

UNCLASSIFIED



Office of Inspector General
United States Department of State

ISP-I-25-17

Office of Inspections

August 2025

**Inspection of Embassy Maputo,
Mozambique**

BUREAU OF AFRICAN AFFAIRS

UNCLASSIFIED



HIGHLIGHTS

Office of Inspector General
United States Department of State

ISP-I-25-17

What OIG Inspected

OIG inspected the executive direction, policy and program implementation, resource management, and information management operations of Embassy Maputo.

What OIG Recommends

OIG made 21 recommendations to Embassy Maputo. In its comments on the draft report, the embassy concurred with 20 recommendations and disagreed with 1 recommendation. OIG considers 20 recommendations resolved and one recommendation unresolved. The embassy's response to each recommendation and OIG's reply can be found in the Recommendations section of this report. The embassy's formal response is reprinted in its entirety in Appendix B.

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What OIG Found

- The Ambassador and Deputy Chief of Mission exemplified the Department of State's leadership and management principles under difficult circumstances, fostering an open and collaborative work environment that motivated staff.
- The embassy did not hold required joint evaluations of Bureau of International Narcotics and Law Enforcement Affairs-funded programming with the government of Mozambique.
- The embassy did not have funding for the locally employed staff defined benefit retirement plan and relied on the Bureau of African Affairs to make expected benefit payments, creating possible unfunded liability and litigation concerns.
- The embassy's warehouse did not have the fire protection features required for a newly constructed building, creating safety issues for its staff.

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CONTEXT

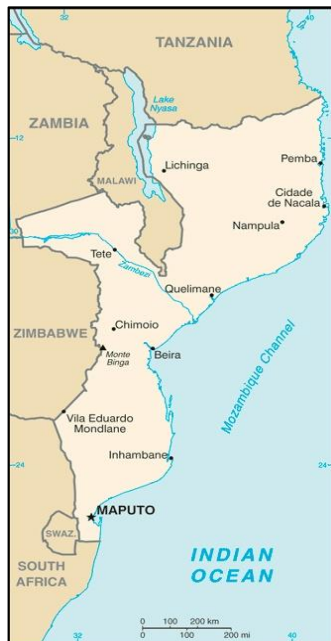


Figure 1: Map of Mozambique (Source: CIA World Factbook)

Mozambique's independence from Portugal in 1975 was followed by a 15-year civil war from 1977 to 1992. Mozambique is roughly the size of Texas and Louisiana combined and borders Tanzania, South Africa, Zambia, Malawi, Eswatini, and Zimbabwe. Landlocked neighbors rely on its deepwater ports along its more than 1,600-mile coastline, with a third of the world's shipping flowing through the Mozambique Channel.

Mozambique's October 2024 presidential election was marred by irregularities and a lack of transparency. The ruling party won at the polls and has been in power since independence. However, the election was contested by the political opposition, leading to weeks of violence and the reported deaths of more than 300 individuals. Mozambique faces an Islamic State of Iraq and Syria (ISIS) insurgency in the northern part of the country.

The United States is Mozambique's largest bilateral donor, providing an average of \$725 million in assistance annually from FY 2021 to FY 2023. In 2022, the United States included Mozambique in the U.S. Strategy to Prevent Conflict and Promote Stability, a 10-year initiative under the Global Fragility Act.¹ Mozambique is also the recipient of significant health-focused support, including funding from the U.S. President's Emergency Plan for AIDS Relief (PEPFAR).

Mozambique has significant natural gas and critical minerals reserves; however, trade between the United States and Mozambique is modest. In 2022, U.S. exports to Mozambique were \$235 million and U.S. imports from Mozambique totaled \$177 million.

At the time of this inspection, Embassy Maputo had 127 authorized U.S. direct-hire positions and 24 eligible family member positions. Of the 127 U.S. employees, 49 worked for the Department of State (Department) and 78 worked for other U.S. government agencies, which included the U.S. Agency for International Development (USAID); the Departments of Commerce, Defense, Health and Human Services, and Justice; the Millennium Challenge Corporation; and the Peace Corps. The embassy also had 519 locally employed (LE) staff members, of whom 252 were Department employees, and 267 worked for other agencies.

The Office of Inspector General (OIG) evaluated Embassy Maputo's policy implementation, resource management, and management controls consistent with Section 209 of the Foreign Service Act of 1980. A related classified inspection report discusses security and information management programs.

¹ Global Fragility Act of 2019, Public Law 116-94, Title V (December 20, 2019).

On January 21, 2025, the Secretary of State issued guidance to the Department on the administration's priorities.² The Department subsequently disseminated initial guidance on foreign assistance, public diplomacy, consular operations, personnel evaluation, planning and policy documents, and other Department activities. At the time of this inspection, the Department was developing detailed implementation guidance for these and other policy initiatives. Therefore, OIG did not assess the embassy's implementation of the new guidance as part of this inspection.

OPERATING ENVIRONMENT

OIG observed there were two areas that significantly impacted Embassy Maputo's operating environment. As described below, these were the effects of, and the embassy's response to, Mozambique's political and civil unrest and the direction from Washington to reduce USAID staffing.

Political and Civil Unrest Hampered Embassy Operations

Mozambique's history of political instability and fragile institutions posed challenges to democratic governance over the 2023-2024 local and national election cycle. The ruling Frelimo party, in power for almost 50 years, faced waning public support due to perceptions of poor governance, corruption, and electoral fraud. Civil and political tensions in the 2023 local elections were a precursor to serious violence and civil disturbances following the national elections in October 2024. Inspired by an exiled opposition presidential candidate, disenfranchised citizens demanding change took to the streets throughout the country and paralyzed Mozambique's economy and trade for weeks at a time. Although not directed at the United States, these protests and the government's response turned violent and led to long lockdown periods for embassy personnel and families, road closures, and some shortages of food and supplies, making living and working conditions in Maputo more difficult for embassy personnel and their families.

Embassy Responded to Direction To Reduce U.S. Agency for International Development Staffing

On February 7, 2025, during the onsite portion of this inspection, the embassy responded to direction from Washington to place USAID Maputo direct hire personnel on administrative leave and prepare for them to return to the United States. Because USAID direct hire staff made up 28 percent of all direct hire staff at the embassy, the direction from Washington necessitated an immediate pivot by many Department embassy staff to begin working on arrangements for the USAID direct hires, and its in-country operations, to comply with the

² Cable 25 STATE 5156, "New Administration Priorities," January 21, 2025.

direction. The embassy's response was still ongoing when the OIG inspection team departed Maputo.³

EXECUTIVE DIRECTION

OIG assessed leadership based on interviews, staff questionnaires, and OIG's review of documents and observations of embassy meetings and activities during this inspection.

Tone at the Top and Standards of Conduct

The Ambassador, a career member of the Senior Foreign Service, arrived in Maputo in March 2022. Prior to arriving in Mozambique, he served as Ambassador to Embassy Rwanda from 2018 to 2022. The Deputy Chief of Mission (DCM), also a member of the Senior Foreign Service, arrived in August 2022. Prior to his arrival in Mozambique, he served as DCM at Embassy Malawi. He had also previously served at Embassy Maputo as the Management Counselor.

OIG found that the Ambassador and DCM demonstrated the Department's leadership and management principles, modeling integrity and communication, that are outlined in 3 Foreign Affairs Manual (FAM) 1214b.⁴ In 2024, when political violence and civil strife wracked Mozambique and led to extended periods of lockdowns for the embassy community, the Ambassador and DCM took measures to keep personnel safe and held numerous Emergency Action Committee meetings to review those measures. The Ambassador communicated often through town halls, Country Team meetings, management notices, and other platforms to update employees and their families on available information, the actions the embassy was taking, and the reasons behind those decisions and actions.

Exemplifying the 3 FAM 1214b principle of collaboration and fostering resilience, the Ambassador and DCM listened and responded to employees' concerns with empathy and understanding. They often reminded them of the importance of being kind, collaborative and clear with each other. The Ambassador established weekly open hours in his office, which allowed employees at all levels and from all agencies and sections to talk with him and the DCM about any subject of general interest or concern, a forum staff told OIG they used and appreciated. When responding to the direction from Washington related to USAID staff and operations, the Front Office team held all-hands meetings to explain the measures the embassy was taking to support staff and comply with the instructions.

³ In July 2025, USAID officially ceased operations, and the Department absorbed its remaining functions. The restructuring eliminated USAID as a separate agency.

⁴ The Department's leadership and management principles outlined in 3 FAM 1214b include (1) model integrity, (2) plan strategically, (3) be decisive and take responsibility, (4) communicate, (5) learn and innovate constantly, (6) be self-aware, (7) collaborate, (8) value and develop people, (9) manage conflict, and (10) foster resilience.

Execution of Foreign Policy Goals and Objectives

OIG found the Ambassador led the Country Team in accordance with 1 FAM 013.2a requirements to exercise full responsibility for the direction, coordination, and supervision of all U.S. Executive Branch employees in the country, and with 2 FAM 113.1c(7)⁵ requirements to obtain support for U.S. policies or positions. Washington interlocutors praised the Ambassador for the positive way he engaged with Mozambican authorities, political actors, and international counterparts in the leadup and aftermath of the contentious municipal elections of October 2023 and the national elections of October 2024. The Ambassador provided his strategic vision to Washington counterparts so that the U.S. government could respond proactively to the possible outcomes of the elections. In addition, he acted quickly to engage with the new government following the presidential inauguration on January 15, 2025.

Based on interviews and document reviews, OIG determined the Ambassador and DCM kept senior levels of the Department and the National Security Council informed on the situation in Mozambique. The Ambassador and DCM met biweekly with the Bureau of African Affairs leadership and communicated regularly with the bureau on an ad hoc basis. The Ambassador also spoke monthly with the bureau's Deputy Assistant Secretary for Southern Africa and took part in senior level interagency meetings in Washington, when needed. Bureau staff commented positively on the embassy's timely reporting on political developments and their responsiveness to frequent bureau and National Security Council taskers and data calls.

The Ambassador also led efforts to ensure staff understood the embassy's goals and objectives, as well as the coordination of foreign assistance efforts in Mozambique. In 2024, the Ambassador hosted a 1-day retreat to review the embassy's activities and objectives. The retreat informed the work of the 12 interagency working groups, overseen by the DCM, to coordinate embassy efforts to achieve the identified objectives.

As the co-chair of the International Crisis Task Force with the Foreign Minister of Mozambique and the resident United Nations Coordinator, the Ambassador played a role in guiding donor and government of Mozambique response to the health and security crisis in the province of Cabo Delgado. The Ambassador also reviewed, commented on, and approved annual USAID, Global Fragility Act, and PEPFAR plans. Additionally, both the Ambassador and the DCM took part in periodic oversight meetings, project launches, and related activities.

Adherence to Internal Controls

OIG found the FY 2024 Statement of Assurance generally complied with Department management control guidelines in 2 FAM 022.7, 2 FAM 024d, and cable 24 STATE 334.⁶ Both the Ambassador and the DCM were engaged in the Statement of Assurance process, asked

⁵ After fieldwork concluded, this FAM section was updated, and this requirement is now located at 2 FAM 113.1b(7).

⁶ Cable 24 STATE 334, "Your Role and Responsibilities for Management Controls and Oversight over Post Operations," January 2, 2024.

questions, and discussed relevant issues with section and agency heads. They met routinely with the Management Counselor to review priorities and areas of concern. The Ambassador also held special Country Team meetings twice a year to review staffing levels and discuss requests for additional personnel to help inform his staffing decisions.

OIG found the DCM did not review the Consular Section chief's nonimmigrant visa adjudications as required in 9 FAM 403.12-4a. During this inspection, he scheduled reviews and committed to following the review process in accordance with Department requirements. Therefore, OIG did not make a recommendation to address this issue.

Security and Emergency Planning

Embassy staff and Department officials told OIG the embassy's security posture was vigilant, and the Ambassador and DCM's attention to security concerns and decision points was consistent with 2 FAM 113.1b(5) and 12 FAH-1 H-121b. During the political unrest in late 2024, the embassy held regular Emergency Action Committee meetings, chaired by the DCM. The Ambassador and DCM worked closely with the committee on the decision points required for authorized departures. Additionally, the Ambassador and DCM regularly participated in drills and radio checks, as required by 12 FAH-1 H-762a and 5 FAM 541c. The DCM joined the Regional Security Officer, the Marine Security Guards, and the Management Officer at Post One to coordinate drills. Additionally, the Ambassador requested that he be physically present in the embassy during drills to model participation.

Equal Employment Opportunity

OIG found Embassy Maputo's Equal Employment Opportunity program complied with Department standards found in 2 FAM 1511. The embassy had one Equal Employment Opportunity counselor and eight LE staff liaisons. OIG determined previous cases involving non-Department agencies were handled appropriately and sent through proper channels by the Front Office.

Developing and Mentoring Foreign Service Professionals

OIG determined the DCM oversaw an active First- and Second-Tour program, as required in 3 FAM 2713b. The program included more than 50 entry-level personnel from the Department, other agencies, eligible family members, and the Marine Security Guards. First- and Second-Tour members participated in Country Team meetings and Front Office activity planning meetings, and served on other committees, such as the Inter-Agency Housing Board. Even when embassy activities were curtailed during periods of political unrest, the First- and Second-Tour program held events with external contacts and participated in community-building activities, such as LE staff appreciation day. The DCM met regularly with First- and Second-Tour program leadership to discuss programming and opportunities for career development and provided mentoring and career advancement sessions on issues such as bidding on future assignments, performance evaluations, and cable-writing. The embassy planned to develop a similar program for mid-level officers.

POLICY AND PROGRAM IMPLEMENTATION

OIG assessed Embassy Maputo's policy and program implementation work performed by the Political-Economic, Public Diplomacy, and Consular Sections. OIG also assessed the embassy's grants management and coordination of U.S. foreign assistance to Mozambique. OIG found the embassy generally met Department requirements for policy and program implementation, with the exceptions discussed below.

Political-Economic Section

OIG reviewed Embassy Maputo's combined Political-Economic Section's leadership and management, policy implementation, reporting and advocacy, Leahy vetting,⁷ interagency cooperation, and commercial promotion. Based on a review of documents, reporting, and interviews with Department and interagency officials, OIG found the section focused on implementing U.S. policy priorities in Mozambique, including supporting investments in critical minerals and natural gas, preventing conflict and enhancing security, and promoting democracy and human rights.

OIG reviewed 144 cables sent by the section from January 1, 2024, to January 3, 2025, and found them to be well-written, relevant, and timely. OIG also found the section reported extensively on Mozambique's 2024 general elections, including the pre- and post-election period, which was marked by violent protests and a political impasse still unresolved at the time of this inspection. Washington officials commended the section on its election reporting and on key economic issues, such as critical minerals. Overall, OIG found Embassy Maputo's Political-Economic Section generally met Department standards and complied with Department guidance.

Public Diplomacy

OIG reviewed Embassy Maputo's public diplomacy operations, including strategic planning and reporting, resource and knowledge management, programming and exchanges, media and social media engagement, and grants administration. OIG determined the Public Diplomacy Section aligned its programs and activities with the embassy's goals and interagency priorities. Washington stakeholders and embassy staff told OIG that, beginning in October 2024, the section limited its outreach efforts due to political uncertainty and security concerns, as well as internet outages. During that time, section leadership prioritized training for five new staff members and integrated programs across the section while media and social media engagement staff focused on communications related to the election unrest. In 2025, the staff

⁷ The Leahy Amendment to the Foreign Assistance Act of 1961 prohibits the Department from furnishing assistance to foreign security forces if the Department receives credible information that such forces have committed gross violations of human rights. See 22 U.S. Code 2378d.

renewed outreach at its two American Spaces⁸ and online for English language programs and educational and professional exchanges.

Overall, OIG found the embassy's public diplomacy activities met Department standards and guidance, with the exception noted below. Staff told OIG frequent gaps in U.S. direct-hire positions in the section contributed to these deficiencies.

Public Diplomacy Award Files Lacked Documentation and Closeout

The embassy's public diplomacy award files did not consistently meet the Department's Federal Assistance Directive (FAD) standards for documentation. OIG reviewed 20 public diplomacy awards issued from October 2021 through September 2024 that totaled \$987,278.⁹ All files contained a notice of award, award provisions, and payment authorization. However, OIG found many files were missing required documentation, such as evidence of grantee interim program reports, financial reports, and grants officer or grants officer representative monitoring and written program assessments. Only 2 of the 20 awards OIG reviewed were fully compliant. OIG also noted that, in February 2025, the Department's Office of the Procurement Executive identified a backlog of 100 expired grants that did not have closeout documentation dating as far back as 2017.

The FAD requires that federal assistance awards be monitored to ensure programmatic and financial management performance is adhered to and the intended activities, goals, and objectives are being accomplished.¹⁰ In addition, awards must be closed out within required deadlines.¹¹ Public Diplomacy Section staff told OIG that COVID-19 pandemic interruptions, the inability to conduct site visits or receive grantee documentation due to local political unrest, and staffing gaps resulted in a breakdown of oversight and documentation that led to a backlog in the proper closeout of grant awards. Lack of documentation across the full life cycle of a grant impairs the ability of grants officers to identify and mitigate risk, monitor program implementation, evaluate program results, and ensure accountability for resources. Insufficient monitoring, evaluation, and closeout risk awarding future projects that do not meet Department standards and guidelines.

⁸ American Spaces are Department-operated or -supported public diplomacy facilities that provide digitally enhanced physical platforms for engagement with foreign audiences in support of U.S. foreign policy objectives. Embassy Maputo's American Spaces included one American Center inside the embassy and one Department-supported American Corner in Maputo's National Library. The embassy's American Spaces programs and services focus on English teaching, alumni engagement, educational advising, information about the United States, and community outreach.

⁹ The selection of 20 grants, cooperative agreements, and fixed amount was made from a total universe of 116 grants totaling \$2,499,417.

¹⁰ These grants were subject to FAD (October 2021 and later revisions), Chapter 2, Section P and Chapter 4, Section D.

¹¹ FAD, Chapter 5, Sections A and C.

Recommendation 1: Embassy Maputo should bring its public diplomacy grant files into compliance with Department standards for monitoring, evaluation, and closeout of federal assistance awards. (Action: Embassy Maputo)

Consular Operations

OIG reviewed Embassy Maputo's consular operations, including U.S. citizen services, fraud prevention programs, visa services and processing, training, management controls, communications and outreach, consular cashiering and fees, consular space, and crisis preparedness. The Consular Section—which was comprised of one consular officer, one U.S. citizen consular associate, and three LE staff—met the demand for all consular services with minimal appointment wait times. At the time of this inspection, consular management had reopened appointments for routine services after several months of civil unrest during which the section only handled emergency services. During this inspection, Embassy Maputo corrected four deficiencies identified by OIG. Specifically, the embassy:

- Added a sign at the consular entrance with an after-hours emergency contact number for U.S. citizens (7 FAH-1 H-263.8).
- Completed annual consular malfeasance training (7 FAH-1 H-645.2).
- Verified the panel physician had a current full local license with no restrictions (9 FAM 302.2-3(E)(3)(f)).
- Drafted a written fraud prevention strategy and standard operating procedures (7 FAH-1 H-921a).

With one exception, as noted below, OIG found the embassy's consular programs generally complied with guidance in 7 FAM, 8 FAM, 9 FAM, 7 FAH, applicable statutes, and other Department policies.

Consular Section Did Not Complete Quarterly Unannounced Cash Counts for Consular Cashiers

Embassy Maputo's Consular Section did not complete quarterly unannounced cash counts as required by 7 FAH-1 H-743.2. The Consular Section had three cashiers (two primary and one backup). The section had records of four unannounced cash counts for one of the two primary cashiers. However, the four counts were in a condensed timeframe rather than spread throughout the year.¹² Additionally, the section only had records of two unannounced cash counts for the second primary cashier and one for the backup cashier. The Consular Section chief told OIG he did not know unannounced cash counts were required of backup cashiers if they did not collect any fees during the quarter. Failure to conduct quarterly unannounced cash counts leaves the embassy vulnerable to theft or malfeasance.

¹² The Consular Section conducted the unannounced cash counts on November 24, 2024, December 10, 2024, January 17, 2025, and February 5, 2024.

Recommendation 2: Embassy Maputo should bring unannounced cash counts for consular cashiers into compliance with Department standards. (Action: Embassy Maputo)

Foreign Assistance

Mozambique received approximately \$709 million in FY 2023 foreign assistance funding, of which approximately \$400 million were PEPFAR funds predominately managed by USAID and the Centers for Disease Control and Prevention. USAID managed an additional \$291 million, providing assistance in the areas of health and HIV prevention, disaster response, and development. The Political-Economic Section directly managed several grants.¹³ In addition, Department bureaus, including the Bureaus of International Narcotics and Law Enforcement Affairs (INL); Population, Refugees, and Migration; and Political-Military Affairs, managed most of the remaining funds from Washington. In January 2025, the Department issued guidance pausing all foreign assistance provided by the Department and USAID.

During the onsite portion of this inspection, and as noted in the Operating Environment section of this report, all direct-hire USAID staff were placed on administrative leave and told to be prepared to return to the United States. OIG did not assess how these changes, which were still ongoing as this inspection concluded, may impact the foreign assistance programs in Mozambique. However, OIG assessed the embassy's historical management, oversight, and coordination of foreign assistance programs and reviewed the embassy's grants management.

OIG determined Embassy Maputo generally complied with Department policies and other foreign assistance-related guidance, with the exception noted below. Also below is information on the PEPFAR program in Mozambique, including the program's progress in achieving epidemic control goals and actions taken to address noncompliance with legal restrictions on how PEPFAR funding can be used.

International Narcotics and Law Enforcement Affairs Programs Lacked Joint Evaluations

OIG found that the embassy and the government of Mozambique did not hold joint evaluations of INL-funded programming, as required in the bilateral 2001 Letter of Agreement between the United States and Mozambique.^{14,15} The agreement requires program evaluations to include observations by personnel of the two cooperating governments and submission of independent annual reports to the governments regarding progress towards the goals. Although the

¹³ These grants included Ambassador's Special Self-Help Fund, Countering People's Republic of China Influence Fund, Fiscal Transparency Innovation Fund, Africa Regional Democracy Fund, and Prevention and Stabilization Fund.

¹⁴ "Letter of Agreement on Narcotics Control and Law Enforcement of September 28, 2001, Between the Government of the Republic of Mozambique and the Government of the United States of America."

¹⁵ In response to an OIG finding during an inspection of INL in 2023, the Department issued guidance to relevant embassies in February 2024 to meet the joint evaluation requirements in the letters of agreement that pertain to INL-funded foreign assistance. See OIG, *Inspection of the Bureau of International Narcotics and Law Enforcement Affairs* (ISP-I-23-08, January 2023) and cable 24 STATE 12028, "Fulfilling Evaluation Requirements in Letters of Agreement with Foreign Countries," February 6, 2024.

Political-Economic Section was aware of the letter of agreement, staff lacked a detailed understanding of its function and requirements, including the need for evaluations. INL staff in the Department could not confirm evaluations were completed. The lack of joint reviews to evaluate progress could hinder the efficient use of funding, hamper the measurement of results, and inadvertently minimize the involvement of Mozambique officials and the importance of bilateral agreements.

Recommendation 3: Embassy Maputo should comply with the requirements of the 2001 Letter of Agreement between the United States and Mozambique on foreign assistance projects funded by the Bureau of International Narcotics and Law Enforcement Affairs. (Action: Embassy Maputo)

U.S. President's Emergency Plan for AIDS Relief Program Addressed Identified Deficiencies

The embassy's PEPFAR Coordination Office worked with embassy stakeholders towards achieving epidemic control goals.¹⁶ The office estimated that in Mozambique, as of the beginning of FY 2025, 87 percent of people living with HIV knew their status, 96 percent of those who knew their status were on antiretroviral treatment, and 94 percent of those on antiretroviral treatment were virally suppressed. Additionally, the office directly managed the PEPFAR small grants program.

OIG learned that, on October 28, 2024, PEPFAR Mozambique¹⁷ discovered incidents of noncompliance with legal restrictions against using PEPFAR funding to perform abortions. By the time of this inspection, PEPFAR Mozambique had concluded an inquiry into the noncompliance in coordination with the Mozambique Ministry of Health and with guidance from the Bureau of Global Health Security and Diplomacy. As a result, the government of Mozambique reimbursed PEPFAR Mozambique the associated funding for 21 confirmed cases of medically assisted abortions between April 2022 and June 2024. The Bureau of Global Health Security and Diplomacy issued new guidance on January 23, 2025, for improved compliance monitoring in all country PEPFAR programs. As a result, OIG did not make a recommendation to address this issue.

RESOURCE MANAGEMENT

OIG reviewed Embassy Maputo's internal control systems in general services, facility management, human resources, and financial management operations. During this inspection, Embassy Maputo corrected five issues identified by OIG. Specifically, the embassy:

¹⁶ These goals call for ensuring that, by 2030, 95 percent of people living with HIV know their status, 95 percent of those who know their status are on antiretroviral treatment, and 95 percent of those on antiretroviral treatment are virally suppressed and thus less able to transmit the virus. PEPFAR, *Reimagining PEPFAR's Strategic Direction: Fulfilling America's Promise to End the HIV/AIDS Pandemic by 2030*, page 1 (September 2022).

¹⁷ PEPFAR Mozambique refers to the interagency country team implementing PEPFAR programming in Mozambique, including the Department's PEPFAR Coordination Office, the Department of Health and Human Services' Centers for Disease Control and Prevention, the Department of Defense, USAID, and the Peace Corps.

- Updated the motor vehicle policy (14 FAM 435.1a).
- Submitted a hardship differential survey to the Department's Office of Allowances (Department of State Standardized Regulations, Section 513.2).¹⁸
- Brought the forklift charging area at the warehouse up to Department standards by delineating the charging area, adding an acid spill kit, and providing an eyewash station (14 FAH-1 H-313.1-2g).
- Reconciled and processed previous FY collections related to the embassy's proceeds of sale from property auctions from its Suspense Deposits Abroad account (4 FAM 326.2-7b).¹⁹
- Completed a biennial hotel and restaurant report (Department of State Standardized Regulations, Sections 072.1 and 920).

OIG found that the embassy's Management Section generally implemented required processes and procedures in accordance with applicable laws and Department guidance, apart from those described below. Management Section staff attributed most deficiencies to a heavy workload and unfamiliarity with Department standards and regulations.

General Services

Contracting Officer's Representative Program Did Not Comply With Department Standards

Embassy Maputo's contracting officer's representative (COR) program, including nine CORs overseeing 18 contracts worth \$11.9 million, did not fully comply with Department standards. Specifically, OIG found that:

- One COR lacked a required COR certification (14 FAH-2 H-143.1a and h).
- Three CORs were missing or had expired combating trafficking in persons training (Department of State Acquisition Manual, 622.1780(b)).
- One COR had not filed annual OGE-450 confidential financial disclosure reports (11 FAM 611.4(3)).
- None of the CORs maintained COR files in the Integrated Logistics Management System's (ILMS) COR e-Filing module (14 FAH-2 H-142b(16)(b)).²⁰

¹⁸ The hardship differential survey is used to set hardship differential rates, which are meant to compensate employees for service in foreign areas where conditions differ substantially from the continental United States and warrant additional compensation as a recruitment and retention incentive.

¹⁹ Suspense Deposits Abroad transactions are official collections for payments on behalf of and as directed by the depositors. The U.S. government is responsible to each such depositor for ensuring that amounts received are appropriately disbursed or returned.

²⁰ ILMS is a unified web-based information system designed to integrate the Department's supply chain by improving processing in such areas as purchasing, procurement, warehousing, transportation, receiving, property management, personal effects, and diplomatic pouch and mail. ILMS is the only Department-approved system for property management accountability.

- Neither the COR nor the Contracting Officer completed mandatory contractors' performance reviews in the Contractor Performance Assessment Reporting System²¹ for one of four embassy contracts that required a review (14 FAH-2 H-572a, c, d, and e and Federal Acquisition Regulation 42.1502(a) and (b)).

Despite these issues, OIG's interviews with embassy staff and reviews of other documentation showed the embassy monitored contracts, received goods and services for which it had contracted, and addressed contractor's performance when issues arose. Management Section staff told OIG these issues occurred because their heavy workload limited their ability to exercise adequate oversight of the program. Additionally, CORs told OIG they were unfamiliar with some of the applicable standards. A non-compliant COR program increases the risk of contract mismanagement.

Recommendation 4: Embassy Maputo should bring its contracting officer's representative program into compliance with Department standards. (Action: Embassy Maputo)

Embassy Did Not Close Out Procurement Files Within Required Timeframes

The embassy did not close out procurement files in ILMS within the required timeframes. Specifically, the embassy did not close out 242 procurement files from FY 2015 to FY 2024. In addition, another 4,892 procurement files could not be closed out until procurement staff and financial management staff completed all required steps. Guidance in 14 FAH-2 H-573.2b states that contracts under the simplified acquisition procedures should be closed out immediately after the contracting officer receives evidence of receipt of property and final payment. Management Section staff told OIG this issue occurred because their heavy workload limited the amount of time available to perform contract closeout processes. Failure to close out procurement files within the required timeframe increases the risk of inaccuracies in procurement records and of internal control issues in procurement operations.

Recommendation 5: Embassy Maputo should close out procurement files in accordance with Department standards. (Action: Embassy Maputo)

Embassy Did Not Manage Its Property in Accordance With Department Standards

OIG found the embassy did not manage its property in accordance with Department standards. Specifically, the embassy did not:

- Account for all nonexpendable property in ILMS's Asset Management module. For example, the embassy did not account for five motorcycles in the system (14 FAM 414.2-1a(1)).

²¹ The Contractor Performance Assessment Reporting System is the government-wide evaluation reporting tool for all past performance on contracts and orders. An annual performance assessment must be done in the system for each contract above the simplified acquisition threshold of \$250,000, according to Federal Acquisition Regulation 42.1502(a) and (b) and Federal Acquisition Regulation 2.101.

- Account for all Facility Management Unit expendable property in ILMS's Expendable Management module (14 FAM 414.2-1a(2)).
- Ensure that the receiving clerk received all incoming property (14 FAM 413.3a).
- Classify all assets properly in ILMS. The embassy had 311 furniture and appliance pool program assets worth approximately \$169,000 that were potentially misclassified in the system (6 FAH-5 H-514.1d(3)).
- Use all assets for their intended purpose. The embassy had 108 furniture and appliance pool program assets worth approximately \$61,000 in use in unauthorized locations, such as office spaces or the Chief of Mission Residence and Deputy Chief of Mission Residence (6 FAH-5 H-514.1d(2) and 6 FAH-5 H-514.2-3c).
- Conduct quarterly unannounced spot checks of expendable and nonexpendable property (14 FAM 411.2-2b(8)).
- Report the value of capitalized personal property, such as motor vehicles, accurately in property records maintained in ILMS. OIG found that the acquisition costs reported in ILMS for three of the embassy's motor vehicles were inaccurate (14 FAM 411.1 and 14 FAM 415.1-1a).
- Assign standard life cycles to all embassy assets. For example, OIG's review of property records maintained by the embassy in ILMS showed that 58 bookcases, with a total replacement value of approximately \$26,700, were assigned a 6-year life cycle instead of 12 years (14 FAM 412.3a and b, and 14 FAH-1 H-213d).

Management Section staff told OIG these issues occurred because of unfamiliarity with Department standards and a lack of management oversight. Failure to manage property in accordance with Department standards increases the risk of theft and mismanagement.

Recommendation 6: Embassy Maputo should manage its property in accordance with Department standards. (Action: Embassy Maputo)

Embassy Did Not Manage Its Motor Vehicle Fleet in Accordance With Department Standards

The embassy did not manage its motor vehicle fleet in accordance with Department standards. Specifically, OIG found that the embassy did not:

- Enter maintenance and fuel tickets in the Fleet Management Information System within required timeframes, which resulted in data inconsistencies (14 FAM 437.1a and b).²²
- Ensure the motor vehicle accountable officer performed periodic reviews of motor vehicle fleet data in the Fleet Management Information System (14 FAM 431.6-2b(7)).

Management Section staff told OIG these issues occurred because their heavy workload did not always allow them to perform adequate oversight of the embassy's motor vehicle fleet. Failure

²² The Fleet Management Information System, a module within the ILMS, is the Department's enterprise system for managing all fleet operations. It is designed to capture key operational data on vehicle dispatch, maintenance, and fuel.

to manage its motor vehicle fleet in accordance with Department standards puts the embassy at an increased risk of waste and mismanagement.

Recommendation 7: Embassy Maputo should manage its motor vehicle program in accordance with Department standards. (Action: Embassy Maputo)

Embassy Did Not Manage Its Bulk Fuel Operations in Accordance With Department Standards

Embassy Maputo did not manage its bulk fuel operations in accordance with Department standards. Specifically, OIG found that the embassy did not:

- Calibrate its fuel tanks and fuel pumps (Motor Pool Procedures Overseas Guide Section 3.3b and c).
- Test its fuel for water content (Motor Pool Procedures Overseas Guide Section 3.1c(3)).
- Gauge its fuel tanks pre- and post-delivery (Motor Pool Procedures Overseas Guide Section 3.1c(2)).

OIG determined that these issues were due to a lack of management oversight and employee unfamiliarity with fuel program requirements. In March 2022, OIG issued an information report that highlighted widespread fuel management deficiencies at overseas posts, Department efforts to address those deficiencies, and the importance of ongoing Department-wide efforts to systemically address those deficiencies.²³ Failure to implement management controls for fuel operations increases the risk of mismanagement and theft.

Recommendation 8: Embassy Maputo should manage its bulk fuel operations in accordance with Department standards. (Action: Embassy Maputo)

Facility Management

New Embassy Compound Had Multiple Infrastructure and Building Systems Issues

The new embassy compound officially opened in August 2021, consolidating eight of the nine agencies under chief of mission authority, whereas embassy staff had previously been spread among four locations around Maputo. During this inspection, both the embassy's facility management team and the Bureau of Overseas Buildings Operations (OBO) discussed with OIG a number of facility and building systems issues that had plagued the embassy compound since its 2021 opening. These issues included, but were not limited to:

- A malfunctioning automatic voltage regulator that caused frequent sensitive equipment failures and increased utility costs due to the reliance on the compound generator.
- An oversized transformer that also contributed to high electricity consumption.

²³ OIG, *Information Report: Systemic Deficiencies Related to the Department of State's Fuel Management From FY 2016 to FY 2020* (AUD-MERO-22-20, March 2022).

- Multiple leaks in the chancery's roof, which created streams of rainwater collecting on both the atrium floor and atrium stairs.
- A malfunctioning building automation system that made the identification and resolution of building systems failures and issues impossible.
- A problematic heating ventilation and air conditioning system that created comfort and mold issues in the chancery building.

Furthermore, finding local technicians with the necessary skills to service the new embassy compound and its high-tech systems and sourcing parts and materials locally for building maintenance were both extremely difficult.

Facility management staff and OBO told OIG these problems could have resulted from several factors: the original compound design, the quality of the compound's building systems; the rush to occupy a compound that was not substantially complete; the lack of critical parts on the local market; the lack of local subcontractors; and the local infrastructure capacity. In addition, many of the compound's building systems and equipment were designed and installed several years before the compound's opening and were already outdated.

The move to the new embassy compound also generated the need for additional resources and increased costs for the embassy, which have not been funded in the embassy's International Cooperative Administrative Support Services (ICASS)²⁴ budget. The embassy used carryover funds to pay for the additional increased costs (\$1.25 million in FY 2024) to run higher-tech systems and programs that did not exist previously. Examples of increased costs included maintenance contracts, higher utility bills, and new janitorial, gardening, and pool contracts. At the time of this inspection, OBO and the embassy were working to address these issues; however, there was no timeline for resolution.

Embassy Warehouse Did Not Meet Department Fire Protection Requirements

OIG found the embassy's government-owned warehouse did not meet Department fire protection standards for a newly constructed warehouse. OIG found that the off-site warehouse, which was constructed under OBO's build-to-lease program and acquired from the developer in 2016,²⁵ did not have a sprinkler system, a fire alarm, or adequate fire egress and emergency exit signage, as required by OBO's building code.²⁶

OBO's Office of Fire Protection told OIG that, due to an oversight, it did not conduct any commissioning, final inspection, or acceptance testing of the warehouse. This resulted in OBO

²⁴ ICASS is the principal means by which U.S. government agencies share the cost of common administrative support services at most diplomatic and consular posts overseas. Through the ICASS working capital fund, service providers recover the cost of delivering administrative support services to other agencies at overseas missions.

²⁵ A build-to-lease is a real estate agreement between a developer and landlord to construct and later lease or purchase a commercial building that meets specific or unique tenant needs.

²⁶ Implemented in 2010, OBO's building code incorporates the International Building Code, the International Fire Code, and applicable National Fire Protection Association standards.

erroneously classifying the warehouse as an existing warehouse, rather than a newly constructed warehouse. Facility management staff told OIG that they were not aware that the warehouse did not meet fire standards, especially as OBO inspected the warehouse in 2023 and 2024 and did not note any deficiencies. The lack of sufficient fire protection systems and adequate fire exits increases the risk of fire safety concerns for all occupants of the warehouse.

Recommendation 9: Embassy Maputo, in coordination with the Bureau of Overseas Buildings Operations, should correctly classify the warehouse and adhere to the relevant Department fire protection standards. (Action: Embassy Maputo, in coordination with OBO)

Embassy Did Not Perform Hazard Inspections for High-Risk Work Areas

The embassy did not inspect its high-risk work areas for hazards in accordance with Department standards. OIG found the embassy performed inspections of its high-risk work areas²⁷ annually, rather than semi-annually, and had not performed any inspections of its mail screening room as required. Guidance in 15 FAM 962a states that all high-risk workplaces must be inspected at least twice a year. As guidance in 14 FAH-4 H-123a classifies embassy mail rooms as “increased risk” work areas, they therefore also need to be inspected at least twice a year. Additionally, mail screening rooms are included in OBO’s high-risk workplace checklists.

Facility management staff told OIG that they did not perform inspections of high-risk workplaces semi-annually because OBO erroneously entered a work order in the Global Maintenance Management System²⁸ for the embassy to perform high-risk workplace inspections once a year. In addition, facility management staff told OIG they were not aware of the requirement to include the mail screening room in their inspections. Failure to perform and document regular high-risk workplace hazard inspections increases the risk that the embassy will not identify all workplace hazards and adequately mitigate all deficiencies.

Recommendation 10: Embassy Maputo should perform hazard inspections of its high-risk workplaces in accordance with Department standards. (Action: Embassy Maputo)

Embassy’s Elevator Systems Management Program Did Not Meet Department Standards

The embassy’s elevator systems management program did not meet Department standards. OIG found that the embassy was not performing the required annual safety tests and inspections of its elevators. Guidance in 15 FAM 672.3(1) states that embassies must ensure that elevators are inspected and tested periodically per the manufacturer’s recommendations and OBO requirements, while 15 FAM 672.6a provides the frequency of safety testing and inspections for elevators.²⁹ OIG found the embassy last inspected the compound’s elevators in

²⁷ All high-risk work areas include maintenance shops (e.g., carpentry, welding and automotive), printing operations, pouch handling areas, warehouses, and medical laboratories.

²⁸ Global Maintenance Management System is the Departments facilities management application system which supports requirements for planning and managing facility management activities overseas.

²⁹ To receive a Certificate of Use, an elevator must be inspected annually by an accredited elevator inspector, with a comprehensive inspection every 5 years. See 15 FAM 672.6a, c, and d(2).

January 2023 and had not performed any other testing since then. Facility management staff told OIG they were not aware of the annual testing requirements. Without routine safety inspections and testing, the embassy runs the risk of having faulty and inoperative elevators and compromises the safety of its employees.

Recommendation 11: Embassy Maputo should perform routine safety inspections and testing of its elevators in accordance with Department standards. (Action: Embassy Maputo)

Human Resources

Embassy Did Not Have a Mechanism To Fund Its Locally Employed Staff Retirement Benefits

OIG found Embassy Maputo's defined benefit retirement plan for LE staff did not provide a fixed mechanism for the embassy to make ongoing contributions to fund future retirement benefit payouts. In cable 09 STATE 24505,³⁰ the Bureau of Global Talent Management's³¹ Office of Overseas Employment approved implementation of a defined benefit plan and noted that payments for Department employees would be funded directly by the embassy. However, OIG found the embassy's Financial Management Office did not have sufficient funding in its target budget to fund employees' retirements into the future. Instead, it submitted the costs of the retirement payments to the Bureau of African Affairs each year as an unfunded priority.³² OIG found the embassy paid out approximately \$1.4 million in retirement benefits in FY 2024 for all retiring Department LE staff and anticipated payouts estimated at \$261,000 in FY 2025 and \$914,000 in FY 2026.³³ OIG questioned whether paying retirement benefits in this way was sustainable. By not revising the defined benefit retirement plan to include a mechanism for ongoing contributions to a fund for retirement payouts, future annual payouts could create an unsustainable financial burden on both the embassy and the bureau, putting the Department at risk of incurring unfunded liabilities and possible employee legal actions.

Recommendation 12: Embassy Maputo, in coordination with the Bureau of African Affairs, should determine a sustainable mechanism to fund the embassy's defined benefit retirement plan for locally employed staff. (Action: Embassy Maputo, in coordination with AF)

³⁰ Cable 09 STATE 24505, "LE Staff: Retirement Plan - Mozambique," March 16, 2009.

³¹ The Bureau of Global Talent Management was renamed the Bureau of Personnel and Training, effective July 14, 2025. See cable 25 STATE 69592, "Message to Department on Reorganization Implementation," July 11, 2025.

³² An unfunded priority is a requirement that cannot be met using all available funds.

³³ Based on actual figures and estimates provided by Embassy Maputo's Financial Management Office. For FY 2024, this included \$795,529 from ICASS and \$652,544 from the Diplomatic Security, Public Diplomacy, and Program budgets.

Embassy Mandatory Retirement Age for Locally Employed Staff Was Not Consistent With Local Law

The embassy's mandatory retirement age for LE staff was not consistent with local law. OIG found that the embassy's mandatory retirement age was set at 60 for all LE staff, which differed from the local law's mandatory retirement age of 60 for men and 55 for women. Guidance in 3 FAM 7732.5-1b states that if an embassy "develops a Mandatory Retirement Plan, it must be consistent with local law." The embassy stated it included in the local compensation plan the mandatory retirement age of 60 for both men and women based on its review of local employment practices. However, OIG did not receive documentation that supported this. Additionally, there was no documentation demonstrating that the mandatory retirement age had been reviewed to ensure continued consistency with local requirements. Separately, leadership and management staff expressed concern about having different retirement ages for male and female employees. A mandatory retirement age that differs from local law risks litigation against the Department.

Recommendation 13: Embassy Maputo, in coordination with the Bureau of Personnel and Training, should align the embassy's mandatory retirement age for locally employed staff with local law, in accordance with Department requirements. (Action: Embassy Maputo, in coordination with PERT)

Locally Employed Staff Handbook Was Outdated

The embassy's LE staff handbook was outdated. OIG found that the embassy had not updated its LE staff handbook since 2017 and, as a result, the handbook had outdated or missing information. For example, the handbook included language about a family allowance that was terminated and rolled into a miscellaneous benefit allowance in 2019. In addition, the handbook lacked a reduction in force plan.³⁴ Department standards in 3 FAM 7155a require each overseas mission to develop and maintain an LE staff handbook that documents LE staff employment policies and procedures, LE staff responsibilities, and expected conduct. Human resources staff explained that they had not focused on updates due to other work commitments. Without an updated handbook with accurate policies and procedures, LE staff may receive erroneous information about the benefits to which they are entitled, and the risk of litigation may increase for the Department.

Recommendation 14: Embassy Maputo should update the locally employed staff handbook in accordance with Department standards. (Action: Embassy Maputo)

Embassy Special Immigrant Visa Policy Was Outdated

The embassy's special immigrant visa policy was outdated. OIG found that the embassy last updated the policy in 2015. The visa policy, therefore, did not include standards regarding

³⁴ In 2017, the Department issued guidance instructing embassies to include their reduction in force plan in their LE staff handbooks. See cable 17 STATE 83954, "Revisions to HR/OE Policies: (1) Substituting Experience for Education; (2) Priority Placement; (3) Reduction in Force (RIF)," August 14, 2017.

exceptional circumstances that the Department updated in 2020. Current Department standards in 9 FAM 502.5-3(C)(2)b(4) do not include receiving multiple individual awards or “having control over key aspects of the operations or overall functioning of a Foreign Service post,” as exceptional circumstances criteria. Human resources staff noted that they had not updated the policy because their focus had been on other work commitments. An outdated special immigrant visa policy gives candidates incorrect information about their eligibility for the program.

Recommendation 15: Embassy Maputo should update its special immigrant visa policy in accordance with Department standards. (Action: Embassy Maputo)

Financial Management

Embassy Did Not Review Its Unliquidated Obligations in Accordance With Department Standards

The embassy did not review and validate its unliquidated obligations in accordance with Department standards. OIG found the Financial Management Office was not fully validating its unliquidated obligations on a quarterly basis, as required by 4 FAM 225a. Specifically, OIG found that the embassy did not provide sufficient validation comments in the Bureau of the Comptroller and Global Financial Services’ November 2024 quarterly unliquidated obligations report for approximately \$3.4 million in unliquidated obligations. For example, the embassy did not provide any validation comments in the report for approximately \$2.5 million of the embassy’s unliquidated obligations. Another \$892,000 of unliquidated obligations had the comment “valid obligation,” without any additional explanation provided as to the status of the obligations.

Financial management staff told OIG that following up on and validating unliquidated obligations was cumbersome and time-consuming. Furthermore, many unliquidated obligation allotment holders either did not respond or were untimely in their responses to financial management staff queries, which resulted in the lack of useful or detailed comments for unliquidated obligations. Failure to review and sufficiently validate unliquidated obligations in a timely manner results in an accumulation of funds that could be put to better use.

Recommendation 16: Embassy Maputo should review and validate unliquidated obligations in accordance with Department standards, so that funds of up to \$3.4 million can be put to better use. (Action: Embassy Maputo)

INFORMATION MANAGEMENT

OIG reviewed Embassy Maputo's diplomatic technology operations, including Sensitive But Unclassified and classified computer operations, non-enterprise networks,³⁵ physical protection of IT resources, classified communications security, emergency communication preparedness, telephone programs, records management, and mail services. During this inspection, diplomatic technology staff resolved several priority issues:

- Completed and tested the IT contingency plans (12 FAH-10 H-232.3-1b(1) through (3)).
- Installed a cypher lock to restrict physical access to the Building Automation System control room (12 FAH-6 H-631.5-1a).
- Electronically retired Ambassador and DCM capstone records from 2012 to 2017 (5 FAM 451c(1)).
- Destroyed paper administrative records that were beyond disposition dates (5 FAM 418.9(5)).

OIG determined that the embassy's diplomatic technology operations generally complied with Department policies and applicable laws, with the exceptions detailed below.

Embassy Had Obsolete and Excess Computer and Communications Equipment

As shown in Figure 2, OIG found obsolete and excess classified and unclassified computers occupying storage space in four separate locations on the embassy compound. According to 14 FAH-1 H-711, disposable property should not be allowed to accumulate in offices and warehouses.³⁶ The embassy told OIG that they were waiting for a future auction to dispose of obsolete equipment and reconcile the ILMS inventory. Excessive inventory adds security risks and occupies limited storage space and staff offices.



Figure 2: Excess computer and communications in warehouse storeroom. (Source: OIG photograph taken on February 6, 2025)

Recommendation 17: Embassy Maputo should dispose of obsolete and excess computers in accordance with Department guidance. (Action: Embassy Maputo)

³⁵ A non-enterprise network is a Department-procured and locally managed computing environment. Non-enterprise networks are used by a specific entity to meet mission requirements that cannot be achieved using an enterprise managed solution.

³⁶ Disposable property is property that is not required, or in such a condition that economical repairs cannot be made and should not be allowed to accumulate in offices or warehouses. See 14 FAH-1 H-711.

Embassy Did Not Test Emergency Action Committee Radio Encryption

OIG found that while Embassy Maputo performed monthly contingency communications equipment testing of the emergency and evacuation radio network and portable satellite phones, it did not comply with the monthly testing requirement for the Emergency Action Committee encryption feature, as required by 5 FAH-2 H-733a. Staff told OIG that the committee did not establish procedures for monthly encryption tests, as required by 5 FAH-2 H-733b. Without monthly testing of the radio encryption feature, the embassy cannot ensure the emergency action plan will be executed successfully in the event of an emergency.

Recommendation 18: Embassy Maputo should test the Emergency Action Committee radio encryption feature monthly, in accordance with Department standards. (Action: Embassy Maputo)

Embassy Did Not Have a Working High-Frequency Radio at the Alternate Command Center

Embassy Maputo had an inoperative high-frequency radio system³⁷ at the alternate command center. Department standards in 5 FAH-2 H-723b require monthly testing of the high-frequency radio at an alternate command center to ensure the equipment's operational readiness. Diplomatic technology staff told OIG that the antenna system was broken, and only some of the new antenna system parts had arrived. Proper antenna installation and regular testing of emergency communications equipment are critical to ensuring that such equipment is operable during a crisis.

Recommendation 19: Embassy Maputo should complete the antenna installation and test its high frequency radio equipment at the alternate command center in accordance with Department standards. (Action: Embassy Maputo)

Records Management Program Did Not Comply With Department Standards

OIG found Embassy Maputo's records management program did not comply with Department standards for records life cycle processes, including oversight, organization, and retirement.³⁸ OIG reviewed a sample of electronic files on the embassy's SharePoint and Teams sites and found that only the Front Office had well organized files. Other sections did not organize program and administrative records to allow for quick retrieval or retirement, as required by 5 FAM 418.9b(4)(c)ii. Furthermore, according to the Department's Records Service Center, the embassy last retired paper program records in 2001, and the center had not received any

³⁷ High-frequency radios are provided to overseas posts' missions to support long-distance communications with other regional missions and with military aircraft or ships in the vicinity in support of evacuations or emergencies, per 5 FAH-2 H-721.

³⁸ As defined in 44 U.S. Code § 3301, official records include all recorded information made or received by a federal agency as evidence of the organization, functions, policies, decisions, procedures, operations, or other activities of the United States government.

retired program records electronically, in accordance with applicable records disposition schedules and as required by 5 FAM 418.9b(5).³⁹

In addition, although the embassy's records coordinator issued guidance to each embassy section for records retention requirements, including archiving WhatsApp messages, OIG was unable to determine if all staff archived their external social media accounts as that function was not centrally managed. OIG also found that the embassy staff who were assigned responsibility to manage program files within their section did not oversee the operations of the files and ensure the integrity of the data, as required in 5 FAH-4 H-215.3-2b. OIG issued management assistance reports in 2020 and 2022 that highlighted deficiencies in records management, including records retirement, across the Department.⁴⁰ Without a records management program that follows Department requirements for records organization, retirement disposition, and oversight, the embassy is vulnerable to inefficient information retrieval and loss of critical documentation.

Recommendation 20: Embassy Maputo should implement a records management program that complies with Department standards. (Action: Embassy Maputo)

Inactive Records at the Warehouse Did Not Meet Environmental and Secure Protection Standards

OIG found Embassy Maputo had inactive records in unorganized and overflowing open boxes at



Figure 3: Inactive records stored at the embassy warehouse. (Source: OIG photograph taken on February 6, 2025)

a shared-use storage area of the warehouse. Many of the records were not secured or marked in proper records retirement boxes, but rather in unorganized and overflowing open boxes. OIG also found records that were past disposition dates, some from 2015. OIG found that the warehouse did not meet 5 FAH-4 H-318.2 environmental and secure protection standards for records storage, as it was vulnerable to insects, dust, vermin, and unauthorized access, as shown in Figure 3. The embassy staff told OIG they planned to destroy the records that were no longer needed and placed the open boxes into records boxes during this inspection. Continued records storage at the warehouse without meeting environmental and secure protection requirements could lead to further damage or loss of vital records, some of which must be retained for 7 years.

³⁹ The Electronic Records self-submission portal, part of the Electronic Records System, allows bureaus, office, and overseas posts to transfer permanent electronic records to the Bureau of Administration.

⁴⁰ OIG, *Management Assistance Report: Deficiencies in Overseas Records Management* (ISP-20-25, September 2020) and OIG, *Management Assistance Report: The Department of State's Records Retirement Process* (ISP-22-20, June 2022).

Recommendation 21: Embassy Maputo should comply with Department standards and identify a suitable location for inactive records storage. (Action: Embassy Maputo)

RECOMMENDATIONS

OIG provided a draft of this report to Department stakeholders for their review and comment on the findings and recommendations. OIG issued the following recommendations to Embassy Maputo. The embassy's complete responses can be found in Appendix B. The embassy also provided technical comments that were incorporated into the report, as appropriate.

Recommendation 1: Embassy Maputo should bring its public diplomacy grant files into compliance with Department standards for monitoring, evaluation, and closeout of federal assistance awards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation. The embassy noted an estimated completion date of September 30, 2025.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo brought its public diplomacy grant files into compliance with Department standards for monitoring, evaluation, and closeout of federal assistance awards.

Recommendation 2: Embassy Maputo should bring unannounced cash counts for consular cashiers into compliance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo completed unannounced cash counts for consular cashiers in compliance with Department standards.

Recommendation 3: Embassy Maputo should comply with the requirements of the 2001 Letter of Agreement between the United States and Mozambique on foreign assistance projects funded by the Bureau of International Narcotics and Law Enforcement Affairs. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation. The embassy noted an estimated completion date by October 2025.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo complied with the requirements of the 2001 Letter of Agreement between the United States and Mozambique on foreign assistance projects funded by the Bureau of International Narcotics and Law Enforcement Affairs.

Recommendation 4: Embassy Maputo should bring its contracting officer's representative program into compliance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo brought its contracting officer's representative program into compliance with Department standards.

Recommendation 5: Embassy Maputo should close out procurement files in accordance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo closed out procurement files in accordance with Department standards.

Recommendation 6: Embassy Maputo should manage its property in accordance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo managed its property in accordance with Department standards.

Recommendation 7: Embassy Maputo should manage its motor vehicle program in accordance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo managed its motor vehicle program in accordance with Department standards.

Recommendation 8: Embassy Maputo should manage its bulk fuel operations in accordance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo managed its bulk fuel operations in accordance with Department standards.

Recommendation 9: Embassy Maputo, in coordination with the Bureau of Overseas Buildings Operations, should correctly classify the warehouse and adhere to the relevant Department fire protection standards. (Action: Embassy Maputo, in coordination with OBO)

Management Response: In its July 14, 2025, response, Embassy Maputo disagreed with this recommendation. The embassy noted that it had consulted with the Bureau of Overseas Buildings Operations (OBO) and confirmed the warehouse met the Department's fire code requirements for its current configuration and occupancy.

OIG Reply: OIG considers the recommendation unresolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo, in coordination with OBO, correctly classified the warehouse and adhered to the relevant Department fire protection standards. The recommendation can also be closed when OIG receives and accepts documentation from OBO confirming that the embassy warehouse is not required to adhere to the fire code requirements in the 2010 Building Code of the Overseas Building Operations for newly constructed warehouses.

Recommendation 10: Embassy Maputo should perform hazard inspections of its high-risk workplaces in accordance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo performed hazard inspections of its high-risk workplaces in accordance with Department standards.

Recommendation 11: Embassy Maputo should perform routine safety inspections and testing of its elevators in accordance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo performed routine safety inspections and testing of its elevators in accordance with Department standards.

Recommendation 12: Embassy Maputo, in coordination with the Bureau of African Affairs, should determine a sustainable mechanism to fund the embassy's defined benefit retirement plan for locally employed staff. (Action: Embassy Maputo, in coordination with AF)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo, in coordination with the Bureau of African Affairs, determined a sustainable mechanism to fund the embassy's defined benefit retirement plan for locally employed staff.

Recommendation 13: Embassy Maputo, in coordination with the Bureau of Personnel and Training, should align the embassy's mandatory retirement age for locally employed staff with local law, in accordance with Department requirements. (Action: Embassy Maputo, in coordination with PERT)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo, in coordination with the Bureau of Personnel and Training, aligned its mandatory retirement age for locally employed staff with local law, in accordance with Department requirements.

Recommendation 14: Embassy Maputo should update the locally employed staff handbook in accordance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo updated the locally employed staff handbook in accordance with Department standards.

Recommendation 15: Embassy Maputo should update its special immigrant visa policy in accordance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo updated its special immigrant visa policy in accordance with Department standards.

Recommendation 16: Embassy Maputo should review and validate unliquidated obligations in accordance with Department standards, so that funds of up to \$3.4 million can be put to better use. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo reviewed and validated unliquidated obligations in accordance with Department standards, so that funds of up to \$3.4 million can be put to better use.

Recommendation 17: Embassy Maputo should dispose of obsolete and excess computers in accordance with Department guidance. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo disposed of obsolete and excess computers in accordance with Department guidance.

Recommendation 18: Embassy Maputo should test the Emergency Action Committee radio encryption feature monthly, in accordance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo tested the Emergency Action Committee radio encryption feature monthly, in accordance with Department standards.

Recommendation 19: Embassy Maputo should complete the antenna installation and test its high frequency radio equipment at the alternate command center in accordance with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo completed the antenna installation and tested its high frequency radio equipment at the alternate command center in accordance with Department standards.

Recommendation 20: Embassy Maputo should implement a records management program that complies with Department standards. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo implemented a records management program that complies with Department standards.

Recommendation 21: Embassy Maputo should comply with Department standards and identify a suitable location for inactive records storage. (Action: Embassy Maputo)

Management Response: In its July 14, 2025, response, Embassy Maputo concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Embassy Maputo complied with Department standards and identified a suitable location for inactive records storage.

PRINCIPAL OFFICIALS

Agency/Section/Title	Name	Arrival Date
Chiefs of Mission:		
Ambassador	Peter Hendrick Vrooman	2/2022
Deputy Chief of Mission	Jeremey Neitzke	8/2022
Chiefs of Sections:		
Consular	Soren Andersen	7/2024
Management	Anne Marie Moore	7/2021
Political and Economic	Eric Andersen	11/2022
Public Diplomacy	Nafeesah Allen	7/2023
Regional Security	Lawrence Woody	7/2022
Other Agency Representatives:		
Centers for Disease Control and Prevention	Irene Benech	8/2022
Department of Defense	Louis Casino	5/2024
Peace Corps	Lisa Heintz	4/2022
U.S. Agency for International Development	Helen Pataki	2/2021
U.S. Drug Enforcement Administration	Gregory Bunch	9/2023
U.S. Commercial Service	Hector Maldonado	7/2024

Source: Generated by OIG from personnel data provided by Embassy Maputo.

APPENDIX A: OBJECTIVES, SCOPE, AND METHODOLOGY

This inspection was conducted from January 2 to March 28, 2025, in accordance with the Quality Standards for Inspection and Evaluation, as issued in 2020 by the Council of the Inspectors General on Integrity and Efficiency, and the Inspections Handbook, as issued by the Office of Inspector General (OIG) for the Department of State (Department) and the U.S. Agency for Global Media (USAGM).

Objectives and Scope

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

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

Methodology

OIG used a risk-based approach to prepare for this inspection. OIG reviewed pertinent records; circulated surveys and compiled the results; and discussed the substance of this report and its findings and recommendations with offices, individuals, and organizations affected by the inspection. OIG used professional judgment and analyzed physical, documentary, and testimonial evidence to develop its findings, conclusions, and actionable recommendations.

APPENDIX B: MANAGEMENT RESPONSE



*Embassy of the United States of America
Maputo, Mozambique*

14 July 2024

UNCLASSIFIED

TO: OIG – Lisa Rodely, Acting Assistant Inspector General for Inspections
FROM: Embassy Maputo – Jeremey Neitzke, Chargé d'affaires
SUBJECT: Response to Draft OIG Report – Inspection of Embassy Maputo, Mozambique

Embassy Maputo has reviewed the draft OIG inspection report. We provide the following comments in response to the recommendations provided by OIG:

OIG Recommendation 1: Embassy Maputo should bring its public diplomacy grant files into compliance with Department standards for monitoring, evaluation, and closeout of federal assistance awards. (Action: Embassy Maputo)

Management Response: Embassy Maputo agrees with the recommendation. The Public Diplomacy Section (PDS) has identified and digitized documentation that proves that prior monitoring and evaluation was completed. Documentation is now being uploaded into award files online in a timely and compliant manner. Closeout of expired and terminated awards is ongoing. At the time of OIG inspection (Feb 2025), the total open/expired grants were roughly around 100 (down from 250+ in July 2024). As of July 7, the total is 49. By the end of this fiscal year (Sept 30, 2025), PDS Maputo expects to complete closeout in myGrants of all open/expired grants.

OIG Recommendation 2: Recommendation 2: Embassy Maputo should bring unannounced cash counts for consular cashiers into compliance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo agrees with the recommendation. The Consular Section has completed the recommendation and last completed quarterly random cash counts for each of the three consular cashiers on April 25, 28, and 29.

OIG Recommendation 3: Embassy Maputo should comply with the requirements of the 2001 Letter of Agreement between the United States and Mozambique on foreign assistance projects funded by the Bureau of International Narcotics and Law Enforcement Affairs. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with the recommendation. In collaboration with the Bureau of International Narcotics and Law Enforcement Affairs (INL), Embassy Maputo will conduct a joint review to evaluate progress regarding INL programming in Mozambique and release the results via front channel cable by October 2025.

OIG Recommendation 4: Embassy Maputo should bring its contracting officer's representative program into compliance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with the recommendation. The GSO Section has corrected the noted deficiency.

OIG Recommendation 5: Embassy Maputo should close out procurement files in accordance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with the recommendation. The GSO Section will work with A Bureau's ILMS team on executing mass closeouts of open procurement files.

OIG Recommendation 6: Embassy Maputo should manage its property in accordance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with the OIG recommendation. The GSO Section has removed the Furniture and Appliance Pool (FAP) furniture from non-subscribing FAP locations as well as fixed erroneous asset classifications. The GSO Section has also put in tighter procedures in place to properly transfer accountable property as well as implemented internal control spot checks.

OIG Recommendation 7: Embassy Maputo should manage its motor vehicle program in accordance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with the OIG recommendation. The GSO Motorpool team has tightened up its procedures and is ensuring that maintenance and fuel tickets are entered into ILMS in a timely manner.

OIG Recommendation 8: Embassy Maputo should manage its bulk fuel operations in accordance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo agrees with the OIG recommendation. The GSO Section has drafted a Standard Operating Procedure to tighten up fuel issuance and monitoring fuel levels. The fuel tanks are being calibrated to give more accurate readings and several members of the FAC and GSO teams have received training on proper use of the FuelMaster system.

OIG Recommendation 9: Embassy Maputo, in coordination with the Bureau of Overseas Buildings Operations, should correctly classify the warehouse and adhere to the relevant Department fire protection standards. (Action: Embassy Maputo, in coordination with OBO)

Management Response: Embassy Maputo does not concur with this recommendation. Post has consulted with OBO/FIRE, which confirmed that the warehouse which was constructed under OBO oversight is appropriately classified and meets the Department's fire code requirements for its current configuration and occupancy. OBO/FIRE inspections conducted in 2023 and 2024 verified that the warehouse fire protection and egress complied with the Department's fire code.

OIG Recommendation 10: Embassy Maputo should perform hazard inspections of its high-risk workplaces in accordance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with this recommendation. Post's Facilities Management (FAC) has inspected the overlooked areas and added Standing Work Orders to OBO's Global Maintenance Management System to ensure in the future that inspections are conducted semi-annually as required.

OIG Recommendation 11: Embassy Maputo should perform routine safety inspections and testing of its elevators in accordance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with this recommendation. FAC has reminded OBO of its January 2024 request for an elevator inspector visit and the need to schedule these inspections on an annual basis. OBO has proposed a plan to execute a combined inspection trip to Embassies Maputo, Dar es Salaam, and Windhoek before the end of the 2025.

OIG Recommendation 12: Embassy Maputo, in coordination with the Bureau of African Affairs, should determine a sustainable mechanism to fund the embassy's defined benefit retirement plan for locally employed staff. (Action: Embassy Maputo, in coordination with AF)

Management Response: Embassy Maputo concurs with this recommendation. According to GTM/OE, the defined benefit plan referenced by OIG is no longer open to new entrants and to be eligible for Voluntary Contribution Plan (VCP) participation, post must participate in the Local Social Security System (LSSS). The LSSS in Mozambique has been fraught with internal control issues and requires linkage of the employer's computer system to the government of Mozambique, and linking State systems to an external system is not feasible. Post will investigate options and in coordination with AF, will continue to annually plan for anticipated funds required for retirement lump sum payments per the current LCP.

OIG Recommendation 13: Embassy Maputo, in coordination with the Bureau of Global Talent Management, should align the embassy's mandatory retirement age for locally employed staff with local law, in accordance with Department requirements. (Action: Embassy Maputo, in coordination with GTM)

Management Response: Embassy Maputo concurs with this recommendation; with GTM/OE authorization, HR has updated the local compensation plan's retirement age based on local law. Employees may now opt to retire at 55 and mandatory retirement remains at age 60.

OIG Recommendation 14: Embassy Maputo should update the locally employed staff handbook in accordance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with this recommendation; HR has updated post's locally employed staff handbook in accordance with Department standards. Following clearances, the revised handbook is expected to be published in by end July 2025.

OIG Recommendation 15: Embassy Maputo should update its special immigrant visa policy in accordance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with this recommendation; HR updated the special immigrant visa policy per Department standards and published the revised policy on April 28, 2025.

OIG Recommendation 16: Embassy Maputo should review and validate unliquidated obligations in accordance with Department standards, so that funds of up to \$3.4 million can be put to better use. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with this recommendation. The Financial Management Center (FMC) in conjunction with the General Services Office, currently reviews unliquidated obligations for Department of State appropriations on a quarterly basis. The FMC has also initiated more frequent reviews of unliquidated obligations for non-State Department appropriations.

OIG Recommendation 17: Embassy Maputo should dispose of obsolete and excess computers in accordance with Department guidance. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with this recommendation and excess equipment is scheduled for sale at an auction during August 2025.

OIG Recommendation 18: Embassy Maputo should test the Emergency Action Committee radio encryption feature monthly, in accordance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with this recommendation and this encryption has been incorporated into our monthly radio testing, alongside the E&E testing.

OIG Recommendation 19: Embassy Maputo should complete the antenna installation and test its high frequency radio equipment at the alternate command center in accordance with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with this recommendation and once the final location of the ACC is determined, the installation will be completed.

OIG Recommendation 20: Embassy Maputo should implement a records management program that complies with Department standards. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with this recommendation. MGT had created a records management policy with guidance that has been distributed to all State sections. The Diplomatic Technology Office Issues periodic reminders to sections and will hold Records Management training later in the year.

OIG Recommendation 21: Embassy Maputo should comply with Department standards and identify a suitable location for inactive records storage. (Action: Embassy Maputo)

Management Response: Embassy Maputo concurs with this recommendation and has moved the records to a dryer and more secure location.

The point of contact for this memorandum is Anne Marie Moore, Management Counselor.

ABBREVIATIONS

COR	Contracting Officer's Representative
DCM	Deputy Chief of Mission
FAD	Federal Assistance Directive
FAM	Foreign Affairs Manual
ICASS	International Cooperative Administrative Support Services
ILMS	Integrated Logistics Management System
INL	Bureau of International Narcotics and Law Enforcement Affairs
LE	Locally Employed
OBO	Bureau of Overseas Buildings Operations
PEPFAR	President's Emergency Plan for AIDS Relief
USAID	U.S. Agency for International Development



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