



OIOS

Office of Internal Oversight Services

INTERNAL AUDIT DIVISION

AUDIT REPORT

The United Nations Peacebuilding Support Office in Guinea-Bissau (UNOGBIS)

Strong leadership and adherence to the United Nations code of conduct and ethics are necessary to address systemic management and administrative problems in UNOGBIS

23 July 2009

Assignment No. AP2009/646/01

United Nations  Nations Unies

INTEROFFICE MEMORANDUM

MEMORANDUM INTERIEUR

OFFICE OF INTERNAL OVERSIGHT SERVICES - BUREAU DES SERVICES DE CONTRÔLE INTERNE
INTERNAL AUDIT DIVISION - DIVISION DE L'AUDIT INTERNE

TO Mr. B. Lynn Pascoe, Under-Secretary-General
A Department of Political Affairs

DATE 23 July 2009

Ms. Susana Malcorra, Under-Secretary-General
Department of Field Support

Mr. Joseph Mutaboba, Representative of the Secretary-
General, UNOGBIS

Fatoumata

REFERENCE IAD: 09-02696

FROM: Fatoumata Ndiaye, Acting Director
DE Internal Audit Division, OIOS

SUBJECT: **Assignment No. AP2009/646/01 - Audit of the United Nations Peacebuilding Support Office in
OBJET: Guinea-Bissau (UNOGBIS)**

1. I am pleased to present the report on the above-mentioned audit.
2. Based on your comments, all recommendations will remain open in the OIOS recommendations database as indicated in Annex 1. In order for us to close the recommendations, we request that you provide us with the additional information as discussed in the text of the report and also summarized in Annex 1.
3. Please note that OIOS will report on the progress made to implement its recommendations, particularly those designated as high risk (i.e., recommendations 1, 2, 4, 6 and 11), in its annual report to the General Assembly and semi-annual report to the Secretary-General.

cc: Ms. Angela Kane, Under-Secretary-General, DM
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INTERNAL AUDIT DIVISION

FUNCTION

"The Office shall, in accordance with the relevant provisions of the Financial Regulations and Rules of the United Nations examine, review and appraise the use of financial resources of the United Nations in order to guarantee the implementation of programmes and legislative mandates, ascertain compliance of programme managers with the financial and administrative regulations and rules, as well as with the approved recommendations of external oversight bodies, undertake management audits, reviews and surveys to improve the structure of the Organization and its responsiveness to the requirements of programmes and legislative mandates, and monitor the effectiveness of the systems of internal control of the Organization" (General Assembly Resolution 48/218 B).

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EXECUTIVE SUMMARY

Audit of the United Nations Peacebuilding Support Office in Guinea-Bissau

OIOS conducted an audit of the United Nations Peacebuilding Support Office in Guinea-Bissau (UNOGBIS). The overall objective of the audit was to assess the adequacy and effectiveness of internal controls over UNOGBIS' administration and management. The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.

UNOGBIS staff encountered significant internal challenges such as interpersonal conflicts, poor management, and a stressful work environment which undermined performance, adversely impacted the effective accomplishment of the mandate and negatively affected staff morale in the mission. Problems at UNOGBIS ranged from allegations regarding breach of confidentiality and inappropriate handling of personal staff information to insubordination, power struggles, and e-mail tampering. A history of inadequate management resulted in problems contributing to a weak control environment. The need to address the above problems is also urgent due to the Department of Political Affairs' (DPA) proposal for transition of UNOGBIS to an integrated mission with an expanded mandate. Other main findings were as follows:

- The decision-making process on the proposal for UNOGBIS' transition to an integrated mission was not properly documented to provide evidence that an in-depth assessment of needs for the transition had been made;
- UNOGBIS had no exit strategy, and there was no host country agreement between the Government of Guinea-Bissau and the United Nations;
- There is a need to clarify roles and responsibilities between the United Nations Country Team and UNOGBIS regarding communication with Headquarters and the host government;
- UNOGBIS staff were deficient in their knowledge of United Nations core competencies, ethics, the code of conduct, and procedures for disciplinary matters and grievances. Training and career development for UNOGBIS staff was inadequate; and
- Inadequate administrative services provided by the United Nations Development Programme (UNDP) resulted in UNOGBIS taking over administrative functions in finance and human resources management. In order to do this, UNOGBIS was authorized to open a bank account, recruit additional staff, and install information technology (IT) systems ProGen and SunSystem to carry out its responsibilities. The decision to authorize additional staff was based on segregation of duty requirements to operate the IT systems without consideration of the cost of the additional staff, or the implementation of compensating controls given the volume and type of transactions processed by UNOGBIS.

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I. INTRODUCTION

1. The Office of Internal Oversight Services (OIOS) conducted an audit of the United Nations Peacebuilding Support Office in Guinea-Bissau (UNOGBIS). The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.

2. On 3 March 1999, the Security Council approved the Secretary General's proposal to establish UNOGBIS headed by a Representative of the Secretary-General (RSG) as stipulated in S/1999/233. The UNOGBIS mandate includes, inter alia, (a) assisting the Peacebuilding Commission in its multidimensional engagement with Guinea-Bissau; (b) capacity building of national institutions, including law enforcement and criminal justice; (c) national reconciliation and political dialogue process; (d) extending cooperation with national authorities in their efforts to combat drug trafficking and organized crime; and (e) assisting with the promotion and institutionalization of respect for the rule of law and human rights. Given the increase in drug trafficking and crime in the country, a major component of UNOGBIS' work in 2009 included the security sector reform (SSR) in order to strengthen government capacity. The current mandate expires in June 2009, pending the Secretary-General's recommendations for establishing an integrated mission in Guinea-Bissau.¹

3. A Technical Assessment Mission (TAM) was deployed to Guinea-Bissau in April 2009 to consult with stakeholders with a view to develop proposals for an integrated United Nations presence. The assessment and recommendations of the TAM were endorsed by the Directors of the Integrated Task Force (ITF) on Guinea-Bissau and the Policy Committee. The recommendations were under consideration by the Security Council. In addition, other United Nations agencies such as the United Nations Development Programme (UNDP), the United Nations Office on Drugs and Crime (UNODC), and the United Nations Office for Project Services (UNOPS) will work on quick impact projects for youth employment, the rehabilitation of prisons, and the rehabilitation of military barracks.

4. UNOGBIS' authorized budget allotment was \$4,833,000 for the period from 1 January to 31 December 2009. The approved staffing table for UNOGBIS includes 32 personnel consisting of 10 professional staff, 3 field/security service staff, 3 national officers, and 16 national staff.

5. Comments made by the Department of Political Affairs (DPA), and the Department of Field Support (DFS) are shown in *italics*.

¹ On 26 June 2009, the Security Council extended UNOGBIS' mandate until 31 December 2009 and requested the Secretary-General to establish the United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS) to succeed UNOGBIS effective 1 January 2010 (S/RES/1876/2009)

II. AUDIT OBJECTIVES

6. The main objective of the audit was to assess the adequacy and effectiveness of internal controls over UNOGBIS' administration and management.

III. AUDIT SCOPE AND METHODOLOGY

7. The audit included a review of UNOGBIS operations from 1 January 2007 to 31 December 2008 and its work plans for 2009.

8. The audit methodology included tests of internal controls, interviews with UNOGBIS staff from both the substantive and administrative units and staff in DPA and DFS, as well as UNDP officials involved in providing administrative support services and in relation to activities of the *United Nations Country Team* in Guinea-Bissau. OIOS reviewed UNOGBIS reporting requirements to DPA, administrative and substantive functions, and supporting documentation pertaining to UNOGBIS operations and financial transactions in the audited period.

IV. AUDIT FINDINGS AND RECOMMENDATIONS

A. Governance and monitoring

Strengthened leadership is needed to improve the compromised control environment at UNOGBIS

9. Internal challenges and strife among staff undermined performance and had negative impact on staff morale in the mission adversely impacting the effective accomplishment of the mandate. Problems ranged from unethical behaviour and issues of misconduct to ineffective communication, poor interpersonal relationships and an overall lack of trust among staff. There were allegations regarding breaches of confidential information, inappropriate handling of personal staff information, insubordination, retaliation, power struggles, physical threats and e-mail tampering. The isolation of the mission and management's inattention to staff concerns and administration of justice and grievances allowed problems at UNOGBIS to become both persistent and pervasive leaving new staff to inherit a mission beset with strife.

10. Inadequate planning of operations and high turnover of management and staff made it difficult to identify the specific cause of the problems in UNOGBIS. However, OIOS ascertained that inadequate management and mission isolation were the main factors that caused the unsatisfactory work environment contributing to weak controls.

11. As the major internal control component, the control environment sets the tone of an organization, influencing the control consciousness of its staff. "Of

particular importance is that the control environment is influenced by the integrity and ethical values of those in leadership positions within the organization and reflected in the tone set by top management.”²

12. According to discussions with UNOGBIS staff, DPA officials and a report prepared by the former RSG UNOGBIS, problems cited at the mission were systemic. In OIOS’ opinion, the problems became exacerbated with the arrival of two new managers in 2008 who were often at odds regarding leadership issues in the absence of the RSG. In OIOS’ opinion, all personnel at UNOGBIS need support from DPA leadership to improve the work environment, especially in human resources management relating to mandatory and other training of staff.

Recommendation 1

(1) DPA, in coordination with the DFS, should provide UNOGBIS staff with training on United Nations core competencies, ethics, effective communication, team work and diversity, as well as training for mission staff on human resources policies and procedures, administration of justice and grievances.

13. *DPA and DFS accepted recommendation 1 and stated that initial training took place. DFS staff visited UNOGBIS and briefed the new RSG, reviewed the human resources operations, provided training on different aspects of human resources management, and conducted a town hall meeting. DPA, UNOGBIS and DFS will prepare an action plan to provide other necessary training to the staff.* Recommendation 1 remains open pending receipt of the training plan from DPA including documentation of completion of mandatory training requirements by UNOGBIS staff.

DPA needed to improve oversight and monitoring of UNOGBIS

14. Given the conditions that existed at UNOGBIS at the time of the audit, it is incumbent upon DPA leadership to increase its monitoring efforts of the mission until such a time as the working conditions at UNOGBIS show noticeable improvement. This will also require support and advice from DFS on how DPA and UNOGBIS management should address the challenges related to human resources management, as indicated in paragraphs 9 and 12 above.

15. In OIOS’ opinion, while the DPA desk officer’s function is substantive in nature, it may be appropriate to assign a focal point at DPA on a temporary basis to monitor administrative issues that need to be addressed at UNOGBIS to improve the work environment.

² The Committee of Sponsoring Organizations of the Treadway Commission, Internal Control – Integrated Framework

Recommendations 2 and 3

DPA should:

(2) Ensure that UNOGBIS takes immediate action and follows United Nations procedures to address issues of misconduct, insubordination, as well as other actions by UNOGBIS personnel that created a hostile or volatile work environment; and

(3) Assign a focal point to monitor and track the human resources management related problems at UNOGBIS and, in coordination with DFS, provide advice on how to address the internal challenges to improve the work environment in the mission.

16. *DPA and DFS accepted recommendation 2 and stated that the RSG and administrative staff were briefed by DFS on policies and procedures for reporting and dealing with allegations of misconduct. The Conduct and Discipline Unit (CDU) in New York is exploring assigning a focal point to serve as a liaison to UNOGBIS. DPA has also proposed the inclusion of a Chief of Staff in the new integrated mission who will work with the staff to create a better environment. Recommendation 2 remains open pending assignment of the CDU focal point for UNOGBIS.*

17. *DPA accepted recommendation 3 and stated that in addition to the Chief of Staff, it was proposed to include a post of a dedicated human resources officer in the new staffing table of UNOGBIS. The desk officer and team leaders in the Africa II Division will monitor progress made in human resources management. Recommendation 3 remains open pending assignment of the focal point to monitor human resources issues at UNOGBIS.*

B. Strategic management

DPA should base future decisions for integrated missions on a properly documented in-depth assessment of requirements and include an exit strategy as part of the planning process

18. There were no records evidencing that DPA's proposal for UNOGBIS' transition to an integrated mission was based on a feasibility study, nor was there any analytical documentation supporting the requirements, rationale or decision-making process for the integrated mission. According to official records, the events that led to discussions for the transformation of UNOGBIS into an integrated mission commenced in July 2007, when the Government of Guinea-Bissau requested the Secretary-General to place the country on the agenda of the Peacebuilding Commission. The Secretary-General brought the request to the attention of the Security Council in July 2007. In a letter dated 22 December 2008, the President of the Security Council informed the Secretary-General that the Council acknowledged the need to establish an integrated UN Office in

Guinea-Bissau and looked forward to the Secretary-General's recommendations in this regard by 15 June 2009.

19. While the decision to establish an integrated UN Office in Guinea-Bissau may be political in nature, there should be specific documented requirements to support the decision-making process. According to DPA, to move forward with the integrated mission, an ITF on Guinea-Bissau was established, and a TAM was deployed in April 2009 to consult with relevant stakeholders including government officials, international partners and civil society. The recommendations of the TAM were based on the Secretary-General's approved Strategic Assessment Guidelines and Policy Committee decision on integration of June 2008. In OIOS' opinion, to assist in the decision-making process and as part of lessons learned, DPA should ensure that plans for future integrated missions:

- Are based on a properly documented in-depth assessment of the needs for an integrated mission and the objectives of the mission;
- Include key milestones and indicators to achieve the mandated objectives;
- Include an exit strategy developed with input of major stakeholders (civil society, women's organizations, and regional and sub-regional organizations); and
- Require the establishment and signing of a host country agreement.

20. There was no host country agreement with the government of Guinea-Bissau. While host country agreements can vary widely between UN organizations, they serve among other things, as an important mechanism for the safety and security of UN staff and set the expectation of exemplary conduct for all staff.

21. As DPA prepares for UNOGBIS' transition to an integrated mission, it is critical that roles and responsibilities are clear, and agreed upon by all key entities. However, during the audit of UNOGBIS, it came to OIOS' attention that there were conflicts between UNOGBIS and UNDP. Clarity was needed regarding roles and responsibilities, as well as better collaboration to determine which UN entity was responsible for conducting certain activities following government meetings, and in communicating with Headquarters and the host government.

Recommendations 4 to 6

DPA should:

- (4) Develop an exit strategy for UNOGBIS, as part of the integration process, which will include: (a) the commitment of the Government of Guinea-Bissau; (b) input of major**

stakeholders (civil society, women's organizations, and regional and sub-regional organizations); and (c) key milestones and indicators to achieve the mandated objectives and accomplish mission operations;

(5) Coordinate with UNDP and ensure the preparation and signing of a host country agreement on UNOGBIS between the Government of Guinea-Bissau and the United Nations; and

(6) Ensure clear delineation and agreement regarding the leadership roles and organizational responsibilities of UNOGBIS, the UN Country Team and other United Nations entities as part of establishing the integrated mission.

22. *DPA accepted recommendation 4 and stated that as part of the Result-Based Budgeting process for 2010, DPA was developing a logical framework which would include an exit strategy. The Strategic Planning Unit proposed for the integrated office will work with UNOGBIS and the Headquarters-based ITF on Guinea-Bissau to develop the exit strategy. Recommendation 4 remains open pending completion and receipt of the exit strategy.*

23. *DPA accepted recommendation 5 and stated that during the planning stage of the integrated office, DPA will ensure that a Status of Mission Agreement (SOMA) is developed and signed between the United Nations and the host country government. Recommendation 5 remains open pending receipt of the SOMA signed by the relevant parties.*

24. *DPA accepted recommendation 6 and stated that the proposed staffing table and terms of reference include the positions of the Special Representative of the Secretary-General and the Deputy Special Representative of the Secretary-General who will act as the Regional Coordinator with a clear delineation of functions and responsibilities. Also, the proposed integrated strategy includes a Strategic Policy Group and coordination mechanism for United Nations entities in Guinea-Bissau. Recommendation 6 remains open pending receipt of the approved terms of reference for the integrated mission.*

C. Administration and logistic support

Human resources management

There is a need to follow-up on UNOGBIS national staff pension fund contributions

25. Deductions for pension fund contribution were made from 11 UNOGBIS national staff in the amount of \$63,107 from 1 January 2002 to 31 December 2006. However, these funds were not transferred to the United Nations Joint Staff Pension Fund (UNJSPF) until March 2009. It took UNOGBIS more than two years to resolve the problem with UNDP and to seek corrective action from DFS. DFS issued a memorandum to the Accounts Division of the Office of

Programme Planning, Budget and Accounts, Department of Management on 9 March 2009, authorizing the transfer of \$189,220 to the UNJSPF. This amount included the staff contributions of \$63,107, and UNOGBIS' portion of pension fund contributions of \$126,113. Of the 11 staff whose contributions were deducted, three were staff members that left UNOGBIS prior to 2007 when the problem was discovered. In OIOS' opinion, the status of the three former UNOGBIS personnel needs to be determined for proper settlement of their contribution accounts.

Recommendation 7

(7) UNOGBIS, in coordination with DFS, should determine the status of the three former UNOGBIS staff members for proper settlement of their pension fund contribution accounts and inform them in writing of the recent transfer of contributions to their pension fund accounts.

26. *UNOGBIS and DFS accepted recommendation 7 and stated that staff members who were no longer with UNOGBIS were informed of the transfer of contributions to their pension accounts. UNOGBIS will follow up to confirm the payment. Recommendation 7 remains open pending receipt of evidence of the pension fund payments to three former staff members of UNOGBIS.*

Periodic visits of a stress counselor are needed to help improve staff morale

27. OIOS observed that due to the internal challenges at UNOGBIS, personnel were under an extreme amount of stress. The work environment was at times both hostile and volatile. There were accusations, as well as examples of staff feeling threatened which often resulted from disagreements on how to carry-out certain functions or tasks. These disagreements sometimes resulted in antagonistic behaviour. During interviews, OIOS observed that some UNOGBIS staff appeared emotionally and physically distraught, overworked, and irritated. Furthermore, some staff worked from 9:00 a.m. until as late as midnight, which only compounded the level of stress and volatility within the mission. Working under such conditions diminished the effectiveness of the staff to carry-out mission objectives.

28. UNOGBIS staff sought help to have the mission area expanded to include Sierra Leone, in order to obtain adequate medical services. As such, the Chief Medical Officer of the United Nations Integrated Office in Sierra Leone conducted an assessment of medical facilities in Guinea-Bissau and issued a report on 1 May 2008 concluding that medical facilities in Guinea-Bissau were in a poor condition and that the medical support infrastructure was inadequate. As a result, the report recommended that a stress counselor from larger missions in the region conduct periodic visits to UNOGBIS to help improve the staff morale.

Recommendation 8

(8) UNOGBIS, in coordination with DFS, should arrange for periodic visits of a stress counselor from other United Nations missions in the region to improve staff morale.

29. *UNOGBIS accepted recommendation 8 stating that a welfare committee to organize occasional social outings and support visits to staff had been established. DPA is working with UNOGBIS and DFS to include in the budget for 2010 three visits by a stress counselor from UN missions in the region. Recommendation 8 remains open pending confirmation of stress counselor visits.*

Clarification needed regarding the hiring of non-local nationals for national posts

30. UNOGBIS recruited one staff who had a residence permit in Guinea-Bissau and occupied a local post. The condition created a conflict between the non-local national staff and the national staff of the mission who believed that national posts were established only for national staff. According to DFS, there was an agreement between countries of the West African region which allows their citizens to be employed within the region. OIOS requested DFS to provide a copy of the agreement; however, the agreement was not available during the audit. In OIOS' opinion, UNOGBIS needs to clarify the existing policy on recruitment of local nationals to UNOGBIS staff.

Recommendation 9

(9) UNOGBIS, in coordination with DFS, should clarify the policy on the occupancy of national posts by non-local nationals in the host country and provide this information in writing to UNOGBIS staff.

31. *UNOGBIS and DFS accepted recommendation 9. DFS stated that it would request UNOGBIS to comply with established procedures in future selections against national posts, unless local circumstances do not allow attracting qualified candidates from the host country. Recommendation 9 remains open pending receipt of written guidance for the recruitment of local staff of a different nationality than that of the host country.*

Need for career development training

32. UNOGBIS did not monitor training or determine training needs of its staff. OIOS also found that UNOGBIS national staff did not complete training on ethics and sexual abuse and harassment, which is mandatory for the United Nations personnel. In OIOS' opinion, UNOGBIS management needs to explore opportunities to provide national staff with the necessary training and career development to increase their technical knowledge, and skills in administrative areas such as transportation, procurement and financial management.

Recommendation 10

(10) UNOGBIS, in coordination with DFS, should establish a career development programme based on a training needs assessment for technical and substantive staff and closely monitor the training process.

33. *DPA accepted recommendation 10 and stated that it would ensure that the proposed career development programme is developed in context with the new integrated office.* Recommendation 10 remains open pending documentation showing the establishment of the career development programme.

There is a need for a cost benefit analysis for establishing controls in finance and human resources

34. The UNOGBIS budget for 2009 includes additional resources for a financial officer and an information technology (IT) specialist to strengthen the administrative unit. The rationale for the recruitment of the finance officer was the need to segregate duties, as required for the Sun System and ProGen, the financial systems used to administer UNOGBIS' recently authorized treasury functions. An IT specialist was required to maintain and provide technical support for the two systems. According to UNOGBIS, the treasury function was granted in order to alleviate the problems and inefficiencies the mission encountered from its former service provider UNDP. The administrative officer was in the process of making major improvements at UNOGBIS in order to strengthen internal controls. However, there was no analysis to determine the cost effectiveness of hiring additional staff to ensure proper segregation of duties particularly given the type, dollar value, and volume of transactions processed by UNOGBIS.

35. OIOS suggested that the growth and recruitment of additional staff should be postponed, particularly in the administrative unit until a decision regarding the integrated mission's structure and configuration, and considering the capacity of other organizations, such as UNDP, to provide administrative services to the mission. DPA did not agree, informing OIOS that given the time consuming recruitment process, the recruitment of staff for UNOGBIS should continue, particularly since there has been a decision by the Security Council (S/RES/1876/2009) to establish the United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS) to succeed UNOGBIS effective 1 January 2010.

Recommendation 11

(11) DFS should conduct a cost benefit analysis and assess the organizational capacity of UNOGBIS/UNIOGBIS before authorizing the use of additional information technology systems to be installed in the mission or the hiring of staff to support those systems, given the size and scope of the mission and taking into consideration the logistics

capacity of other United Nations organizations in the host country.

36. *DFS accepted recommendation 11 and stated that it took action prior to the decision of UNOGBIS becoming self reliant in treasury and financial functions. DPA advised that the proposed cost benefit analysis and assessment will be made within the framework of the new integrated office. Recommendation 11 remains open pending receipt of documentation from DFS and DPA showing the cost benefit analysis and rationale regarding the integrated office.*

Procurement

No action has been taken regarding the delegation of procurement authority for special political missions

37. While UNOGBIS did not have a delegated authority for procurement, the mission was granted a full delegation of authority for treasury functions, which included the payment of salaries, official travel and purchases.

38. UNOGBIS believed there was a need for a procurement officer and submitted a request to DFS for the installation of Mercury, the automated procurement system used in field missions. Prior to 2009, UNDP was not able to provide adequate procurement services to UNOGBIS. However, at the time of the audit, UNDP had recruited a procurement officer. Moreover, OIOS questions the need for a procurement officer at UNOGBIS given the level of purchases made by the mission in 2008.

39. UNOGBIS purchased various items from January to September 2008 totaling \$42,593. A review of those cases showed that, out of 84 purchases, 11 exceeded \$2,500, and not all the purchases above that amount required a procurement process. The purchases included: (a) airline tickets ranging from \$2,613 to \$7,151; (b) 600 fuel coupons for \$13,953; (c) stationery for \$2,566; (d) office furniture for \$3,019; and (e) construction supplies for \$3,122. High dollar value items such as vehicles and IT equipment were purchased by DFS. In OIOS' opinion, UNOGBIS could also use the services of UNOPS or UNDP as it has done in the past.

40. While OIOS believes that the installation of Mercury will improve operational efficiency, DFS should not authorize additional staff simply to satisfy a principle of segregation of duties. The level of procurement conducted at UNOGBIS and the availability of procurement support from other UN entities need to be considered, and the decision to hire a procurement officer and install Mercury should be based on a cost benefit analysis.

41. OIOS also noted that prior to 2008, UNOGBIS did not maintain logs or a database to track purchases. Moreover, a cursory review of files for 2007 showed that, in some cases, purchases exceeding \$2,500 were paid for in advance to the vendors. The new administrative officer was in the process of implementing new controls, but because there was no delegation of authority for

procurement, OIOS was informed that procurement was discontinued and there were no procurement records available beyond September 2008.

Recommendation 12

(12) DFS, in coordination with DM, should assess the level of procurement at UNOGBIS to determine whether the delegation of authority is necessary taking into consideration the future role of UNOGBIS as an integrated mission and the capability of UNOPS or UNDP to provide procurement services to the mission.

42. *DFS accepted recommendation 12 and stated that implementation of the recommendation was in progress. It also commented that the delegation of procurement authority issued by the Assistant Secretary-General, Office of Central Support Services to USG, DFS stated that: "You may further delegate authority and responsibility as appropriate to Directors/Chiefs of Mission Support...". The delegation of authority provided to DFS restricts its authority to the DM/CMS of missions. As UNOGBIS' most senior support officer is an Administrative Officer, the USG/DFS has not granted a delegation of procurement authority to UNOGBIS. Consultation between DFS and DM are ongoing and Departments must take into consideration the need for the structure and resources to adequately implement and administer the authority if given to UNOGBIS or other special political missions. Recommendation 12 remains open pending receipt of a written decision regarding delegation of authority for UNOGBIS by DFS and DM.*

Property and facilities management

UNOGBIS should wait for the decision regarding the integrated mission before acquiring additional space

43. UNOGBIS was considering leasing additional office and storage space. The annual cost for renting UNOGBIS leased space from UNDP in 2008 was \$100,300, and UNOGBIS budgeted \$136,300 with increased requirements for 2009 to include the rental of space for additional personnel and for the storage of the backup data centre for disaster recovery.

44. The number of approved posts for UNOGBIS changed from 29 in 2006 to 32 in 2009, which should not create a major accommodation challenge for UNOGBIS in the current UN premises. UNOGBIS could make better use of its existing space by rearranging offices, archiving or destroying files and records maintained since 1999, and better use of unused space in foyer areas. In OIOS' opinion, leasing of additional office space must be considered once the number of staff and office structure for the integrated mission are known.

Recommendation 13

(13) UNOGBIS should consider renting or acquire additional office space in a new location only after a decision

is made regarding the establishment of the integrated mission and a number of posts approved for this purpose.

45. *UNOGBIS accepted recommendation 13 and stated that UNDP was carrying out an assessment of the space available in the current premises. UNOGBIS will review the assessment and, depending on the number of staff approved by the Advisory Committee on Administrative and Budgetary Questions (ACABQ) and the Fifth Committee, evaluate options for securing any additional space that may be needed. Recommendation 13 remains open pending the results of the assessment after final decisions of the ACABQ and the Fifth Committee on the number of staff for the integrated office.*

Information technology

There is a need to implement critical recommendations on communications and information technology infrastructure

46. Upon the Mission's request, the Communication Information Technology Services/Rapid Deployment Unit (iDart) based in the United Nations Logistics Base (UNLB) in Brindisi conducted two iDart mission visits in 2008 to assess the Communications and Information Technology (CIT) infrastructure at UNOGBIS.

47. During the visits, the iDart team upgraded and improved the UNOGBIS CIT infrastructure; however, it was not possible to resolve all issues while the iDart team was in Guinea-Bissau. Two reports were issued with a list of pending actions, including an assessment of the need to increase the bandwidth between UNOGBIS and UNLB after the installation of automated systems, and the replacement of a transceiver. In OIOS' opinion, DPA needs to monitor the UNOGBIS plan of action to implement the critical recommendations of the iDart assessment missions.

Recommendation 14

(14) DPA should ensure and monitor that UNOGBIS implements the action plan on improving communication and information technology infrastructure as recommended by the UNLB Communication and Information Technology Services/ Rapid Deployment Unit missions conducted in 2008.

48. *DPA accepted recommendation 14 stating that it would follow up on the status of implementation of the action plan. Recommendation 14 remains open pending confirmation that the recommendations made by the iDart team have been implemented.*

Travel and transportation

Improvements needed to strengthen transportation management

49. There was improper record keeping and scheduling of drivers and the use of vehicles. Vehicle maintenance records needed improvement in order to properly assess the maintenance and repair for each vehicle. It is particularly important that UNOGBIS puts proper controls in place to maintain vehicles, as 10 new vehicles were purchased in 2008, and six more are due to be received in 2009.

50. OIOS observed that poor planning by programme managers impacted the use of drivers and created a burden when drivers were only given one day or less notice for mission-related travel. Consequently, drivers were sometimes required to travel without daily subsistence allowance and had to sleep in their vehicles.

Recommendation 15

(15) UNOGBIS should send senior drivers to a mission in the region for training in vehicle management including maintaining adequate documentation, planning and management of drivers, and require that programme managers give adequate notice to drivers when planning mission-related travel.

51. *UNOGBIS accepted recommendation 15 and stated that it will be implemented after the new integrated office is established.* Recommendation 15 remains open pending confirmation that drivers have been adequately trained and a proper system has been implemented to strengthen transportation management.

Safety and Security

52. On 16 November 2008, national elections were successfully held in Guinea-Bissau. The overall security situation during the campaign and the election period was calm. However, the situation was fragile and, on 23 November 2008, assailants attacked and damaged the official residence of the president of Guinea-Bissau. This was the second attempt in 2008 to assassinate the president of Guinea-Bissau. There were occasions when high level officials of Guinea-Bissau sought protection inside UNOGBIS' premises creating a safety risk for UN staff. On 2 March 2009, the president of the host country (Mr. Viera) was assassinated. According to UNOGBIS and UNDP staff, the president and the former president had sought refuge in the UN facility.

53. Furthermore, OIOS found no evidence that UNOGBIS had guidance from the Department of Safety and Security (DSS) on how to handle such situations and what additional measures should be taken in this regard to ensure the safety of mission staff. However, contrary to what OIOS was informed during the audit, DPA stated that the mission was aware of the DSS guidance and that the United Nations facility was never used to house members of President Viera's family during the March 2009 tragedy. DPA also stated that DSS had

participated in the TAM and evaluated safety and security risks. DSS recommended that 37 DSS officers be included in the proposal for the integrated mission to protect United Nations staff in Guinea-Bissau, including the necessary elements to provide close protection to the SRSG. In view of the clarification and action taken by DSS, OIOS is not recommending any additional measures.

V. ACKNOWLEDGEMENT

54. We wish to express our appreciation to the Management and staff of UNOGBIS, DPA and DFS for the assistance and cooperation extended to the auditors during this assignment.

STATUS OF AUDIT RECOMMENDATIONS

Recom. no.	Recommendation	Risk category	Risk rating	C/O ¹	Actions needed to close recommendation	Implementation date ²
1	DPA, in coordination with the DFS, should provide UNOGBIS staff with training on United Nations core competencies, ethics, effective communication, team work, and diversity, as well as training for mission staff on human resources policies and procedures, administration of justice and grievances.	Governance	High	O	Receipt of the training plan from DPA including documentation of completion of mandatory training requirements.	December 2010
2	DPA should ensure that UNOGBIS takes immediate action and follows United Nations procedures to address issues of misconduct, insubordination, as well as other actions by UNOGBIS personnel that created a hostile or volatile work environment.	Governance	High	O	Assignment of the CDU focal point in New York.	December 2009
3	DPA should assign a focal point to monitor and track the human resources and management related problems at UNOGBIS and, in coordination with DFS, provide advice on how to address the internal challenges to improve the work environment in the mission.	Governance	Medium	O	Assignment of the focal point to monitor human resources issues at UNOGBIS.	December 2009
4	DPA should develop an exit strategy for UNOGBIS, as part of the integration process, which will include: (a) the commitment of the Government of Guinea-Bissau; (b) input of major stakeholders (civil society, women's organizations, and regional and sub-regional organizations); and (c) key milestones and indicators to achieve the mandated objectives and accomplish mission operations.	Strategy	High	O	Completion and receipt of the exit strategy	December 2010

Recom. no.	Recommendation	Risk category	Risk rating	C/O ¹	Actions needed to close recommendation	Implementation date ²
5	DPA should coordinate with UNDP, and ensure the preparation and signing of a host country agreement between the Government of Guinea-Bissau and the United Nations.	Governance	Medium	O	Receipt of the SOMA signed by the appropriate parties.	December 2009
6	DPA should ensure clear delineation and agreement regarding the leadership roles and organizational responsibilities of UNOGBIS, the UN Country Team and other United Nations entities as part of establishing the integrated mission.	Strategy	High	O	Receipt of the approved terms of reference for the integrated mission.	December 2009
7	UNOGBIS, in coordination with DFS, should determine the status of the three former UNOGBIS for proper settlement of their pension fund contribution accounts and inform them in writing of the recent transfer of contributions to their pension fund accounts.	Compliance	Medium	O	Receipt of evidence of the pension fund payments to three staff.	December 2009
8	UNOGBIS, in coordination with DFS, should arrange for periodic visits of a stress counselor from other United Nations missions in the region to improve staff morale.	Human Resources	Medium	O	Confirmation of stress counselor visits	December 2010
9	UNOGBIS, in coordination with DFS, should clarify the policy on the occupancy of national posts by non-local nationals in the host country and provide this information in writing to UNOGBIS staff.	Human Resources	Medium	O	Written guidance for the recruitment of local staff of a different nationality than that of the host country.	December 2009
10	UNOGBIS, in coordination with DFS, should establish a career development programme based on a training needs assessment for technical and substantive staff and closely monitor the training process.	Human Resources	Medium	O	Documentation showing career development in the integrated office plans.	December 2010
11	DFS should conduct a cost benefit analysis and assess the organizational capacity of UNOGBIS/UNIOGBIS before authorizing	Financial	High	O	Documentation showing the showing the cost benefit analysis and rationale regarding the integrated office.	July 2009

Recom. no.	Recommendation	Risk category	Risk rating	C/O ¹	Actions needed to close recommendation	Implementation date ²
12	the use of additional information technology systems to be installed in the mission or the hiring of staff to support those systems, given the size and scope of the mission and taking into consideration the logistics capacity of other United Nations organizations in the host country. DFS, in coordination with DM, should assess the level of procurement at UNOGBIS to determine whether the delegation of authority is necessary taking into consideration the future role of UNOGBIS as an integrated mission, if decided, and the capability of UNOPS or UNDP to provide procurement services to the mission.	Operational	Medium	O	Receipt of a written decision regarding delegation of authority for UNOGBIS by DFS and DM.	No date provided
13	UNOGBIS should consider renting or acquire additional office space in a new location only after a decision is made regarding the establishment of the integrated mission a number of posts approved for this purpose.	Financial	Medium	O	Receipt of results of the assessment after final decisions of the ACABQ and the Fifth Committee on the number of staff for the integrated office.	2 nd Quarter 2010
14	DPA should ensure and monitor that UNOGBIS implements the action plan on improving communication and information technology infrastructure as recommended by the UNLB Communication and Information Technology Services/Rapid Deployment Unit missions conducted in 2008.	Information Resources	Medium	O	Confirmation that the recommendations made by the iDart team have been implemented.	December 2009
15	UNOGBIS should send senior drivers to a mission in the region for training in vehicle management including maintaining adequate documentation, planning and management of drivers, and require that programme managers give adequate notice to drivers when planning mission-related	Operational	Medium	O	Confirmation that drivers have been adequately trained and proper system has been implemented to strengthen transportation management.	December 2010

Recom. no.	Recommendation	Risk category	Risk rating	C/ O ¹	Actions needed to close recommendation	Implementation date ²
	travel.					

C = closed, O = open