



United Nations

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**OFFICE OF INTERNAL OVERSIGHT SERVICES  
INVESTIGATIONS DIVISION**

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*This Report is protected by paragraph 18 of  
ST/SGB/273 of 7 September 1994*

**INVESTIGATION REPORT ON AN ALLEGATION OF SEXUAL  
EXPLOITATION AND ABUSE AGAINST [REDACTED]**

**REDACTED REPORT**

**ID Case No. 0509-06**

**13 FEBRUARY 2008**

**STRICTLY CONFIDENTIAL**

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## INTRODUCTION

1. On [REDACTED], the Investigations Division of the Office of Internal Oversight Services (ID/OIOS) received, from the [REDACTED] in the [REDACTED], an allegation of sexual exploitation and abuse against [REDACTED].

2. It was alleged that, in [REDACTED] and [REDACTED] brought an unauthorized [REDACTED] into the [REDACTED] for the purpose of engaging in sexual conduct in breach of provisions detailed below.

## II. BACKGROUND INFORMATION

3. [REDACTED] commenced [REDACTED] with [REDACTED] on [REDACTED] and was [REDACTED] at the end of [REDACTED].

4. The victim is [REDACTED] an [REDACTED] (hereafter referred to as [REDACTED] is [REDACTED] and the [REDACTED].

## III. APPLICABLE LAW

5. Code of Personal Conduct [REDACTED]

Rule 4

*"Do not indulge in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or United Nations staff, especially women and children."*

Rule 6

*"Properly care for and account for all United Nations money, vehicles, equipment and property assigned to you and do not trade or barter with them to seek personal benefits."*

6. Directives for Disciplinary Matters involving [REDACTED]

III Definitions:

4. *"...Serious misconduct includes, but is not limited to: Sexual abuse and exploitation of any individual, particularly children;"*

IV. Standard of Conduct:

*"[REDACTED] are required to abide by the highest standards of integrity while in service for the United Nations. They shall refrain from any conduct*

*that would adversely reflect on the United Nations and shall not engage in any activity that is incompatible with the aim and objectives of the United Nations.”*

7. ██████████ Code of Conduct

*“All United Nations personnel in ██████████ must conduct themselves in a professional and disciplined manner. Exercise the highest standard of integrity. Dress, think, and behave in a dignified manner befitting a mature, respectable and honourable ██████████*

*“All United Nations personnel in ██████████... Create and maintain an environment that prevents sexual exploitation and abuse; ██████████ have specific, additional responsibilities in this regards.”*

*“Non authorised passengers in UN vehicles are strictly prohibited”*

8. ██████████ Administrative Instruction No 009/2006

*“...Unless pre-approved, the transportation of family members, local civilian or friends and relatives are prohibited. Approval for transport of Non-United Nations personnel must be sought in writing using the form available. Upon approval all passenger must sign the general release form. This release form, with an approved copy must be in possession of the ██████████ before any travel can occur.”*

9. ST/SGB/2003/13 – Special Measures for Protection from Sexual Exploitation and Abuse

Section 1 Definitions

*“For the purposes of the present bulletin, the term ‘sexual exploitation’ means any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. Similarly, the term ‘sexual abuse’ means the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.”*

Section 2 - Scope of Application

*“United Nations ██████████ conducting operations under ██████████ and ██████████ are prohibited from committing acts of sexual exploitation and sexual abuse, and have a particular duty of care towards women and children, pursuant to section 7 of Secretary General’s Bulletin ST/SGB/1999/13...”*

#### IV. METHODOLOGY

10. ID/OIOS conducted an investigation into the allegations as provided by the complainant. These inquiries included, but were not limited to, the collection and analysis of documents, the interview of [REDACTED] and the interview of the subject of the allegations [REDACTED].

#### V. INVESTIGATIVE DETAIL

Interview with [REDACTED] ment

11. ID/OIOS interviewed [REDACTED] of [REDACTED] performing [REDACTED] at the [REDACTED] explained that [REDACTED] role was to record the details of [REDACTED] and the [REDACTED] entering the [REDACTED] during their shift.

12. [REDACTED] told ID/OIOS that at about [REDACTED] [REDACTED] was on [REDACTED] at the [REDACTED] when a [REDACTED] went through the [REDACTED] and [REDACTED] [REDACTED] told ID/OIOS that the [REDACTED] went through the [REDACTED] too quickly for [REDACTED] to be able to check and identify the occupants. [REDACTED] said [REDACTED] approached the [REDACTED] and saw a [REDACTED] standing nearby whom [REDACTED] assumed must have been a [REDACTED] in this [REDACTED] [REDACTED] told ID/OIOS that [REDACTED] walked towards [REDACTED] and the [REDACTED] was rushed inside the [REDACTED]. [REDACTED] said [REDACTED] asked [REDACTED] why [REDACTED] did not stop at [REDACTED] so that all of the [REDACTED] could be identified and told [REDACTED] that the details of all [REDACTED] had to be entered in the [REDACTED] [REDACTED] said that [REDACTED] replied by saying that [REDACTED] had been [REDACTED] and 'as a [REDACTED] had [REDACTED] [REDACTED] [REDACTED] told investigators that [REDACTED] recorded [REDACTED] details in the [REDACTED] and reported the matter to [REDACTED].

13. ID/OIOS interview [REDACTED] no corroborated the account provided by [REDACTED] [REDACTED] said that when the [REDACTED] drove through the [REDACTED] could only see [REDACTED] on [REDACTED] however within a [REDACTED] of the [REDACTED] coming to a stop [REDACTED] saw a [REDACTED] being taken into the [REDACTED] of the [REDACTED] from the [REDACTED] told investigators that after an initial conversation between [REDACTED] and a person who later identified [REDACTED] as [REDACTED], they both attended at [REDACTED] where the conversation continued. [REDACTED] said [REDACTED] reminded [REDACTED] of [REDACTED] responsibilities under the [REDACTED] however [REDACTED] responded by saying that they should know about [REDACTED]. [REDACTED] said [REDACTED] asked [REDACTED] to go to [REDACTED] and bring [REDACTED] outside. [REDACTED] said [REDACTED] spoke to them at [REDACTED] for about [REDACTED] before [REDACTED] went in [REDACTED] [REDACTED] said that [REDACTED] finished at [REDACTED] and [REDACTED] did not see [REDACTED] re-emerge from [REDACTED].

Interview with [REDACTED]

14. On [REDACTED] ID/OIOS interviewed [REDACTED] is a member of [REDACTED]. [REDACTED] told ID/OIOS that on [REDACTED] received an incident report from [REDACTED] and [REDACTED] outlining the circumstances surrounding a possible security breach at [REDACTED] earlier that [REDACTED] told investigators that at [REDACTED] was notified that a [REDACTED] had been detained in the [REDACTED]. [REDACTED] said [REDACTED] assumed that [REDACTED] might have been the one referred to in the incident report. [REDACTED] said [REDACTED] spoke to [REDACTED] who told [REDACTED] that [REDACTED] had come from [REDACTED], which [REDACTED] said had been occupied by a [REDACTED]. [REDACTED] said that [REDACTED] obtained the [REDACTED] and recorded [REDACTED]. [REDACTED] said [REDACTED] was subsequently permitted to leave the [REDACTED].

Interview with [REDACTED]

15. ID/OIOS interviewed [REDACTED] on [REDACTED]. [REDACTED] was identified from information obtained from [REDACTED]. [REDACTED] told ID/OIOS that [REDACTED] was a [REDACTED] of [REDACTED], residing with [REDACTED]. [REDACTED] told investigators that [REDACTED] met [REDACTED] at a [REDACTED] called [REDACTED] at approximately [REDACTED] on [REDACTED].

16. [REDACTED] told investigators that [REDACTED] asked [REDACTED] if [REDACTED] could teach [REDACTED] of [REDACTED] and at the end of [REDACTED] asked [REDACTED] to accompany [REDACTED]. [REDACTED] said [REDACTED] accompanied [REDACTED] to [REDACTED] so that [REDACTED] would know where [REDACTED] lived and could continue teaching [REDACTED]. [REDACTED] told investigators that on arriving at [REDACTED] told [REDACTED] to get out of [REDACTED] and wait outside [REDACTED]. [REDACTED] said [REDACTED] told [REDACTED] that [REDACTED] would [REDACTED] first and then come back to collect [REDACTED]. [REDACTED] said [REDACTED] did not return and [REDACTED] was later asked for [REDACTED] by [REDACTED]. [REDACTED] said that [REDACTED] produced [REDACTED] and was told to go [REDACTED] and return later that [REDACTED] to collect [REDACTED].

17. [REDACTED] later changed [REDACTED] and told investigators that [REDACTED] met [REDACTED] at the [REDACTED] and at [REDACTED]. [REDACTED] told [REDACTED] that [REDACTED] wanted to go [REDACTED] but did not have any [REDACTED]. [REDACTED] said [REDACTED] told [REDACTED] that [REDACTED] did not like to see [REDACTED] in [REDACTED] and that [REDACTED] would see what [REDACTED] could do. [REDACTED] told ID/OIOS that [REDACTED] and [REDACTED] walked outside where [REDACTED] told [REDACTED] to get into a [REDACTED] and that [REDACTED] was going to take [REDACTED]. [REDACTED] said on the way to the [REDACTED] told [REDACTED] that [REDACTED] was [REDACTED] and that [REDACTED] loved [REDACTED].

18. [REDACTED] said that on arrival at [REDACTED] slowed but did not stop at the [REDACTED]. [REDACTED] said the [REDACTED] was [REDACTED] in the [REDACTED] and the [REDACTED] took [REDACTED] into one of the [REDACTED] where [REDACTED] was told to wait for [REDACTED]. [REDACTED] told ID/OIOS that some time later [REDACTED] came to [REDACTED] and took [REDACTED] to another [REDACTED].

19. [REDACTED] said that once [REDACTED] told [REDACTED] that [REDACTED] did not have any [REDACTED] and [REDACTED] laid on [REDACTED] whilst [REDACTED] had a [REDACTED]. [REDACTED] said after [REDACTED] joined [REDACTED] in the [REDACTED] and they had consensual sexual intercourse.

20. [redacted] told ID/OIOS that when the [redacted] the [redacted] he asked [redacted] for [redacted] so [redacted] could get [redacted] however [redacted] was only able to give [redacted] [redacted] said they argued about the amount but [redacted] accepted that this was all [redacted] was likely to receive. [redacted] told investigators that [redacted] wanted [redacted] to [redacted] from the [redacted] however [redacted] refused to get out of [redacted] [redacted] said [redacted] eventually tried to leave the [redacted] on [redacted] but was detained [redacted] [redacted] said [redacted] was required to produce [redacted] [redacted], which they held until later that [redacted].

Interviews with [redacted]

21. ID/OIOS interviewed [redacted] [redacted] said that [redacted] was a member of [redacted] and that on the [redacted] and a [redacted] [redacted] attended a [redacted] at the [redacted] [redacted] said that the [redacted] finished at about [redacted] and [redacted] asked [redacted] for a ride back to their [redacted] [redacted] said that [redacted] was driving a [redacted] and [redacted] were [redacted] All [redacted] were in plain [redacted]. [redacted] told ID/OIOS that on their way [redacted] suggested they visit the [redacted].

22. [redacted] told ID/OIOS that they accepted [redacted] in and [redacted] drove to the [redacted] [redacted] said [redacted] sat on their own whilst [redacted] spoke to other [redacted] and [redacted] with a [redacted] [redacted] said that after [redacted] told [redacted] that it was time to leave. [redacted] [redacted] went to [redacted] and a short time later [redacted] and a [redacted] joined them. [redacted] [redacted] said that [redacted] asked [redacted] whether they could [redacted] the [redacted] and that given the [redacted] and the [redacted] agreed to the request. [redacted] [redacted] said they [redacted] straight to [redacted] [redacted] [redacted] said [redacted] spoke to the [redacted] while [redacted] and [redacted] waited with the [redacted] near the [redacted] [redacted] said that [redacted] returned after about [redacted] and [redacted] presumed that [redacted] had spoken to the [redacted] and obtained permission to have the [redacted] [redacted] could take [redacted] the [redacted] [redacted] said that they proceeded to their [redacted] and [redacted] the [redacted] go into [redacted].

23. [redacted] was re-interviewed by ID/OIOS on [redacted] [redacted] acknowledged that [redacted] had violated [redacted] rules by allowing a [redacted] to be [redacted] in a [redacted] without the appropriate authorisations, but said that [redacted] had done so out of concern for the [redacted] [redacted] was also asked whether [redacted] had intentionally failed to stop at the [redacted] in order to mask the presence of [redacted] [redacted] told investigators that [redacted] stopped [redacted] and [redacted] was supposed to have [redacted] to the [redacted] cleared by the [redacted] When asked whether [redacted] knew or suspected that [redacted] intended to engage in sexual activity with [redacted] once [redacted] got into the [redacted] [redacted] said that [redacted] did not want to comment on mere speculation. When asked whether [redacted] believed [redacted] had failed in [redacted] to maintain an environment that discouraged the sexual

exploitation of ██████████ said that ██████████ only acted on humanitarian grounds and anything else was speculative.

24. ██████████ as interviewed by ID/OIOS on ██████████ ██████████ told investigators ██████████ was a member of the ██████████ ██████████ corroborated the account of ██████████ ██████████ in almost every major aspect. The only variation was in relation to their movements after they ██████████ said that after ██████████ they all proceeded to ██████████ and waited for ██████████ to return from speaking to the ██████████ said ██████████ came to ██████████ a ██████████ a where ██████████ collected the ██████████ and presumably returned with ██████████ to ██████████

Interview with ██████████

25. ID/OIOS interview ██████████ s of ██████████ said that ██████████ was a member of the ██████████ and that ██████████ was ██████████

26. ██████████ told ID/OIOS that ██████████ attended a ██████████ ██████████ located near ██████████ said ██████████ arrived at the ██████████ and estimated that ██████████ consumed ██████████ and a ██████████ before leaving the ██████████ sometime after ██████████ s told ID/OIOS that ██████████ arrived at ██████████ with a ██████████ whose name ██████████ could not recall and left with ██████████ of the ██████████ said on the way ██████████ decided they should go to the ██████████ ██████████ told ID/OIOS that at the ██████████ consumed ██████████ and ██████████ with an unknown ██████████ said that at some point ██████████ went to ██████████ to escape ██████████ in ██████████ and ██████████ said ██████████ spoke to ██████████ and offered ██████████ a ██████████ which ██████████ declined. ██████████ s said that later in the ██████████ ██████████ told ██████████ that it was time for them to ██████████ said as ██████████ s leaving the ██████████ told ██████████ that ██████████ did not have ██████████ and asked ██████████ whether ██████████ could drive ██████████

27. ██████████ told ID/OIOS that ██████████ obtained permission from ██████████ and when they got ██████████ they asked ██████████ where ██████████ lived. ██████████ said they were unsure of ██████████ and because they did not have ██████████ they did not want to risk getting lost in the ██████████ ██████████ told investigators that ██████████ suggested that ██████████ stay at ██████████ and then make ██████████ way home when it was ██████████ said ██████████ accepted ██████████ and they drove to the ██████████

28. ██████████ told ID/OIOS that when they arrived at the ██████████ they ██████████ and ██████████ was approached by one of the ██████████ who asked ██████████ to identify the ██████████ said ██████████ told the ██████████ that ██████████ was a ██████████ at ██████████ and the ██████████ asked to ██████████ ██████████ said that ██████████ ██████████ and ██████████ remained in the vicinity of ██████████ and so ██████████ walked back to where they were standing and asked ██████████ said that ██████████ told ██████████ not have any

[redacted] and [redacted] relayed this to [redacted] who said [redacted] was holding [redacted] for the presence of the [redacted] and recorded [redacted] details in the [redacted]

29. [redacted] old investigators that [redacted] showed [redacted] to a [redacted] which [redacted] knew had been left [redacted] a [redacted] who was [redacted] [redacted] said that [redacted] been able to obtain the [redacted] because [redacted] had left the [redacted] behind in case anyone wanted to [redacted] [redacted] to the [redacted] spoke to [redacted] for a [redacted] returned to [redacted] where [redacted] went to [redacted] [redacted] denied have sexual intercourse with [redacted] or giving [redacted] [redacted] said [redacted] knocked on [redacted] at about [redacted] but [redacted] did not answer and so [redacted] assumed that [redacted] had already left.

Other Interviews

30. ID/OIOS interview [redacted] es, th [redacted] assigned to [redacted] s confirmed that [redacted] was [redacted] between [redacted] [redacted] said [redacted] with [redacted] in the event that [redacted] needed to access files in [redacted] during [redacted] e said no other person including [redacted] s had permission to use [redacted] whilst [redacted] was [redacted]

31. ID/OIOS also interview [redacted] a confirmed that [redacted] had [redacted] to [redacted] prior to going [redacted] and said that [redacted] left the [redacted] in a [redacted] shares with [redacted] [redacted] was the [redacted] who used those particular [redacted] and would have been aware that it contained the [redacted] [redacted] told investigators [redacted] did not go to the [redacted] on [redacted] and did not know what time [redacted] returned to [redacted] [redacted] said when [redacted] awoke at [redacted] the following [redacted] saw [redacted] in [redacted].

**VI. FINDINGS**

32. ID/OIOS established that on the [redacted] [redacted] attended a function at [redacted] [redacted] remained at this function until sometime after [redacted] [redacted] subsequently met up with [redacted] [redacted] who offered [redacted] [redacted] to the accommodation they [redacted] at the [redacted]

33. ID/OIOS established that en-route to [redacted] decided to go to a [redacted] [redacted] where they remained for an indeterminate [redacted] During their time at this [redacted] met and spoke to [redacted] At the [redacted] [redacted] asked [redacted] if [redacted] could [redacted] s spoke to [redacted] who was not only [redacted] but also the [redacted] ID/OIOS established [redacted] agreed [redacted]

34. ID/OIOS established that when they approached the [redacted] [redacted] [redacted] into the [redacted] where they all alighted from the

██████████ ID/OIOS that ██████████ and the ██████████ remained in the vicinity of the ██████████ whilst ██████████ spoke to the ██████████. This is at odds with the accounts provided by the ██████████ and ██████████ who all stated that ██████████ was taken into the ██████████ spoke to the ██████████ ID/OIOS accepts the latter version as being the most credible account of the minutes following the ██████████

35. The conduct of ██████████ and ██████████ in escorting ██████████ into the ██████████ whilst ██████████ spoke to the ██████████ appears to be a deliberate attempt to get ██████████ into the ██████████ before the ██████████ had the opportunity to ██████████ or detain the ██████████. Whilst ██████████ told ID/OIOS that ██████████ was not in possession of ██████████ when they entered the ██████████ ██████████ was later able to produce this ██████████ when ██████████ was detained by the ██████████ as ██████████ attempted to leave the ██████████ later that ██████████

36. ID/OIOS also accepts the accounts of the ██████████s with respect to the conversation they had with ██████████ after ██████████ entered the ██████████. ██████████ denied having sexual intercourse with ██████████ yet explained ██████████ by saying that ██████████ had ██████████. This comment is at odds with ██████████ assertion that ██████████ only stayed at the ██████████ because of the prevailing ██████████

37. ID/OIOS considers that the statements made ██████████s and the false denials ██████████ made to investigators cast a pall over ██████████ version of events. ██████████ maintains that ██████████ had sexual intercourse with ██████████ at the ██████████ and that ██████████ gave ██████████ before ██████████ left the later ██████████ ID/OIOS considers that ██████████ version of events is consistent with the observations of the ██████████ and ██████████ who ██████████ enter the ██████████.

38. ID/OIOS therefore accepts that ██████████ had consensual sexual intercourse with ██████████ on the ██████████ in ██████████. ID/OIOS believes that ██████████ obtained the ██████████ from a ██████████ in the ██████████ shared with ██████████. ID/OIOS accepts that ██████████ told ██████████ prior to engaging in the sexual conduct that ██████████ did not have any ██████████ although it is clear that at some point during their encounter ██████████ gave ██████████. ID/OIOS considers that the circumstances surrounding this conversation and payment of ██████████ leaves it open for ID/OIOS to conclude that by providing ██████████ with those ██████████ ██████████ was seeking to engage in sexual activity in exchange for ██████████ and was not intent on pursuing a legitimate relationship.

39. ID/OIOS considers that in ██████████ position as ██████████ ██████████ had a special responsibility to discourage sexual exploitation and abuse by subordinates. In this case, ██████████ transported ██████████ in a ██████████ late a ██████████ ██████████ in circumstances that suggest ██████████ intentionally sought to hide ██████████s presence in the ██████████ from the ██████████ told investigators that ██████████ observed ██████████ enter ██████████ and under the circumstances it is unlikely to suggest that ██████████ did not know or suspect that ██████████ ██████████ would engage in activity that would almost certainly violate ██████████.

## VII. CONCLUSIONS

40. ID/OIOS established that [REDACTED] violated Rule 4 of the Code of Personal Conduct for [REDACTED] in that [REDACTED] engaged in of sexual exploitation with [REDACTED].
41. ID/OIOS established that [REDACTED] [REDACTED] the Directives for Disciplinary Matters involving [REDACTED] by sexually exploiting [REDACTED].
42. ID/OIOS established that [REDACTED] [REDACTED] the Secretary General's Bulletin on Special measures for Protection from Sexual Exploitation and Abuse in that [REDACTED] exchanged money for sexual favours from [REDACTED].
43. ID/OIOS established that [REDACTED] [REDACTED] and abetted [REDACTED] by allowing [REDACTED] to engage in sexually exploitative conduct that violated the Code of Personal Conduct for [REDACTED] involving [REDACTED] and the Secretary General's Bulletin on Special measures for Protection from Sexual Exploitation and Abuse.
44. ID/OIOS established that [REDACTED] violated [REDACTED] [REDACTED] by carrying [REDACTED].

## VIII. RECOMMENDATIONS

45. In view of the preceding findings, ID/OIOS makes the following recommendations:

Recommendation 1: It is recommended that the [REDACTED] refer this matter to the [REDACTED] to take appropriate action against [REDACTED].

Recommendation 2: It is recommended that [REDACTED] refer this matter to the [REDACTED] to take appropriate action against [REDACTED].

