

**Activities of the Office of Internal Oversight Services on peacekeeping operations for the period from 1 January to 31 December 2012**

A/67/297 (Part II)

**Statement to the Fifth Committee by the  
Under-Secretary-General for Internal Oversight Services  
Carman L. Lapointe  
14 May 2013**

Mr. Chairman, distinguished Members of the Fifth Committee,

I am pleased to introduce the report on the Activities of the Office of Internal Oversight Services for peacekeeping operations for the period from 1 January to 31 December 2012.

But before I do so, I would like to take this opportunity to express my appreciation to the Member States for agreeing that OIOS audit reports be made public on an experimental basis no later than 1 July 2013 until the end of 2014. We are now taking steps to implement accordingly. The audit reports issued after April 15, 2013 will be made available on the OIOS website 30 days after they have been listed as issued, to provide an opportunity for Member States to request advance copies. We believe that this policy will enhance transparency and encourage more timely responses to critical and important issues.

The report before you provides an overview of the work of the three Divisions: Internal Audit, Investigations, and Inspection and Evaluation. OIOS issued 160 oversight reports on peacekeeping matters in 2012.

During the reporting period, the Internal Audit Division made greater use of horizontal audits to identify systemic strengths and weakness across peacekeeping operations. Horizontal audits have highlighted the need for policy reviews and procedural changes and have facilitated knowledge sharing. In 2012, audits were completed on the readiness of information and communications technology systems to implement International Public Sector Accounting Standards and Umoja in peacekeeping missions. Five additional horizontal audits are underway covering various topics, including contingent-owned equipment, waste management, rations management, IPSAS preparedness; and IPSAS implementation.

The Inspection and Evaluation Division's risk-based planning for peacekeeping operations shifted its emphasis to risks relating to thematic and cross-cutting issues. This approach is expected to identify issues or themes that are of particular interest to and subjects of intergovernmental discussions, as a basis for planning future evaluations. In addition, it will also help promote learning opportunities and sharing of effective approaches and successful practices that missions may find useful to share.

In 2012, while new investigations on sexual exploitation and abuse (SEA) involving uniformed personnel declined, the issue has remained a significant area of concern, particularly in light of enforcing the zero tolerance policy. OIOS will continue to do its part to ensure that SEA allegations are properly followed up or investigated. We will also continue to rely on Member States to do their part to pursue appropriate follow-up actions in accordance with the related Memorandum of Understanding for troop-contributing countries. Our joint and combined efforts are vital to ending sexual exploitation and

abuse, which is a gross violation of human rights that victimize the most vulnerable among those the United Nations actually seeks to protect.

On staffing matters, there was a significant improvement in vacancy rates between the two reporting periods. The OIOS vacancy rate for peacekeeping at the end of 2012 was 18 per cent compared to 25 per cent at the end of 2011. This is attributable to the enhanced recruitment strategy and the use of rosters for staff selection.

In 2012, OIOS completed the analyses underlying its comprehensive report on the pilot project, which proposes the creation of dedicated mission-based teams supplemented by regionally-based resources in the Investigations Division to optimize the utilization of resources. Regional teams with specialized skills will help and supplement the mission-based teams to cope with temporary spikes in caseloads. Moreover, if necessary, additional resources will be allocated in order to enhance responsiveness and address the needs of clients in a timely manner. To manage expectations in this proposed cost-effective scheme, OIOS has been diligently communicating with both staff and clients in the field.

In conclusion, I would like to thank all OIOS staff for their hard work and dedication to the work of OIOS, and for their commitment to the ideals of the United Nations. I would also like to express appreciation to all Member States for your interest in and support for our work.

I thank you and welcome your questions on any subject matter.

**Review of the reporting by United Nations peacekeeping missions on the protection  
of civilians  
A/67/ 795**

**Statement to the Fifth Committee by the  
Under-Secretary-General for Internal Oversight Services  
Carman L. Lapointe  
14 May 2013**

Mr. Chairman, distinguished Members of the Fifth Committee,

I am pleased to introduce the report of the Office of Internal Oversight Services (OIOS) on the review of the reporting by United Nations peacekeeping missions on the protection of civilians as contained in the report A/67/795.

The review covered seven missions: UNIFIL, MONUC/MONUSCO, UNMIL, UNOCI, MINUSTAH, UNMIS and UNAMID. They reported on their protection of civilian mandates, *inter-alia*, through their budget performance reports from 2001 to 2011.

While I am pleased to report notable progress, there are remaining issues that need to be addressed. The review's main results included:

- DPKO/DFS have actively guided missions to support a common understanding of the concept of protection of civilians and related planning. However, no specific guidance has been issued on performance reporting within the results-based budgeting frameworks.
- Missions have made progress in incorporating information related to the protection of civilians into their performance reports, but this has been uneven and, likely, influenced by the missions' specific contexts and challenges.
- Missions included a variety of indicators that were linked to violence, including civilian deaths and sexual violence, but such use was inconsistent and intermittent across and within missions.
- Analysis also indicated that there were apparent inconsistencies in the number of deaths reported in budget performance reports and in selected mission-specific reports of the Secretary-General.

Accordingly, OIOS made three important recommendations that the Department of Peacekeeping Operations in consultation with the Department of Field Support should:

- Issue a guidance on the inclusion of information on the protection of civilians in results-based-budgeting frameworks for peacekeeping missions with this mandate;
- Ensure consistent and quantified use of “conflict-related civilian deaths” and “conflict-related sexual violence” (including rape) as indicators of achievement in the performance reports and;
- Address the issue of inconsistencies in the reporting of the number of civilian conflict-related deaths in performance reports and mission specific reports of the Secretary-General.

Mr. Chairman,

While DPKO/DFS have fully accepted only the first recommendation at the time of issuance of the report, OIOS still considers the remaining two recommendations are important for better reporting on the protection of civilians. Accordingly OIOS shall continue to work with DPKO/DFS, and the Office of Secretary-General, if needed, toward the resolution of differences.

DPKO/DFS’ central concern with respect to the use of “conflict-related deaths” and “conflict-related sexual violence” as indicators, was that the recommendation would assert “causality” where it may not exist and that if accepted, it can lead to an erroneous conclusion that a mission has failed (or succeeded) in protecting civilians, without taking into account many factors beyond a mission’s control.

I wish to clearly state that our intention was not to assign responsibility where none exists. Indeed, the report was clear on this point and notes that “heinous incidents can increase despite the best efforts of a mission.” It is also true that many elements in a mission’s environment may be outside its control. Rather, OIOS’ rationale in making this recommendation was that conflict-related deaths and sexual violence should be transparently recorded so that Member States, including the General Assembly are appropriately assisted in its deliberations on this important subject. Accuracy in reporting must prevail over apprehension about reporting.

With respect to the discrepancies of civilian deaths reported, DPKO/DFS have agreed that there should be greater consistency in the identification and use of indicators, but the Departments did not find it feasible to reconcile the statistics on civilian conflict-related deaths presented in the performance reports and in the mission-specific reports of the Secretary- General, nor did they believe that the effort expended in attempting to achieve such reconciliation would enhance the implementation of protection-of-civilians mandates. OIOS did not find these concerns particularly convincing.

Mr. Chairman,

I wish to add that OIOS had shared this report with the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict. I am pleased to

report that the Office indicated its overall satisfaction with the recommendations to include actions to address sexual violence as a performance benchmark for relevant peacekeeping operations.

I stand along with my Director of the Inspection and Evaluation Division, Deborah Rugg, and her staff to support you in your discussions on this important review.

Thank you.

**Comprehensive report on the implementation of the pilot project  
designated by the General Assembly in resolution 63/287  
(A/67/751)**

**Statement to the Fifth Committee by the  
Under-Secretary-General for Internal Oversight Services  
Carman L. Lapointe  
14 May 2013**

Mr. Chairman, distinguished Members of the Fifth Committee,

At this same time last year I had the privilege of presenting the comprehensive report on the implementation of the pilot project designated by the General Assembly in resolution 63/287. Members may recall, however, that the scheduling had required OIOS to submit its report prior to the completion of the pilot project period, and that in its resolution 66/265 the General Assembly requested a subsequent and final report upon completion of the project.

Today I am pleased to introduce the *final* comprehensive report A/67/751. I am confident that this report provides an accurate and comprehensive review of our experience during the pilot project that called for centers of investigation within the Investigations Division OIOS and maintaining relatively few resident investigators in some peacekeeping missions.

OIOS has based its assessments “with a view to deciding on a restructuring of the Investigations Division of the Office of Internal Oversight Services”, as it relates to Peacekeeping, including:

- Comments and observations of management in peacekeeping missions and in headquarters;
- A complete qualitative analysis, including lessons learned;
- A clear and transparent presentation of the prior structure and the pilot structure in terms of coverage of field missions;
- A cost-benefit analysis, including effectiveness and efficiency of the pilot structure, based on reasonable assumptions including of long-term trends of investigations in field missions;
- Justified rationale for all investigations staff and resources, including facilitating better responsiveness to changing caseload requirements; and,
- Complete and updated information on current staffing, vacancy rates and caseloads by locations and types of investigations.

In terms of client expectations, I would like to highlight that mission management continues to urge OIOS to build our investigative capacity in missions, primarily because on-site capacity is seen as more responsive and expertise is easily and informally available. Furthermore, our analysis shows that investigators embedded within missions, more reports of violations are received as a result of accessibility.

Nevertheless, because of additional leave entitlements, mission-based investigators had less time available to dedicate to investigations than their counterparts in regional centres. In addition, the recruitment and retention of staff to non-family duty stations, has and probably always will pose



challenges to OIOS; especially when competition across the international community is so fierce for the skills of professional investigators.

Mr. Chairman, in light of these and other considerations we are confident that the proposed 2013/14 support account budget addresses the underlying goal of the pilot project, to propose the most cost-effective structure for OIOS to build and maintain adequate professional capacity to respond to investigation demands within peacekeeping operations.

The proposal provides for increasing mission presence within those missions that meet the necessary cost-effective threshold for dedicated teams, combined with establishing an Investigations Office in the Regional Service Center in Entebbe and maintaining teams in both Vienna and New York to supplement mission-based teams and to serve those missions where dedicated teams would not be cost-effective. Initiatives under the administrative context include establishing P-5 Chief Resident Investigator Posts to provide leadership within mission-based teams equivalent to their counterparts; conversion of GTA positions to posts to more appropriately reflect the ongoing nature of investigation requirements; and maintaining some resources in family duty stations to provide for staff mobility and rotation to improve our ability to attract and retain qualified investigators and resolve high vacancy situations.

We believe that the proposed structure provides the most appropriate approach for all stakeholders, in particular for the victims of misconduct.

Thank you, Mr. Chairman.