



INTERNAL AUDIT DIVISION

REPORT 2022/059

Audit of the United Nations Military Observer Group in India and Pakistan

**The Mission needed to improve planning of
posting military observers to field stations and
regularize its mission support structure**

7 November 2022

Assignment No. AP2021-680-01

Audit of the United Nations Military Observer Group in India and Pakistan

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of the United Nations Military Observer Group in India and Pakistan (UNMOGIP). The objective of the audit was to assess the adequacy, efficiency and effectiveness of ceasefire monitoring and support activities of UNMOGIP in implementing its mandate. The audit covered the period from 1 January 2020 to 31 December 2021 and included the following areas: (a) establishment of governing instruments to implement the mandate, (b) implementation and reporting of Security Council mandated tasks, (c) management of staff and other resources, and (d) staff-management relations.

UNMOGIP's mandate is to monitor the ceasefire between India and Pakistan along the Line of Control and Working Boundary. The Mission adequately planned and conducted ceasefire monitoring activities in alignment with its mandate but needed to improve planning of posting military observers to field stations and regularize its mission support structure.

OIOS made seven recommendations. To address issues identified in the audit, UNMOGIP needed to:

- Explore ways to provide periodic feedback to the parties to the ceasefire on findings of UNMOGIP investigations;
- Clarify to the relevant host nation that all payments for facilities previously provided free of cost to the Mission are made under protest and reflect the financial implications in its annual programme budget proposals;
- Improve planning of the deployment of United Nations military observers to field stations to maintain, where possible, an operational strength that protects their security;
- Explore ways to fill key staff positions at Mission headquarters for a period of one year or more to enhance continuity and efficiency;
- Align its mission support organizational structure with the standardized mission support structure and regularize the loaning or redeployment of posts between organizational units; and
- Ensure that all staff complete the mandatory training courses.

In addition, the Department of Peace Operations (DPO) needed to approve the military concept of operations of UNMOGIP once it is finalized.

UNMOGIP and DPO accepted the recommendations and initiated action to implement them. Actions required to close the recommendations are indicated in Annex I.

CONTENTS

I. BACKGROUND	1-2
II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY	2
III. AUDIT RESULTS	3-12
A. Governing instruments to implement the Security Council mandate	3-5
B. Implementation and reporting of the Security Council mandated tasks	5-9
C. Management of staff and other resources	9-11
D. Staff-management relations	11-12
IV. ACKNOWLEDGEMENT	12
ANNEX I	Status of audit recommendations
APPENDIX I	Management response

Audit of the United Nations Military Observer Group in India and Pakistan

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of the United Nations Military Observer Group in India and Pakistan (UNMOGIP).

2. Following the partition of India and Pakistan in August 1947, the predominantly Muslim state of Jammu and Kashmir acceded to India. As Pakistan contested the accession, hostilities broke out and, in January 1948, India brought the matter to the United Nations Security Council. By its resolution 39 (1948), the Security Council established the United Nations Commission for India and Pakistan to mediate the dispute over the status of Jammu and Kashmir. Subsequently, Security Council resolution 47 (1948) expanded the membership of the Commission to restore peace and order and to hold a plebiscite. The resolution mandated the Commission to establish observers, who became the basis for the establishment of a peacekeeping mission UNMOGIP.

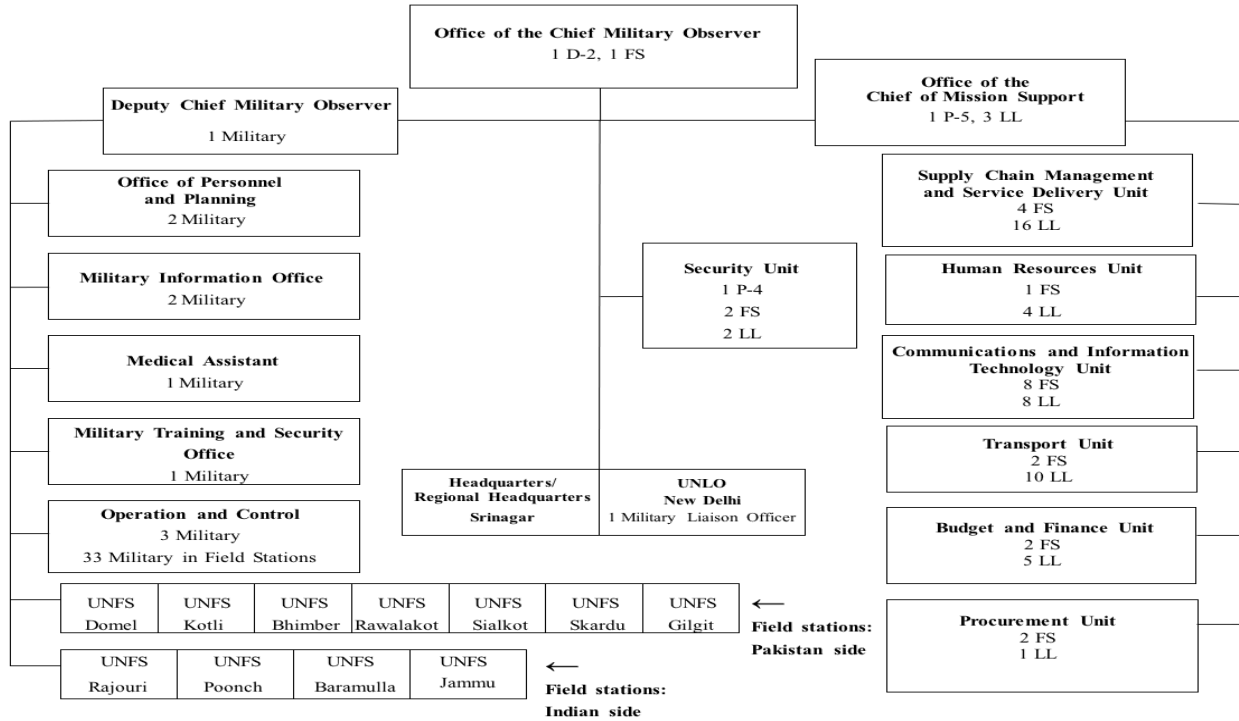
3. On 17 December 1971, India and Pakistan announced a ceasefire, resulting in a Line of Control (LOC) in Jammu and Kashmir marking the forward line of troops. The LOC was later defined in the Simla Agreement dated 2 July 1972. On 21 December 1971, the Security Council adopted resolution 307, stipulating that the ceasefire in Jammu and Kashmir should remain in effect until withdrawals of all armed forces to their respective territories and positions, that fully respected the ceasefire line supervised by UNMOGIP. As such, UNMOGIP's mandate is to monitor the ceasefire between India and Pakistan along the LOC and Working Boundary. The Mission investigates and reports on complaints of alleged ceasefire violations submitted by the parties as per the Karachi Agreement signed on 27 July 1949.

4. Since the Simla Agreement, however, India has maintained that UNMOGIP's mandate¹ has lapsed and that the Mission has no operational role to play. On the other hand, Pakistan maintains that its presence is crucial to peace and security in the South Asian region and regularly submits complaints of ceasefire violations. Given this disagreement, the Secretary-General's position has consistently been that UNMOGIP can only be terminated by a decision of the Security Council.

5. The Head of Mission and Chief Military Observer (HoM/CMO) is appointed by the Secretary-General to lead and manage UNMOGIP at the D2 level. The Mission is overseen by the Department of Peace Operations (DPO). The Chief of Mission Support (CMS) leads the Mission's administrative and logistical support. UNMOGIP implements its mandate from two headquarters locations situated close to the army brigade headquarters of India and Pakistan: from 1 May to 31 October the Mission operates from Srinagar on the Indian-administered side of the LOC and from 1 November to 30 April from Islamabad, Pakistan. The Mission has seven field stations located on the Pakistan-administered side of the LOC and the Working Boundary, four field stations (one currently not operational since 2005) on the Indian-administered side of the LOC and the Working Boundary and a liaison office in New Delhi, India. As of December 2021, UNMOGIP's 44 military observers monitored the 770-kilometre-long LOC and Working Boundary with the support of 74 civilian staff: 1 D-2, 1 P-5, 1 P-4, 49 Local level and 22 Field Service category. The proposed budget for 2022 was \$10.31 million. Chart 1 shows the organizational structure of UNMOGIP.

¹ [Background | UNMOGIP \(unmissions.org\)](https://unmissions.org) (accessed 18 July 2022)

Chart 1: Organizational structure of UNMOGIP



Abbreviations: FS, Field Service; LL, Local level; UNFS, United Nations Field Station; UNLO, United Nations Liaison Office

Source: A/76/6 (Sect. 5) Proposed programme budget 2022

6. Comments provided by UNMOGIP and DPO are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

7. The objective of the audit was to assess the adequacy, efficiency and effectiveness of ceasefire monitoring and support activities of UNMOGIP in implementing its mandate.

8. This audit was included in the 2021 risk-based work plan of OIOS due to the risks relating to the operational environment under which UNMOGIP performed its activities in preventing conflict and sustaining peace in the region.

9. OIOS conducted this audit from February to May 2022 in New York and Islamabad. The audit covered the period from 1 January 2020 to 31 December 2021. Based on an activity-level risk assessment, the audit covered higher and medium risks areas in the following areas: (a) establishment of governing instruments to implement the mandate, (b) implementation and reporting of Security Council mandated tasks, (c) management of staff and other resources; and (d) staff-management relations.

10. The audit methodology included: (a) review of relevant Security Council and General Assembly resolutions, policies, guidelines and other relevant documents; (b) discussions and interviews with management and relevant staff members; and (c) testing of controls to assess the adequacy of their design and function.

11. The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.

III. AUDIT RESULTS

A. Governing instruments to implement Security Council mandates

Status of mission agreement between UNMOGIP and the host nations is still pending

12. A status of mission agreement (SOMA) establishes an understanding between a United Nations mission and the host nation in delivering the mission's mandate. The SOMA is an enabling instrument for a mission to perform Security Council mandated tasks with unrestricted access to the mission's area of operational responsibility.

13. As a result of diverse interpretation of UNMOGIP's mandate, UNMOGIP has not been able to establish a SOMA with India and Pakistan since its inception. Although in 2001, the erstwhile Department of Peacekeeping Operations drafted a SOMA between UNMOGIP and the host nations, and this was followed up in 2008 and 2015, to date, the Agreement has not been finalized. **Considering the programmatic and financial benefits provided by a SOMA, DPO could continue its efforts to finalize the SOMA between UNMOGIP and the host nations.**

The military concept of operations needed to be formally approved

14. Following the visit of the Military Staff Committee in April 2018 and the Committee's report MS/3566 dated 7 May 2018, the Secretariat conducted a technical review of UNMOGIP at the end of 2018 to assess UNMOGIP's current operations and reporting procedures. The technical review drafted a Mission concept, a military concept of operations (CONOPS) and a support concept in consultation with UNMOGIP senior leadership as key planning documents for the Mission.

15. The mission concept of a United Nations peacekeeping operation provides an overview of the intent and strategy for the implementation of the mission's mandate within the broader United Nations system and international context. According to its Mission concept, UNMOGIP's overall objective is to inform the Secretary-General and the two parties in a timely fashion of all developments related to the observance of the ceasefire between India and Pakistan. The Mission is to investigate any situation that may endanger the maintenance of international peace and security. UNMOGIP Mission concept highlighted, among others, its guiding principles, which include: (a) consent of the parties; (b) impartiality; and (c) non-use of force.

16. Likewise, the military CONOPS for peace operations provides technical guidance from the Under-Secretary-General (USG) of DPO to the HoM. For UNMOGIP operational level plans include military operations orders, commander's directives, contingency plans and operational coordination to assist the Mission in achieving its mandate as established in Security Council resolutions 39 and 47, respectively dated 20 January and 21 April 1948, and resolution 307 dated 21 December 1971. CONOPS require review when there is a major change in the mandate or at least every three years. UNMOGIP's CONOPS was last reviewed in 2008.

17. In its November-December 2018 report to the USGs of DPO and the Department of Operational Support (DOS), the technical review recommended that the two USGs approve the Mission Concept and the CONOPS. While the Mission concept was approved by the two USGs in June 2022, the review of the 2008 Military CONOPS had not been finalized yet.

(1) DPO should approve the UNMOGIP military concept of operations, once finalized, without further delay.
--

DPO accepted recommendation 1 and stated that the military CONOPS was under review.

The Mission established security risk management and integrated security plans

18. The Department of Safety and Security (DSS) implemented a security risk management (SRM) process for: (a) India – Jammu, Ladakh and Indian-Administered Kashmir; and (b) Pakistan – Pakistan-Administered Kashmir and UNMOGIP’s 11 field stations. DSS updated these SRMs annually. Complementing the SRMs, the Mission prepared a detailed UNMOGIP integrated security plan and individual security plans for each field station, which are updated annually. The DSS SRM for Pakistan was updated up to 31 May 2023, whereas the DSS SRM for India was updated up to 31 December 2022. UNMOGIP integrated security plans were updated in January 2022.

19. According to these plans, United Nations Resident Coordinators for India and Pakistan are the Designated Officials (DOs) for the countries and are responsible for the security of all United Nations personnel and authorized dependents. The DOs, acting in consultation with the respective security management teams (SMTs) and other senior officials of United Nations organizations in Pakistan and India, liaise with the governments of India and Pakistan on matters concerning the security and protection of the organizations’ personnel, assets and operations.

20. UNMOGIP’s HoM/CMO is a member of both SMTs with the CMS serving as his alternate. The Military Liaison Officer in New Delhi acts as the alternate in the India SMT meetings when the HoM/CMO or the CMS is not in New Delhi. The minutes of both SMT meetings showed that UNMOGIP was regularly represented in these meetings with UNMOGIP Chief Security Officer and her/his team attending them as observers.

Efforts were being made to strengthen civilian capacity in the executive direction and management functions

21. HoM is responsible for implementing the UNMOGIP mandate in close coordination with the host nations, DPO and other relevant stakeholders. Given the restrictive environment under which the Mission operates, HoM is regularly engaged with UNMOGIP’s key stakeholders to highlight the Mission’s challenges and to prioritize the mandated tasks and the use of allocated resources. This requires institutional memory of the operating environment and precedents of solutions proposed in UNMOGIP’s over 70 years of operational history to effectively manage the sensitivity inherent in implementing the mandate. However, the Mission has only two components: military and mission support, with no civilian substantive capacity.

22. Like other entities, HoM has delegated authority to manage its operations and resources, which he subdelegates within the Mission and is responsible for monitoring and ensuring proper checks and balances in its use. HoM is also responsible for maintaining effective staff-management relations. UNMOGIP has a unique complement of 111 national military staff provided as drivers by the host nations as part of their in-kind contributions. UNMOGIP is the second oldest United Nations mission. OIOS noted that several of its national staff who started their career in the Mission retired with limited possibility of mobility. The unique staff complement and limited national staff mobility require effective processes for staff-management relations.

23. HoM does not have a special assistant or a programme officer to support him in his executive direction and management responsibilities. Operationally, the Deputy CMO and Military Staff Officers support HoM. Since Military Staff Officers rotate every three months and repatriate annually, there is no continuity in their services. The current situation exposes the Mission to reputational risks given UNMOGIP’s sensitivity to the host nations and the impact these nations have on the peace and stability in the region. Therefore, HoM needed capacity to perform the executive direction and management functions

with effective backstopping to enable him to manage the Mission's operations and resources. OIOS noted that UNMOGIP's multiple past efforts to establish a new post at the P-4 level to support the Office of the HoM/CMO were not approved. The Mission had also requested the deployment of a Junior Professional Officer, but no Member State proposed to deploy one. The Mission stated that it would attempt, with the support of DOS and the Department of Management Strategy, Policy and Compliance and despite possible challenges, to request for additional resources in the 2024 budget to strengthen the Office of the HoM/CMO. Therefore, OIOS did not make a recommendation on this issue.

B. Implementation and reporting on Security Council mandated tasks

UNMOGIP needed to explore ways to periodically provide feedback to the parties on findings of its investigations

24. UNMOGIP implements its mandate through the activities of 44 military observers operating from the current 11 field stations² located on both sides of the LOC: 7 in Pakistan-Administered Kashmir and 4 in Indian-Administered Kashmir. UNMOGIP is responsible for: (a) conducting patrols along the LOC; (b) investigating complaints of alleged ceasefire violations; and (c) liaising with local communities where appropriate and performing field tasks in the vicinity of the LOC to the extent permitted by the host countries. Currently, six of these stations also have observation posts.

25. On the Indian side of the LOC and Working Boundary, UNMOGIP military observers have no freedom of movement to conduct operational tasks. The two field stations of Rajouri and Poonch perform only relay tasks, while Jammu performs administrative tasks of crossing between the two borders of the host nations. UNMOGIP military observers and international staff experience long delays in obtaining visas to travel to the Indian-Administered Kashmir. Further, UNMOGIP has not been receiving complaints of alleged ceasefire violations from India since 1972. Should the current operating environment continue on the Indian side of the LOC and Working Boundary, the Mission could consider alternative ways of tasking United Nations military observers to support other mission operational requirements as a contingency measure until it is able to restore normal operations. The Mission agreed to review the taskings, assess their effectiveness, and adjust the Mission standard operating procedures accordingly, if necessary.

26. On the Pakistani side of the LOC and Working Boundary, UNMOGIP: (a) conducted 666 observation post tasks - 259 in 2020 and 407 in 2021; (b) received 149 complaints of alleged ceasefire violations - 140 in 2020 and 9 in 2021; (c) investigated 141 complaints - 132 in 2020 and 9 in 2021; and (d) cancelled investigation of 8 complaints in 2020. In addition, UNMOGIP received 32 petitions from local authorities in Pakistan: 20 petitions in 2020 and 12 in 2021. While UNMOGIP provided weekly, monthly and annual reports on its work to DPO, there was no evidence of any action taken on these reports.

27. According to the Mission concept, UNMOGIP's overall objective is to inform the Secretary-General and the two parties in a timely fashion of all developments related to the observance of the ceasefire between India and Pakistan. DPPA-DPO regional structure provides a weekly update on India and Pakistan to the Executive Office of the Secretary-General. It also informs the USGs of DPPA and DPO and the Secretary-General through briefing materials when they meet with officials of the host countries. However, there was no established mechanism to periodically provide feedback to the parties on findings of UNMOGIP investigations against complaints of alleged ceasefire violations, and on the disposition of petitions. Informing both parties to the ceasefire simultaneously on these findings could serve as, among others, confidence-building opportunities with both parties. This could also serve to build trust with the

² The Baramulla field station was temporarily closed in 2005 in the India side of the line of control.

civilian populations, including women, on both sides of the LOC and Working Boundary to enhance the effectiveness of mandate implementation.

(2) UNMOGIP should explore ways to periodically provide feedback to the parties to the ceasefire on findings of UNMOGIP investigations against complaints of alleged ceasefire violations and on the disposition of petitions by the Mission.

UNMOGIP accepted recommendation 2 and stated that it would, in consultation with DPO, explore mechanisms to provide feedback to the parties.

UNMOGIP, with the support of DPO, was engaging with one of the host nations to reopen the Border Crossing Point at the Working Boundary between Jammu and Sialkot

28. Jammu and Sialkot served as the Working Boundary Border Crossing Point (BCP) between India and Pakistan, established for the exclusive use of UNMOGIP, until one of the host nations closed it in March 2020 citing health concerns due to the COVID-19 pandemic.

29. During its visit to Sialkot/Jammu BCP of the Working Boundary on 21 March 2022, OIOS observed that the BCP remained closed. Therefore, UNMOGIP is now required to use the Waggha border to cross into Attari in Indian-Administered Kashmir to reach its field station in Jammu. This has increased the journey from Islamabad to the Jammu field station to 910 kilometers from 550 kilometers, taking UNMOGIP between 11 and 13 hours to complete as compared with 5 hours. The increased distance caused UNMOGIP to incur additional costs due to increased: (a) maintenance of its vehicles due to additional wear and tear; (b) fuel consumption; and (c) payment of allowances to staff for the long-distance travel time. Further, UNMOGIP is allowed to cross into Attari from the Waggha border only twice a month, which limits UNMOGIP's ability to perform its tasks and increases the costs to the Organization, as civilian staff who cross to the Indian-Administered Kashmir side for administrative and logistical support need to stay longer due to waiting of the specified date of crossing. Previously, the Mission was allowed to cross as many times as it needed but more recently, the Mission has had to submit a five-day notification to the host nations prior to the crossing. These new measures are impacting the work of the Mission at the operational and financial levels.

30. During its visit, OIOS learned that there used to be crossing points along the LOC and Working Boundary for civilians on both sides to reunite families who have been separated by the LOC. These crossing points have remained closed since March 2020. The reopening of these crossing points under the supervision of UNMOGIP for commercial activities and for relatives along the LOC and Working Boundary to meet each other would act as a confidence-building measure, thus creating trust among the population and in the work of UNMOGIP. Since the latest ceasefire agreement on 25 February 2021, the LOC has been relatively calm with the ceasefire holding and the COVID-19 pandemic too is under control. Both these factors should make it possible for the crossing points along the LOC and Working Boundary to be opened.

31. OIOS noted that by its 27 October 2021 memorandum, UNMOGIP had requested the Director-General of Military Operations of the Indian Army to reopen the BCP at the Working Boundary between Jammu and Sialkot. The Assistant Secretary-General for the Middle East and Asia and the Pacific region in the DPPA-DPO regional structure also communicated the request in writing to the Permanent Mission of India to the United Nations on 15 February 2022, and orally to the Deputy Permanent Representative of the Permanent Mission of India to the United Nations on 5 November 2021, and 1 and 9 February 2022. A response to this request from the Government of India was still being awaited. As both UNMOGIP and DPO remained seized on the matter, OIOS did not make a recommendation on this issue.

A host nation's withdrawal of previous in-kind contributions impacted UNMOGIP's limited resources to deliver its mandate

32. As UNMOGIP host nations, India and Pakistan provided facilities for 11 field stations on both sides of the LOC, the Liaison Office in New Delhi and Srinagar headquarters as their in-kind contributions to the Mission since its inception. The in-kind contributions also included free food rations to UNMOGIP military observers in the 11 field stations except for the Liaison Office in New Delhi. Government of India correspondences dating back to 1950, especially the letter dated 26 June 1950 from the Ministry of Defence to the Chief of Army Staff and Commander-in-Chief, indicated the Government's responsibility for the above-mentioned facilities as the host nation's in-kind contribution to UNMOGIP.

33. However, by its 6 August 2013 memorandum, the Office of the Indian Army Liaison Office informed UNMOGIP of the Government's decision to charge for the following facilities as per actual market rates (subject to revision) with effect from 1 September 2013:

- (a) Accommodation: (i) New Delhi; (ii) Jammu field station – Rs 53,524 per month; and (iii) Rajouri and Poonch field stations – Rs 91,000 and Rs 108,000 per month, respectively;
- (b) Rations at Rajouri and Poonch field stations – Rs 65.09 per UNMOGIP military observer per day;
- (c) Fuel for generators at Rajouri and Poonch – as per prevailing rates;
- (d) Emergency airlift – as per prevailing rates based on actual use; and
- (e) Medical facilities – hospitalization of UNMOGIP personnel as per prevailing rates.

34. Accordingly, since September 2013, UNMOGIP has been paying for these facilities which totaled over \$1 million as of 31 December 2021. The Office of Legal Affairs advised UNMOGIP to pay for these facilities under protest. Of the total amount, UNMOGIP has paid \$770,000 directly to landlords for commercially leased accommodation, and over \$220,000 to the Government of India. However, only payments to the Government of India were made under protest. The payments of \$770,000 made directly to private landlords for commercially leased accommodation also need to be made under protest in accordance with the same legal opinion. UNMOGIP needs to formally advise the Government of India it is making these payments under protest as well, in line with the legal opinion.

35. UNMOGIP is funded from regular budget assessed contributions of approximately \$10 million annually. It operates on a zero-growth budget. Consequently, the Government of India's decision to charge UNMOGIP for facilities it provided free of cost until August 2013 has an impact on the Mission's ability to perform its mandated tasks. The policy not only reduced the in-kind contributions from India to support UNMOGIP, but it also increased the Mission's annual operating costs by over \$100,000.

(3) UNMOGIP should: (a) clarify to the relevant host nation that all payments for facilities previously provided free of cost to the Mission until 31 August 2013, including those directly made to private landlords, are made under protest; and (b) reflect the financial implications in its annual programme budget proposals.

UNMOGIP accepted recommendation 3 and stated that for every invoice payment to the host nation, the Mission would add a note that the payment was made "under protest." UNMOGIP would also reflect the implications of those payments in the 2022 programme budget performance report and in future budget documents.

UNMOGIP's limited strength of military observers exposes them to security risks in field stations

36. Security Council resolution 2378 dated 20 September 2017 underscored the importance of safety and security of peacekeepers in the field and the need for the Secretary-General and troop- and police-contributing countries to work together to ensure that all peacekeepers are willing, capable and equipped to implement their mandate effectively and safely.

37. As of December 2021, UNMOGIP had a strength of 44 military observers to monitor the 770-kilometre-long LOC and Working Boundary. Eleven of these observers, including the Deputy CMO, are deployed at the Mission headquarters in Islamabad to manage UNMOGIP operations and to support functions on personnel planning, military information, medical service, military training, security, and operation and control. One military observer is deployed in UNMOGIP Liaison Office in New Delhi. This effectively brought the strength down to 32 military observers for deployment to UNMOGIP's 10³ field stations. In addition, 25 per cent to 30 per cent of military observers are on compensatory time-off, annual leave or sick leave at any time, further reducing the strength to about 20 military observers for actual deployment in field stations. Consequently, five of the 10 field stations or 50 per cent had only one military observer, while three field stations had three military observers each and in one field station, there were four military observers as detailed in Table 1.

Table 1: Strength of military observers in UNMOGIP field stations on 17 March 2022

Field station	Number of military observers
Domel	3
Rawalkot	3
Kotli	3
Bhimber	4
Sialkot	1
Gilgit	2
Skardu	1
Rajouri	1
Punch	1
Jammu	1
Baramulla	Temporarily closed in 2005
Total	20

Source: UNMOGIP

38. Although UNMOGIP explained that field stations with more than two military observers were categorized as flashpoint areas of operations, deployment of military observers to field stations could be planned better to maintain, where possible, an operational strength of at least two military observers per field station to protect their security.

39. OIOS discussions with military observers in the field stations informed that they were rotated within three weeks of deployment to a field station resulting in a high turnover with limited time to effectively perform tasks in a field station. As explained by UNMOGIP, its policy was to deploy military observers for a minimum period of one month to field stations. In exceptional circumstances, the Mission deployed military observers to field stations for less than one month due to operational and administrative requirements related to annual leave, sick leave or compensatory time-off.

40. There are also occasions when military observers are rotated from field stations to perform Staff Officers' functions at UNMOGIP headquarters in Islamabad and this can be for about three months of their

³ Excluding one field station in Baramulla on the Indian side of the LOC, which was temporarily closed in 2005

tour of duty. The Mission informed that it conducts interviews for these positions to ensure that the selected candidates have the skills to perform the related Staff Officers' functions. However, the functions of staff positions of the Chief Operations Officer, Military Information Officer, Planning Military Officer, and Military Supply Officer require stability to ensure continuity and efficiency, and the Mission emphasized that they must be encumbered for a period of one year or longer. The current practice of frequent changes of Staff Officers occupying these positions undermines the continuity of functions and institutional memory necessary for the efficiency and effectiveness of UNMOGIP operations.

41. Consequently, United Nations military observers are constantly on the move between 10 field stations and UNMOGIP headquarters in Islamabad, thereby seriously stretching their capacity to effectively perform their mandated tasks. In its 2018 report, the Military Staff Committee recommended UNMOGIP to conduct a military capability study to assess the adequacy of the strength of the Mission's military observers. This study had yet to be conducted. It is important that UNMOGIP considers undertaking a military capability study to assess the adequacy of the strength of its military observers to effectively implement its mandate.

(4) UNMOGIP should improve planning the deployment of United Nations military observers to field stations to maintain, where possible, an operational strength that protects their security as required under Security Council resolution 2378 dated 20 September 2017.

UNMOGIP accepted recommendation 4 and stated that it aimed to post a minimum of two military observers in each field station, whenever possible, considering the operational requirements and limited authorized strength.

(5) UNMOGIP should explore ways to fill key staff positions at its headquarters for a period of one year or more to enhance continuity and efficiency in performing the related functions.

UNMOGIP accepted recommendation 5 and stated it had started to post key military positions for a minimum of six months to enhance continuity and efficiency. The Force Generation Service in the Office of Military Affairs in DPO would support UNMOGIP to find suitable candidates for those positions.

C. Management of staff and other resources

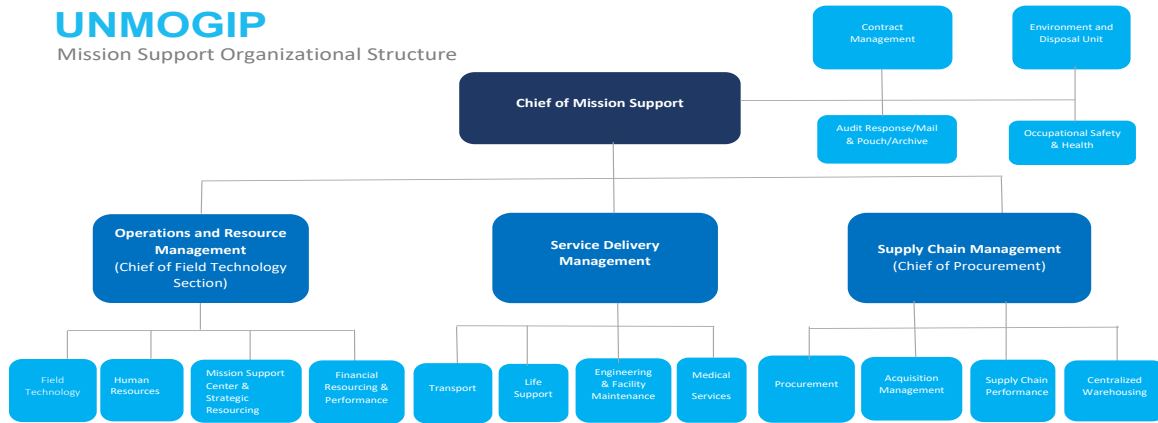
UNMOGIP mission support structure needs to be aligned with the standard structure

42. The erstwhile Department of Field Support issued supplementary guidance on 7 September 2017 outlining a standardized mission support structure with three pillars: (a) Operations and Resource Management; (b) Service Delivery Management; and (c) Supply Chain Management. As reflected in Chart 1 above, UNMOGIP's organizational structure still reflected the old model in its 2020 proposed programme budget.

43. In paragraph II.44 of its report A/74/7, the Advisory Committee on Administrative and Budgetary Questions (ACABQ) noted the static nature of UNMOGIP post resources and requested the Secretary-General to provide, in his next budget submission, information on UNMOGIP efforts to align its mission support component with the standardized structure. The Technical Review Team also conducted a review of UNMOGIP Mission Support Concept in 2018 and proposed the structure, as shown in Chart 2, in line with the standard mission support structure.

Chart 2:

Proposed Organigram of Mission Support



Source: 2018 Technical Review report

44. In June 2022, UNMOGIP prepared its mission support organizational structure following the above-mentioned proposal from the Technical Review Team. This structure was not yet regularized through the budgetary process.

45. In addition, UNMOGIP had loaned eight posts between its organizational units since 2011. According to established procedures, posts loaned or redeployed for one year or longer need regularization. Therefore, in its 2022 budget preparation process, UNMOGIP proposed to regularize these loaned posts together with the proposal to align the mission support organizational structure with the standardized mission support structure. However, the proposal for the revised mission support structure and the regularization of loaned posts was not included in the Mission’s 2022 programme budget fascicle due to timing constraints.

(6) UNMOGIP should, in its 2024 proposed programme budget, align its mission support organizational structure with the standardized mission support structure and regularize the loaning or redeployment of posts between organizational units in place since 2011.

UNMOGIP accepted recommendation 6 and stated that it would work with DOS and DMSPC to align its mission support organizational structure with the standardized mission support structure. It would also regularize the posts loaned or redeployed between sections since 2011 in its 2024 proposed programme budget.

UNMOGIP staff had not completed mandatory training courses

46. Secretary-General’s bulletin ST/SGB/2018/4 on the United Nations learning programme requires all staff members to complete nine mandatory training courses regardless of their level, function or duty station, as well as Mission Specific Induction Training. UNMOGIP has an authorized staffing table of 74 posts, and 70 of these posts were encumbered on 31 December 2021. All 70 staff members had taken 6 of

the 10 mandatory training⁴. As shown in Table 2, the number of staff completing the remaining four training courses ranged between 1 and 25 staff. Only one staff member completed the United Nations Human Rights Responsibilities training.

Table 2: Completion status of mandatory training by UNMOGIP staff as March 2022

	Mandatory training courses	Total staff	Number of staff taking the training	Number of staff not taking the training	Percentage of staff not taking the training
1	United Nations Human Rights Responsibilities	70	1	69	99%
2	“I know gender”	70	25	45	64%
3	Preventing Fraud and Corruption at the United Nations	70	12	58	83%
4	Information Sensitivity in Peacekeeping	70	18	52	74%

47. The aim of the mandatory training programme is to build a common foundation of knowledge and promote a shared organizational culture among staff of the Organization. Non-completion of mandatory training courses undermines the Mission’s ability to promote the organization’s values and codes of conduct among staff. Reinforcement measures should include adding the completion of the mandatory training into the performance evaluation of staff members.

(7) UNMOGIP should implement measures to ensure that all its staff complete the mandatory training courses required by ST/SGB/2018/4 to promote a shared organizational culture among staff of the Organization.

UNMOGIP accepted recommendation 7 and stated that it had achieved 100 per cent completion of mandatory training for all staff as required by ST/SGB/2018/4. In addition, the Mission would add the completion of the mandatory training courses as a requirement in the e-performance appraisal and for staff members’ contract renewal.

D. Staff-management relations

UNMOGIP agreed to start documenting conclusions of staff meetings and preparing an action plan to implement decisions taken

48. Despite UNMOGIP being a peacekeeping mission, several members of its staff have been serving in the Mission for over 10 years. ACABQ and the Technical Review Team required UNMOGIP to align the mission support component with the standardized structure. Accordingly, UNMOGIP proposed a revised structure (Chart 2) in line with the 7 September 2017 guidance from the then Department of Field Support. However, OIOS noted during the audit a general perception prevailing in UNMOGIP that the proposed mission support structure was intended to abolish posts through post reclassifications and new job openings and to separate staff members encumbering such posts.

49. UNMOGIP held town hall meetings on 11 February 2020 to prepare for the arrival of the Secretary-General to the Mission. Talking points for the meeting included budget preparation for 2021.

⁴ Basic Security in the Field; Mission Specific Induction Training; Ethics and Integrity in the United Nations; Safe and Secure Approaches in the Field; Prevention of Workplace Harassment, Sexual Harassment, and Abuse of Authority; Prevention of Sexual Exploitation and Abuse by United Nations personnel. Effective 1 August 2022, two courses were removed from the list of mandatory learning courses and one new mandatory course was introduced. This reduced the total number of mandatory courses from nine to eight.

Also, UNMOGIP Field Staff Union asked several questions in the town hall meeting held on 11 June 2020. However, there was no evidence of meeting minutes of the town hall meetings, while the minutes of staff meetings held with the CMS in 2020 and 2021 showed regular discussion on the proposed mission support restructuring.

50. During the audit period, there were only two town hall meetings and a limited number of staff-management meetings due to the COVID-19 pandemic. Meeting minutes of these meetings were not always maintained. There was also no action plan to address issues related to unresolved staff concerns. An effective communication strategy is important for transparency of management decisions and their buy-in from staff at large. The Mission agreed to start documenting staff-management meetings and their conclusions and preparing clear action points for implementation.

IV. ACKNOWLEDGEMENT

51. OIOS wishes to express its appreciation to the management and staff of UNMOGIP for the assistance and cooperation extended to the auditors during this assignment.

Internal Audit Division
Office of Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Audit of the United Nations Military Observer Group in India and Pakistan

Rec. no.	Recommendation	Critical ⁵ / Important ⁶	C/ O ⁷	Actions needed to close recommendation	Implementation date ⁸
1	DPO should approve the UNMOGIP military Concept of Operations, once finalized, without further delay.	Important	O	Approval of the military UNMOGIP Concept of Operations by DPO.	31 January 2023
2	UNMOGIP should explore ways to periodically provide feedback to the parties to the ceasefire on findings of UNMOGIP investigations against complaints of alleged ceasefire violations and on the disposition of petitions by the Mission.	Important	O	Notification of the outcome of the measures explored and evidence of actions taken to periodically provide feedback to the parties to the ceasefire on findings of UNMOGIP investigations.	31 December 2022
3	UNMOGIP should: (a) clarify to the relevant host nation that all payments for facilities previously provided free of cost to the Mission until 31 August 2013, including those directly made to private landlords, are made under protest; and (b) reflect the financial implications in its annual programme budget proposals.	Important	O	Evidence that all payments for facilities are accompanied with a note to the host nation indicating that they are made “under protest;” and the 2022 budget performance report reflecting the financial implications of such payments.	31 March 2023
4	UNMOGIP should improve planning the deployment of United Nations military observers to field stations to maintain, where possible, an operational strength that protects their security as required under Security Council resolution 2378 dated 20 September 2017.	Important	O	Evidence of efforts made to deploy a minimum of two military observers in all field stations.	31 March 2023
5	UNMOGIP should explore ways to fill key staff positions at its headquarters for a period of one year or more to enhance continuity and efficiency in performing the related functions.	Important	O	Evidence of efforts made to fill key staff positions at UNMOGIP headquarters for 12 months or more.	31 March 2023

⁵ Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

⁶ Important recommendations address those risk issues that require timely management attention. Failure to take action could have a high or moderate adverse impact on the Organization.

⁷ Please note the value C denotes closed recommendations whereas O refers to open recommendations.

⁸ Date provided by UNMOGIP and DPO in response to recommendations.

STATUS OF AUDIT RECOMMENDATIONS

Audit of the United Nations Military Observer Group in India and Pakistan

6	UNMOGIP should, in its 2024 proposed programme budget, align its mission support organizational structure with the standardized Mission Support Structure and regularize the loaning or redeployment of posts between organizational units in place since 2011.	Important	O	Receipt of 2024 proposed programme budget, in which UNMOGIP mission support organizational structure is aligned with the standardized mission support structure and loaned or redeployed posts between organizational units are regularized	28 February 2023
7	UNMOGIP should implement measures to ensure that all its staff complete the mandatory training courses required by ST/SGB/2018/4 to promote a shared organizational culture among staff of the Organization.	Important	C	Action complete.	Implemented

APPENDIX I

Management Response

TO: Fatoumata Ndiaye, Under-Secretary-General
A: for Internal Oversight Services

DATE: 1 November 2022

REFERENCE: DPPADPO-2022-01985
CLASSIFICATION: Confidential

THROUGH:

S/C DE:

FROM: Jean-Pierre Lacroix, Under-Secretary-General
DE: for Peace Operations

Rear Admiral Guillermo Pablo Rios, Head of Mission and Chief Military Observer
United Nations Military Observer Group in India and Pakistan

SUBJECT: **Management Response Plan for the OIOS Audit of the United Nations Military Observer
OBJET: Group in India and Pakistan (Assignment No. AP2021-680-01)**

1. Attached please find the Management Response Plan for the OIOS Audit of the United Nations Military Observer Group in India and Pakistan (Assignment No. AP2021-680-01) on the above-mentioned audit presented in Appendix I.
2. The attached plan has been consulted with the United Nations Military Observer Group in India and Pakistan, the Department of Safety and Security, the Department of Operational Support, and the Office of Military Affairs/Department of Peace Operations.
3. We appreciate your collaboration and remain available for further clarification.

cc: Mr. Atul Khare, Under-Secretary-General, DOS
Mr. Khaled Khiari, Assistant-Secretary-General, DPO
Lieutenant General Birame Diop, Assistant-General, Military Adviser DPO
Mr. Peter Due, Director, Asia and the Pacific Division, DPPA-DPO
Mr. Bill Miller, Director, Division of Regional Operations, UNDSS
Mr. Nester Odaga-Jalomayo, Chief of Mission Support, UNMOGIP
Mr. Frédéric Renoux, Audit Focal Point, DPPA-DPO
Mr. Tilchand Acharya, Chief, Peacekeeping Headquarters Audit Section, IAD-OIOS
Mr. Jeffery Lin, Professional Practices Section, IAD-OIOS
Ms. Muriette Lawrence-Hume, Chief, New York Audit Service, Internal Audit Division, OIOS

Management Response

Audit of the United Nations Military Observer Group in India and Pakistan

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	DPO should approve the UNMOGIP military Concept of Operations, once finalized, without further delay.	Important	Yes	CMOS/OMA/DPO	January 2023	DPO is reviewing the UNMOGIP military Concept of Operations.
2	UNMOGIP should explore ways to periodically provide feedback to the parties to the ceasefire on findings of UNMOGIP investigations against complaints of alleged ceasefire violations and on the disposition of petitions by the Mission.	Important	Yes	DCMO/UNMOGIP	December 2022	In consultation with DPO, UNMOGIP will explore ways to provide feedback to the parties.
3	UNMOGIP should: (a) clarify to the relevant host nation that all payments for facilities previously provided free of cost to the Mission until 31 August 2013, including those directly made to private landlords, are made under protest; and (b) reflect the financial implications in its annual programme budget proposals.	Important	Yes	Chief Budget/UNMOGIP	October 2022	For each invoice received from India and payment is made, the Mission will add a note that the payment is made "under protest". The Mission will continue this practice <i>sine die</i> and reflect the implications of those payments in the performance report of 2021/22 budget and in future programme budget documents.
4	UNMOGIP should improve planning the deployment of United Nations military observers to field stations to maintain, where possible, an operational strength that protects their security as required under Security Council resolution 2378 dated 20 September 2017.	Important	Yes	DCMO/UNMOGIP	October 2022	UNMOGIP aims to post a minimum of two UNMOs in each field station considering its operational requirements and limited authorized strength.

¹ Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

² Important recommendations address those risk issues that require timely management attention. Failure to take action could have a high or moderate adverse impact on the Organization.

Management Response

Audit of the United Nations Military Observer Group in India and Pakistan

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
5	UNMOGIP should explore ways to fill key staff positions at its headquarters for a period of one year or more to enhance continuity and efficiency in performing the related functions.	Important	Yes, Partially	DCMO/UNMOGIP and FGS/OMA/DPO	October 2022	UNMOGIP started to post key military positions for a minimum of six months to enhance continuity and efficiency. FGS/OMA/DPO will support the Mission to find suitable candidates for those positions.
6	UNMOGIP should, in its 2024 proposed programme budget, align its mission support organizational structure with the standardized Mission Support Structure and regularize the loaning or redeployment of posts between organizational units in place since 2011.	Important	Yes	CMS/UNMOGIP	February 2023	The Mission will work with DOS and DMSPC to align its Mission Support Organizational structure with the standardized Mission Support Structure as well as regularize the posts loaned or redeployed between Sections since 2011 in its 2024 proposed programme budget.
7	UNMOGIP should implement measures to ensure that all its staff complete the mandatory training courses required by ST/SGB/2018/4 to promote a shared organizational culture among staff of the Organization.	Important	Yes	CHRO/UNMOGIP	October 2022	The Mission has achieved 100% complete mandatory training for all staff as required by ST/SGB/2018/4. See attached documentary proof. Further, the Mission will add as a requirement the completion of the mandatory training courses in the e-performance appraisal and for staff members' contract renewal.