procedures to assist posts in completing vehicle disposals and forms. These procedures should include guidance on conducting periodic checks of disposal forms, entering information into ILMS, and performing disposal analyses (Recommendation 20).

RECOMMENDATIONS

Recommendation 1: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a detailed vehicle program plan that (a) contains clear, measurable goals and objectives; (b) establishes internal controls within all facets of the motor vehicle program; and (c) defines areas of authority, roles, and responsibilities for personnel responsible for carrying out the motor vehicle program.

Recommendation 2: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a formal strategy to communicate updates or changes to vehicle program requirements to affected stakeholders.

Recommendation 3: OIG recommends that the Bureau of Administration update the Foreign Affairs Manual to require use of the internal controls developed in response to Recommendation 1 in this OIG report.

Recommendation 4: OIG recommends that the Bureau of Administration (a) conduct a staffing study of its Office of Logistics Management, Office of Program Management and Policy, Overseas Fleet Division, to determine appropriate staffing levels, whether its staff have requisite fleet management expertise, and whether staff are in the right positions to perform the duties for which they are assigned; and (b) develop and implement a plan to address the results of the study.

Recommendation 5: OIG recommends that the Bureau of Overseas Buildings Operations, in coordination with the Bureau of Administration, (a) update any bureau-specific motor vehicle procedures in place to comply with the Foreign Affairs Manual and Bureau of Administration guidance within 90 days of final report issuance; and (b) establish a process to review and update these procedures, as appropriate, at least annually thereafter.

Recommendation 6: OIG recommends that the Bureau of Diplomatic Security, in coordination with the Bureau of Administration, (a) update any bureau-specific motor vehicle procedures in place to comply with the Foreign Affairs Manual and Bureau of Administration guidance within 90 days of final report issuance; and (b) establish a process to review and update these procedures, as appropriate, at least annually thereafter.

Recommendation 7: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement detailed standard operating procedures related to vehicle acquisitions. These procedures should, at a minimum, include (a) guidance to assist posts in understanding the vehicle allocation methodology and target fleet size to allow posts to more effectively determine an appropriate number of vehicles needed, (b) steps to be taken to address the overage of fleet sizes, and (c) guidance on requesting and documenting waivers.

Recommendation 8: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a formal process to oversee post's motor vehicle acquisitions and to periodically perform an independent validation to determine whether posts are complying with vehicle acquisition requirements. This process should, at a minimum, include a review of post's vehicle allocation methodology justifications for keeping vehicles that the Overseas Fleet Division determined were questionable or should be eliminated.

Recommendation 9: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a policy related to posts' local acquisition of used vehicles. This policy should include the circumstances in which a used vehicle may be purchased locally, how to acquire it, and how to record it in the Integrated Logistics Management System.

Recommendation 10: OIG recommends that the Bureau of Administration perform an analysis to determine whether (a) posts are legally allowed to standardize locally purchased foreign-made vehicles, (b) it would be cost-beneficial to allow such standardization, and (c) this type of standardization should be allowed.

Recommendation 11: OIG recommends that, if the Bureau of Administration determines that posts will be allowed to standardize the acquisition of foreign-made vehicles (Recommendation 10), the Bureau of Administration update the Foreign Affairs Manual (14 FAM 436.4) and Department of State Acquisition Regulation (§ 606.370) to formalize this policy.

Recommendation 12: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement (a) a policy to comply with 14 FAM 431.6-2(b)(6) and 14 FAM 436.5(a) to maintain all post vehicles in the Integrated Logistics Management System, including vehicles acquired without authorization; and (b) procedures for how posts should enter and track vehicles in the Integrated Logistics Management System that have been purchased without authorization or that exceed post's target fleet size, including used vehicles.

Recommendation 13: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a method to accurately record and verify vehicle identification numbers in the Integrated Logistics Management System.

Recommendation 14: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, (a) conduct a study to determine effective mileage and utilization standards for the Department of State's overseas fleet; and (b) develop and implement a plan to address the results of the study.

Recommendation 15: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, (a) conduct a study of Form OF-108, Daily Vehicle Use Record,

to determine an effective method for capturing the required vehicle information in accordance with the Foreign Affairs Manual (14 FAM 437.2); and (b) develop and implement a plan to address the results of the study.

Recommendation 16: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a supply-chain mechanism to allow posts that do not have access to parts for American-made vehicles to be able to obtain needed parts for maintaining vehicles in a timely manner.

Recommendation 17: OIG recommends that the Bureau of Administration require responsible officials at overseas posts to use the Fleet Management Information System as a tracking mechanism for preventive maintenance for each unarmored motor vehicle.

Recommendation 18: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a method to verify that posts perform preventive maintenance on vehicles at appropriate intervals and timely document the maintenance performed in the Fleet Management Information System.

Recommendation 19: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement detailed standard operating procedures to assist posts in tracking and documenting vehicle maintenance in accordance with Department of State policies and procedures.

Recommendation 20: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a methodology for posts to use when considering the disposal of an unarmored motor vehicle and codify the methodology in the Foreign Affairs Manual. The methodology should include a quantitative minimum for vehicle age, use, and maintenance costs. The methodology should also require posts to conduct and document a disposal analysis to ensure the vehicle meets the necessary criteria for disposal.

Recommendation 21: OIG recommends that the Bureau of Administration complete the development of and implement detailed standard operating procedures to assist posts in completing vehicle disposals and forms. These procedures should include guidance on conducting periodic checks of disposal forms, entering information into the Integrated Logistics Management System, and performing disposal analyses (Recommendation 20).

APPENDIX A: PURPOSE, SCOPE, AND METHODOLOGY

The Office of Inspector General (OIG) conducted this audit to determine whether the Bureau of Administration administered the Department of State's (Department) overseas motor vehicle fleet¹ in accordance with Federal guidelines and Department policy. OIG also determined whether selected overseas posts acquired, accounted for, used, maintained, and disposed of motor vehicles in accordance with applicable policy and guidelines.

OIG conducted this audit from February 2019 to June 2020. OIG faced delays in completing this work because of the COVID-19 pandemic and resulting operational challenges. These challenges included the inability to conduct in-person meetings, limitations on our presence at the workplace, difficulty accessing certain information, prohibitions on travel, and related difficulties within the agencies we oversee. Audit work was performed in the Washington, DC, metropolitan area; Embassy Santo Domingo, Dominican Republic; Embassy Georgetown, Guyana; Embassy Vienna, Austria; Embassy Tbilisi, Georgia; Embassy Addis Ababa, Ethiopia; and Embassy Maputo, Mozambique. OIG conducted this performance audit in accordance with generally accepted government auditing standards. These standards require that OIG plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for the findings and conclusions based on the audit objectives. OIG believes that the evidence obtained provides a reasonable basis for the findings and conclusions presented in this report.

To obtain background information, including criteria, OIG researched and reviewed Federal laws and regulations, as well as policies relating to the Department's vehicle program. Specifically, OIG reviewed the Code of Federal Regulations, the Foreign Affairs Handbook, and the Foreign Affairs Manual. OIG also interviewed key personnel within the Bureau of Administration, Diplomatic Security (DS), International Narcotics and Law Enforcement Affairs, and Overseas Buildings Operations.

Additionally, OIG reviewed and analyzed documentation, such as information obtained from the Integrated Logistics Management System (ILMS) and the Fleet Management Information System (FMIS). At overseas posts, OIG interviewed post personnel, including motor pool staff, Regional Security Office staff, and Financial Management Office staff. OIG also reviewed and analyzed post documentation related to vehicle acquisition, accountability, use, maintenance, and disposal. Furthermore, OIG performed physical inspections of vehicles, assessed vehicle operations, and performed a physical inventory of vehicles at the six selected posts.

¹ The Department's vehicle fleet includes both armored and unarmored vehicles. OIG issued an audit report on the Department's armored vehicles, *Audit of the Bureau of Diplomatic Security's Administration of the Armored Vehicle Program* (AUD-SI-17-21, February 2017). Therefore, this audit was limited to the Department's unarmored overseas vehicle fleet.

OIG Motor Vehicle Survey

In February 2019, OIG developed and distributed a Motor Vehicle Survey primarily for General Service Officers at posts via email regarding various facets of the vehicle program, including acquisition, accountability, use, maintenance, and disposal. OIG sent out 266 surveys to recipients and received 125 responses (47 percent response rate) from posts worldwide. As appropriate, information relating to the survey has been incorporated into the Audit Results section of this report, and a summary of the survey results is presented in Appendix B.

Prior Reports

In September 2019, OIG issued a report² related to inadequate internal controls over vehicle keys and fuel credit cards at Embassy Vienna. OIG found that Embassy Vienna personnel followed a post policy from 2010, which directed them to leave vehicle keys in unlocked and unattended vehicles on embassy property. OIG also reported that the fuel credit cards were left in unlocked and unattended vehicles. OIG made five recommendations to address the deficiencies identified. As of July 2020, the five recommendations were considered resolved, pending further action.

In February 2017, OIG reported³ that DS did not effectively administer the Department's armored vehicle program in accordance with Department policies and guidelines. This occurred, in part, because DS had not developed policies, procedures, guidance and processes for the program. In addition, the audit also identified issues with the policy coordination between the Bureau of Administration and DS. OIG made 38 recommendations in its report with four recommendations addressed specifically to the Bureau of Administration calling for needed changes to FMIS and guidance updates to clarify distinctions between armored and unarmored vehicles, enforcement of the daily armored vehicle checks in overseas motor pools, and updates to policies regarding armored vehicle preventive maintenance. All four recommendations addressed to the Bureau of Administration have been implemented and closed. As of July 2020, 25 of the 29 recommendations addressed to DS had been implemented and closed, while 4 recommendations were considered resolved, pending further action.

Work Related to Internal Controls

OIG performed steps to assess the adequacy of internal controls related to the audit objectives. For example, OIG assessed the Department's 2018 and 2019 Fleet Management Plans and post-specific vehicle guidance. OIG also reviewed Government-wide criteria pertaining to vehicle usage. OIG used this information to develop procedures to test internal controls related to the Department's vehicle fleet and to develop an understanding of the Department's processes.

² OIG, Management Assistance Report: Embassy Vienna, Austria, Should Strengthen Internal Controls Over Motor Vehicle Keys and Fuel Credit Cards (AUD-SI-19-42, September 2019).

³ OIG, Audit of the Bureau of Diplomatic Security's Administration of the Armored Vehicle Program (AUD-SI-17-21, February 2017).

During the audit, OIG tested internal controls related to vehicle accountability, reporting, use, maintenance, and disposal. If OIG identified inadequate internal controls during its testing, it performed additional audit procedures to address those issues. Issues related to internal controls identified during the audit are detailed in the Audit Results section of this report.

Use of Computer-Processed Data

During the audit, OIG used electronically processed data from ILMS and FMIS.

Integrated Logistics Management System

OIG obtained access to ILMS to independently review records associated with the Department's motor vehicle assets. OIG assessed the reliability of ILMS data by reviewing existing information about the data and interviewing knowledgeable officials. Specifically, OIG reviewed the "ILMS User Account Access Guide," "Overseas Fleet Desk Office User Guide," "Vehicle and Fuel Type Relationships in ILMS," and the "Motor Vehicle Overseas Training" to obtain an understanding of ILMS and met with Bureau of Administration officials to gain an understanding of ILMS recordkeeping for vehicles.

In addition, to confirm the number of vehicles included in ILMS for the six selected posts, OIG requested that each post provide a separate list of vehicles. OIG conducted a physical inventory of Department unarmored vehicles at selected posts to assess the accuracy of the data obtained from ILMS. OIG determined that the motor vehicle information was not always entered in ILMS or entered correctly, thus the data fields were not always accurate or complete. The discrepancies identified were significant and OIG determined that the data was not of adequate quality. As a result of this determination, when ILMS data is referenced in this report OIG notes the limitations and cautions the report user about the data reliability. OIG also included details of the deficiencies it identified with ILMS data in the Audit Results section of this report.

Fleet Management Information System

FMIS is the Department's centralized fleet management system that is designed to assist posts to manage vehicle maintenance and fuel consumption, dispatch vehicles for official government business, maintain motor pool employee records, and track vehicle title and registration activity. FMIS is designed to track the vehicle utilization of all in-service Department vehicles and capture key operational information needed to identify, collect, and analyze costs involved with vehicle operations.

OIG assessed the reliability of FMIS data by reviewing existing information about the data and interviewing officials. For example, OIG reviewed the "FMIS Recommended Operating Procedures for Overseas Posts" and the "FMIS Operations & Reports" PowerPoint from the PA519 Motor Pool Course, to obtain an understanding of FMIS. To assess FMIS information, OIG

obtained maintenance records for selected vehicles at six selected posts. OIG found that posts did not always use FMIS to document vehicle-related information, including maintenance information. In addition, OIG found that FMIS data fields were not always accurate or complete. The discrepancies identified were significant and OIG determined that the data was not of adequate quality. As a result of this determination, when FMIS data is referenced in this report OIG notes the limitations and cautions the report user about the data reliability. OIG also included details of the deficiencies it identified with FMIS data in the Audit Results section of this report.

Detailed Sampling Methodology

The objectives of the sampling process were to select a sample of posts for site visits, select a sample of unarmored vehicles for physical inspection⁴ at selected posts, and select a sample of vehicle acquisitions and disposals for review. OIG employed two methods to select the units to carry out its audit fieldwork: judgmental sampling and a non-statistical sampling method known as haphazard sampling.⁵ OIG judgmentally selected six posts to conduct an inventory review where a total of 394 vehicles were inventoried and a non-statistical sample of 210 vehicles were selected using a haphazard sampling design. The details of each selection methodology are shown below.

Overseas Posts Selection Methodology

OIG judgmentally selected six posts by computing a risk score using the following criteria:

- Number of vehicles with less than 2,000 miles.
- Number of vehicles with less than 6,000 miles.
- Number of vehicles with maintenance costs over an interquartile range.⁶
- Number of vehicles with fuel cost over an interquartile range.
- Number of vehicles with maintenance costs but no fuel tickets.⁷
- Number of vehicles with no recorded or incomplete fuel data.
- Number of vehicles with no recorded maintenance costs.
- Number of vehicles that took over 1 year to arrive at post.
- Number of vehicles purchased at post.
- Number of vehicles retired in less than 5 years.
- Number of vehicles sold for over \$10,000.

⁴ OIG also reviewed use and maintenance records for the vehicles selected for physical inspection at overseas posts.

⁵ A haphazard sample is a nonstatistical sample selection method that attempts to approximate a random selection by selecting sampling units without any conscious bias, that is, without any special reason for including or omitting items from the sample.

⁶ A measure of variability based on dividing a data set into quartiles.

⁷ OIG identified some vehicles that had maintenance costs but did not have recorded fuel costs. OIG identified this circumstance as higher risk.

OIG aggregated the risk scores (total number of vehicles meeting the above criteria) by post. OIG also considered the availability of travel funds and travel logistics⁸ when selecting sites. Based on these factors, OIG judgmentally selected six posts as shown in Table A.1.

Table A.1: Posts Selected for Testing

Post
Embassy Santo Domingo
Embassy Georgetown
Embassy Vienna
Embassy Tbilisi
Embassy Maputo
Embassy Addis Ababa

Source: OIG generated based on information obtained from OIG's Office of Inspections and the Bureau of Administration, Office of Logistics Management, Office of Program Management and Policy, Overseas Fleet Division.

Number of Vehicles at Selected Posts

For the six selected posts, all the unarmored vehicles (394) at each of the six posts were inventoried. OIG requested and obtained the total number of unarmored vehicles at each post as of March 2019, as shown in Table A.2.

Table A.2: Number of Vehicles at Selected Posts

Post	Number of Motor Vehicles*
Embassy Santo Domingo	93
Embassy Georgetown	29
Embassy Vienna	47
Embassy Tbilisi	77
Embassy Maputo	64
Embassy Addis Ababa	124
Total	434

* Some posts included armored vehicles in the information provided. OIG excluded armored vehicles during its physical inventory at each post. OIG determined that 394 unarmored motor vehicles were at the six selected posts.

Source: OIG generated based on information obtained from posts.

⁸ OIG excluded posts with high-risk scores that were in war zones or were not easily accessible.

Vehicle Inventory Selection Methodology at Posts

OIG conducted a physical inventory of all vehicles at the selected locations identified in Table A.2, excluding armored vehicles. Specifically, OIG confirmed the existence of the vehicles by comparing the VIN on the vehicles to the lists provided by posts.

Vehicle Acquisition Selection and Testing Methodology at Posts

Using the data provided by the six selected posts, OIG identified vehicles acquired between October 1, 2015, and September 30, 2018, which was the scope period of the audit. OIG then selected 10 vehicle acquisitions at each post (total of 60 vehicles), using a haphazard sampling design, for detailed review, as shown in Table A.3.

Table A.3: Selection of Acquired Vehicles for Testing

Post	Number of Vehicle Acquisitions During Scope Period	Number of Vehicles Selected for Testing*
Embassy Santo Domingo	31	10
Embassy Georgetown	16	10
Embassy Vienna	13	10
Embassy Tbilisi	14	10
Embassy Maputo	19	10
Embassy Addis Ababa	37	10
Total	130	60

* If an armored vehicle was selected, OIG replaced the item with an unarmored vehicle.

Source: OIG generated based on information obtained from posts and the testing methodology employed for this audit.

Vehicle Physical Inspection, Use, and Maintenance Selection Methodology at Posts

Using the data provided by the six selected posts, OIG selected 15 vehicles at each post (total of 90 vehicles), using a haphazard sampling design, for detailed physical inspection, an analysis of use, and an analysis of maintenance, as shown in Table A.4.

Table A.4: Selection of Vehicles for Physical Inspection and Review of Use and Maintenance

Post	Number of Vehicles	Number of Vehicles Selected for Testing*
Embassy Santo Domingo	93	15
Embassy Georgetown	29	15
Embassy Vienna	47	15
Embassy Tbilisi	77	15
Embassy Maputo	64	15
Embassy Addis Ababa	124	15
Total	434	90

* If an armored vehicle was selected, OIG replaced the item with an unarmored vehicle. If a vehicle was not available for inspection, OIG selected a replacement vehicle for review.

Source: OIG generated based on information obtained from posts and the testing methodology employed for this audit.

Posts are required to use Form OF-108, Daily Vehicle Use Record, to record the daily use of a vehicle and to identify the purpose of the use.^{9,10} For each of the 90 vehicles selected for testing (Table A.4), OIG determined that it would attempt to review 10 OF-108 forms (i.e., 900 forms) for sufficiency. OIG asked each post to provide all OF-108s for September 2018. If a post was able to provide 10 or more OF-108s for September 2018, OIG selected 10 forms to review for each vehicle. If a post was unable to provide at least 10 OF-108s for September 2018 for each vehicle, OIG requested that the post provide OF-108s for the months preceding September 2018, until at least 10 OF-108s were provided for each vehicle. If 10 Form OF-108s were not provided by the post for a vehicle, OIG reviewed the forms that were available for that vehicle. Table A.5 provides information on the OF-108s that were available for review.

⁹ 14 FAM 436.1, "Form OF-108, Daily Vehicle Use Record" (effective February 10, 2015), and 14 FAM 437.2.

¹⁰ 14 FAH-1 H-814.1 (a), "Form OF-108, Daily Vehicle Use Record" (effective August 11, 2004). The FAH sections related to motor vehicles were retired on September 16, 2019, and the procedural guidance was moved to a Bureau of Administration intranet site. The FAH was in effect during the timeframe covered by the audit.

Table A.5: Selection of Form OF-108s for Testing

Location	Number of Form OF-108s Requested	Number of Form OF-108s Obtained
Embassy Santo Domingo	150	111
Embassy Georgetown	150	136
Embassy Vienna	150	128
Embassy Tbilisi	150	147
Embassy Maputo	150	124
Embassy Addis Ababa	150	130
Total	900	776

Source: OIG generated based on OIG's testing of Form OF-108s.

Vehicle Disposal Selection Methodology at Posts

Using the data provided by the six selected posts, OIG selected 10 vehicle disposals at each post (60 vehicles total) using a haphazard sampling design for detailed review, as shown in Table A.6.

Table A.6: Selection of Disposed Vehicles Selected for Testing

Post	Number of Vehicle Disposals During Scope Period*	Number of Vehicles Selected for Testing*
Embassy Santo Domingo	12	10
Embassy Georgetown	11	10
Embassy Vienna	25	10
Embassy Tbilisi	30	10
Embassy Maputo	10	10
Embassy Addis Ababa	54	10
Total	142	60

* If an armored vehicle was selected, OIG replaced the item with an unarmored vehicle.

Source: OIG generated based on information obtained from posts and the testing methodology employed for this audit.

APPENDIX B: SUMMARY OF RESPONSES TO MOTOR VEHICLE SURVEY

To obtain feedback about how the motor vehicle program functions at overseas posts, the Office of Inspector General (OIG) developed and distributed a Motor Vehicle Survey primarily for General Service Officers (GSO) at 266 posts via email regarding various facets of the vehicle program. OIG received 125 responses (47 percent response rate) from posts worldwide. Table B.1 presents a summary of responses to the survey questions.

Table B.1: Summary of Responses to a Post Survey on Unarmored Motor Vehicles

Questions	Number of Responses	Percentage of Responses
1. How many Department-funded UNARMORED motor vehicles are assigned to your post? (Please enter a number)	125	100
Under 10	27	22
Between 10-20 MVs	27	22
Between 20-30 MVs	11	9
Between 30-40 MVs	14	11
Between 40-50 MVs	17	14
Over 50 MVs	29	23
2. Regarding the number of Department UNARMORED motor vehicles assigned to your post, would you say that your post:	125	100
a. Has more vehicles than are needed to support its mission.	12	10
b. Has enough vehicles to support its mission.	104	83
c. Does not have enough vehicles to support its mission.	7	6
d. Not sure.	2	2
3. How many of the Department UNARMORED motor vehicles at your post are operational? (Please enter a number)	125	100
Under 10	27	22
Between 10-20 MVs	29	23
Between 20-30 MVs	11	9
Between 30-40 MVs	14	11
Between 40-50 MVs	17	14
Over 50 MVs	27	22
4. How does your post determine whether the number of Department UNARMORED motor vehicles is adequate?	125	100
a. The GSO completes the annual motor vehicle survey to determine whether the number of vehicles is adequate.	68	54

Questions	Number of Responses	Percentage of Responses
b. The Bureau of Administration, Office of Logistics Management, Office of Program Management and Policy, Overseas Fleet Division (A/LM/PMP/OF) determines whether the number of vehicles is adequate.	31	25
c. No process or procedure is used to determine whether the number of vehicles is adequate.	2	2
d. Other. Please describe: _____	21	17
e. Not sure.	3	2
5. Which Information Technology Systems do you use at post to assist in managing the Department's UNARMORED motor vehicle fleet? (Check all that apply)	125	Multiple Selections Allowed
a. Integrated Logistics Management System (ILMS) Asset Management Module.	109	87
b. Integrated Logistics Management System (ILMS) Analytics Module.	92	74
c. Fleet Management Information System (FMIS).	120	96
d. MyServices.	81	65
e. Other. Please describe: _____		0
f. Not sure.	0	0
6. Does your post have any Department UNARMORED motor vehicles not currently in the Integrated Logistics Management System (ILMS) (Please enter a number and explanation in the table below for motor vehicles that have not been entered in ILMS)? YES/NO	125	100
Yes	7	6
No	118	94
If Yes, Number of Vehicles:		
Number of Vehicles:	12	
7. How often does your post enter maintenance and fuel information for Department UNARMORED motor vehicles in the Fleet Management Information System (FMIS)?	125	
a. Daily.	52	42
b. Weekly.	37	30
c. Monthly.	32	26
d. Annually.	1	1
e. Other. Please describe: _____	0	0
f. Not sure.	52	42

Questions	Number of Responses	Percentage of Responses
8. Have Department UNARMORED motor vehicle-related expenses at your post:	125	100
a. Increased Significantly.	2	2
b. Increased Slightly.	28	22
c. Stayed the Same.	64	51
d. Decreased Slightly.	20	16
e. Decreased Significantly.	6	5
f. Not sure.	5	4
9. Has your post requested any new Department UNARMORED motor vehicles that have not been received at post? (If Yes, OIG may request additional information)	125	100
a. Yes.	42	34
b. No. (Proceed to question 11)	82	66
c. Not sure.	1	1
10. How many Department UNARMORED motor vehicles has your post requested (by type) that have not been received at post? (Please enter a number in the table below for each type of vehicle)	120	
Bus/Ambulance	3	2
Heavy-Duty Truck	7	6
Pick-up Truck	18	14
Sedan/Couple	16	13
[Sport Utility Vehicle] SUV	33	26
Van	42	34
Station Wagon	1	1
Other	0	0
11. Does your post face any challenges, restrictions, or other issues with the host country's government with respect to Department UNARMORED motor vehicles?	125	100
a. The host country's government imposes a restriction on the number of vehicles allowed in a country at one time.	20	16
b. The host country's government imposes restrictions on the types of vehicles allowed in the country.	8	6
c. The host country's government imposes restrictions on the manner in which vehicles are disposed of.	15	12
d. Other. Please specify: _____	75	60
e. Not sure.	7	6
12. Regarding the number of Department UNARMORED motor vehicles assigned to your post, how many of the vehicles are used frequently:	125	100
a. All.	42	34

Questions	Number of Responses	Percentage of Responses
b. Most.	74	59
c. Some.	8	6
d. Few.	0	0
e. None.	1	1
f. Not sure.	0	0
13. How does your post determine whether to dispose of a Department UNARMORED motor vehicle? (Check all that apply)	125	
a. Age of the vehicle.	108	86
b. Mileage of the vehicle.	89	71
c. Life-cycle requirements.	93	74
d. Other: Please specify: _____	20	16
e. Not sure.	2	2
14. How does your post dispose of Department UNARMORED motor vehicles? (Check all that apply)	125	
a. Sale.	110	88
b. Scrap.	20	16
c. Destroy.	16	13
d. Transfer to other agency or post.	31	25
e. Other. Please describe: _____	6	5
f. Not sure.	3	2
15. Please describe any other concerns that relate to acquiring, accounting for, using, maintaining, or disposing of Department UNARMORED motor vehicles at your current or previous post assignment. (Please include the post name and country as part of the description if the concerns are related to your previous post assignment)		

Source: OIG generated on the basis of an analysis of responses to OIG's March 2019 vehicle survey.

APPENDIX C: OFFICE OF INSPECTOR GENERAL MOTOR VEHICLE CHECKLIST

The Office of Inspector General (OIG) selected vehicles at six posts to physically inspect for deficiencies. To determine the condition that vehicles were in at post, the OIG developed a checklist that is shown in Figure C.1.

Figure C.1: Vehicle Inspection Checklist

OIG MV INSPECTION SHEET

Post:	<input type="text"/>	Sample #:	<input type="text"/>	BU:	<input type="text"/>
VIN #:	<input type="text"/>	Plate #:	<input type="text"/>	Year:	<input type="text"/>
Make:	<input type="text"/>	Model:	<input type="text"/>		
In Service:	<input type="text"/>	Mileage:	<input type="text"/>		
				Vehicle Condition:	<input type="text"/>

	Item	Y	N	NA	Notes/Explanation
1	Windshield:				
2	Head Lights:				
3	Tail Lights:				
4	Doors:				
5	Door Locks:				
6	Windows:				
7	Tires:				
	a. Pressure				
	b. Condition				
8	Front/Rear Fenders				

OTHER NOTES:

Source: OIG developed based on a checklist previously used by OIG for evaluating deficiencies in the armored vehicle fleet.

Table C.2 provides a description of items reviewed by OIG during its physical inspection of selected vehicles.

Table C.2: Vehicle Inspection Checklist Explanations

Item	Explanation
1 Windshield	Examine the windshield for indications of damage or deterioration.
2 Headlights	Ensure they are functional.
3 Taillights	Ensure they are functional.
4 Doors	Ensure they are functional.
5 Door Locks	Ensure they are functional.
6 Windows	Ensure the windows are functional and examine for any signs of damage.
7 Tires (Pressure and Condition)	Visually inspect wheels and tires to ensure they are in good condition. Measure tire pressure to determine if the tires are at a reasonable pounds per square inch (as indicated on the door sticker, and/or other tire pressure guidelines for the type of vehicle).
8 Front/Rear Fenders	Examine the front and rear fenders for visible damage.

Source: OIG developed based on a checklist previously used by OIG for evaluating deficiencies in the armored vehicle fleet.

APPENDIX D: VEHICLE ALLOCATION METHODOLOGY QUESTIONS

The Department of State’s FY 2019 Vehicle Allocation Methodology Survey Questionnaire is shown in Figure D.1.

Figure D.1: Vehicle Allocation Methodology Questions

1. Please enter your personal information (who is filling out the Survey) – Last Name, First Name, Email, City, Country, and User ID. (Pre-populated with data in ILMS)
2. To which Post are you assigned? (Pre-populated with data in ILMS)
3. Please select the option that most accurately describes the vehicle’s status.
 - In service
 - In service but underutilized or non-mission essential and can be disposed of or transferred
 - Received (not in service)
 - Sent to auction or transferred

Note: Question 3 will be pre-populated from ILMS. If anything other than “In Service” is chosen, this will take the user to the end of the survey.

4. What is the current odometer reading (in kilometers)? (Pre-populated with data in ILMS)

-----kilometers

5. When was the odometer reading taken (MM/DD/YYYY)? (Pre-populated with data in ILMS)
6. Please select the option that most accurately describes the vehicle’s assignment.
 - Assigned for exclusive use by the COM, principal officer, or other designated official (i.e., dedicated to an individual)
 - Assigned full-time to perform a specific function (e.g., security, maintenance)
 - Assigned to a motor pool to provide general transportation
7. How many trips per week does this vehicle average? (Trip: When the driver takes the vehicle from its normal parking area then returns it to that same general area.)
 - 1
 - 2 to 3
 - 4 to 6
 - 7 to 12
 - 13 or more
8. How many hours does a typical trip take for this vehicle?
 - 0 to 0.5

- 0.5 to 1.5
 - 1.5 to 3
 - 3 to 5
 - More than 5
9. How many weeks per year is this vehicle typically used?
- 1 to 4 (vehicle is only used occasionally, such as for VIP visits or summits)
 - 5 to 13 (vehicle is used for periods of high demand, such as during assignment rotations)
 - 13 to 26 (vehicle is used up to six months per year)
 - 26 to 39 (vehicle is used more than half of the year)
 - 40 to 52 (vehicle is used almost all year)
10. Is this a backup or spare vehicle?
- Yes
 - No
11. What is the primary job category supported by this vehicle?
- Law Enforcement and/or Security Activities
 - Emergency Response (e.g., Ambulance)
 - Facility Management
 - Information Technology
 - Motor Pool / Administration
 - Other
12. Select one statement from the list that best describes this vehicle.
- Installed Equipment – there is specialized equipment installed on this vehicle (e.g., communications, IT or surveillance gear, emergency lighting, prisoner partitions, ladder racks, work van bins and shelving, etc.).
 - Carried Equipment – this vehicle routinely carries a large amount of tools or gear that would be time-consuming to transfer to another vehicle.
 - Both specialized equipment is installed, and large amounts of tools or gear are routinely carried on/in this vehicle.
 - Neither specialized equipment is installed, nor large amounts of tools or gear are routinely carried on/in this vehicle.
13. Is pooling/sharing of this vehicle possible?
- Within your post
 - With another Federal agency
 - Already a pool vehicle (i.e., [Interagency Cooperative Administrative Support Services])
 - Pooling is not possible
14. Survey End. Please add any additional comments that you may have regarding this vehicle (optional).

Source: OIG obtained from the Department of State's FY 2019 Fleet Management Plan.

APPENDIX E: BUREAU OF ADMINISTRATION RESPONSE



United States Department of State
Washington, D.C. 20520

UNCLASSIFIED

January 4, 2021

TO: OIG/AUD – Norman P. Brown

FROM: A/LM – John W. Dinkelman 

SUBJECT: Response to Draft OIG Report – Audit of the Department of State’s Unarmored Overseas Motor Vehicle Fleet

The Office of Logistics Management, Office of Program Management and Policy’s, Overseas Fleet Division (A/LM/PMP/OF) has reviewed the Draft OIG Report – Audit of the Department of State’s Unarmored Overseas Motor Vehicle Fleet. A/LM/PMP/OF is providing the following comments in response to the recommendations provided by OIG.

OIG Recommendation 1: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a detailed vehicle program plan that (a) contains clear, measurable goals and objectives; (b) establishes internal controls within all facets of the motor vehicle program; and (c) defines areas of authority, roles, and responsibilities for personnel responsible for carrying out the motor vehicle program.

Management Response: A/LM/PMP/OF agrees with this recommendation.

OIG Recommendation 2: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a formal strategy to communicate updates or changes to vehicle program requirements to affected stakeholders.

Management Response: A/LM/PMP/OF agrees with this recommendation.

OIG Recommendation 3: OIG recommends that the Bureau of Administration update the Foreign Affairs Manual to require use of the internal controls developed in response to Recommendation 1 in this OIG report.

Management Response: A/LM/PMP/OF agrees with this recommendation.

OIG Recommendation 4: OIG recommends that the Bureau of Administration (a) conduct a staffing study of its Office of Logistics Management, Office of Program Management and Policy, Overseas Fleet Division, to determine appropriate staffing levels, whether its staff have requisite fleet management expertise, and whether staff are in the right positions to perform the duties for which they are assigned; and (b) develop and implement a plan to address the results of the study.

Management Response: A/LM/PMP/OF agrees with this recommendation.

OIG Recommendation 7: OIG recommends that the Bureau of Administration develop and implement, in coordination with the Fleet Management Council, detailed standard operating procedures related to vehicle acquisitions. These procedures should, at a minimum, include (a) guidance to assist posts in understanding the vehicle allocation methodology and target fleet size to allow posts to more effectively determine an appropriate number of vehicles needed; (b) steps to be taken to address the overage of fleet sizes; and (c) guidance on requesting and documenting waivers.

Management Response: A LMPMP/OF agrees with this recommendation.

OIG Recommendation 8: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a formal process to oversee post's motor vehicle acquisitions and to periodically perform an independent validation to determine whether posts are complying with vehicle acquisition requirements. This process should, at a minimum, include a review of post's vehicle allocation methodology justifications for keeping vehicles that the Overseas Fleet Division determined were questionable or should be eliminated.

Management Response: A LMPMP/OF agrees with this recommendation.

OIG Recommendation 9: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a policy related to posts' local acquisition of used vehicles. This policy should include the circumstances in which a used vehicle may be purchased locally, how to acquire it, and how to record it in the Integrated Logistics Management System.

Management Response: A LMPMP/OF agrees with this recommendation.

OIG Recommendation 10: OIG recommends that the Bureau of Administration perform an analysis to determine whether (a) posts are legally allowed to standardize locally purchased foreign-made vehicles, (b) it would be cost-beneficial to allow such standardization, and (c) this type of standardization should be allowed.

Management Response: A LMPMP/OF agrees with this recommendation, however we do not have the authority to make a legal determination regarding post local procurement practices. We will need to engage our colleagues in A/OPE for their input, analysis and guidance.

OIG Recommendation 11: OIG recommends that, if the Bureau of Administration determines that posts will be allowed to standardize the acquisition of foreign-made vehicles (Recommendation 10), the Bureau of Administration update the Foreign Affairs Manual (14 FAM 436.4) and Department of State Acquisition Regulation (§ 606.370) to formalize this policy.

Management Response: A LMPMP/OF agrees with this recommendation as it relates to Recommendation 10. We will need to engage our colleagues in A/OPE for their support in order to change formalize procurement policy.

OIG Recommendation 12: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement (a) a policy to

comply with 14 FAM 431.6-2(b)(6) and 14 FAM 436.5(a) to maintain all post vehicles in the Integrated Logistics Management System, including vehicles acquired without authorization; and (b) procedures for how posts should enter and track vehicles in the Integrated Logistics Management System that have been purchased without authorization or that exceed post's target fleet size, including used vehicles.

Management Response: A/LM/PMP/OF agrees with this recommendation.

OIG Recommendation 13: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a method to accurately record and verify vehicle identification numbers in the Integrated Logistics Management System.

Management Response: A/LM/PMP/OF disagrees with this recommendation as it is written. Armored vehicle and GSA purchases and their related asset record creation is controllable and verifiable at the headquarters level. This recommendation should reflect on locally purchased vehicles only since the asset data for these is entered by Post and not A/LM/PMP/OF. Post must upload a purchase order and certificate of origin (title of the vehicle) for any locally purchased vehicle in order for A/LM/PMP/OF to validate the information in the ILMS.

OIG Recommendation 14: OIG recommends that the Bureau of Administration complete its effort to develop and implement a policy detailing annual, minimum mileage standards for vehicles used at overseas posts.

Management Response: A/LM/PMP/OF disagrees with this recommendation and requests it be modified to reflect a recommendation that A/LM/PMP/OF undertake a study to analyze the mileage utilization standards for the Department's overseas fleet.

OIG Recommendation 15: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, (a) conduct a study of Form OF-108, Daily Vehicle Use Record, to determine an effective method for capturing the required vehicle information in accordance with the Foreign Affairs Manual (14 FAM437.2); and (b) develop and implement a plan to address the results of the study.

Management Response: A/LM/PMP/OF agrees with this recommendation.

Recommendation 16: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a supply-chain mechanism to allow posts that do not have access to parts for American-made vehicles to be able to obtain needed parts for maintaining vehicles in a timely manner.

Management Response: A/LM/PMP/OF agrees with this recommendation.

OIG Recommendation 17: OIG recommends that the Bureau of Administration require responsible officials at overseas posts to use the Fleet Management Information System as a tracking mechanism for preventive maintenance for each unarmored motor vehicle.

Management Response: A/LM/PMP/OF agrees with this recommendation.

OIG Recommendation 18: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a method to verify that posts perform preventive maintenance on vehicles at appropriate intervals and timely document the maintenance performed in the Fleet Management Information System.

Management Response: A/LM/PMP/OF agrees with this recommendation.

OIG Recommendation 19: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement detailed standard operating procedures to assist posts in tracking and documenting vehicle maintenance in accordance with Department policies and procedures.

Management Response: A/LM/PMP/OF agrees with this recommendation

OIG Recommendation 20: OIG recommends that the Bureau of Administration, in coordination with the Fleet Management Council, develop and implement a methodology for posts to use when considering the disposal of an unarmored motor vehicle and codify the methodology in the Foreign Affairs Manual. The methodology should include a quantitative minimum for vehicle age, use, and maintenance costs. The methodology should also require posts to conduct and document a disposal analysis to ensure the vehicle meets the necessary criteria for disposal.

Management Response: A/LM/PMP/OF agrees with this recommendation

OIG Recommendation 21: OIG recommends that the Bureau of Administration complete the development of and implement detailed standard operating procedures to assist posts in completing vehicle disposals and forms. These procedures should include guidance on conducting periodic checks of disposal forms, entering information into the Integrated Logistics Management System, and performing disposal analyses (Recommendation 20).

Management Response: A/LM/PMP/OF agrees with this recommendation

APPENDIX F: BUREAU OF DIPLOMATIC SECURITY RESPONSE



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United States Department of State

Washington, D.C. 20520

January 4, 2021

INFORMATION MEMO TO ACTING INSPECTOR GENERAL SHAW - OIG

FROM: DS – Todd J. Brown, Acting *TJB*

SUBJECT: Bureau of Diplomatic Security response to the Office of Inspector General (OIG) Audit of the Department of State's Unarmored Overseas Motor Vehicle Fleet (AUD-SI-21-XX), [December 2020]

Below is the Bureau of Diplomatic Security's (DS) response to Recommendation #6 of the subject report.

Recommendation #6: OIG recommends that the Bureau of Diplomatic Security, in coordination with the Bureau of Administration, (a) update any bureau-specific motor vehicle procedures in place to comply with the Foreign Affairs Manual and Bureau of Administration guidance within 90 days of final report issuance; and (b) establish a process to review and update these procedures, as appropriate, at least annually thereafter.

DS Response (1/4/2021): The Bureau of Diplomatic Security (DS) concurs with this recommendation. DS' Office of Overseas Protective Operations (DS/IP/OPO) drafted 12 FAH updates for its three overseas programs (Local Guard, Surveillance Detection, and Bodyguard), each of which has a dedicated logistics section titled "Vehicles." DS' Office of Regional Directors (DS/IP/RD) is coordinating changes to 14 FAM 430, Managing Official Vehicles at Posts Abroad with the Bureau of Administration (A), to include Regional Security Officer "Emergency Response" vehicles. DS/IP/RD will collaborate with other DS directorates on these updates, as appropriate.

The Office of Overseas Criminal Investigations (DS/INV/OCI) will collaborate with DS/IP/RD to initiate changes to 14 FAM 430 as necessary regarding the Assistant Regional Security Officer/Investigator program. Further, DS/INV/OCI has procedures in place to annually review, update, and reconcile its vehicles during annual Program Reviews (PMRs).

DS is coordinating with the Bureau of Administration (A) (Overseas Fleet) on a number of policy and procedural initiatives associated with 14 FAM 430, including the Vehicle Allocation Methodology (VAM) and Motor Vehicle Survey (MVS). The VAM and MVS provide the methodology for creating posts' Target Fleet Size (TFS).

All DS policy language will be reviewed annually through DS' annual FAM/FAH review and updated as needed.

Approved: DS – Todd J. Brown, Acting [

Analyst: DS/MGT/PPD – Adriana Ray

Cleared: DS/DSS – C. Matus OK
DS/EX – J. Sincavage OK
DS/EX/MGT – J. Schools OK
DS/MGT/PPD – R. Reisman OK
DS/MGT/PPD – C. Murray OK
DS/DO – R. Colón OK
DS/PSP/DEAV – S. Green OK
E/M/DS – M. Eible OK
M – B. Peracchio OK
M/SS – R. Denniston OK
A – C. Sappenfield OK

APPENDIX G: BUREAU OF OVERSEAS BUILDINGS OPERATIONS RESPONSE



United States Department of State

Washington, D.C. 20520

UNCLASSIFIED

December 15, 2020

MEMORANDUM FOR NORMAN BROWN – OIG/AUD

FROM: OBO/RM – Jeffrey C. Reba, Acting /s/

SUBJECT: (U) Draft Report – *Audit of the Department of State's Unarmored Overseas Motor Vehicle Fleet*; AUD-SI-21-XX, December 2020

(U) Attached is the Bureau of Overseas Buildings Operations' response to recommendation 5.

Attachment:

As stated.

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-2-

Office of Inspector General
Audit of the Department of State's Unarmored Overseas Motor Vehicle Fleet
(AUD-SI-21-XX, December 2020)

OIG Recommendation 5: OIG recommends that the Bureau of Overseas Buildings Operations, in coordination with the Bureau of Administration, (a) update any bureau-specific motor vehicle procedures in place to comply with the Foreign Affairs Manual and Bureau of Administration guidance within 90 days of final report issuance; and (b) establish a process to review and update these procedures, as appropriate, at least annually thereafter.

OBO Response, December 2020: OBO concurs with this recommendation and will work with the Bureau of Administration to ensure compliance with the Foreign Affairs Manual and other guidance. OBO drafted a revised Bulletin A-10-01 to incorporate the recommended updates, and will finalize and publish it within 90 days of report issuance. OBO will review the Bulletin annually and ensure consistency with FAM and Bureau of Administration guidance.

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APPENDIX H: EMBASSY GEORGETOWN RESPONSE



Embassy of the United States of America

Kingston, Georgetown

December 8, 2020

Director Regina Meade
Security and Intelligence Division
Office of Inspector General
Department of State
1700 North Moore St
Arlington, VA 22209

Dear Ms. Meade,

I have reviewed the draft Motor Vehicle Report. U.S. Embassy Georgetown concurs with its findings and requests no redactions.

Regards, 
Marisa Mac Isaac
General Services Officer
U.E. Embassy Georgetown

ABBREVIATIONS

C.F.R.	Code of Federal Regulations
DS	Bureau of Diplomatic Security
FAH	Foreign Affairs Handbook
FAM	Foreign Affairs Manual
FAST	Federal Automotive Statistical Tool
FMIS	Fleet Management Information System
FMP	Fleet Management Plan
GSA	General Services Administration
GSO	General Services Officer
ICASS	Interagency Cooperative Administrative Support Services
ILMS-AM	Integrated Logistics Management System – Asset Management
INL	Bureau of International Narcotics and Law Enforcement Affairs
LM	Bureau of Administration, Logistics Management
OBO	Bureau of Overseas Buildings Operations
OF	Overseas Fleet Division
OIG	Office of Inspector General
SUV	sport utility vehicle
TFS	target fleet size
VAM	vehicle allocation methodology

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