



OIOS

Office of Internal Oversight Services

INTERNAL AUDIT DIVISION

AUDIT REPORT

Military observers' patrolling activities in UNMIS

**Low implementation of military patrol
activities and insufficient logistical support
provided to military observers by UNMIS**

16 November 2009

Assignment No. AP2009/632/04

United Nations  Nations Unies

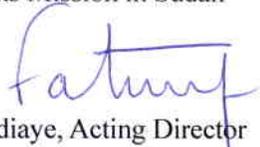
INTEROFFICE MEMORANDUM

MEMORANDUM INTERIEUR

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

TO: Mr. Ashraf Jehangir Qazi
A: Special Representative of the Secretary-General
United Nations Mission in Sudan

DATE: 16 November 2009


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

REFERENCE: IAD: 09- 03130

SUBJECT: **Assignment No. AP2009/632/04 – Audit of the military observers' patrolling activities in UNMIS**
OBJET:

1. I am pleased to present the report on the above-mentioned audit.
2. Based on your comments, we are pleased to inform you that we will close recommendations 2 and 3 in the OIOS recommendations database as indicated in Annex 1. In order for us to close the remaining 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 2, 4 and 6), in its annual report to the General Assembly and semi-annual report to the Secretary-General.

cc: Mr. Nicolas Von Ruben, Acting Director of Mission Support, UNMIS
Mr. Farid Zarif, Chief of Staff, UNMIS
Major General Paban Jung Thapa, Force Commander, UNMIS
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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 military observers' patrolling activities in UNMIS

OIOS conducted an audit of the military observers' patrolling activities in United Nations Mission in Sudan (UNMIS). The overall objective of the audit was to assess whether military observers' patrolling activities were organized and executed to effectively and efficiently monitor and verify adherence to the Comprehensive Peace Agreement signed by the Government of Sudan and Southern People's Liberation Army. The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.

The United Nations Military Observers (UNMOs) carried out their patrolling activities under various constraints resulting in a very low achievement of mobile patrolling targets. For the fiscal year 2007-2008, the actual number of mobile patrols conducted was only 22,000 days compared to the budgeted days of 240,000. The following weaknesses contributed to the significant shortfall:

- The Department of Peacekeeping Operations Selection Standards and Training guidelines were not always complied with. For example: (a) 32 UNMOs serving in the Mission were older than the threshold age; and (b) the required pre-deployment training resulting in a risk of a lack of preparedness and hence operational efficiency;
- Sector specific in-mission trainings were not provided to UNMOs on arrival to their assigned sectors, and there was no evidence of reports submitted to Force Headquarters on the training undertaken;
- The logistics support provided to UNMOs by the Office of Mission Support in terms of vehicles and equipment necessary to carry out their functions effectively were inadequate; and
- Most of the UNMOs did not bring the required flak jackets and helmets on deployment compromising their personal safety.

OIOS made a number of recommendations to assist UNMIS in addressing the issues summarized above and to contribute to improving the effectiveness of UNMOs.

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I. INTRODUCTION

1. The Office of Internal Oversight Services (OIOS) conducted an audit of the military observers' patrolling activities in the United Nations Mission in Sudan (UNMIS). The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.
2. Under its mandate, UNMIS is tasked to support the implementation of the Comprehensive Peace Agreement (CPA) between the Government of Sudan and the South People's Liberation Movement. The United Nations Military Observers (UNMOs) are entrusted with the crucial tasks of monitoring and verifying adherence to the CPA by both the parties and report violations to the agreed cease-fire if any.
3. The UN Security Council has authorized the deployment of 625 UNMOs to UNMIS. Against this, 529 UNMOs are presently serving in the Mission. These UNMOs are drawn from 58 nations and typically serve a twelve-month period. For the fiscal year 2008-2009, an amount of \$29.96 million was allotted for UNMO activities.
4. UNMOs are deployed both at the Force Headquarters (HQs) in Khartoum and in the team sites of the six sectors. In the sectors, UNMOs are organized in teams of four UNMOs per team for discharging their patrolling duties. The UNMOs in the team site report to the team site leader, who in turn reports to the sector commander. At the Force HQs in Khartoum, the Chief Military Personnel Officer (CMPO) has the overall responsibility for all personnel matters of UNMOs while operational matters are handled by the Chief of Operations (COO).
5. Comments made by UNMIS are shown in *italics*.

II. AUDIT OBJECTIVES

6. The overall objective of the audit was to assess whether military observers' patrolling activities were organized and executed to effectively and efficiently monitor and verify adherence to the CPA signed by the Government of Sudan and Southern People's Liberation Army. More specifically the audit aimed to determine whether UNMOs:
 - (a) Meet minimum requirements established for military patrols in UNMIS;
 - (b) Perform their patrolling and reporting duties per the established norms; and
 - (c) Are provided adequate support in performance of their duties.

III. AUDIT SCOPE AND METHODOLOGY

7. The audit covered the fiscal years 2007-2008 and 2008-2009, and focused on: (a) compliance with minimum requirements; (b) pre-deployment and post-
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deployment training; (c) patrolling duties; and (d) logistical support and performance monitoring by Force HQs.

8. The audit included review of files and documents, and interviews with key military, civilian and UNMO personnel. Field visits to selected sectors and team sites were also carried out. Documents including standard operating procedures (SOPs), the Concept of Operations (CONOPS) for the military component and DPKO Selection Standards and Training (SST) guidelines for UNMOs were reviewed to determine the Mission's compliance with their provisions.

IV. AUDIT FINDINGS AND RECOMMENDATIONS

A. Selection standards and deployment of UNMOs by member states

9. The SST guidelines for UNMOs outline attributes expected of military observers to be seconded to the UN by Member States with a view to ensure that only high caliber and competent military officers are selected to serve as UNMOs. These standards define the minimum requirements expected of the UNMOs. Failure to meet one or more standards could lead to the repatriation of the UNMOs at the expense of the concerned national government. OIOS found the deviations from the selection standards outlined in the following paragraphs.

Age profile of the UNMOs

10. The SST guidelines provide that military officers over the age of 50 should not be deployed to peacekeeping missions. This is confirmed in UNMIS' SOPs for UNMOs that requires UNMOs serving in UNMIS to be between 25 to 50 years. OIOS analyzed the age profile of UNMOs and found that 32 of the 529 UNMOs deployed to the Mission were over the age of 50. The UNMOs operate under challenging and demanding environments with high levels of physical and mental stress. Deployment of over-age UNMOs, who may not be at the peak of their physical/mental fitness, may affect the operations/activities of the UNMOs.

Deployment of UNMOs for six months

11. The SST guidelines provide that the tour of duty for an UNMO in a UN peacekeeping mission shall be one year or the end of the mission mandate, whichever is earlier. However, for 75 UNMOs, representing 14 per cent, were only deployed for 6 months, which is contrary to the SST that requires UNMOs tour of duty to be one year or to the end of the mission mandate.

12. The Chief Military Personnel Officer (CMPO) confirmed that while shorter deployments were agreed in the Memorandum of Understanding with contributing countries, short deployments can have a negative impact on operations. With compensatory leave entitlements, time spent in induction

training, and check-in and check-out procedures, these UNMOs had an effective tour of duty of between three to four months.

Pre-deployment training of UNMOs

13. Military Officers assigned to peacekeeping missions are required to undergo pre-deployment training in their host country prior to arrival in the Mission. This training is expected to prepare them for the Mission and to facilitate their rapid deployment. At least 11 countries deploying UNMOs did not provide the requisite pre-deployment training. The lack of this training may compromise their preparedness and hence operational efficiency.

14. OIOS is following-up on these issues as part of its current audit of the Office of Military Affairs and therefore no recommendation has been made.

B. Training of UNMOs in the Mission

In-mission training of the UNMOs

15. UNMOs joining the Mission are required to undertake an Integrated Induction Training course and an UNMO Induction Training course in Khartoum, as well as to attend induction training at the sectors and team sites they are deployed to. Sector-specific training is essential especially in a large and diverse country like Sudan where challenges faced by UNMOs vary across sectors and team sites. While on-the-job training from more experienced peers is provided to new UNMOs, there is no structured training provided at the sectors and in team sites. The lack of adequate sector-specific training may adversely affect UNMOs from effectively discharging their functions.

16. A Military Training Directive No. 6 issued in September 2008 by the Mission Training Cell requires all UNMOs to receive sufficient on-the-job training and that details of the training conducted at sectors and team sites be reported back monthly to Force HQs in the prescribed format. There was no evidence that these monthly reports were being prepared. Thus the impact of training, if any, provided to UNMOs could not be assessed by Force HQs.

Recommendation 1

(1) The UNMIS Office of the Force Commander should ensure that structured sector-specific training is provided to United Nations Military Observers and the reports of such training are submitted to the Force Headquarters in compliance with Military Training Directive No. 6.

17. *The UNMIS Management accepted recommendation 1 and stated that compliance with Military Training Directives for UNMOs is being re-emphasized. Also, to streamline the training and reporting of UNMO training, the Military Training Unit is organizing a coordinating meeting with UNMO coordinators of the sectors. Recommendation 1 remains open pending*

confirmation that sector-specific training is being done and the subsequent reports are prepared and monitored.

C. Logistics support to UNMOs

18. The provision of adequate logistics support to UNMOs is a pre-requisite for successfully discharging their duties. A review of the vehicles and equipment available to UNMOs identified shortages as outlined in the following paragraphs:

Vehicle distribution

19. The Office of Mission Support provides UNMOs with an adequate number of vehicles, as approved by the Vehicle Establishment Committee. The responsibility of distributing vehicles is entrusted to Force HQs. However, these vehicles were not evenly allocated to sectors. The following was noted:

- For sectors 1, 2 and 3 the number of vehicles assigned exceeded their respective entitlements. However, due to the high level of vehicles not in service in all of these sectors, the number of vehicles available for use was below their entitlement.
- For Sectors 4 and 5, the number of vehicles assigned was less than their respective entitlements. For example, the entitlement for Sector 4 was 33 vehicles, but only 25 vehicles were assigned and the entitlement of Sector 5 was 34 vehicles, but only 24 vehicles were assigned. In Sector 5, 13 vehicles were not in service meaning that only 11 were available for use.

20. Many vehicles allotted to UNMOs were out of service. Also, problems are experienced in repairing and servicing vehicles in remote team sites like Maridi, Torit and Aweil. Repairs are often necessary due to the age and wear-and-tear of the vehicles. For example, six vehicles in sector 4 had covered mileages in excess of 100,000 kilometers. Also, in certain sectors there were shortages of spares such as mud tires and winches. Table 1 provides a summary of the number of vehicles allocated to UNMOs and those actually available.

Table 1: Number of vehicles allocated to UNMOs and number available

Sector	Entitlement (1 vehicle per 2.5 UNMOs)	Vehicles assigned	Vehicles in service	Vehicles not in service
1	35	44	28	15
2	40	47	35	13
3	44	47	33	14
4	33	25	22	3
5	34	24	11	13
6	16	16	11	5
Total	202	203	140	63

21. The inadequate allocation of vehicles to more remote sectors, and the high number of out of service vehicles over prolonged periods negatively impacted on UNMO's capacity for patrolling.

Recommendations 2 and 3

(2) The UNMIS Office of Mission Support in coordination with the Logistics Cell of the Force Headquarters should promptly repair or replace vehicles that are not in service with serviceable vehicles to ensure United Nations Military Officer's patrol duties are carried out as planned.

(3) The UNMIS Office of the Force Commander should ensure that vehicles allotted to United Nations Military Observers at the sector level are distributed according to the entitlements of the concerned sectors as established by the Mission's Vehicle Establishment Committee.

22. *The UNMIS Management accepted recommendation 2 and stated that the Mission is attempting to conclude a systems contract for the repair of Nissan Patrols. A concerted drive has been taken by the Mission to improve vehicle availability and the timely repair of the fleet. To ensure that the shortage of vehicles is minimized, guidance has been issued to Sector Administrative Officers to treat vehicles in team sites as a pool for meeting the operational requirement of UNMOs. Based on the assurances provided by Management, recommendation 2 has been closed.*

23. *The UNMIS Management accepted recommendation 3 and stated that vehicles in the sectors are being distributed by the Transport Section based upon the recommendation of the Vehicle Establishment Committee. Based on the assurances provided by Management, recommendation 3 has been closed.*

Shortage of communication and patrolling equipment

24. There were shortages in equipment assigned to UNMOs, as shown in Table 2 below, as well as office equipment and computers:

Table 2: Equipment shortage faced by UNMO at Sectors

Sector	Scanners	Camera	Binoculars	Global Positioning System	First Aid Kits - personal	Body armour
1	4	24	13	11	13	49
2	1	36	32	31	57	55
3	3	27	36	-	74	107
4	5	17	19	-	82	52
5	3	13	-	-	49	46
6	-	13	14	-	30	23
Total	16	130	114	42	305	332

25. The shortage of communication/patrolling equipments may affect the operational efficiency and security of UNMOs.

Recommendation 4

(4) The UNMIS Office of Mission Support in coordination with the Logistics Cell of the Force Headquarters should address the shortage of various equipments that are needed by United Nations Military Observers for patrolling duties.

26. *The UNMIS Management accepted recommendation 4 and stated that to address the shortages the Military Logistics Unit would engage with UNMOs and prepare a recommended scale of hardware for issuance as a directive in respect of IT and supplies. Further, instructions had been issued to the sectors/team-sites that UNMOs and the Military Logistics Unit at sector level engage on a daily basis with integrated support service staff at team sites and areas of operations to resolve ongoing issues. Recommendation 4 remains open pending confirmation that UNMOs are adequately equipped to perform their functions.*

D. Patrolling and reporting by UNMOs

Patrols carried out

27. OIOS obtained statistics on planned patrols as provided for in UNMIS' results based budgeting (RBB) documents and shown in Table 3 and 4 below, and analyzed the total number of patrols carried out during 2007-2008 and 2008-2009.

28. In 2007-2008, only 22,124 mobile patrol days, representing 9 per cent of the planned mobile patrol days of 237,168 were carried out. Also, 10,560 air patrol hours were planned but only 554 were carried out. The low number of patrols was primarily due to the low rate of deployment of UNMOs (529 against the budgeted number of 625), lack of logistical support and equipment necessary for patrolling, the difficult weather conditions and changes in operational requirements. OIOS also questions the reasonableness of the targets established considering the significant shortfall in actual against budgeted days. The performance report for 2008-2009 had not been finalized at the time of the audit.

Table 3: Mobile patrol days

Budget year	Budget criteria for patrols days	Budgeted patrols days for 18 team sites	Actual patrol days for 18 team sites	Actual average patrol days per team site achieved during the year
2007-2008	4 military observers/patrol, 9 patrols/team site, 18 team sites for 366 days	237,168	22,124	34
2008-2009	4 military observers/patrol, 3 patrols/team site, 18 team sites for 365 days	78,840	Not available at the time of the audit	N/A

Table 4: Air patrol hours

Budget year	Budget criteria for patrol hours	Budgeted patrol hours	Actual patrol hours	Actual average patrol hours per month during the year
2007-2008	16 helicopters each covering 55 hours per month for 12 months	10,560	554	2.8 hours per month
2008-2009	16 helicopters each covering 20 hours per month for 12 months	3,840	Not available at the time of the audit	N/A

Monitoring of patrols at Force HQs

29. A directive dated 1 June 2009 for gathering and collating information to support the RBB performance report was issued by Force HQs. However, it was noted that not all sector commanders submitted their reports on time and in the prescribed format. There were also gaps in information provided by the sectors to Force HQs. Incomplete information submitted by sectors makes it difficult for the Force HQs to monitor operations.

30. The UNMIS RBB portfolio of evidence database was created as a tool for monitoring the activities of the Mission in terms of planned versus actual output. For UNMOs, the database was not up to date. For example, for 2007-2008, the database only included the planned number of patrols for UNMOs; the actual number of outputs was not included. For 2008-2009 and 2009-2010 information on the planned patrols had not yet been entered in the database.

31. Failure to complete and update the database on a timely basis may result in the Office of the Force Commander not having important information required to monitor the patrols carried out by UNMOs.

Recommendation 5

(5) The UNMIS Office of the Force Commander should ensure that sector commanders submit weekly reports on patrolling conducted by United Nations Military Observers and ensure that the portfolio of evidence database to support the performance report is regularly up-dated reflecting the actual patrolling activities conducted.

32. *The UNMIS Management accepted recommendation 5 and stated that the revised sector weekly report now requests a dramatic increase in information on patrolling and analysis. The Military Unit responsible for information is also presently reviewing its method of collating information. Recommendation 5 remains open pending OIOS verification of the revised weekly sector report and the documentation of the revised method of collating information by the Office of the Force Commander.*

Patrolling reports

33. Prior to July 2009, reports of UNMOs patrols were not adequate and hence not comparable from one sector to another. A revised format was issued in July 2009 to enhance reporting. However, further guidance and direction is required to ensure UNMOs complete the reports accurately and in a timely manner. For example, there were inefficiencies in the reporting process, as sectors were including detailed information that was already reported in daily situation reports instead of summarizing important events observed. In addition, the weekly reports did not include assessments and recommendations of the concerned sector commanders on events.

34. Inadequate reporting may prevent Force HQs from obtaining relevant and up-to-date information on important issues arising in sectors, and may hinder the decision making process.

35. OIOS is pleased to note that action is being taken by the Force Commander to address these inefficiencies and the military units responsible for information and operations are in the process of staffing a revised patrolling concept.

E. Security of UNMOs

Body armour

36. UNMOs are required to bring flak jackets and helmets on their initial deployment to the Mission. However, not all UNMOs brought them. The weekly logistics report for the week ending 17 June 2009 indicated shortages of flak jackets and helmets in all sectors as summarized in Table 5 below:

Table 5: Shortages of flak jackets by UNMOs

Sector	Percentage shortage of flak jackets and helmets
1	56
2	58
3	97
4	63
5	79
6	58

37. UNMOs do not carry arms during their patrols and at times work in hostile and difficult environments. A lack of adequate protective equipment compromises UNMOs safety.

Recommendation 6

(6) The UNMIS Office of the Force Commander in consultation with the Office of Mission Support should procure and supply, where necessary, flak jackets and helmets to those military observers that arrive without them.

38. *The UNMIS Management accepted recommendation 6 and stated that the Military Logistics Unit has been asked to compile a list of all UNMOs who did not come to the Mission area with flak jackets and helmets and remind contingent seniors to seek these from their respective countries. In the interim period, these would be provided by sector troop contributing country/UNMIS stock. Recommendation 6 remains open pending confirmation that UNMOs are properly equipped to allow them to perform their functions effectively.*

UNMO residences

39. UNMOs in different sectors opted to live outside the camps provided by the Mission. For example, in Sector 1, 49 per cent of the UNMOs lived in private accommodation. In Sector 2 and 4, it was 78 per cent, and Sector 3, it was 66 per cent.

40. The Security Section informed OIOS that most private accommodations, especially in Southern Sudan were not Minimum Operating Residential Security Standards (MORSS) compliant. Since the UNMOs operate from conflict zones and in hostile conditions, continuing to reside in accommodations that are not MORSS compliant compromises their security.

Recommendation 7

(7) The UNMIS Office of Mission Support should provide adequate accommodation for United Nations Military Observers within the Mission compound, or ensure that private residences rented by them comply with the Minimum Operating Residential Security Standards.

41. *The UNMIS Office of Mission Support accepted recommendation 9 and stated that while they have resources to provide accommodation to UNMOs in all locations except Juba and Malakal, the UNMOs choose to stay in private accommodations for personal reasons. To the fact that UNMOs are living in non MORSS compliant residences, a committee has been formed comprising of members from the Department of Safety and Security and the Military Security Division to draw up a list of all non compliant MORSS accommodations and issue security advisories to such staff members and their contingent seniors. Recommendation 7 remains open pending confirmation that action has been taken to ensure UNMOs are residing in MORSS compliant accommodations.*

V. ACKNOWLEDGEMENT

42. We wish to express our appreciation to the Management and staff of UNMIS 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	The UNMIS Office of the Force Commander should ensure that structured sector-specific training is provided to United Nations Military Observers and the reports of such training are submitted to the Force Headquarters in compliance with Military Training Directive No. 6.	Human Resources	Medium	O	Confirmation that sector-specific training is being done and the subsequent reports are prepared and monitored.	December 2009
2	The UNMIS Office of Mission Support in coordination with the Logistics Cell of the Force Headquarters should promptly repair or replace vehicles that are not in service with serviceable vehicles to ensure United Nations Military Officer's patrol duties are carried out as planned.	Operational	High	C	Action taken	Implemented
3	The UNMIS Office of the Force Commander should ensure that vehicles allotted to United Nations Military Observers at the sector level are distributed according to the entitlements of the concerned sectors as established by the Mission's Vehicle Establishment Committee.	Compliance	Medium	C	Action taken	Implemented
4	The UNMIS Office of Mission Support in coordination with the Logistics Cell of the Force Headquarters should address the shortage of various equipments that are needed by United Nations Military Observers for patrolling duties.	Compliance	High	O	Confirmation that UNMOs are adequately equipped to perform their functions.	On-going
5	The UNMIS Office of the Force Commander should ensure that sector commanders submit weekly reports on patrolling conducted by United Nations	Operational	Medium	O	OIOS verification of the revised weekly sector report and the documentation of the revised method of collating information by the Office of Force Commander.	On-going

Recom. no.	Recommendation	Risk category	Risk rating	C/O ¹	Actions needed to close recommendation	Implementation date ²
6	Military Observers and ensure that the portfolio of evidence database to support the performance report is regularly updated reflecting the actual patrolling activities conducted. The UNMIS Office of the Force Commander in consultation with the Office of Mission Support should procure and supply, where necessary, flak jackets and helmets to those military observers that arrive without them.	Governance	High	O	Confirmation that UNMOS are adequately equipped to perform their functions.	October 2009
7	The UNMIS Office of Mission Support should provide adequate accommodation for United Nations Military Observers within the Mission compound, or ensure that private residences rented by them comply with the Minimum Operating Residential Security Standards.	Compliance	Moderate	O	Confirmation that action has been taken to ensure UNMOS are residing in MORSS compliant accommodations.	On-going

1. C = closed, O = open
2. Date provided by UNMIS in response to recommendations.