Since 1961.

To: Aaron Williams, Director
Dick Day, Regional Director, Africa Region
Daljit Bains, Chief Compliance Officer

From: Kathy Buller, Inspector General

Date: January 14, 2011

Subject: Final Report on the Program Evaluation of Peace Corps/Ethiopia
(IG-11-02-E)

Transmitted for your information is our final report on the program evaluation of Peace
Corps/Ethiopia.

Our report contained 19 recommendations. Management concurred with 12
recommendations, partially concurred with six recommendations, and did not concur with
one recommendation. Based on the documentation provided, we closed six
recommendations: numbers 5, 7, 8, 13, 14, and 18. In its response, management
described actions it is taking or intends to take to address the issues that prompted each of
our recommendations. Additionally, management has provided clarifications or has
updated information that is reflected in the final report. We wish to note that in closing
recommendations, we are not certifying that the region or post has taken these actions or
that we have reviewed their effect. Certifying compliance and verifying effectiveness are
management's responsibilities. However, when we feel it is warranted, we may conduct
a follow-up review to confirm that action has been taken and to evaluate the impact.

Thirteen recommendations, numbers 1, 2, 3, 4, 6, 9, 10, 11, 12, 15, 16, 17, and 19, remain
open pending confirmation from the chief compliance officer that the documentation
reflected in the OIG Analysis below is received. Our comments, which are in the report
as Appendix B, address these matters. Please respond with documentation to close the
remaining open recommendations within 60 days of receipt of this memorandum. You
may address questions regarding follow-up or documentation to Assistant Inspector
General for Evaluations Jim O'Keefe, or to Senior Evaluator April Miller.

Please accept our thanks for your cooperation and assistance in our review.

Attachments

cc: Carrie Hessler-Radelet, Deputy Director
Elisa Montoya, White House Liaison/Senior Advisor to the Director
Esther Benjamin, Associate Director for Global Operations
Edward Hobson, Associate Director, Safety and Security
Jennifer Chavez Rubio, Director, Office of Private Sector Initiatives
Joseph Hepp, Chief Financial Officer

Dorine Andrews, Chief Information Officer
Stephen Miller, Director, Overseas Programming and Training Support
Buck Buckingham, Director, Office of AIDS Relief
Lynn Foden, Chief of Operations
Madeleine Mader, Chief of Program and Training
Larry Blake, Chief Administrative Officer
Bill Rubin, General Counsel
Nwando Diallo, Country Director, Peace Corps/Ethiopia
Jolie Carey, Country Desk Officer

Peace Corps
Office of Inspector General

Peace Corps office in Addis Ababa, Ethiopia

**Final Country Program Evaluation Report:
Peace Corps/Ethiopia
IG-11-02-E**

January 2011

EXECUTIVE SUMMARY

Over 3,000 Peace Corps Volunteers have served the people of Ethiopia since the program was first launched in 1962. The program has closed two times since then, but reopened in 2007 with Volunteer assignments focusing on community health and prevention of HIV/AIDS. Peace Corps/Ethiopia (hereafter referred to as "the post") plans to contribute to Peace Corps' growth by placing up to 240 Volunteers in Ethiopia by the end of 2012. At the onset of this evaluation, 76 Health-HIV/AIDS Volunteers were serving in Ethiopia. The post plans to achieve its growth goal by establishing two new project sectors, environment and education. The first group of 33 environment trainees arrived in September 2010; 35 education trainees are set to arrive in June 2011.

The post is coordinating well with host country and project partners, and its Volunteer project goals are aligned with host country development priorities. The post has made progress in further establishing its health and HIV/AIDS project sector and is building relationships with partner organizations by placing Volunteers in health centers, community based organizations, and ministry of health regional offices. However, the Peace Corps is not well-known in Ethiopia as a result of interruptions in the program from 1999 through 2007. The country director (CD) has directed programming staff members to increase and expand community meetings during Volunteer site development to focus more on Peace Corps' development strategy and the role of counterparts and Volunteer in the community.

Prior to the arrival of the current CD, headquarters and post staff described the leadership at the post as weak mostly because of poor communication. Communication and staff morale have clearly improved since the arrival of the current CD in December 2008. Volunteers are well supported by programming, training, and administrative staff members. They are particularly satisfied with the care they receive from medical staff members. However, we recommend additional English training for host national staff members so they can respond more effectively to Volunteer support needs or in the event of an emergency. Volunteer housing costs have been in excess of $100,000 since re-entry in 2007. We recommend that the CD work with the ministry of health and other partners to ensure that operating agreements clearly detail whether the post is responsible to provide Volunteer housing, or whether its partners will provide Volunteer housing as a host country contribution.

The post has focused its energies on quality improvements to its Volunteer training programs. The addition of community-based training in 2009—to include training outside the classroom while living with a host family—has better prepared Volunteers to integrate into their communities. As a result, Volunteers reported that they are working more effectively with counterparts and community members and their language skills have improved. Programming staff have incorporated Volunteer and staff feedback regarding training success, with expanded diversity training and revisions in culture and language materials. However, training staff should engage Volunteers in a dialogue with trainees in safety and security training sessions so they can effectively relate safety issues from a Volunteer perspective and take part in suggesting practical response strategies.

During our visit we determined that a number of issues and recommendations discussed in agency re-entry assessments and Internal Management Assessment (IMA) and Peace Corps safety and security officer (PCSSO) trip reports remain unaddressed. Addressing these issues is particularly important given the post's plans for growth, including expansion to new project sectors and plans for Volunteer placements in more remote areas of the country. A complete country risk assessment has not been conducted for the post since its re-entry in 2007; the CD is mandated by *Peace Corps Manual* Section 270 to establish procedures for responding to security incidents, and we found a procedure for effectively responding to sexual assaults should be finalized immediately. We found an urgent need to address weaknesses in the communication system between post and Volunteers. Volunteers and staff lack reliable, real time communication methods to send and receive notifications in case of an emergency. The post also needs to update its Emergency Action Plan, test it annually, and ensure all Volunteers are familiar with it as well as the consolidation points. There is inconsistent recording of incidents in the Crime Incident Reporting System and we recommend these inconsistencies be addressed. We also recommend that the CD ensure Volunteers are adequately trained to report all safety and security incidents to post staff.

The post has effectively outlined the resources necessary to support planned growth in its 2011-2013 planning and budget requests. However, we found that the post has faced challenges effectively balancing the planning and budgeting of agency appropriated funds with the President's Emergency Plan for AIDS Relief (PEPFAR) funding. This problem may be exacerbated by the agency's planning and budget process and the post's unique budget scenario which necessitates additional guidance from headquarters. We recommend that the post coordinate with headquarters to effectively spend down PEPFAR funds authorized and unused from prior year requests.

Our report contains 19 recommendations intended to strengthen the post's programming operations and correct the deficiencies detailed in the accompanying report.

Table of Contents

APPENDIX A: MANAGEMENT'S RESPONSE TO THE PRELIMINARY REPORT

APPENDIX B: OIG COMMENTS

APPENDIX C: COUNTRY PROGRAM EVALUATION COMPLETION AND OIG CONTACT

HOST COUNTRY BACKGROUND

The nation of Ethiopia is located in East Africa and surrounded by the countries of Eritrea, Djibouti, Somalia, Kenya, and Sudan. The population of Ethiopia is approximately 80 million. Besides a short Italian occupation from 1936-41, Ethiopia has maintained its independence from colonial rule. In 1994, Ethiopia transitioned from a socialist regime and adopted a democratic constitution. In 1995, its first multiparty elections were held.

According to the United Nation's 2009 "Human Development Report" Ethiopia is one of the most impoverished nations in the world, ranking 171 out of 182 indexed nations. An estimated 85 percent of its labor force is agricultural, but land is state-owned, which is a barrier to entrepreneurship. The inflation rate has been over 40 percent the past two years as a result of the global economic downturn and soaring commodity prices.

Ethiopians are at high risk for contraction of major infectious diseases such as malaria, hepatitis, and skin infections. The HIV/AIDS adult prevalence rate is 2.3 percent, principally in urban areas, as compared to 0.2 percent throughout North Africa and the Middle East, and over 5 percent in Sub-Saharan Africa, the region of the world most affected by HIV/AIDS. Cell phone and Internet usage are quite low, estimated at 3.2 million and one half million, respectively. The agriculture sector suffers from frequent water shortages and poor cultivation practices, which have led to widespread deforestation, overgrazing, and soil erosion, among other environmental conditions. Although access to education has improved in recent years, the quality of education still needs to be improved, in particular English language instruction.

PEACE CORPS PROGRAM BACKGROUND

Over 3,000 Volunteers have served in Ethiopia since 1962 in the areas of education, community development, business development, agriculture and health. Peace Corps first entered Ethiopia in 1962, but closed in 1977 due to political instability. The post re-opened from 1995-1999, but conflict with its northern neighbor Eritrea caused the post to close again. In 2006, the Government of Ethiopia and the U.S. Ambassador signaled strong support for the placement of health sector Volunteers to strengthen community-based HIV/AIDS prevention, care and treatment activities as part of PEPFAR. Subsequently, a new country agreement was negotiated and the post re-entered the country in 2007. At the onset of this evaluation there were 76 Volunteers serving in Ethiopia.

After the program closed for the second time in 1999, the Peace Corps periodically reviewed the prospects for renewed operations in Ethiopia and a series of re-entry assessments were performed by senior management in 2002, 2004, and 2006. These re-entry assessments addressed four areas: administration, programming and training, medical services and safety and security. The 2006 assessment recommended a health sector be added with Volunteers working

on PEPFAR funded HIV/AIDS programs. The first Health-HIV/AIDS sector Volunteers arrived in 2007.

- **Health – HIV/AIDS**

Since re-entry in 2007, three Health-HIV/AIDS sector (hereafter referred to as health) Volunteer groups have sworn in and work in support of three PEPFAR objectives: 1) Prevention, Basic Health Care and Support; 2) Services for Orphans and Vulnerable Children; and 3) People Living with HIV/AIDS. Volunteers are assigned to work at health facilities, non-governmental organizations (NGOs), and community based organizations (CBOs) to help build service networks, strengthen organizational capacity, and improve prevention, care and support services. The post's health sector projects target vulnerable and at-risk populations including youth, pregnant women, commercial sex workers, people living with HIV/AIDS, and orphans and vulnerable children. Volunteers also provide capacity building assistance to organizations, service providers and individuals.

Since re-entry, funding received by PC/Ethiopia under the PEPFAR has been the primary source of the post's operational budget. The post was re-opened with an approved plan to fund its operational and start-up costs using 75 percent PEPFAR funding and 25 percent agency-appropriated funds. Post was funded with an estimated $14 million from fiscal years (FYs) 2007 through 2010. About $3.5 million of these funds was appropriated to Peace Corps. The remaining estimated $10.5 million was appropriated to PEPFAR, and subsequently transferred to Peace Corps from the Department of State for obligation by PC/Ethiopia. The post's PEPFAR funding for fiscal years 2007 through 2009 was used to recruit and train staff, purchase equipment, supplies, and post vehicles, and to develop Volunteer sites and implement Volunteer trainings, among other things.

An internal management assessment (IMA) team of senior managers visited the post to assess its operations in October 2008. The IMA team reported that more than 30 headquarters staff traveled to post to provide additional support from April 2007 through September 2008. Also, five visits were conducted by a Peace Corps safety and security officer to assess the post's safety and security program between July 2007 and May 2010.

The post plans to expand from 76 to approximately 240 Volunteers by the end of FY 2012 by adding two new sectors, conservation and natural resource management (hereinafter referred to as environment) and education. These two sectors are top development priorities for the government of Ethiopia. Project plans call for environment sector Volunteers to address land degradation by teaching alternative agricultural practices. Education sector Volunteers will provide technical training to build Ethiopian teachers' capacity and model English-teaching ability and techniques. Thirty-three environment sector trainees arrived in September 2010; 35 education and 35 health sector trainees will arrive in June 2011.

EVALUATION RESULTS

The evaluation reviewed the current Peace Corps program in Ethiopia, with a focus on training and support provided to Volunteers, overall management of the post, and support provided to the post by headquarters offices and region management. We paid particular attention to the extent to which agency re-entry guidance was applied to re-establishing the post, as well as the post's use of PEPFAR funds. Please see the Scope, Purpose and Methodology section at the end of this report for further information on our review.

PROGRAMMING

The evaluation assessed to what extent the post has developed and implemented programs intended to increase the capacity of host country communities to meet their own technical needs. To determine this, we analyzed the following:

- The coordination between the Peace Corps and the host country in determining development priorities and Peace Corps program areas;
- Whether post is meeting its project objectives;
- Counterpart selection and quality of counterpart relationships with Volunteers;
- Site development policies and practices.

A new country agreement signed between the Peace Corps and the government of Ethiopia, and an operating agreement signed between Peace Corps and the Ministry of Health in October 2007 are relevant to host country development priorities and health sector programming. We found that in general, the post is coordinating effectively with host country and project partners. Post is also coordinating with other United States government agencies in the field. The CD, AO and programming staff are members of the PEPFAR Executive Council and Collaborative Teams, and serve on the Prevention, Care and Support USG Technical Working Groups. The post finalized its health project plan in May 2010 and has used its project framework and PEPFAR guiding documents to guide its programming and training in the health sector and to meet project objectives.

We found that the post has developed practices for placing Volunteers at sites that aligns with agency site development guidance, and Volunteers are generally satisfied with their placements. When asked, "How satisfied are you with your site?" Eighteen out of 20 Volunteers responded they were "satisfied," "above average" or "very satisfied." Volunteers rated relationships with their counterparts favorably, and all 20 Volunteers we interviewed confirmed they have at least one counterpart in their community. We confirmed that post staff was tracking Volunteer site histories, which consist of Volunteer request forms and community contact information; site assessments completed by programming, medical or safety staff; and safety and security incident information for each site. Accessible site histories will likely help ease the site development burden as new Volunteer groups follow-up Volunteers at previously established sites.

PC/Ethiopia is working to improve Volunteer placements

Programming staff members are increasingly placing Volunteers within partner implementing organizations such as health centers and community-based organizations with a goal of increasing effectiveness. Previously, Volunteers were placed with the oversight and coordinating body for the Ministry of Health, the HIV/AIDS Prevention and Control Office (HAPCO). According to post management and Africa Region management, Volunteers will have more opportunities to assist in the implementation of community-based prevention, care and support because they will be placed directly within community-based organizations and hospital centers working in HIV/AIDS. Programming staff and Volunteers will continue to partner with HAPCO at the regional level by coordinating Volunteer activities with the Ministry, HAPCO, and implementing organizations as part of the national effort to target vulnerable and at-risk populations.

Programming staff did not include host country government and project partner stakeholders in program advisory committee meetings

Program Advisory Committee (PAC) meetings conducted by post staff has only been attended by Peace Corps staff and Volunteers. According to Peace Corps' *Programming and Training Guidance: Introduction and Overview*, PACs should also include the participation of ministry-level and local partners. This guidance also states:

> The input of PACs is critical to maximize the sustainability of Volunteer work, to confirm project support from the government, and to define and communicate an optimum role for Volunteers in collaboration with other organizations addressing the issue.

The importance of regular, substantive communication with ministry partners is underscored in Peace Corps' *Characteristics and Strategies of a High Performing Post: Post Management Resource Guide*, Part 6.4, "Communication with Host-Country Government and Partner Agencies," which states:

> . . . There is much value to setting up a regular communications network with the counterpart agency (ministry, NGO, or community organization), so that consultation, exchange, and understanding take place on a steady basis, outside of the realm of special problems and crises ….
> It is also both a protection and a support for Volunteers in the field who, if their supervising organizations are meeting and communicating on a regular basis, will receive much more coherent and consistent direction concerning the project's objectives and activities.

According to post staff, the PAC's primary purpose has been to provide a forum for staff and Volunteers to address programming, training and support issues. Programming staff described its intention to include more host country government and partner stakeholders in these meetings in the near future.

We recommend:

1. **That programming staff include host country government and project partners in program advisory committee meetings with Volunteers and programming staff.**

PC/Ethiopia has not pursued an option in the operating agreement that encourages its Ministry partner to contribute to Volunteer housing costs

An operating agreement signed in October 2007 between Peace Corps and the Ministry of Health, "encourages the ministry to make available housing for Volunteers, on a gratis basis" and, "if housing is not available at the Volunteer's site, the ministry may elect to contribute a housing stipend, through the post, to cover housing needs rented by the Volunteer from a local landlord." This agreement does not articulate which party—the post or its health partner—is responsible to provide housing future Volunteers beyond 2008.

The post has paid an estimated $112,500 for Volunteer housing since the post reopened. When the project was launched the post made PEPFAR funds available in the amount of $45,000 for the 2007-2008 period to cover Volunteer housing, but the operating agreement contains no specific language for providing housing in subsequent years. The administrative officer (AO) reported that in 2010 nearly $46,000 will be spent to house 71 Volunteers, using approximately $35,000 in PEPFAR funds and approximately $11,000 in appropriated funds. The post will continue to pay for all Volunteer housing if action is not taken to clarify this agreement. This clarification will be particularly important as the post enters into new agreements with its environment and education sector partners.

Securing housing for Volunteers was cited as potentially problematic in the 2004 re-entry assessment. This assessment noted that local partner agencies did not typically provide housing to volunteers, and recommended that this issue be explored further by the country team at re-entry. According to regional management, the previous CD, who served from January 2007 to November 2008, did not pursue the option of having the Ministry provide Volunteer housing during his tenure. The current CD reported that the post was planning to revise and redefine the HIV/Health program to broaden its mandate, and indicated that at that time it would revisit the issue of housing.

During our visit, we raised the housing support topic in interviews with new sector stakeholders. The director of the Ministry of Agriculture Directorate and a representative of United States Agency for International Development acknowledged that as partners they are expected to support the costs of Volunteer housing as a host country contribution. However, at the time of our report, these responsibilities were not yet finalized in writing.

In 2009, the Office of General Counsel issued a template called "Memorandum of Understanding between Peace Corps and Partnering Organization" available to CDs. It outlines the roles and responsibilities of Peace Corps and partnering organizations. The housing section contains a proposed provision that outlines responsibilities when a partnering organization provides housing

for Volunteers. This memorandum may help to clarify whether the post or its partners are responsible to provide housing for future Volunteers.

> **We recommend:**
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> 2. **That prior to its next trainee input, PC/Ethiopia secure an agreement with its health sector partners which clearly states whether the post or its health partner assumes responsibility for Volunteer housing.**
>
> 3. **That PC/Ethiopia negotiate and secure an agreement, which clearly states whether or not environment and education partners are to provide Volunteer housing as a host country contribution.**

Programming staff report increased efforts to educate communities about Peace Corps

Volunteers are serving Ethiopian communities for the first time since 1999, and are performing new activities as health sector Volunteers. While visiting Volunteers in their communities, we observed that Volunteers were not quickly recognized by members of their community. Volunteers told us they had to repeatedly reintroduce themselves to the same members of their communities especially after being temporarily away from their sites. Despite integration challenges, Volunteers exhibited motivation and pragmatic patience and they recognize their efforts are valuable for the next Volunteers to arrive in their community when their service is completed.

The CD identified representation and advocacy as a top priority in the FY 2011-2013 Integrated Program and Budget System (IPBS), with goals to educate younger Ethiopians about Peace Corps, better prepare communities to receive and utilize Volunteers, and highlight the post's achievements in the local media. The CD and programming staff reported increased efforts to educate communities about the mission of the Peace Corps and the role of the Volunteer. As part of their visits to develop sites, programming, medical, and safety and security staff conduct informational meetings with local government and partner agency stakeholders. Informational materials are distributed in both English and Amharic. Based on the post's attention to this issue and actions taken, we are not making a recommendation, but we encourage staff to monitor progress made addressing this issue.

Programming staff does not orient counterparts before they attend Pre-Service Training

Counterparts often did not fully understand their role or the role of the Volunteer in the community when they were invited to attend Pre-Service Training (PST). The CD and programming staff described the process of exploring and selecting potential Volunteer sites as resource-intensive and time consuming, frequently leaving insufficient time for orientation of community members. As a result, educating communities about the roles of the Volunteer and counterpart, and the mission of Peace Corps, had been limited and incomplete during the initial inputs of Volunteer groups following the 2007 re-entry. We reviewed post's written site development policy, examining the community surveys, and site and housing checklists, and determined that a discussion of the role of the counterpart is lacking.

According to the Volunteer Safety Council, counterpart orientation includes such things as Peace Corps history and the role of the Volunteer and the counterpart. Moreover, the Office of Safety and Security's "Site Development Procedural Guidance" states, "Peace Corps should provide all designated host country counterparts with a counterpart orientation" prior to placement of the Volunteer at a site.

To address this shortcoming, the CD has specifically designated associate Peace Corps directors (APCDs) responsibility for site development. More specifically, programming staff will develop Volunteer, counterpart, and supervisor position descriptions with potential counterparts and supervisors in the community, prior to Volunteer site placement. This should help ensure that counterparts understand their role and the role of the Volunteer in the community when they attend PST.

> **We recommend:**
>
> 4. **That PC/Ethiopia include steps in its site development plan to better ensure that counterparts understand their role in supporting the Volunteer and the Volunteers' role in the community.**

TRAINING

Another objective of the post evaluation is to answer the question, "Does training prepare Volunteers for Peace Corps service?" To answer this question we considered such factors as:

- Training adequacy;
- Planning and development of the training life cycle;
- Staffing and related budget.

Programming and training staff have effectively used the training, design, and evaluation (TDE) process to identify the knowledge, skills and attitudes needed to adequately train Volunteers to do their jobs effectively. Core, technical (or sector), language, safety and security and health trainings are provided at appropriate points in Volunteers' service. The training staff, the AO, and CD verified that their training budget is sufficient.

Training staff are using Volunteer feedback to improve training and materials

Staff and trainee feedback is routinely collected both during and after trainings and used to improve training. Volunteers provided many examples of improvements made to training which was based on feedback solicited by staff both during and after trainings. However, we found additional improvements could be made to safety and security training.

We asked Volunteers to rate training based on the following scale: (1) ineffective; (2) below average effective; (3) moderately effective; (4) above average effective; (5) very effective.

Table 1: Volunteer Perceptions of Training Effectiveness

	Average rating
Pre-Service Training	
Language	3.35
Culture	2.75
Safety & Security	3.55
Health	4.4
Technical	3.0
Three month In-Service Training	4.2
12-month In-Service Training	3.4

Source: OIG Volunteer interviews.
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Volunteers rated all but cross-cultural training an average rating of three or higher. Forty percent (eight out of 20) felt cultural training was "below average effective" or "ineffective." Post staff was aware that the December 2009 trainee group was dissatisfied with the cross-cultural training they received. In March 2010, in response to feedback indicating a need for improved culture training, Volunteers and staff attended diversity training. In OIG interviews, Volunteers said the diversity training helped address topics not covered in their PST culture training. Training and programming staff reported they now had a better understanding of trainees' frustrations and staff felt more capable of providing trainees better support and training. The language and cross cultural coordinator is developing an Ethiopian culture handbook with input provided by Volunteers.

Additional improvements made to training include:

- Language learning materials were recently revised by the language and cross cultural coordinator with input from Volunteers. Volunteers and the sub-regional programming and training coordinator reported that the changes are useful for self-directed learning, both to help sound out words and learn the Amharic alphabet.

- Technical training was rated a "moderately effective" on average, because as Volunteers noted in our interviews, technical trainers lacked in-depth knowledge of the material covered. To address this issue, the CD assigned the responsibility for technical training to APCDs, and tasked one APCD to develop a health technical training manual before the next health training group arrives in June 2011.

- Starting in 2009, the post added community-based training to its PST program to include training outside the classroom, while living with a host family. Volunteers rated their living accommodations with host families favorably. Programming and training staff reported they observed trainees' increased motivation levels as a result of living with a host family while attending training as compared to prior training groups who did not live with a host family during PST.

Pre-service safety and security training did not prepare Volunteers for uncomfortable or unsafe situations

During interviews with Volunteers we learned that PST sessions did not cover some of the issues they experienced such as having had rocks thrown at them or having been inappropriately touched on public transportation. Volunteers did not feel as though they had been sufficiently warned about such incidents nor had they been provided strategies for how to respond to them. Volunteers suggested that they would be better prepared to respond to safety and security incidents if currently serving Volunteers had facilitated a session at PST about these types of incidents and how to respond to them. The CD agreed that these sessions would enhance safety and security training, and discussed plans to invite Volunteers to share their safety and security-related experiences with future trainees.

> **We recommend:**
>
> **5. That Volunteer safety and security training presentations include a review of common safety and security incidents experienced by Volunteers and strategies for how best to avoid or respond to such incidents.**

VOLUNTEER SUPPORT

Our country program evaluation attempts to answer the question, "Has post provided adequate support and oversight to Volunteers?" To determine this, we assessed numerous factors, including staff-Volunteer communications; project and status report feedback; medical support; safety and security support including staff visits to Volunteer work sites, the Emergency Action Plan (EAP), the handling of crime incidents; and the adequacy of the Volunteer living allowance. In reviewing overall staff support, living allowance, medical support, and Volunteer whereabouts policy, OIG found no significant areas of concern that would warrant action by the post.

Volunteers are satisfied with support from staff including post leadership, program, medical, safety and security, and administrative staff

During our interviews, Volunteers described the availability and open-door policies of post staff, which has built staff-Volunteer trust and facilitated Volunteers' adjustment to the Ethiopian culture and living and working in Ethiopia. Eighteen of 20 Volunteers reported that in-country staff were moderately to very effective in helping them adjust to life as a Volunteer. See additional detail outlined in the table below.

Table 2: Volunteer Perceptions of Staff Support

Area of Support	Average Score for Support
Country Director	4.73
Programming [a]	3.57
Training Manager	4.45
Safety and Security Coordinator	3.88
Medical [b]	4.25
Administrative [c]	4.04

Source: OIG interview of Volunteers.

a. Programming was derived by averaging APCD and Program Assistant scores.

b. Medical was derived from the collective PCMO score.

c. Administrative was derived from the AO and Financial Assistants scores.

All 20 Volunteers we interviewed responded favorably when asked about the level of support provided by the training manager. In particular, Volunteers praised his openness to feedback about the training program and his effective planning skills. Sixteen Volunteers responded favorably when asked about the level of support provided by the safety and security coordinator. All 20 Volunteers rated the level of support received from Peace Corps Medical Officers (PCMOs) as "average" or higher. In addition, Volunteers responded favorably when asked about the work of the AO and financial assistants. Several noted the AO had provided them with practical advice during training in regard to slow reimbursement processing due to Ethiopia's antiquated banking practices.

The host country staff's English language skills limits their ability to respond to Volunteer support needs

We observed some limitations in the staffs' English proficiency during our visit that raised concerns as to whether staff members would correctly record information in an emergency situation. Volunteers also reported difficulties communicating the need for information or support to non-native English speaking staff members.

The PCSSO initiated a communications test of the EAP that consisted of staff members sending a message to all PC/Ethiopia Volunteers requesting that they contact the Peace Corps office in Addis Ababa immediately. The staff was directed to ask the Volunteers to cite their consolidation point and which items to bring with them when a consolidation was initiated, to correct any Volunteer that provided misinformation, and to make a note in the Volunteer Information Database Application (VIDA) of their conversation. The purpose of the note was to determine how much time elapsed to reach all Volunteers, and what percent of Volunteers were familiar with consolidation instructions. Although all staff members acknowledged their understanding of this request, they did not record all the required information and only partial results were available at the completion of the communications test.

Seven of 20 Volunteers reported difficulties communicating needs for information or support to non-native English speaking staff at post. The Volunteers described attempts to seek project

information or help in addressing issues with their landlords but said they often experienced communication barriers when sending in a request in writing, by telephone, and in-person conversations. Volunteers noted in our interviews that they reached out to native English speakers only after attempts to communicate with local staff resulted in a limited response. Consequently, U.S. direct hire staff field the bulk of Volunteer inquiries when the host national staff are unable to effectively respond. To illustrate, Volunteers cited the following:

"…Email responses are half a sentence response to detailed questions."

"[His/her] English isn't a barrier, reading ability is good but verbal interaction is more limited."

"Written communications from host country national staff are often unclear to me."

"American staff is easier to communicate with."

The CD previously identified the host country staffs' need for additional English language training in the FY 2011-2013 IPBS, and distributed a sign-up sheet for English instruction to all post staff in March 2010. According to the CD, nearly all host country staff members plan to attend English courses designed at three proficiency levels by the end of this fiscal year.

> **We recommend:**
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> 6. **That the post provide additional English language training to host country staff so they may more effectively respond to Volunteer support needs, or in the event of an emergency.**
>
> 7. **That the post establish minimum English language requirements for current and future staff.**

Volunteer location, contact, and program-related information is not systematically collected, tracked, and stored for quick retrieval in case of emergency

In a review of sampled Volunteer information maintained at post, we determined that Volunteer site locator forms, site histories, site visit reports, Volunteer contact and whereabouts information was incomplete and stored in different locations in the office—which could impede the post staffs' ability to locate Volunteers in case of emergency.

The importance of up-to-date site locator forms, which include an accurate map to the Volunteer's site and house, and nearest clinic, are discussed in Peace Corps' *Characteristics and Strategies of a High Performing Post*. We used site locator forms to try and locate Volunteers while conducting field visits. Only two of 15 site locator forms we reviewed contained maps to Volunteer sites with sufficient detail to locate the Volunteers. In addition, the site locator forms did not include information on health clinics in close proximity to Volunteer sites.

Characteristics and Strategies of a High Performing Post contains additional guidance for effective organization of Volunteer information for quick retrieval. The guidance states that files such as site locator forms, site histories and site visit reports should be systematically organized

and accessible to all relevant staff. The organization of this information is particularly important to allow any Peace Corps staff member or other authorized individual to access it quickly in response to emergency situations. To be sure the Volunteer can be reached should an emergency arise, PCM section 270 "Volunteer/trainee Safety and Security", states, "Each post must establish a system to collect contact and whereabouts information from Volunteers when they are away from their communities for personal reasons, annual leave, or for official work related business."

We found that programming and safety and security staff maintained paper and electronic files for each Volunteer, but the files we reviewed were not stored in a centralized location, and were incomplete. For example,

- Paper site locator forms were stored in a program assistant's office, and a few were missing or contained outdated information;
- Paper site histories were stored in the office of an APCD;
- Only 20 out of 31 electronic site visit records were stored in VIDA. An APCD provided written summaries of site visits for all but two Volunteers in the sample upon request.
- Staff did not consistently enter Volunteer whereabouts records into VIDA. The whereabouts of all Volunteers were not up-to-date when a communications test was conducted during the OIG field visit.

Programming and medical staff recognized that site visit reporting in particular could be more systematically tracked. Staff from both offices acknowledged that not all site visits were recorded and that others were missing the dates of visit. The CD stated that staff had recently organized existing Volunteer information in an effort to correct these deficiencies. She agreed that Volunteer information could be better tracked and organized for quick retrieval in case of emergency.

> **We recommend:**
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> 8. **That post maintain complete Volunteer information, which includes up to date, reliable, accessible site locator forms, site histories, site visit reports and Volunteer whereabouts information in case of emergency.**

PC/Ethiopia has not finalized a process for responding to sexual assault incidents

We asked post to provide us with a copy of its procedures for effectively responding to sexual assault incidents. We found that the PCMOs and the CD lacked knowledge of legal requirements and procedures to respond to sexual assault. The CD and PCMOs were unsure of the Ethiopian laws that dictate whether a PCMO may collect evidence while conducting a physical examination of the victim.

Peace Corps' Medical Technical Guideline 540 for Management of Sexual Assault includes guidance for conducting physical examinations of victims of sexual assault and for collecting forensic evidence useful during legal proceedings. According to the guidance, "PCMOs and

CDs should be familiar with local laws and procedures and should adapt U.S. procedures to conform to local ones."

According to PCM 270, the CD is responsible for establishing procedures for responding to security incidents and for ensuring that necessary follow-up actions are taken, especially if a criminal investigation and prosecution ensues.

Fortunately, no rape incident has been reported by a Volunteer since re-entry in 2007. The status of post's established rape response protocol was reported as "incomplete" by a PCSSO as early as October 2007. In discussions with post staff, we raised the issue of post staff lacking the knowledge of legal requirements and a procedure for effectively responding to sexual assault incidences.

> **We recommend:**
>
> 9. **That the country director finalize the post's process for responding to sexual assault incidents.**

Volunteers and staff lack reliable, real time communication systems to send and receive notifications in case of emergency

We found weaknesses in the post's Volunteer communications systems. Volunteers often lack a cellular signal to send or receive emergency communications from their site, and staff members often lack a cellular signal while on travel. The government of Ethiopia has control of and has been known to shut down landline and cellular phone systems, particularly during elections or periods of political tensions, which are times when post is likely to activate its EAP. High-frequency radios are not used by Volunteers at site or by staff in post vehicles as a communications alternative because the government of Ethiopia has not granted the post the permission that is required to use them. These factors could prevent Volunteers and staff from sending or receiving information in an emergency given the limited alternatives to communicating by land and cell phone.

Safety and security assessments conducted as early as 2004 by Peace Corps senior managers cited weaknesses in communications system options for the post. The 2004 re-entry assessment report stated that, "…alternative methods of communication should continue to be explored for use in emergencies." As recently as November 2009, the PCSSO recommended that communications back-up systems "be firmly in place prior to placement of [environment Volunteers]," who arrived at post in September 2010.

New entry guidance and PCM 270 discuss the importance of having an emergency action plan for trainees and for Volunteers at site one month before pre-service training (PST) that includes annual testing of the adequacy and reliability of the in-country communication network. In its fourth year, the post has yet to establish an adequate and reliable in-country communication network.

The CD raised the issue of unreliable communications systems in a memorandum to the Africa Region director on January 13, 2010:

> Given the vastness of the country and the limited telecommunications infrastructure, we cannot rely on cell phones or landlines and our satellite phones have never worked effectively (the Thuraya SIM cards belong to the Ethiopian Telecommunications Corporation – a government monopoly). We are in the process of trying to circumvent this system by purchasing and testing Iridium phones. This remains a source of concern especially as we initiate an environment program which will place Volunteers in more remote sites in and around parks and forest areas where telephone network is limited to non-existent.

The CD stressed that, regardless of the resources in place (e.g., helicopters to support medical evacuation), they remain compromised if the post cannot receive a timely distress call. A PCMO stated his concern regarding his limited ability to reliably communicate with Volunteers in the event they get sick or have a medical emergency.

The CD has requested funding in the post's FY 2011-2013 IPBS for vehicle radios and for additional iridium phones for Volunteers with no cellular service at site. After our field visit, the CD distributed iridium phones to nine Volunteers assigned as security wardens to disseminate communications to the other Volunteers in their regions. Iridium phones operate by satellite and are independent from the Ethiopia-controlled phone systems. In November 2009, however, the PCSSO reported that securing permission from the government of Ethiopia to operate shortwave radios in Ethiopia "is unlikely."

We are encouraged by the recent actions post has taken to improve its communications system. However, given that the post does not currently have permission from the government of Ethiopia to use high-frequency radios, additional communications options are needed to ensure a reliable communications system is in place for all Volunteers and staff to receive information in case of an emergency.

> **We recommend:**
>
> **10. That PC/Ethiopia identify and establish a reliable, real-time means of communication with every Volunteer.**
>
> **11. That PC/Ethiopia work with the U.S. Embassy in Addis Ababa and pursue authorization from the government of Ethiopia to use high frequency radio units as part of its communications system.**
>
> **12. That the Office of Safety and Security work with Office of Global Operations and the Africa Region to ensure that Volunteer safety and security recommendations made in prior Peace Corps safety and security and Internal Management Assessment reports are addressed.**

The post reported plans to open regional offices to improve Volunteer support

The 2006 security assessment recommended that the post establish a regional office to provide medical care and resource center support and also as a means to reduce Volunteers' transportation risks and shorten time away from their communities.

Volunteers we interviewed confirmed the need for regional centers. Many described the challenge of multi-day travel to the post in Addis Ababa for medical or other support needs. In particular, they felt unsafe travelling before daybreak and waiting at bus stations in the dark. A PCMO stated that the long distances between the post and Volunteers' sites is an area of concern in the event of an emergency.

The CD requested funding to open four regional offices in an IPBS proposal for FY 2011-2013 to Africa Region management in March 2010. Although the CD reported having received approval from region to fund one regional office using PEPFAR funds, no evidence was provided to confirm this approval at the time of our report.

Volunteers were not prepared to respond to rock throwing incidents

We compared rock throwing incidents Volunteers described in interviews with similar reports the post had on file. We found that only one of four rock throwing incidents reported to post was entered into the Consolidated Incident Reporting System (CIRS). All safety and security incidents must be reported in the CIRS per Agency policy.

Two additional rock throwing incidents were reported to OIG by Volunteers who stated they did not report the incidents to post staff. According to PCM 270, the CD is responsible for making Volunteers/trainees aware of the safety and security reporting protocols. We are concerned that Volunteers are not adequately trained to report incidents to the post. In interviews, Volunteers expressed fears of having rocks thrown at them and concerns about how they should respond. Volunteers stated that the threat of rock throwing incidents should have been discussed during the safety and security session at PST.

PCM 270 requires posts to track trends and develop strategies to minimize risks to Volunteers and trainees. *Characteristics and Strategies of a High Performing Post* states CIRS data should be used to shape training, develop best practices, and change policies to enhance safety and security. We are concerned safety and security training may be missing relevant safety and security warnings when not reported by Volunteers, or, when incidents are not entered into CIRS.

> **We recommend:**
>
> **13. That the country director ensure that trainees and Volunteers are adequately informed regarding their responsibility to report all safety and security incidents to post staff.**

14. That the country director ensure that all safety and security incidents reported by Volunteers are entered into the Crime Incident Reporting System within three business days, or immediately for violent crime incidents.

The emergency action plan has not been tested and updated annually as required

PCM section 270 on "Volunteer/trainee Safety and Security" requires that each post develop and revise its emergency action plan annually. It states:

> Under the direction of the CD, the EAP must be reviewed and tested annually to identify areas that may need revision. Such testing should include, at a minimum, the adequacy and reliability of the in-country communication network and the process for confirming the course of action to be taken by V/Ts and staff at each potential stage of an emergency.

The post has conducted only two communications tests in nearly four years. In interviews with Volunteers, seven out of 20 either indicated that they had not participated in a test of the EAP or they could use a refresher. All 20 confirmed they had a copy of the EAP. However, post management reported that sections of the December 2009 EAP required updating. The CD and the PCMOs reported they have been unable to update a listing of local medical facilities in regions where Volunteers are placed due to competing priorities. The CD reported plans to conduct a non-cellular communications test within a years' time.

PCM section 350, "Emergency Action Plans" requires Peace Corps posts to submit their EAP to the U.S. Embassy to be attached to the U.S. mission's EAP. The embassy regional security officer reported he did not have a copy of the post's EAP when OIG interviewed him in April 2010. The embassy regional security officer noted he wanted the post's EAP linked with the embassy's emergency plan so that the embassy would know how the Peace Corps plans to respond in different emergency scenarios. The CD provided a copy to the U.S. Embassy in July 2010, which should help the embassy's emergency action committee coordinate its planning.

> **We recommend:**
>
> **15. That PC/Ethiopia test its emergency action plan annually to ensure that staff and Volunteers are adequately trained to respond in case of emergency.**
>
> **16. That PC/Ethiopia review its emergency action plan and update any information as necessary, and that it provide updates to the U.S. Embassy annually.**

MANAGEMENT CONTROLS

Another key objective of our country program evaluation is to assess the extent to which the post's resources and agency support are effectively aligned with the post's mission and agency

priorities. To address these questions, we assess a number of factors, including staffing; staff development; office work environment; collection and reporting performance data; and the post's strategic planning and budgeting.

In reviewing staff performance appraisals, OIG confirmed that all staff performance reviews were completed on schedule. Upon arrival, the CD clarified each staff member's role and charged them with additional responsibilities. Staff members described increased clarity and empowerment regarding their job duties as a result. Programming, administrative and medical staff members consistently described their workload as heavy, but manageable. Nonetheless, staff members are thoroughly motivated and engaged in their Peace Corps work.

Since the arrival of the current CD, programming, training, and administrative staff described open communications among staff and a level of comfort with leadership, which has empowered them to address operational or programmatic issues as needed. All staff members described examples of working together as a team to support Volunteers. Programming, administrative and medical staff members confirmed they were all included in the country program's planning and budgeting efforts. Staff reported that Volunteer and staff handbooks are updated so that common questions and information needed by staff and Volunteers are addressed. The PCSSO reported that the post's duty officer protocols are well-written and would serve as a good template for use by other posts.

Post is working to provide training opportunities for all staff

The CD acknowledged that staff development is particularly important given that none of the 24 locally-hired staff members hired since re-entry possessed prior Peace Corps work experience, and given the high turnover of three direct hire staff, each having worked at the post for less than two years. The post has had two AOs and several TDY AOs since re-entry in 2007. As a result, the post does not possess the institutional knowledge present at more established posts, which have operated for many years with a longstanding base of local staff.

Programming staff in particular described the challenges they face effectively supporting Volunteers due to a lack of in-depth knowledge of Peace Corps programming and training processes or prior experience and skills conducting Volunteer worksite development or providing programmatic support. Staff expressed interest in shadowing their Peace Corps peers at other posts to learn best practices and also in accessing online training to improve technical skills.

In our discussions, the CD indicated her support for increased professional staff development. Staff training opportunities for all staff are included in the FY 2011-2013 IPBS proposal, which had not been done previously.

PC/Ethiopia has not completed a country program risk assessment

A PCSSO visited the post in November 2009 and produced a report, which he described, "would serve as a starting point for a country risk assessment." The report noted concerns about political violence in Ethiopia and a "large misunderstanding of what Peace Corps was and was not," in

the communities he visited. A subsequent April 2010 PCSSO visit was limited to providing assistance with post's preparations to consolidate Volunteers during the May 2010 countrywide elections. There was no additional progress toward completing a country risk assessment. Only two of four regions where Volunteers serve have been visited by a PCSSO since re-entry, and a country risk assessment has not been conducted since re-entry in 2007. Environment Volunteers will be assigned to more remote areas of the same four regions in late 2010.

Peace Corps' *New Country Entry Guide* states that a country risk assessment should be carried out and repeated annually or as often as warranted. According to the guide:

> The CD is responsible for communicating safety and security information to Volunteers, including an overall assessment of potential safety and security risks, any country-specific conditions that may require lifestyle adjustments and the support Volunteers can expect to receive. To accomplish this, CDs are encouraged to ask for assistance from the regional PCSSO or embassy regional security officer, to refer to prior security assessment reports and guidance for developing an EAP, and to meet with their SSC [safety and security coordinator] and others to ensure that a risk assessment is carried out and repeated annually or as often as warranted.

A complete and thorough country risk assessment should be conducted given changes in safety and security conditions reported by post staff and the post's plans for placing environment Volunteers in more remote areas in late 2010. The post's programming, medical, and safety and security staff we spoke to reported that safety and security conditions have changed in the past two years. They observed or experienced increases in xenophobia or hostile acts toward foreigners including increased incidences of rock throwing at Volunteers already commented on in this report.

A completed country program risk assessment would provide valuable insights for how best to support Volunteers in four regions where conditions may be different since re-entry, and to effectively support environment sector Volunteers to be assigned to more remote areas of the same four regions in late 2010.

> **We recommend:**
>
> **17. That the Office of Safety and Security assign a Peace Corps safety and security officer to complete a country risk assessment.**

Low bandwidth limits post's access to information sharing and support provided by headquarters offices

The Office of the Chief Information Officer (OCIO) guidance advises Peace Corps posts to choose an Internet service provider with minimum download and upload speeds of 512 kilobytes per second (kpbs) and 256 kbps, respectively. The post received an upgrade to its Satellite Internet access in April 2010. However, according to the OCIO global network operations manager, the upgrade does not meet minimum bandwidth for new technology and architecture currently being deployed to posts. Posts are provided guidance to conduct three bandwidth tests during normal business hours. The AO's test conducted in July 2010 yielded averages of 183 kbps download and 199 kbps upload, which are lower than what OCIO guidance recommends.

We learned from OCIO staff that as an alternative, posts use a local Internet service provider, which meets minimum bandwidth requirements and Satellite Internet as a backup. According to the post's IT specialist, the government of Ethiopia's control over the in-country Internet service provider could be problematic. It is unknown at this time what the cost is for this alternative option.

Post staff reported that Internet bandwidth is too slow to send and receive information via the Internet. The staff reported that due to the slow connection speeds web pages frequently timeout while they are updating security clearance forms. A PCMO noted he is unable to stay abreast of medical information and online training due to slow connection speeds. Programming staff noted they are unable to access videos and large files disseminated by programming and training support staff; they are frustrated by the time it takes to load Guru[1], and post staff may not access Peace Corps or other online information as a result. Limited or slow access to Internet also makes sending and receiving Volunteer Reporting Tool files difficult. Post should explore alternative Internet options that would allow post staff to effectively send and receive information.

> **We recommend:**
>
> **18. That the post coordinate with the Office of the Chief Information Officer to pursue alternative Internet options to help PC/Ethiopia meet minimum Internet bandwidth requirements.**

Mixed guidance from Region and the Office of AIDS Relief regarding PEPFAR funds has created confusion regarding the management and use of funds

Africa Region management's review of the post's budget proposals for appropriated funds, and Office of AIDS Relief (OAR) management's separate reviews of the post's budget proposals for PEPFAR funded activities has resulted in mixed guidance to the post. This mixed guidance has made it difficult for post management to plan and budget PEPFAR funds according to federal requirements and agency guidance. Additional guidance is needed for the post to spend down its substantial carryover balance estimated at more than $4 million.

The management of PEPFAR funds is a complex and multipart activity that requires two separate budgeting and planning processes. Post management develops a country operating plan (COP) outlining PEPFAR activities with other PEPFAR-funded U.S. agencies in-country. The COP is developed annually, as required by PEPFAR guidance, and is approved by the Department of State. The post also annually submits an implementation plan and budget execution plan to Peace Corps headquarters. OAR management participates in this review to ensure the post's PEPFAR activities are relevant to the Peace Corps mission and in compliance with the COP. The COP guides PEPFAR programming and spending by country. PEPFAR appropriations are transferred to Peace Corps via the Department of State.

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[1] Guru is a Peace Corps online collaboration tool that enables the sharing of best practices via discussion forums, FAQs, documents and a searchable directory.

Africa Region management reviews Peace Corps appropriations funds requested as part of the IPBS process, while OAR oversees the posts' COP budget planning process for PEPFAR appropriations. According to the OAR senior advisor, OAR's responsibility is limited to ensuring that the post's budget execution plan complies with activities and funding levels outlined in the COP approved by Department of State. The OAR senior advisor further stated that region management is responsible for approving post operations budget proposals, including PEPFAR.

According to the Africa Region chief AO and the OAR senior advisor, posts receiving PEPFAR funds have been advised to use Peace Corps appropriations to support core functions in order to reduce budget risk in the event that PEPFAR funds are not made available. Posts have been advised to focus its PEPFAR expenditures on supplementing HIV/AIDS activities.

Africa Region management and OAR management acknowledged that the post faces different circumstances when compared to other posts. First, PC/Ethiopia receives a significantly higher proportion of PEPFAR funding. PEPFAR funds accounted for 75 percent of the post's operating budget from FYs 2006 through 2009. Second, the post possesses higher unobligated balances from prior fiscal years. According to the AO, one reason for the higher unobligated balances is that the post lacked data to make informed requests for PEPFAR funding from FYs 2006-2009. Africa Region management, the OAR senior advisor, and AO concur that post received more PEPFAR funds than necessary through FY 2009 as a result. Therefore, the current CD and AO inherited a substantial carryover balance when they assumed their positions during FY 2009. The AO estimated a carryover balance of $4.2 million in April 2010. The post has begun to address spending its PEPFAR carryover balance and has received approval to re-program $1.4 million of its prior year PEPFAR balance to fund FY 2010 activities. A preliminary finding developed as a result of a concurrent OIG audit found that the post has not determined, in consultation with Africa Region management and OAR management, how it will cost-effectively maximize the use of its carryover PEPFAR funds.

The CD and AO reported that guidance provided by Africa Region management on how to spend PEPFAR funds has not been consistent with guidance provided by OAR management. Since his arrival in September 2008, the AO was advised by both Africa Region and OAR management to fund more of the post's operations using appropriated funds. However, in March 2010 the AO received guidance from OAR management to spend down unobligated PEPFAR balances from FYs 2008 and 2009. In addition, in May 2010 the CD was advised by Africa Region management and OAR management to increase PEPFAR spending in order to address carryover balances remaining. In May 2010, the OAR senior advisor changed guidance to posts slightly: OAR distributed draft guidance to CDs to use PEPFAR funding to supplement programming, and as enhancements to support growth.

According to the Africa Region chief AO and the OAR senior advisor, in the future they expect the post to focus its PEPFAR expenditures on supplementing current HIV/AIDS activities and supporting program growth, rather than on supporting core functions as the post did during its initial years of operations. Additional, coordinated guidance from Africa Region management and OAR management will help the post effectively transition its PEPFAR spending to supplement its programming and to support growth, while also spending down carryover funds.

We recommend:

> **19. That Africa Region and Office of AIDS Relief coordinate to provide guidance to address PC/Ethiopia's President's Emergency Plan for AIDS Relief (PEPFAR) funding scenario, including any guidance necessary to finalize a transition plan for the use of PEPFAR funds while maximizing the expenditure of carryover funds.**

The post is overcoming re-entry setbacks and preparing for growth

PC/Ethiopia has supported the agency's growth strategy by effectively working to expand its programs in the areas of environment and education to meet the development needs of Ethiopia in those areas, and improvements to its Health-HIV/AIDS program and operations are encouraging. The CD has outlined a plan to effectively address most of the weaknesses cited in this report, as well as a sound plan for growth, in the FY 2011-2013 IPBS.

Program staff is developing new relationships with environment and education partners, and operating agreements are being drafted. The host country officials and senior Peace Corps staff we interviewed are confident that Volunteers will make significant contributions in both the environment and education project sectors and these new relationships are likely to result in more widespread HIV/AIDS activities for all of the post's Volunteers.

The post received 33 environment sector Volunteers in September 2010 on schedule. A project framework, core and technical competencies, and learning objectives have been drafted in preparation for the environment sector training group. Post's training preparations conform to the suggested timelines for new projects outlined in the agency's *Pre-Service Training Preparation Timeline Guidance*.

The CD submitted an IPBS proposal for FY 2011-2013 to Africa Region management in March 2010. The CD described the post's plans for growth as feasible and on schedule. A majority of the staff members stated they feel confident the post can grow effectively as long as it continues to be adequately resourced. In addition to the resource requests already discussed in this report, the IPBS requests the following to effectively support the post's growth:

- An additional general services officer to address long standing staff housing issues and manage the motor pool,
- A grants coordinator to assist with grants management and conduct informational meetings in communities where Volunteers serve or will serve,
- A second safety and security officer to support the increased workload associated with additional Volunteers,
- A third PCMO to provide support to additional Volunteers,
- Staffing and resources for creation of four regional offices,
- Transition additional personal services contractors to foreign service national positions in order to effectively manage additional staff associated with growth.

Ensuring effective post operations will remain challenging, particularly given the long distances between Volunteers and the post serving in such a large country. Ethiopia is approximately twice the size of Texas. The pace of work is slowed by the long distances between Volunteer sites and travel over rough terrain to reach them. This impacts the staffs' ability to quickly accomplish programmatic and administrative tasks such as conducting site visits and ongoing engagement with local community members. We found that conducting visits of Volunteers at their sites often required a full day of travel to visit a single Volunteer. We observed the CD is careful to plan for the necessary time and resources to effectively support Volunteers. We encourage Peace Corps management to consider the post's requests for additional staff and resources intended for both addressing weaknesses and to achieve effective growth through FY 2013.

OBJECTIVE, SCOPE, AND METHODOLOGY

The purpose of the Office of Inspector General (OIG) is to prevent and detect fraud, waste, abuse, and mismanagement and to promote economy, effectiveness, and efficiency in government. In February 1989, the Peace Corps OIG was established under the Inspector General Act of 1978 and is an independent entity within the Peace Corps. The Inspector General (IG) is under the general supervision of the Peace Corps Director and reports both to the Director and Congress.

The Evaluation Unit within the Peace Corps OIG provides senior management with independent evaluations of all management and operations of the Peace Corps, including overseas posts and domestic offices. OIG evaluators identify best practices and recommend program improvements to comply with Peace Corps policies.

OIG Evaluation Unit announced its intent to conduct an evaluation of PC/Ethiopia on January 29, 2010. For post evaluations, we use the following researchable questions to guide our work:

- To what extent has post developed and implemented programs to increase host country communities' capacity?
- Does training prepare Volunteers for Peace Corps service?
- Has the post provided adequate support and oversight to Volunteers?
- Are post resources and agency support effectively aligned with the post's mission and agency priorities?
- Is the post able to adequately administer the PEPFAR program, support Volunteers, and meet its PEPFAR objectives?

Current PC/Ethiopia program operations are entirely focused on Volunteer projects that further the goals of the PEPFAR. Therefore, our research question related to the PEPFAR program was incorporated into each of our researchable questions and was considered an integral part of our data collection and fieldwork. As a relatively new country entry, we also paid particular attention to country re-entry guidance established by Peace Corps. The period of review for a post evaluation is one full Volunteer cycle (typically 27 months).

We did not include grant funding activities in the scope of our work because a simultaneous audit of PC/Ethiopia was conducted (at the time of this writing, the final audit report has not yet been issued).

The evaluator conducted the preliminary research portion of the evaluation January 29-March 29, 2010. This research included review of agency documents provided by headquarters and post staff; interviews with management staff representing the region, Office for Overseas Programming and Training Support (OPATS), and OAR; and inquiries to the Offices of Safety and Security, Medical Services, Private Sector Initiatives, and Volunteer Recruitment and Selection.

In-country fieldwork occurred from March 23 - April 8, 2010, and included interviews with post senior staff in charge of programming, training, and support; the U.S. Deputy Chief of Mission; the embassy regional security officer; and host country government ministry officials. In addition, we interviewed a stratified judgmental sample of 20 Volunteers (27 percent of Volunteers serving at the time of our visit) based on their length of service, site location, project focus, gender, age, and ethnicity.

This evaluation was conducted in accordance with the Quality Standards for Inspections, issued by the Council of the Inspectors General on Integrity and Efficiency (CIGIE) (formerly the President's Council on Integrity and Efficiency). The evidence, findings, and recommendations provided in this report have been reviewed by agency stakeholders affected by this review.

INTERVIEWS CONDUCTED

As part of this post evaluation, interviews were conducted with 20 Volunteers, 12 staff members in-country, and 16 representatives from Peace Corps headquarters in Washington D.C., the U.S. Embassy in Ethiopia, and key ministry officials. Twenty-two Volunteers were initially identified as part of the interview sample.[2] Volunteer interviews were conducted using a standardized interview questionnaire, and Volunteers were asked to rate many items on a five-point scale (1 = not effective, 3 = average effective, 5 = very effective). The analysis of these ratings provided a quantitative supplement to Volunteers' comments, which were also analyzed. For the purposes of the data analysis, Volunteer ratings of "3" and above are considered favorable. In addition, 16 out of 20 Volunteer interviews occurred at the Volunteers' homes, and we inspected 14 of these homes using post-defined site selection criteria. The period of review for a post evaluation is one full Volunteer cycle (typically 27 months).

The following table provides demographic information that represents the entire Volunteer population in Ethiopia; the Volunteer sample was selected to reflect these demographics.

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[2] Although there were 20 Volunteers in the final sample, 5 additional informal interviews of Volunteers were conducted in-country. Some sampled Volunteers were replaced due to: (a) time constraints related to OIG travel, (b) requests for an interview by Volunteers, and (c) Volunteers on annual leave during the interview period.

Table 3: Volunteer Demographic Data

Project	Percentage of Volunteers
Health	100%
Gender	**Percentage of Volunteers**
Female	57%
Male	43%
Age	**Percentage of Volunteers**
25 or younger	62%
26-28	24%
29-49	7%
50 and over	8%

Source: March 2010 PC/Ethiopia Volunteer roster. Note: Percentages may not total 100% due to rounding.

At the time of our field visit, PC/Ethiopia had 28 staff positions. The post also employs temporary staff/contractors to assist with PST. Given the time of our visit, these positions were not staffed. We interviewed 15 staff members, including a consultant hired to assist with the environment program.

Table 4: Interviews Conducted with PC/Ethiopia Staff Members

Position	Status	Interviewed
Country Director	USDH	X
Administrative Officer	USDH	X
Associate Peace Corps Director/Health	USDH	X
Program Manager/Health	PSC	X
Program Assistant/Health	PSC	X
Program Assistant/Environment	PSC	
Training Manager	PSC	X
Language & Cross-Culture Coordinator	PSC	X
Peace Corps Medical Contractor	US PSC	X
Peace Corps Medical Contractor	PSC	X
Medical Secretary	PSC	
Safety & Security Coordinator	PSC	X
IT Specialist	PSC	
Executive Assistant / Volunteer Support Coordinator	PSC	X
Volunteer Records Clerk	PSC	
Receptionist	PSC	
Cashier	FSN	
Voucher Examiner	PSC	
Financial Assistant	FSN	
General Services Manager	PSC	X
General Services Assistant	PSC	
Driver/Mechanic (5)	PSC	
Janitor	PSC	
Gardner	PSC	

Source: PC/Ethiopia staffing data, April 2010.

Sixteen additional interviews were conducted during the preliminary research phase of the evaluation, in-country fieldwork and follow-up work upon return to Peace Corps headquarters in Washington, D.C.

Table 5: Interviews Conducted with PC/Headquarters Staff, Embassy Officials and Key Ministry Officials

Position	Organization
Acting Regional Director	PC/Headquarters
Acting Chief of Operations	PC/Headquarters
Chief Administrative Officer	PC/Headquarters
Programming & Training Assistant	PC/Headquarters
Country Desk Officer (2)	PC/Headquarters
Regional Safety & Security Desk Officer	PC/Headquarters
Program & Training Specialist (Health)	PC/Headquarters
Program & Training Specialist (Education)	PC/Headquarters
Peace Corps Safety & Security Officer	PC/Headquarters
Sub-Region Programming & Training Coordinator	PC/Headquarters
Deputy Chief of Mission	U.S. Embassy in Ethiopia
Regional Security Officer	U.S. Embassy in Ethiopia
President's Emergency Plan for AIDS Relief Coordinator	U.S. Embassy in Ethiopia
Director of Directorate, Ministry of Agriculture and Rural Development	Ministry of Environment & Forestry Resources
Chief, Basic Education Services	U.S. Agency for International Development

Source: PC/Ethiopia data, April 2010.

LIST OF RECOMMENDATIONS

WE RECOMMEND:

1. That programming staff include host country government and project partners in program advisory committee meetings with Volunteers and programming staff.

2. That prior to its next trainee input, PC/Ethiopia secure an agreement with its health sector partners which clearly states whether the post or its health partner assumes responsibility for Volunteer housing.

3. That PC/Ethiopia negotiate and secure an agreement, which clearly states whether or not environment and education partners are to provide Volunteer housing as a host country contribution.

4. That PC/Ethiopia include steps in its site development plan to better ensure that counterparts understand their role in supporting the Volunteer and the Volunteers' role in the community.

5. That Volunteer safety and security training presentations include a review of common safety and security incidents experienced by Volunteers and strategies for how best to avoid or respond to such incidents.

6. That the post provide additional English language training to host country staff so they may more effectively respond to Volunteer support needs, or in the event of an emergency.

7. That the post establish minimum English language requirements for current and future staff.

8. That post maintain complete Volunteer information, which includes up to date, reliable, accessible site locator forms, site histories, site visit reports and Volunteer whereabouts information in case of emergency.

9. That the country director finalize the post's process for responding to sexual assault incidents.

10. That PC/Ethiopia identify and establish a reliable, real-time means of communication with every Volunteer.

11. That PC/Ethiopia work with the U.S. Embassy in Addis Ababa and pursue authorization from the government of Ethiopia to use high frequency radio units as part of its communications system.

12. That the Office of Safety and Security work with Office of Global Operations and the Africa Region to ensure that Volunteer safety and security recommendations made in prior Peace Corps safety and security and internal management assessment reports are addressed.

13. That the country director ensure that trainees and Volunteers are adequately informed regarding their responsibility to report all safety and security incidents to post staff.

14. That the country director ensure that all safety and security incidents reported by Volunteers are entered into the Crime Incident Reporting System within three business days, or immediately for violent crime incidents.

15. That PC/Ethiopia test its emergency action plan annually to ensure that staff and Volunteers are adequately trained to respond in case of emergency.

16. That PC/Ethiopia review its emergency action plan and update any information as necessary, and that it provide updates to the U.S. Embassy annually.

17. That the Office of Safety and Security assign a Peace Corps safety and security officer to complete a country risk assessment.

18. That the post coordinate with the Office of the Chief Information Officer to pursue alternative Internet options to help PC/Ethiopia meet minimum Internet bandwidth requirements.

19. That Africa Region and Office of AIDS Relief coordinate to provide guidance to address PC/Ethiopia's President's Emergency Plan for AIDS Relief (PEPFAR) funding scenario, including any guidance necessary to finalize a transition plan for the use of PEPFAR funds while maximizing the expenditure of carryover funds.

MANAGEMENT'S RESPONSE TO
THE PRELIMINARY REPORT

Peace Corps

DATE:	December 8, 2010
TO:	Kathy Buller, Inspector General
FROM:	Daljit K. Bains, Chief Compliance Officer
	Dick Day, Africa Regional Director
CC:	Carrie Hessler-Radelet, Deputy Director
	Stacy Rhodes, Chief of Staff
	Joaquin Ferrao, Deputy Inspector General
	Jim O'Keefe, AIG Evaluations
	Esther Benjamin, AD, Office of Global Operations
	Lynn Foden, AF CHOPS
	Nwando Diallo, CD Ethiopia
	Bill Rubin, General Counsel
	Lien Galloway, Associate General Counsel
	Ed Hobson, AD Safety and Security
	April Miller, Senior Evaluator
SUBJECT:	Africa Region's Response to the OIG Preliminary Report on the Program Evaluation of PC/Ethiopia

Enclosed please find Africa Region's response to the recommendations made by the Inspector General for Peace Corps/Ethiopia, as outlined in the Preliminary Report of the OIG Audit, November 2010.

The Region concurs with twelve (12) recommendations, partially concurs with six (6) recommendations and does not concur with one (1) of the nineteen recommendations. Region will continue to work with Post to ensure full implementation of the OIG recommendations.

Recommendation 1.0: That programming staff include host country government and project partners in program advisory committee meetings with Volunteers and

programming staff.

> **Concur:** Post agrees that the HIV/Health sector include host country government and project partners in its Program Advisory Committee (PAC) meetings with Volunteers and programming staff. Due to the rapid re-entry into Ethiopia and the start-up of the Health sector, host country government and project partners were not sufficiently incorporated in a PAC.
>
> For the new Environment sector, which completed swearing in December 3, 2010, the PAC is on the agenda and will comprise of key collaborating partners who participated in the Stakeholders' Workshop held December 22, 2009. Post will ensure the next PAC meeting for the Health sector, March 2011, will include the necessary government and non- gvernmental partners.

Documents included:

- Invitation to Partners – December 8, 2009

- Stakeholder Meeting Attendees

- Meeting Minutes – December 22, 2009

Documents to be submitted:

Post will send a PAC Health Agenda and Minutes when this meeting is held March 2011.

Status and timeline for completion: March 2011

Recommendation 2.0: That prior to its next trainee input, PC/Ethiopia secure an agreement with its health sector partners which clearly states whether the post or its health partner assumes responsibility for Volunteer housing.

> **Partially Concur:** Due to the rapid start up of programming and re-entry into Ethiopia with the Health sector, and available PEPFAR funding, the Health MOU contained language stating, "As organized with PEPFAR for the 2007-2008 fiscal year, PEPFAR-Ethiopia will make resource available in the amount of approximately $45,000 (forty-five thousand US dollars) to the Ministry of Health to cover Volunteer housing for the first year." (Ministry of Health MOU B. Housing and Furnishings, 2007). It should be noted that the current Country Director inherited this MOU and the associated historic precedent; the existing language in the MOU is unlikely to change.
>
> As a general matter, until the Ministry or any partner organization agrees to provide Volunteer housing as a host country contribution, Peace Corps bears such cost. Although the standard placement MOU template generated by the Office of General Council (OGC) provides for the possibility that a ministry or partnering organization may provide Volunteer housing, Post generally does not and cannot mandate contributions by ministries and partnering organizations.

However, some ministries and partner organizations may be amenable to further discussions, and therefore, the MOUs may state that Peace Corps encourages the ministries or partner organizations to provide Volunteer housing. As the collaboration progresses and strengthens and resources become available, the ministries or partnering organizations may end up bearing such cost in whole or in part. For example, the MOU with the Ethiopian Wildlife Conservation Authority for the Environment sector has revised language that Peace Corps "encourages" the Ministry to provide housing. In further discussions with the Ministry, the Country Director has been successful in securing 50% of Volunteer housing covered by the Ministry. Given this achievement, the Post will continue to negotiate housing coverage as new MOUs are negotiated.

The current Country Director of Peace Corps Ethiopia consults and works with the Office of the General Counsel (OGC) all of the current MOUs that were signed with the Ministry of Agriculture and Rural Development and the Ethiopia Wildlife Conservation Authority. Therefore, all of the above- mentioned MOUs signed by the current Country Director have been vetted with the OGC.

When the opportunity arises, Post will approach the Ministry of Health in an attempt to update the HIV/Health Sector MOU. This process though will not take place for another 2-3 years given the Post focus on effectively implementing the Education and Environment sector programs. Given the lessons learned from implementation of the Health Program, Post has been successful in negotiating and securing host country contribution toward Volunteer housing, and is confident this will be the precedent moving forward.

Documents included:
- MOU Ministry of Agriculture & Rural Development, (Article 19: Housing and Furnishings, page 10), August 27, 2010
- MOU Ethiopian Wildlife Conservation Authority (EWCA), (Article 5: Obligations of the Authority, B. Housing and Furnishings)
- Operating Agreement with Ministry of Health

Status and timeline for completion: complete

Recommendation 3.0: That PC/Ethiopia negotiate and secure an agreement, which clearly states whether or not environment and education partners are to provide Volunteer housing as a host country contribution.

Partially Concur: Post at all times will attempt to negotiate greater host country and partner contributions with regard to housing costs. As a general matter, until the Ministry or any partner organization agrees to provide Volunteer housing as a host country contribution, Peace Corps bears such cost. Although the standard placement MOU template generated by the Office of General Counsel (OGC) provides for the possibility that a ministry or partnering organization may provide Volunteer housing,

Post generally does not and cannot mandate contributions by ministries and partnering organizations.

However, some ministries and partner organizations may be amenable to further discussions, and therefore, the MOUs may state that Peace Corps encourages the ministries or partner organizations to provide Volunteer housing. As the collaboration progresses and strengthens and resources become available, the ministries or partnering organizations may end up bearing such cost in whole or in part.
Although the MOU with the Ethiopian Wildlife Conservation Authority for the Environment sector has language that Peace Corps "encourages" the

Ministry to provide housing, the Country Director has been successful in securing 50% of Volunteer housing covered by the Ministry.

To the extent that Post is able to negotiate and settle with other ministries, such as the Ministry of Education, and partner organizations the Volunteer housing issue at the time of signing of the MOUs, post will do so diligently. But if the parties cannot come to agreement but are amenable to continued discussions on Volunteer housing, MOUs will contain the "encouragement" language or some other language favorable to such discussions.

Documents included:
- MOU Ministry of Agriculture & Rural Development, (Article 19: Housing and Furnishings, page 10), August 27, 2010
- MOU Ethiopian Wildlife Conservation Authority (EWCA), (Article 5: Obligations of the Authority, B. Housing and Furnishings)

Status and timeline for completion: complete

Recommendation 4.0: That PC/Ethiopia include steps in its site development plan to better ensure that counterparts understand their role in supporting the Volunteer and the Volunteers' role in the community.

Concur:
Since PC/Ethiopia is returning to the country after an absence, there continues to be a familiarization phase with counterparts and the community with regard to the counterparts role and there being a full understanding of the responsibilities of the counterpart. This is a natural evolution in the re-entry process.

Additionally, Post is launching a program to familiarize the people of Ethiopia at large and more specifically our partners in the field on Peace Corps goals and objectives, and to facilitate greater counterpart understanding and commitment as well as community integration for Volunteers. This program is modeled after the existing successful Environment installation program in Madagascar. The installation program will take place during the first month of the newly sworn-in Environment Volunteer's arrival. The

swearing in ceremony took place on Friday, December 3, 2010.This timeframe was selected in order to involve the Volunteers and their counterparts in making appointments with key officials and community members in their respective community at the outset and in order to allow the Volunteer time to settle-in so that if there are any issues regarding their general welfare such as housing, etc., we can use this opportunity to address it.

The sites will be visited by Post staff between the dates of December 13 – January 12, 2011.

Post also includes steps in its site development to ensure that counterparts understand their role in supporting Volunteers and the Volunteers' role in the community. The site development actions implemented by Post regarding the counterparts are outlined below with supporting documentation.

For example, after receiving the "Volunteer Request Form", Peace Corps staff return to the site to conduct an extensive orientation and hold discussions with theselected counterpart. During this orientation, Peace Corps staff explain the mission of the Peace Corps and discuss the roles and responsibilities of the Peace Corps office, the hosting agency, the Volunteer's supervisor, the Volunteer's counterpart and those of the Volunteer, leaving with the counterpart a copy of the pamphlet "Roles and Responsibilities of Peace Corps Partnerships".

At Pre-Service Training (PST), counterparts are invited to attend a Counterpart Workshop during which Peace Corps staff again explain the role of the counterpart and what they can do to support their Volunteer. At the end of the Counterpart Workshop which includes time for Volunteers and counterparts to get to know each other and work on an action plan, the counterpart travels back to site with the Volunteer who then spends one week at site working with their counterpart before returning to complete PST.

It should be noted that the government of Ethiopia has initiated a Business Review Process exercised by the Ethiopia Federal Government, which reviews every task and job in every federal, regional, district and Woreda level of the government structures. This has resulted in many staff being replaced, reshuffled and/or transferred and has had an impact on the retention of counterparts. The BPR is expected to be completed within the next 2 years.

Operating within this current environment, the re-entry familiarization phase and the additional steps being taken by Post to ensure the counterparts understand their role, Post and Region are confident that the understanding by counterparts of their full responsibilities will be met.

Documents included:

- Counterpart Workshop Schedule – November 2009

- Environment PST Counterpart Workshop – November 2010

- HIV/AIDS Counterpart Workshop 2008

- Roles and Responsibilities of Partnerships

- Volunteer Request Form (2 pages)

- Environment Group I – Installation Plan

Documents to be submitted:

- Post staff site visit notes from December 2010-January 2011

Status and timeline for completion: January 2011

Recommendation 5.0: That Volunteer safety and security training presentations include a review of common safety and security incidents experienced by Volunteers and strategies for how best to avoid or respond to such incidents.

Concur: Even prior to becoming a volunteer, Peace Corps communicates multiple times and through multiple mediums the importance of safety and security to invitees. Safety and security is addressed in the *Ethiopia Welcome Book*, the *Invitee's Letter to Family* and also during Staging (pre-departure training).

This messaging of the importance of safety and security continues through volunteer service. During three months of Pre-Service Training (PST), safety and security strategies, PCV concerns, potential safety and security threats and how to respond to these incidents are all addressed. Safety and Security is also included in the *Volunteer Handbook* (pages 16-18) which is used by all Volunteers throughout their twenty-seven months of service.

At both Pre-Service and In-Service Training (IST), Post's Safety and Security Coordinator (SSC) conducts a review of common Volunteer-related safety and security incidents and strategies on how best to avoid and/or respond to these incidents. The Regional Safety and Security Officer (PCSSO) and the SSC collaborate on safety and security trends analysis. In November 2010, during the Environment PST the SSC led a session with Volunteers on the 2010 year- to-date crime statistics, covering the types of incidents, when and where they occurred, and ways Volunteers can reduce the risk of being a victim.

Additionally, in order for Volunteers to understand the importance of safety and security in country, Post has willing Volunteers share their experiences as a victim of a crime or incident to minimize future incidents. Post has found this personal sharing is very effective. This type of session is documented in the *Environment PST Counterpart Workshop Agenda.*

Documents included:

- OCSR Addis - All PCVs, April 15, 2010

- Election Plan Memo – All PCVs, May 7, 2010

- Incident Reporting Flowchart

- Approach to Safety and Security (All PCVs)

- Environment PST Counterpart Workshop - S&S Session – November 2010

- SSC CIR Data Analysis (Excel)

- Victimization by Crime Type 2010 (PowerPoint)

Status and timeline for completion: complete November 2010

Recommendation 6.0: That the post provide additional English language training to host country staff so they may more effectively respond to Volunteer support needs, or in the event of an emergency.

Partially Concur*:* Post recognizes the importance of having Volunteers communicate successfully and comfortably with staff. Staff which interact most directly with Volunteers and provide Volunteer support have effective English language skills. These positions include: Program Managers, Program Assistants, PCMCs, and Safety and Security Coordinator. English fluency is reflected in their job announcements and assessed during the interview process.

In countries such as Ethiopia where English is not the official language, Region does not require all staff to have English fluency. As such, drivers, janitors and some other staff may have rudimentary English skill. For most Posts that are not native English speaking this is an ongoing challenge that requires continuous support and is addressed with Volunteers during PST.

Post is searching to identify an English tutor or program in response to the staff initiated request for English language as a development opportunity for staff.

Documents included:

- Job announcements and language requirements: Driver, Guard, Program Manager Health, Program Assistant Health

Status and timeline for completion: TBD, once an English tutor or suitable English classes are identified

Recommendation 7.0: That the post establish minimum English language requirements for current and future staff.

> **Partially Concur**: Post recognizes the importance of having volunteers communicate successfully with staff. Staff that interact most directly with volunteers and provide Volunteer support have effective English language skills. These positions include the Program Managers, Program Assistants, PCMCs, Safety and Security Coordinator. English fluency is required as reflected in their job announcements and assessed during interview processes. Additionally, a language test is conducted for these staff who must pass a written exam.
>
> In countries such as Ethiopia where English is not the official language, Region does not require all staff to have English fluency. As such, drivers, janitors and some other staff may have only rudimentary English. The importance of Peace Corps Pre-Service Training (PST) is to ensure local language proficiency of volunteers and also other cultural barriers in communicating and communication style. Similarly, during PST Volunteer expectations are addressed given that they are not operating in an English speaking post. For most Peace Corps posts that are not native English speaking this is an ongoing challenge that requires continuous support.
>
> Given staff interest, Post is pursuing English language training for staff. This training is not required, but Post has been in the process of locating and recruiting an English teacher as a staff development opportunity.
>
> **Documents included:**
>
> - Job announcements and language requirements: Driver, Guard, Program Manager Health, Program Assistant Health
>
> **Status and timeline for completion:** TBD, once an English tutor or suitable English classes are identified

Recommendation 8.0: That post maintain Volunteer information, which includes up to date, reliable, accessible site locator forms, site histories, site visit reports and Volunteer whereabouts information in case of emergency.

> **Concur:** Post is beginning to use Volunteer Information Database Application (VIDA) more comprehensively to compile Volunteer information using a combination of different information such as the site locator forms, site histories, site visit reports and Volunteer whereabouts. Post has scanned Volunteer site locator forms into VIDA, has input site visits, except those by the PCMOs, into VIDA, and has developed a country map identifying all Volunteer sites. Post has also begun filing by site as opposed to by Volunteer, allowing for a site's history to be captured comprehensively regardless of the number of Volunteers who lived and worked at that site.
>
> **Documents included:**

- PCV Sites (PCV Site Map with Headshot, Locality Map, VIDA Screenshot)

- PCV Volunteer Roster

- Site Locator Map Training

- Map Images (1-5)

- S&S community Survey – July 2009

Status and timeline for completion: completed November 2010

Recommendation 9.0: That the country director finalize the post's rape response protocol as required by PCM section 270.

Concur: Post has updated its Rape Response Protocol as required by the PCM Section 270. Additionally, Post maintains a Rape Response Action Plan.

Documents included:
- Rape Response Action Plan
- Crime Incident Reporting Flow Chart
- Rape Incident Notification Flow Chart

Documents to be submitted:
- Rape Response Protocol

Status and timeline for completion: December 2010

Recommendation 10.0: That PC/Ethiopia identify and establish a reliable, real-time means of communication with every Volunteer.

Partially Concur: Post agrees that having more immediate real time communication with every volunteer would be ideal. However, this technology capacity does not exist. Even prior to becoming a volunteer in Ethiopia, Post conveys the distinct nature of communication challenges. These communication challenges highlight the importance of safety and security through different messaging in Welcome Books, the Invitee Letter and during Staging. Despite these challenges, Post utilizes different means of technology to communicate with Volunteers: cell phones, satellite phones and e-mail.

The Peace Corps/Ethiopia Welcome book is sent to Volunteers before in- country arrival and all other communication with potential and current Volunteers establishes a realistic expectation of communication. Post has not given Volunteers

the impression that reliable, real-time communication can or will be achieved. The emphasis by Post to Volunteers is to build reliable relationships and establish concrete backup plans at their sites in case of an emergency and if they are unable to get through immediately to Pos. Examples of these messages on realistic communication include:

1. Welcome Book

Telephones
Almost all sites have telecom centers with international long distance. Peace Corps/Ethiopia provides a telecommunications allowance. Cellular telephones are widespread in Ethiopia, although coverage varies across the country. You will have the option of purchasing a SIM card and phone during Pre-Service Training (PST); almost all current Volunteers have mobile phones.

Computer, Internet, and E-mail Access
Internet access is available at internet cafes in most towns and cities, but can be slow and costly, so most Volunteers use internet about once every few weeks. Designated computers in the resource center at the Peace Corps office have internet access, and you are welcome to use these when in Addis Ababa. Many Volunteers bring laptops for research, digital photos or entertainment, but as with any valuable item, there is a risk of theft or damage."

2. From the Letter to Trainee family members

Telephone Calls
The telephone system in Ethiopia is relatively good. Service to the United States is somewhat reliable, phones exist in most towns and Volunteers can often plan to be at a phone on a certain date to receive calls from home on their cell phones. This usually works, but there are also innumerable factors that can make the best-laid plans fall apart. When calling Ethiopia you may often get voice recorded messages stating that the person you are calling is "out of the service area", while this is often true, sometimes it is just a poor network connection which can be remedied by calling again. It is not uncommon to have to call 5-10 times before getting through. There is no voice mail service in Ethiopia, so please just keep trying to get through."

Post will continue to assess and implement the latest communication technologies as they become available in the local market.

Documents included:
- Ethiopia Welcome Book – August 2010
- Ethiopia Family Letter – August 2010

Status and timeline for completion:: August 2010

Recommendation 11.0: That PC/Ethiopia work with the U.S. Embassy in Addis Ababa and pursue authorization from the government of Ethiopia to use high frequency radio units as part of its communications system.

> **Do Not Concur:** Region agrees it is imperative to have a strong communication system in place to contact volunteers especially in the case of emergencies and outside of the existing cell phone network which is controlled by the Ethiopian government. However, Region does not agree that Post and the U.S. Embassy should pursue authorization of radio units from the government of Ethiopia. The Ethiopian government maintains tight controls over all communication systems and essentially has a monopoly.
>
> This monopoly is supported by the existing legal framework. To ensure continued bilateral US-Ethiopian relations, Post will continue to operate within the country's existing legal framework. Additionally high frequency radios are not foolproof.
>
> To address this need for back up emergency communications, Post purchased 15 Iridium Satellite phones in FY 10, issuing nine satellite phones to the PCV Wardens and utilizing 5 for staff use. Most recent PCV Warden training occurred on April 7, 2010, co-facilitated by the PCSSO. All PCVs Wardens were trained in their responsibilities as wardens, how to use the satellite phone and provided with written sat phone instructions.
>
> **Documents included:**
> - Satellite Point of Contact (POC) Phone Numbers
> - POC "Warden" Orientation (Power Point)
>
> **Status and timeline for completion:** unable to complete given legal restrictions

Recommendation 12.0: That the Office of Safety and Security work with Office of Global Operations and the Africa Region to ensure that Volunteer safety and security recommendations made in prior PCSSO and internal management assessment reports are addressed.

> **Concur:** From the recent April 2010 PCSSO report, Post has and continues to implement the PCSSO recommendations and the recommendations made by the Internal Management Assessment (IMA) team's report from November 2008. Documentation includes the December 2008 Status update from post on the IMA recommendations, and the Safety and Security Desk Officer (SSDO's) Tracking Sheet for the PCSSO Recommendations.
>
> **Documents included:**
>
> - PCSSO Recommendation Tracking (Excel)
> - IMA Status Report 2008

Status and timeline for completion: Q2 2011

Recommendation 13.0: That the country director ensure that trainees and Volunteers are adequately informed regarding their responsibility to report all safety and security incidents to post staff.

Concur: Volunteers and trainees are consistently made aware of the importance of reporting all safety and security incidents. This messaging of reporting incidents begins in the three month long Pre-Service Training (PST), continuing through In-Service Trainings (ISTs) and is included in other official meetings and events with Volunteers. During site visits, staff also ask Volunteers about safety and security incidents or concerns.

Communication about safety and security incidents is a two-way collaboration. As specific safety and security events approach, such as elections, Post reminds Volunteers to be pro-active and also report any safety and security concerns or incidents. Incident reporting is addressed in the PCV Handbook (pages 16-18).

Additionally, every Friday, the Country Director notifies all Volunteers through emails with news including Friday updates on the latest safety and security information for the country.

Documents included:

- CIRS Report – 8-4-2010
- Ethiopia PCV Handbook 2010
- SSC email (Hishe Hailu) – Nov 15 2010
- SSC Incident Report – Oct 18 2010
- Weekly Update (Nov 12, 19, 26 and Dec 6, 2010)

Status and timeline for completion: completed December 2010

Recommendation 14.0: That the country director ensure that all safety and security incidents reported by Volunteers are entered into the Crime Incident Reporting System within three business days, or immediately for violent crime incidents.

Concur: When Post's previous Safety and Security Coordinator (SSC) left Peace Corps, Post recognized it did not have enough staff trained to effectively support security-related tasks to enter Volunteer safety and security incidences into CIRS (Crime Incident Reporting System). Post has since conducted CIRS training for staff and is confident that between the various trained staff, it will ensure that all safety and security incidences are reported within three business days, or immediately for violent crime incidents.

The Safety and Security Desk Officer (SSDO) conducted an analysis of the timeliness of Post entering CIRS data for 2010. Between January 1st 2010 and November 19th 2010, a total of 15 incidents were entered into the CIRS database by post. Of those 15 reports, 14 were entered within three business days of the date the PCV reported the incident to post. The only report that fell outside of the requirements established in Peace Corps' *Consolidated Incident Reporting Guide* (page 3) was Incident #663-2010720-10949, which was reported to Post by the Volunteer on July 14th and submitted via CIRS to HQ on July 20th.

Documents included:

- Ethiopia Crime Statistics (PowerPoint)
- Ethiopia 2009 Crime Graphs (Excel)

Status and timeline for completion: completed and continuous

Recommendation 15.0: That PC/Ethiopia test its EAP annually to ensure that staff and Volunteers are adequately trained to respond in case of emergency.

Concur: Post conducted an EAP test in April 2010. At that time, the PCSSO was visiting Post so his presence was used as an opportunity to conduct refresher training for staff and Volunteer Wardens. Post is due to conduct its next annual EAP test during the second quarter of 2011. Supporting documentation shows the results of the EAP test conducted this year.

Documents included:
- Lessons Learned from Elections (email)
- Warden Training Session
- EAP – Warden Responsibilities (page 7 – PowerPoint)
- PCSSO Recommendations – April 2010

Status and timeline for completion: May 2011

Recommendation16.0: That PC/Ethiopia review its EAP and update any information as necessary, and that it provide updates to the U.S. Embassy annually.

Concur: With the arrival of the first Environment Volunteers who will be placed in new and more rural sites, Post used this opportunity to update its Emergency Action Plan (EAP) to incorporate the new sites, the new consolidation points and the additional Volunteers issued satellite phones. The new EAP has also been distributed to RSO at the U.S. Embassy. Supporting documentation includes the newly revised EAP from November 2010.

Documents included:

- Emergency Action Plan (EAP) – November 2010

Status and timeline for completion: completed November 2010

Recommendation 17.0: That the Office of Safety and Security assign a PCSSO to complete a country risk assessment.

Concur: Post has requested a PCSSO visit for Q2 and the Office of Safety and Security has confirmed the PCSSO's availability.

Documents included:
- PCSSO Recommendations Tracking Sheet (Excel)
- Approved PCSSO visit (email – Nov 22, 2010)

Status and timeline for completion: end of Q2 2011

Recommendation 18.0: That the post coordinate with the Office of the Chief Information Officer to pursue alternative Internet options to help PC/Ethiopia meet minimum Internet bandwidth requirements.

Partially Concur: OCIO has reviewed the situation and determined that Post is receiving the best connectivity given the currently available options. As new technology and different provider options emerge in Ethiopia, Post will continue to collaborate with the OCIO to find improved solutions.

Documents included:
- Office of Chief Information Officer (OCIO) Assessment Results, Dated: November 2010

Status and timeline for completion: completed November 2010

Recommendation 19.0: That Africa Region and Office of AIDS Relief coordinate to provide guidance to address PC/Ethiopia's PEPFAR funding scenario, including any guidance necessary to finalize a transition plan for the use of PEPFAR funds while maximizing the expenditure of carryover funds.

Concur: Africa Region, OAR and Post confirm that the requested guidance has been provided and a detailed action plan is on-going and underway. The plan to address spending and use of PEPFAR funds was developed in conjunction with Africa Region, OAR and Post. Post, Region and OAR develop annual "roadmaps" to spend down these carryover funds. As such, a new or different plan from the existing agreed upon plan is unnecessary.

PEPFAR funds can be used to enhance and grow any of post's HIV/AIDS responses where resources and opportunity exists and supports the agency's growth. While appropriated funds should support core Post functions, PEPFAR funds may be used on occasion to cover core functions specifically for entry/re-entry when addressing HIV/AIDS.   Contributed PEPFAR funds should remain proportionate to Post's work across all sectors.

The "roadmap" (supporting documentation), comprises the following two action items:

1. Post requested and received approval from OAR and the PEPFAR Country Team to decline new funds for PEPFAR COP 10 and instead apply USD $1,415,700 of its carryover funds towards COP 10 activities.

2. Post requested and received approval from OAR to fund additional activities critical for improving Volunteer support. These additional activities, which were not previously included in the PEPFAR budget, are:

- Fully funding one of the Regional Volunteer Support Offices Funding a
- 10-day Volunteer perma-culture training and certification with these certified Volunteers conducting training-of- trainers to the entire Volunteer community
- Fully funding all HIV/Health Volunteers (Previously, PEPFAR funds were only approved to fund 75% of the HIV/Health Volunteers.)

- Funding a second HIV/Health Program Assistant, and
- Funding aUSPSC (or 3rd Country   National) HIV/Health Technical Trainer for the next Pre-Service Training in May 2011.

Documents included:
- PEPFAR IP 10-10-15 Approved
- ET Narrative Revised 10-10-15 Approved
- ET Revised Budget 10-10-15 Approved
- Memo Requesting Approval to use PEPFAR funds
- ET 10 PEPFAR IP 10-07-23 Final Approval
- ET10 PEPFAR Timeline 10-07-20 Final Approval
- ET10 Budget 10-07-20 Final Approval
- ET10 OrgChart 10-07-20 Final Approval
- ET10 PEPFAR Narrative 10-07-20 Final Approval
- PEPFAR Implementation Plan – July 24 2010 (email)

Status and timeline for completion: Complete and ongoing

OIG COMMENTS

Management concurred with 12 recommendations, partially concurred with six recommendations, and did not concur with one recommendation. Based on the documentation provided, we closed six recommendations: numbers 5, 7, 8, 13, 14, and 18. In its response, management described actions it is taking or intends to take to address the issues that prompted each of our recommendations. Additionally, management has provided clarifications or has updated information that is reflected in the final report. We wish to note that in closing recommendations, we are not certifying that the region or post has taken these actions or that we have reviewed their effect. Certifying compliance and verifying effectiveness are management's responsibilities. However, when we feel it is warranted, we may conduct a follow-up review to confirm that action has been taken and to evaluate the impact.

Thirteen recommendations, numbers 1, 2, 3, 4, 6, 9, 10, 11, 12, 15, 16, 17, and 19, remain open pending confirmation from the chief compliance officer that the documentation reflected in the OIG Analysis below is received. See Appendix A for agency's response to the subject report.

1. That programming staff include host country government and project partners in program advisory committee meetings with Volunteers and programming staff.

> **Agency's Response:** Concur.

> **OIG Analysis:** To close this recommendation , please provide documentation demonstrating that host country government and project partners were included in the March 2011 PAC meeting for the Health sector or in other program advisory committee meetings.

2. That prior to its next trainee input, PC/Ethiopia secure an agreement with its health sector partners which clearly states whether the post or its health partner assumes responsibility for Volunteer housing.

> **Agency Response:** Partially Concur.

> **OIG Analysis:** In its response, the post indicated that, as collaboration progresses and strengthens and as resources become available, ministries and host partner organizations may end up bearing Volunteer housing cost in whole or part. It also related plans to approach the ministry of health in an attempt to update the HIV/Health Sector MOU in approximately two or three years' time. To close this recommendation, please document the result of any future discussions with the ministry of health and partner organizations and other efforts to negotiate and secure their contribution toward Volunteer housing for that project sector.

3. That PC/Ethiopia negotiate and secure an agreement, which clearly states whether or not environment and education partners are to provide Volunteer housing as a host country contribution.

> **Agency's Response:** Partially Concur.

> **OIG Analysis:** OIG recognizes the efforts made and progress post has achieved to date to address host partner housing responsibilities for its environment sector Volunteers. However, the post did not present a plan of action that addresses this recommendation for both the education and environment sectors. To close this recommendation, please document that discussions with the partner ministries include efforts to negotiate and secure host country contribution toward Volunteer housing for both project sectors.

4. That PC/Ethiopia include steps in its site development plan to better ensure that counterparts understand their role in supporting the Volunteer and the Volunteers' role in the community.

> **Agency's Response:** Concur.

> **OIG Analysis:** To close this recommendation, please provide post staff site visit notes from December 2010-January 2011 that detail steps taken during site development that more thoroughly address counterpart and Volunteer roles.

6. That the post provide additional English language training to host country staff so they may more effectively respond to Volunteer support needs, or in the event of an emergency.

> **Agency's Response:** Partially Concur.

> **OIG Analysis:** As we noted in our report, limited English proficiency of non-native English speaking staff may inhibit post's response in an emergency and Volunteer support may suffer as a result of poor staff English speaking skills. To close recommendation six, please provide documentation showing an English tutor or alternative program was offered to non-native English speaking staff.

9. That the country director finalize the post's process for responding to sexual assault incidents.

> **Agency's Response:** Concur.

> **OIG Analysis:** (Note: the final report and recommendation 9 have been updated to reflect agency policy and guidance.) Peace Corps' Medical Technical Guideline 540 for Management of Sexual Assault includes guidance for conducting physical examinations of victims of sexual assault and for collecting forensic evidence useful during legal

proceedings. Please document actions taken to confirm that the CD and PCMO are knowledgeable of and able to comply with the requirements of Technical Guideline 540.

10. That PC/Ethiopia identify and establish a reliable, real-time means of communication with every Volunteer.

> **Agency's Response:** Partially Concur**.**
>
> **OIG Analysis:** In our report, OIG noted additional communications options are necessary to ensure a reliable communications system is in place for all Volunteers and staff to transmit or receive information in case of an emergency. The post has indicated in its response that it will continue to assess and implement the latest communication technologies as they become available in the local market. Please provide the results of post's annual testing of the adequacy and reliability of the in-country communication network and also document any efforts made to enhance communication systems.

11. That PC/Ethiopia work with the U.S. Embassy in Addis Ababa and pursue authorization from the government of Ethiopia to use high frequency radio units as part of its communications system.

> **Agency's Response:** Do Not Concur.
>
> **OIG Analysis:** The agency did not concur with OIG's recommendation and provided a rationale for not pursuing authorization from the host government to use high frequency radios. OIG acknowledges that nine Volunteers and five staff were provided satellite phones in an effort to establish a more robust backup communications system. However, the response to the recommendation did not offer a plan of action to fully address the underlying problem we identified. Please provide the results of post's annual testing of the adequacy and reliability of the in-country communication network and also document any additional efforts made to enhance communication systems.

12. That the Office of Safety and Security work with Office of Global Operations and the Africa Region to ensure that Volunteer safety and security recommendations made in prior Peace Corps safety and security officer and internal management assessment reports are addressed.

> **Agency's Response:** Concur.
>
> **OIG Analysis:** OIG acknowledges post has and continues to implement Volunteer safety and security recommendations made by the PCSSO and made by the Internal Management Assessment (IMA) team in a November 2008 report. Please provide documentation that IMA and PCSSO recommendations have been closed.

15. That PC/Ethiopia test its emergency action plan annually to ensure that staff and Volunteers are adequately trained to respond in case of emergency.

> **Agency's Response:** Concur.

> **OIG Analysis:** The agency indicated its plans to provide OIG the results of its next PC/Ethiopia communications test, planned for May 2011. Please provide the results of post's annual EAP test that demonstrates an effective combination of communications means is in place so that all Volunteers and staff may communicate in case of emergency.

16. That PC/Ethiopia review its emergency action plan and update any information as necessary, and that it provide updates to the U.S. Embassy annually.

> **Agency's Response:** Concur.

> **OIG Analysis:** Please provide examples of updates made to the EAP to include information for and about environment sector Volunteers and an update to the listing of local medical facilities in regions where Volunteers are placed. In addition, please provide evidence the updated EAP was provided to the embassy RSO.

17. That the Office of Safety and Security assign a Peace Corps safety and security officer to complete a country risk assessment.

> **Agency's Response:** Concur.

> **OIG Analysis:** Agency indicated the Office of Safety and Security confirmed the PCSSO's availability to conduct a visit during the second quarter of fiscal year 2011. Please provide documentation reflecting that a country risk assessment was completed with the assistance of the PCSSO.

19. That Africa Region and Office of AIDS Relief coordinate to provide guidance to address PC/Ethiopia's President's Emergency Plan for AIDS Relief (PEPFAR) funding scenario, including any guidance necessary to finalize a transition plan for the use of PEPFAR funds while maximizing the expenditure of carryover funds.

> **Agency's Response:** Concur.

> **OIG Analysis:** OIG is encouraged that the agency has partially addressed this recommendation by developing a plan for expenditure of approximately $2m of its approximately $4.2m carryover. To close recommendation 19, please provide a detailed plan for the expenditure of the remaining carryover.

COUNTRY PROGRAM EVALUATION COMPLETION AND OIG CONTACT

EVALUATION COMPLETION

This country program evaluation was conducted under the direction of Jim O'Keefe, Assistant Inspector General for Evaluations, and by Senior Evaluator April Thompson Miller.

Jim O'Keefe
Assistant Inspector General for Evaluations

OIG CONTACT

Following issuance of the final report, a stakeholder satisfaction survey will be distributed. If you wish to comment on the quality or usefulness of this report to help us improve our products, please e-mail Jim O'Keefe, Assistant Inspector General for Evaluations, at jokeefe@peacecorps.gov, or call (202) 692-2904.

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