

Evaluation of the Office of the Special Coordinator on Improving the United Nations response to Sexual Exploitation and Abuse

24 June 2026

IED-25-10 (Part 1)



Function

“The Office shall evaluate the efficiency and effectiveness of the implementation of the programmes and legislative mandates of the Organization. It shall conduct programme evaluations with the purpose of establishing analytical and critical evaluations of the implementation of programmes and legislative mandates, examining whether changes therein require review of the methods of delivery, the continued relevance of administrative procedures and whether the activities correspond to the mandates as they may be reflected in the approved budgets and the medium-term plan of the Organization;” ([General Assembly Resolution 48/218 B](#)).

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Summary

The Office of Internal Oversight Services (OIOS) evaluated the relevance, efficiency and effectiveness of Office of the United Nations Special Coordinator on Improving the United Nations Response to Sexual Exploitation and Abuse (OSCSEA) in fulfilling its mandate.

Since its establishment in 2016, the Special Coordinator's system-wide mandate has evolved and broadened, becoming increasingly operational. This has led to varied understanding and mixed expectations across stakeholders regarding key aspects of the role, including the implementation of the Special Measures Strategy, the review and addressing of policy and operational gaps at country level, and the relationship of the Office with other entities such as the Office of the Victims' Rights Advocate and the Department of Management Strategy, Policy and Compliance.

OSCSEA established key mechanisms to strengthen accountability and align protection from sexual exploitation and abuse (PSEA) approaches across the United Nations system, including: a) mandatory PSEA action plans; b) management letters; c) coordination platforms; and d) system-wide sexual exploitation and abuse (SEA) data reporting tools. While these mechanisms improved standardization across the system, enhanced leadership attention, supported cross-pillar coordination, and strengthened information sharing, their contribution to system-wide coherence in responding to victims of SEA remained limited.

The Special Coordinator's leadership, advocacy and high-level engagement with United Nations senior leaders at Headquarters and country level contributed to positive changes in United Nations PSEA actions by strengthening leadership commitment and advancing country and entity-level PSEA efforts. Through technical guidance, direct engagement and advocacy for adequate resources, the Special Coordinator and OSCSEA supported PSEA Coordinators and system-wide PSEA leads in strengthening SEA prevention and response efforts.

The Special Coordinator's advocacy with Member States, including troop- and police-contributing countries, contributed to concrete government actions on PSEA, including strengthened standards of conduct and some action on paternity cases. Extensive engagement across the United Nations system, and with external partners, facilitated communication of good practices and information exchange, identified policy and operational gaps, and supported the alignment of PSEA practices across pillars.

The broad and demand-driven programme of work, combined with the absence of a formal multi-year strategy and limited strategic prioritization, constrained the OSCSEA ability to focus on its system-wide responsibilities. Planning was shaped by short-term demands and immediate priorities linked to the Special Coordinator's direct engagements, while limited Office staffing and high turnover constrained the continuity, depth and systematic follow-up to these engagements.

While the OSCSEA focus on addressing country-level operational gaps contributed to positive changes in many contexts, it also reduced attention to system-wide SEA priorities. Persistent system-wide gaps therefore remained, including weak data systems, unresolved accountability issues, and slow, uneven and fragile progress in institutionalizing victim-centred PSEA approaches across the system.

OIOS makes three recommendations to OSCSEA, to:

1. Implement a rolling multi-year workplan.
2. Make proposals to senior leadership for more predictable and sustainable resourcing for country-level PSEA structures.
3. In its role as HLSG Secretariat, expand HSLG membership and strengthen strategic preparation and follow-up of meetings.

I. Introduction and objective

1. The overall objective of this evaluation by the Office of Internal Oversight Services, Inspection and Evaluation Division (OIOS-IED) was to assess, as systematically and objectively as possible, the relevance, efficiency and effectiveness of the Office of the United Nations Special Coordinator on Improving the United Nations Response to Sexual Exploitation and Abuse (OSCSEA). An evaluation of the Office of the Victims' Rights Advocate (OVRA) was conducted in parallel to this evaluation to ensure efficiency in data collection since both offices engage many of the same stakeholders.
2. The evaluation conforms to the United Nations Evaluation Group norms and standards. The OSCSEA management response is included in Annex II.

II. Background

Mandate

3. OSCSEA was established in 2016 to support the Secretary-General in ensuring effective and timely review and implementation of the recommendations of the independent review on sexual exploitation and abuse (SEA) by international peacekeeping forces in the Central African Republic (CAR Panel Report).¹
4. The 2017 Special Measures Strategy² expanded the mandate of the Special Coordinator to coordinate and align system-wide efforts on protection from sexual exploitation and abuse (PSEA). In September 2022, the Secretary-General appointed the first full-time Special Coordinator at the Under-Secretary-General (USG) level.
5. As stated in the 2025 Office programme plan, "The Special Coordinator drives and oversees the United Nations efforts to prevent and respond to sexual exploitation and abuse across the United Nations system. Through the development of procedures, protocols, standardized tools and support for United Nations entities and the field, the Special Coordinator continues efforts to align approaches and enhance coordination, cooperation and system-wide coherence."

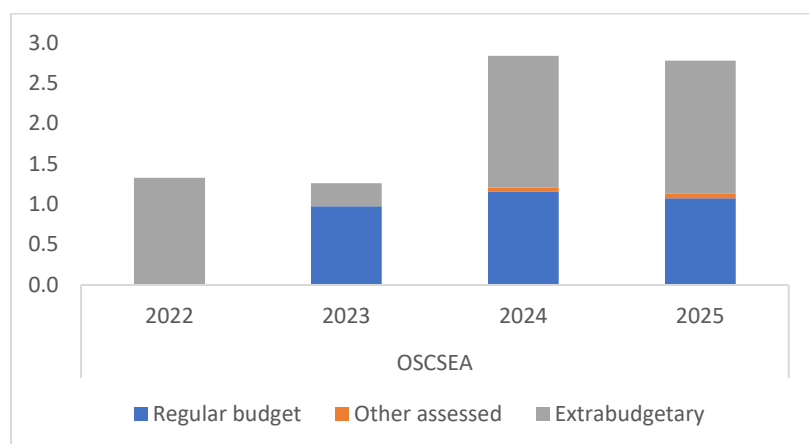
Resources and organizational structure

6. OSCSEA became part of the regular programme budget in 2023. As shown in Figure 1, its total resources increased since 2024 due to higher extrabudgetary (XB) funding.

¹ United Nations, *Report of an independent review on sexual exploitation and abuse by international peacekeeping forces in the Central African Republic* ([A/71/99](#)), 2016.

² United Nations, *Special measures for protection from sexual exploitation and abuse: a new approach*. ([A/71/818](#)), 2017.

Figure 1: OSCSEA Proposed Budget 2022 – 2025 (in US millions)³



Source: Proposed programme budgets 2022-2025

7. The Special Coordinator reports to the Secretary-General through the Chef de Cabinet. In 2023, OSCSEA was assigned four posts in the regular budget. In addition to the USG, three other posts at P-5, P-4 and General Service level report to the Special Coordinator. The Office's mandate implementation has also been strengthened by temporary XB hires and Gratis Personnel.

III. Scope and Methodology

8. The evaluation covered the period from January 2021 to September 2025 and examined the extent to which the Special Coordinator and OSCSEA, within its system-wide mandate, enhanced coordination, cooperation and coherence to effectively prevent and respond to SEA using a victim-centred approach.
9. In this evaluation, coherence refers to the extent to which Organizational efforts are delivered in a coordinated, aligned, and harmonized fashion across the United Nations system. United Nations "entities" include system-wide entities, such as agencies, funds and programmes, as well as Secretariat entities.
10. The evaluation used a mixed-methods approach with the following data sources:
 - a. Structured document review: A review of more than 250 documents was conducted, including: policies, tools and guidance developed, maintained or facilitated by the Office; programme budget documents; Advisory Committee on Administrative and Budgetary Questions (ACABQ) documents; annual reports; performance reports; coordination meeting minutes; country and entity action plans; and mission visit records. This included the 2025 Joint Inspection Unit (JIU) Review of policies and practices to prevent and respond to sexual exploitation and abuse in the United Nations system organizations ([JIU/REP/2025/2](#)), hereafter referred as the JIU Review.
 - b. Interviews: Sixty-nine semi-structured interviews were conducted with 52 women and 29 men from United Nations entities, Member States, and civil society organizations (CSOs).
 - c. Survey: An on-line survey was administered to 101 United Nations system-wide PSEA leads, Mission Conduct and Discipline Team (CDTs) Chiefs, country-level PSEA Coordinators and

³ The regular budget figures are approved figures and other assessed and extrabudgetary funding are estimates. OSCSEA reports that in 2025 it did not receive extrabudgetary contributions.

Victims' Rights Focal Points (VRFPs), yielding 71 responses (52 women, 18 men, one undisclosed) for a 70 per cent response rate.

- d. Quantitative analysis of secondary data: Secondary data, such as iReport, Department of Management Strategy, Policy and Compliance (DMSPC) Paternity data and OSCSEA system-wide PSEA Annual Staff Perception Survey, were analysed to identify trends and patterns for the number and types of SEA allegations, paternity case resolution, and changes in United Nations staff perceptions on PSEA over time.
 - e. Direct observations: Ten system-wide meetings were observed, including: the High-Level Steering Group (HLSG) on SEA; SEA Working Groups; and OSCSEA-organized brown bag sessions hosted by International Peace Institute on Sexual Exploitation, Abuse, and Harassment (SEAH) in United Nations Peace Operations.
 - f. Country case study: A remote country case study was undertaken in Central African Republic to assess OSCSEA contributions at the country level. The evaluation utilized the OVRA case studies from the OIOS Evaluation of OVRA⁴ in the Democratic Republic of Congo and South Sudan.
 - g. Social network analysis: An assessment of OSCSEA engagement with key stakeholders was conducted using desk review and interviews to assess the frequency and type of engagement with United Nations and non-United Nations actors.
 - h. Social media analysis: The X (formerly Twitter) accounts of OSCSEA and the Special Coordinator were analysed to understand the type of messages published and the geographic focus.
11. The evaluation was limited by: constraints in mission travel limiting data collection from external stakeholders; weak programme performance data for measuring progress; and significant reductions in PSEA staffing affecting data collection.

IV. Evaluation Results

- A. The mandate of the Special Coordinator has evolved, with varied understanding and expectations of the role

The mandate has evolved over time and continues to be broad

12. The Special Coordinator mandate has broadened in scope over time to become increasingly system-wide and operational. Several milestones, described below and in Figure 2, contributed to this progressive broadening of the mandate:
- In 2016, when the Special Coordinator Position was established to respond to a specific recommendation of the CAR Panel report, the General Assembly and Security Council resolutions welcomed the appointment but did not define the Coordinator's mandate.
 - In 2017, the launch of the Special Measures Strategy⁵ significantly broadened the Special Coordinator's responsibilities to include: coordination and alignment of system-wide efforts;

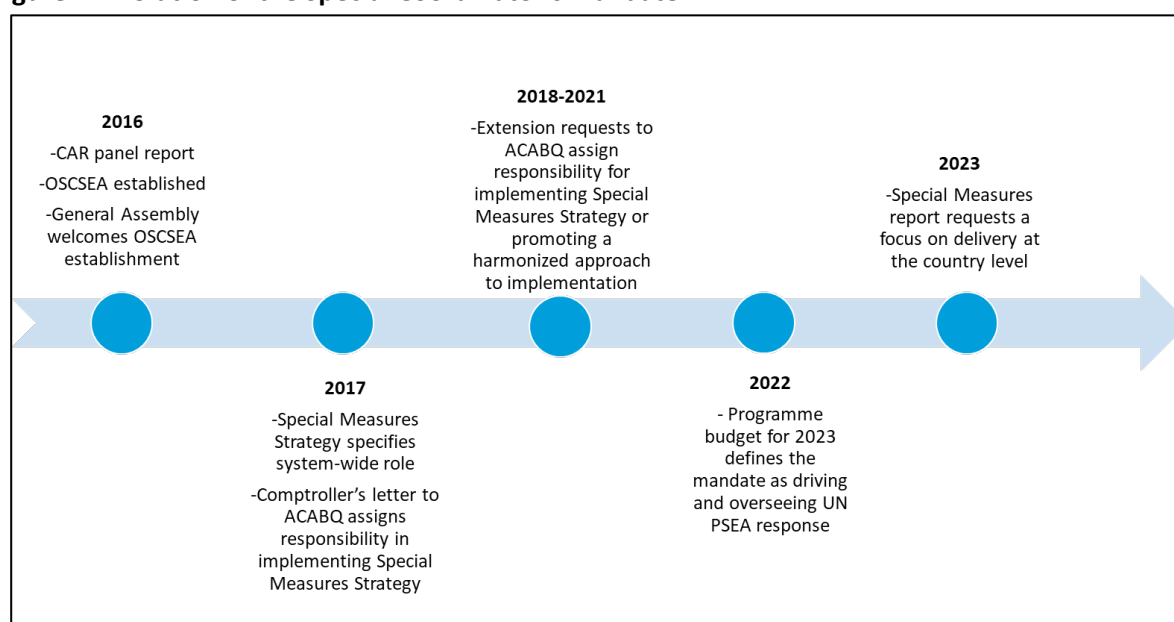
⁴ United Nations, *Evaluation of the Office of the Victims' Rights Advocate*, June 2026.

⁵ A/71/818.

supervision of the consolidated system-wide repository of case information; the review of PSEA action plans; and follow-up of the Strategy's recommendations.⁶

- From 2017 to 2021, annual budget extension requests further provided different formulations of the Special Coordinator's mandate to include driving implementation of the Special Measures Strategy or harmonizing the United Nations approach, which left considerable room for interpretation.
- In 2022, when the first full-time Special Coordinator was appointed and OSCSEA was included in the 2023 Programme Budget, the mandate emphasized the strategic role in driving the United Nations PSEA approach.
- From 2022 to 2025, programme budgets reinforced the role to review and address the policy and operational gaps in the handling of SEA.
- In 2022 and 2023, the Secretary-General's Special measures report on PSEA⁷ added the operational and country-level focus to the mandate, including the need for sustained awareness of standards of conduct, strengthening leadership and support across the United Nations system, and ensuring constant high-level vigilance and timely action.

Figure 2: Evolution of the Special Coordinator's mandate



Source: OIOS desk review

Differing views on the role have led to inconsistent understanding and mixed expectations of the Special Coordinator's responsibilities

13. The broadening of the mandate described in the last sub-result left some aspects of the Special Coordinator's role open to interpretation by both OSCSEA itself and other PSEA stakeholders, including:

⁶ Ibid

⁷ A/76/702 and A/77/748.

- The role in the operational implementation of the Special Measures Strategy, of which the broad, system-wide objectives span four areas: putting the rights and dignity of victims first; ending impunity; engaging civil society and external partners; and improving strategic communications;
 - The role in driving and overseeing the United Nations response to SEA; and,
 - The role of reviewing and addressing policy and operational country-level gaps in the handling of SEA.
14. The general understanding of the Special Coordinator role was uneven across stakeholders surveyed and interviewed. While 77 per cent of the survey respondents reported having a clear understanding of the role, 21 per cent, including eight of the 30 country-level PSEA Coordinators surveyed, did not.
15. United Nations entities interviewed held different interpretations of the Special Coordinator's primary function, which in turn shaped differing expectations of the support and outcomes the role could provide. While some United Nations Secretariat staff assumed that the role focused primarily on coordination and should be limited to that aspect, staff from other United Nations entities also pointed to the advocacy role as being important and Resident Coordinators (RCs) viewed the provision of strategic guidance as the key role.
16. Views further differed on whether the Special Coordinator's primary focus was on SEA prevention or response. Some United Nations stakeholders and Member States interviewed saw the Office as prevention-focused, especially in supporting risk mitigation strategies, whereas others considered both prevention and response to be part of the Office's functions. There was also lack of clarity among some PSEA global leads and country level PSEA staff about the Office's role in victim support and how it differed from that of OVRA. On paternity case matters specifically, there was lack of clarity among Secretariat staff between the respective roles of OSCSEA, OVRA and the Department of Management Strategy, Policy and Compliance (DMSPC), particularly the responsibility to follow-up on individual cases and to advocate for increased accountability of Troop and Police-contributing countries (T/PCCs). This lack of clarity on paternity matters was also noted in the OIOS evaluation of OVRA.⁸
17. Some stakeholders further questioned the focus on peacekeeping settings and others the limited focus on development settings. Staff from some key Secretariat entities considered the focus to be too peacekeeping-oriented, arguing that greater attention should be given to other settings with SEA allegations and less advanced PSEA mechanisms. This view was not expressed by system-wide PSEA leads; but some perceived a limited engagement by the Special Coordinator in development settings, despite existing SEA risks.
18. The stakeholder interviews discussed above illustrate the varied nature of the Special Coordinator's engagement with different stakeholders. These differences also reflect broader system-wide ambiguity around PSEA roles and responsibilities. The OIOS evaluation of OVRA highlighted overlapping roles among OVRA, OSCSEA and DMSPC in victim assistance, while the JIU Review noted the absence of clearly designated PSEA leads in the Secretariat and some of its entities, partly due to a perception that the Special Coordinator served as the lead for PSEA within those entities. These diverse understandings are also reflected in how OSCSEA staff viewed the Office's role as being increasingly operational, as further discussed in the section below.

⁸ United Nations, *Evaluation of the Office of the Office of the Victims' Rights Advocate*, June 2026.

The Special Coordinator and his Office have viewed their role as the driver of the Secretary-General's PSEA Strategy

19. Both the Special Coordinator and staff in his Office share a common understanding of their role. The current Special Coordinator has described his role as leading the system-wide implementation of the Secretary-General's PSEA Strategy, with responsibility for intensifying engagement with the United Nations leadership, advancing an aligned system-wide approach, prioritizing the country level action, and continuing to innovate and strengthen internal and external partnerships.
20. Similarly, OSCSEA staff and Gratis Personnel interviewed described the role of the Special Coordinator as having evolved into a complex and multifaceted leadership function. They noted that the role had broadened over time - from being primarily normative and policy-setting to becoming more operational, with a focus on improving SEA prevention and response. In this context, some staff highlighted the following specific functions of the Office in implementing the Special Measures Strategy:
- Coordinating and aligning system-wide humanitarian, development and peace actors;
 - Identifying and addressing policy and operational gaps;
 - Developing system-wide policies;
 - Strengthening engagement with United Nations leadership; and
 - Strengthening engagement with internal and external partners.
21. This broad interpretation of its own role has also led OSCSEA to engage in areas where some United Nations Secretariat stakeholders felt the Office had exceeded its mandate. For example, in its role as implementer of the Special Measures Strategy, the Office considers its role to include elements of victims' rights and victim assistance within its system-wide coordination role; OVRA, on the other hand, sees victims' rights as firmly within its mandate. Additionally, while acknowledging that sexual harassment (SH) is not part of its mandate, OSCSEA has advocated for greater policy coherence on SEA and SH.
- B. While OSCSEA established relevant mechanisms to align PSEA approaches and strengthen institutional accountability, they have not been fully effective in achieving system-wide coherence

OSCSEA-supported action plans and management letters helped to establish a structured framework that enhanced accountability across the system, although there were limitations in their effective implementation

22. Mandatory PSEA action plans and end-of-year management letters —introduced by the Special Coordinator in 2019 at the request of the Secretary-General in the Special Measures Strategy — were designed to support United Nations entities and country teams in planning, implementing, documenting and certifying key PSEA actions. These tools have helped standardize actions across the system and reinforced a recurring cycle of planning, implementation and leadership commitment. To further support their implementation, OSCSEA provided assistance through guidance materials, webinars and direct support.
23. The plans and letters were conceived as interlinked components of a broader institutional accountability cycle: the former established minimum requirements for PSEA implementation at global and country levels, while the latter provide a mechanism for entity heads to certify that these actions were carried out within their respective organizations. The system-wide PSEA Annual Staff

Perception Survey provided a key source of information on the levels of awareness of United Nations personnel and implementing partners, as well as the integration of PSEA standards within their functions, and this information informed the development of action plans. Collectively, these tools were expected to reinforce shared norms and support more systematic monitoring of progress across the system.

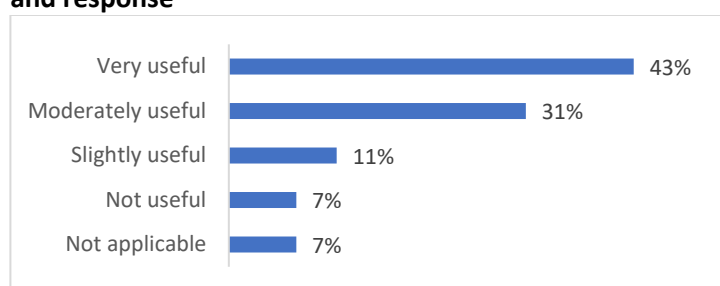
24. The uptake of both tools has increased over time, signalling their gradual acceptance and utilization, with the number of country and entity action plans increasing from 186 in 2021 to 223 in 2025. Resident Coordinators and system-wide PSEA leads interviewed confirmed that, by being mandatory, the tools strengthened compliance and elevated the visibility of PSEA responsibilities. Action plans were viewed as useful for guiding prevention activities, structuring response efforts and promoting consistent adherence to agreed standards, while management letters were described as a driver of senior-level accountability by signalling that PSEA remained a leadership priority. The JIU Review similarly noted that management letters help to sustain leadership attention on PSEA and recommended that they be centrally stored and made publicly available.
25. Despite their contribution to creating a framework for strengthening SEA accountability, the action plans and management letters nevertheless faced limitations that reduced their effectiveness in advancing system-wide coherence. Some system-wide PSEA leads interviewed, and the JIU Review noted, that limited feedback provided to entities from OSCSEA on both documents reduced their usefulness and learning opportunities. Action plans were often seen as insufficiently tailored to country contexts, with yearly repetition of actions and template constraints—including English-only formats, bulky structures and unclear indicators—further limiting their utility. The documents also remained largely disconnected from broader decision-making processes, including PSEA data systems and strategic planning. These shortcomings were reported to have led to missed opportunities to identify gaps or duplications, with little evidence of cumulative learning or progress tracking. As a result, some stakeholders cautioned that action plans risked becoming compliance exercises rather than mechanisms promoting continuous improvement. The JIU Review similarly recommended that action plans be informed by SEA allegation data and entity-level SEA risk assessments, highlighting the need for stronger links between planning, risk analysis and available data.

While OSCSEA led the first coordination mechanism for humanitarian, development and peace actors to work toward shared outcomes on PSEA, its contribution to broader system-wide coherence was limited

26. In 2016, the HLSG, which aims to strengthen system-wide leadership, policy coherence and accountability on PSEA across the United Nations System, established the first system-wide coordination mechanism – the SEA Working Group (SEA WG). Led by OSCSEA, the WG brought together humanitarian, development and peace actors to jointly address PSEA, thereby enabling the engagement of a broader set of stakeholders across the humanitarian-development-peace nexus on shared priorities. These priorities evolved into dedicated workstreams, supporting the coherence in the United Nations approach to PSEA. OSCSEA chairs the SEA WG, which facilitated knowledge exchange, guidance dissemination and alignment of PSEA practices across entities. Participation in the SEA WG expanded substantially over time: membership increased from 18 entities in 2018 to 55 by 2025, indicating a growing recognition of the need for cross-pillar engagement on PSEA.
27. The SEA WG is widely perceived to be an effective coordination mechanism. As shown in Figure 3, most survey respondents indicated that they considered the Working Group to be useful. Staff interviewed also characterized the Working Group as an important space for sharing practices and lessons learned. OIOS direct observation of meetings and review of meeting minutes similarly

showed that the WG was effectively used to exchange information and provided opportunities for OSCSEA to guide PSEA implementation.

Figure 3. PSEA personnel’s rating on utility of the SEA WG in enabling coherence SEA prevention and response



Source: OIOS survey

28. Furthermore, the SEA WG and its workstreams have produced several outputs across different initiatives, including:

- The development of a “PSEA Clause” for inclusion in the Cooperation Frameworks. Produced by a workstream co-chaired by UNICEF, the Clause has become a formal commitment by both the United Nations leadership and partner governments to prevent and respond to SEA.
- The development of Transition Guidelines, through a workstream co-chaired by OSCSEA and OVRA, to address the continuity of PSEA measures during peacekeeping mission transitions and drawdowns, initially triggered by the MONUSCO transition. The Guidelines are due to be finalized later this year based on the inputs received from relevant United Nations entities.
- The discussion of key SEA gaps in relation to commercial partners, including due diligence, risk mitigation and accountability.

29. Despite this progress, constraints were observed in the coordination mechanisms intended to support system-wide coherence, such as the SEA WG and the HLSG. OIOS observation of the SEA WG and the HLSG, analysis of meeting minutes, and interviews with system-wide PSEA leads indicated persistent tension between the OSCSEA roles in building consensus and providing strategic direction, a challenge also observed during preparatory meetings for the HLSG on SEA. While stakeholders valued the OSCSEA convening role, some emphasized the need for clearer strategic focus to strengthen coordination. The size of the SEA Working Group also limited progress, with high levels of participation making it difficult to reach decisions or maintain momentum. Similarly, the HLSG meetings were perceived -and also observed by OIOS- to primarily serve as a forum for updates rather than a platform for advancing strategic direction.

In a context of system wide fragmentation, OSCSEA efforts to strengthen the coherence of the broader SEA data system achieved modest progress

30. The Office has developed and stewarded key system-wide data-related tools and guidance, including:

- **The Incident Reporting Form (IRF)** developed in 2017 and updated in 2019, designed to standardize SEA allegation reporting;

- **The iReport tracker** initiated in 2017 and managed by OSCSEA since 2022, with inputs from DMSPC and the Office of the High Commissioner for Human Rights (OHCHR), created as a single United Nations system-wide repository for allegations, improving transparency in PSEA reporting; and
 - **The Guidance Note on sharing information on SEA allegations** published in 2021 and subsequently updated in 2023, aimed at clarifying reporting responsibilities at the country level, particularly the requirement to share allegation information involving United Nations personnel and implementing partners with the most senior United Nations official in-country.
31. Nevertheless, significant constraints in implementation of these three tools, including Organization-wide fragmentation of data reporting, data quality and governance, limited their contribution tools to system-wide data coherence. United Nations entities continue to operate separate data policies and systems, and reporting practices vary widely across the Organization.
32. The iReport tracker is limited by incomplete reporting, inconsistent practices across agencies and limited disaggregation, which constrain its reliability for systematic monitoring and tracking of allegations across the system. Only half of survey respondents reported that their entities at either global or field level use it, which represents a shortcoming. The JIU Review similarly noted inconsistencies in how entities record SEA data, pointing specifically to missing allegations (several entities were not recording allegations), and lack of disaggregation of data by implementing partner. Disaggregation of this data is key, since a significant share of reported SEA allegations are associated with implementing partners; in 2024, for example, they comprised 383 of 675 (57 per cent) of total allegations.
33. These systemic challenges were also demonstrated in the uneven adoption of the IRF as a standard intake tool. Although the IRF was envisaged as the common entry form for SEA allegations, many United Nations entities have not adopted it. Thirty-four of 70 survey respondents stated that their respective entities use the form, 23 indicated that their entities do not, and the remainder were either unsure or considered it “not applicable”. Staff interviewed pointed to both quality concerns and practical constraints, including limited trained field staff to engage with victims and obtain informed consent, as well as concerns about protecting the independence of investigations, as limiting uptake. These staff also noted that this resistance has hindered system-wide harmonization and created friction among entities. Furthermore, a 2021 OIOS recommendation to enhance the use of the IRF has not been implemented.⁹
34. At the country level, similar constraints affected the implementation of the Guidance Note on sharing allegation data. Most Resident Coordinators interviewed reported that they lack the authority to secure full and accurate SEA allegation data from UNCT members, and all country-level PSEA coordinators interviewed also indicated that data is not shared with them. The JIU Review similarly found that RCs and PSEA coordinators often rely on sporadic, voluntary updates from UNCT members, and informally recommended that the Special Coordinator ensure systematic reporting of SEA allegations to RCs. Perceptions of PSEA coordinators on the guidance’s effectiveness at country level were mixed: in some contexts, the guidance was seen as a driver for improving accountability, whereas in others, the guidance was perceived as creating more confusion than clarity.
35. These systemic challenges remain. Although the Secretary-General’s 2017 Special Measures Strategy called for improvements in SEA data presentation, reporting tools and system-wide

⁹ United Nations, *Evaluation of the prevention, response and victim support efforts against sexual exploitation and abuse by United Nations Secretariat staff and related personnel: Report of the Office of Internal Oversight Services* ([A/75/820](#)), March 2021.

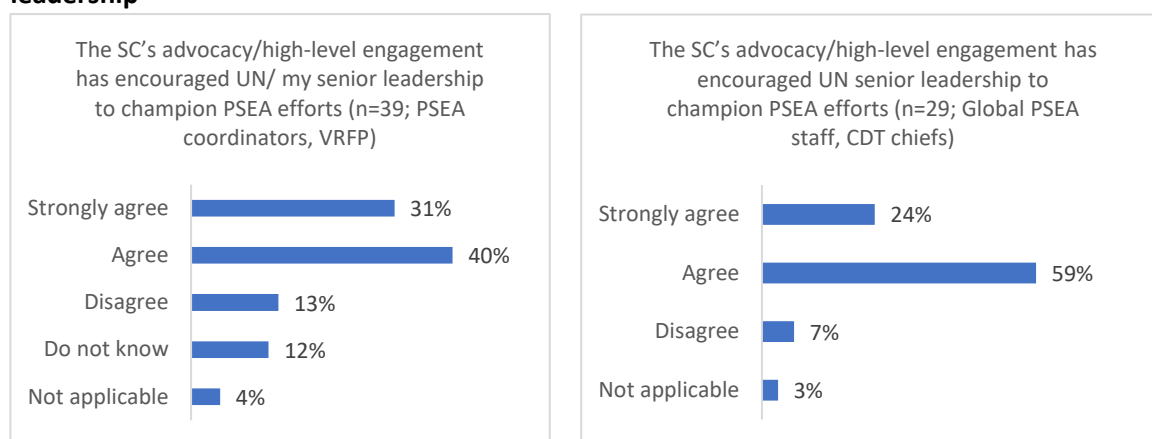
analytical capability, these measures have not been fully implemented and progress remains limited. More recently, the OSCSEA-commissioned Comprehensive Assessment of PSEA and the JIU Review renewed the focus on these issues. In response, as of early 2026, OSCSEA has initiated work to strengthen and harmonize SEA reporting through an inter-agency workstream of the SEA Working Group.

C. The Special Coordinator’s leadership and direct engagement, and the work of the Office, contributed to positive changes in United Nations and government PSEA actions

The Special Coordinator’s leadership and high-level engagement with United Nations senior leaders contributed to positive change in multiple countries as well at Headquarters level

36. Staff and stakeholders surveyed and interviewed generally agreed that the Special Coordinator’s engagement with senior United Nations leaders was effective. As shown in Figure 4, a majority of survey respondents agreed that the Special Coordinator’s advocacy and high-level engagement encouraged senior leadership to champion PSEA efforts. This positive perception was echoed in stakeholder interviews, including RCs, who reported favourable views of their engagement with the Special Coordinator.

Figure 4: PSEA personnel views on the Special Coordinator’s engagement with United Nations leadership



Source: OIOS-IED survey

37. There was documented evidence of the Special Coordinator directly engaging with country-level leadership in 18 countries and territories. The Special Coordinator also participated in briefings of new RCs and in RC global coordination meetings. Specific contributions from these engagements in five countries are presented in Table 1 below.

Table 1: The Special Coordinators’ contributions at the country level

Country	Special Coordinator’s engagement contributed to ...
Afghanistan	• Better alignment of the PSEAH Network and improved coordination between the PSEA Coordinator and the Mission CDT
The Central African Republic	• Strengthened resourcing for PSEA through resource allocation and annual budgeting for PSEA. • Development of Standard Operating Procedures for Temporary Operating Bases to mitigate SEA risks.

	• Greater integration of MINUSCA into humanitarian networks and improved collaboration enabling joint activities, such as risk assessments and radio broadcasts.
Ethiopia	• Formal UNCT leadership commitment on PSEA
Guatemala	• PSEA becoming a standing agenda item in UNCT meetings and a country team leadership commitment to zero tolerance principles
Jordan	• Improvement in PSEA accountabilities, roles and responsibilities in the United Nations Country Team

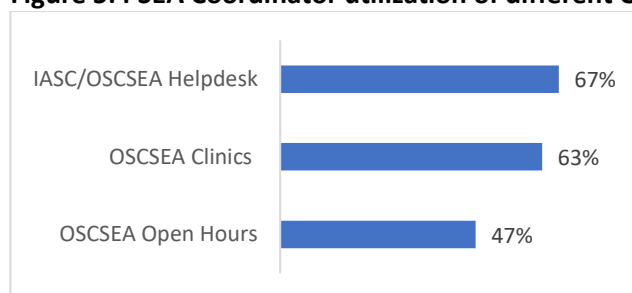
Source: OIOS desk review, interviews and survey

38. Similarly, engagement at Headquarters-level positively impacted leadership efforts. More specifically, the Office developed a Senior Leadership toolkit through a consultative process to address gaps in understanding of PSEA responsibilities for RCs/Humanitarian Coordinators (HCs) and country representatives of United Nations agencies, funds and programmes. Stakeholders interviewed viewed the tool positively and highlighted its importance in clarifying roles and responsibilities. However, concerns were raised regarding the uptake of the tool given competing priorities and the high volume of existing similar guidance.

The Special Coordinator and OSCSEA provided technical guidance and advocated for adequate resources which advanced country and entity-level PSEA efforts

39. United Nations PSEA staff surveyed and interviewed rated OSCSEA support provided to country-level PSEA Coordinators as highly positive. The PSEA Coordinators are key to effective country-level PSEA implementation, since they are responsible for supporting the accountability of RCs/HCs and ensuring cohesion within UNCTs; OSCSEA support was deemed key in ensuring PSEA Coordinators did not operate in isolation. For example, the Office supported Coordinators to access PSEA compliance tools and provided training on specific thematic areas. Among the PSEA Coordinators surveyed, a large percentage utilized the different support offerings from OSCSEA, as shown in the figure below.

Figure 5: PSEA Coordinator utilization of different OSCSEA support offerings



Source: OIOS-IED survey

40. Stakeholders also valued the direct support of the Special Coordinator at country level. Some country-level PSEA Coordinators interviewed appreciated the Special Coordinator's direct engagement in resolving operational challenges. The quote below from one PSEA Coordinator expressed a common appreciation of the real-time support provided by the Special Coordinator:

"The [the Special Coordinator] is extremely accessible... someone you can call and send a message to on WhatsApp."

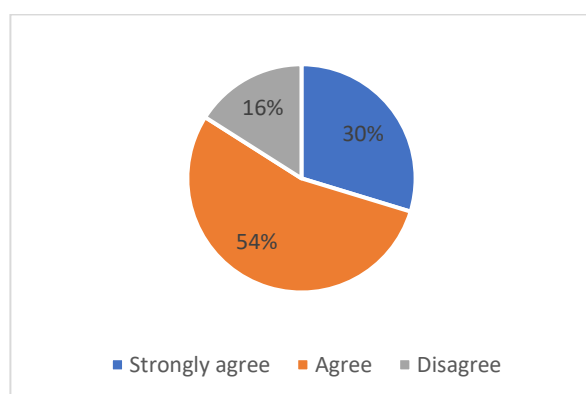
-PSEA Coordinator

41. The Special Coordinator also advocated for adequate resourcing and funding of PSEA coordinator positions with United Nations leadership and with donors in Central African Republic, Cameroon, Ethiopia, Honduras, Kenya, South Sudan, Venezuela. The results achieved included: securing funding for the PSEA Coordinator position in the Central African Republic; using UNCT cost-sharing to establish a PSEA coordinator position in Cameroon; and increasing donor resources for the PSEA work in South Sudan.
42. In addition to the support provided to PSEA Coordinators, the Special Coordinator and OSCSEA supported system-wide PSEA leads through tailored technical assistance. In particular, stakeholders appreciated support for the development of PSEA frameworks and policies and in ensuring common messaging to donors. The Special Coordinator also helped some headquarter-based entities stay informed of operational challenges, with one system-wide lead calling the Special Coordinator “their eyes and ears” on the ground. These engagements have supported more consistent, system-wide approaches to SEA prevention and response.

The Special Coordinator and OSCSEA advocacy with Member States, including troop and police contributing countries (T/PCCs), contributed to concrete government actions on PSEA

43. Staff and stakeholders surveyed and interviewed broadly agreed that the Special Coordinator’s advocacy encouraged Member States to advance PSEA efforts. As shown in Figure 6, 84 per cent of stakeholders with knowledge of such engagement had positive views of it. This view was shared among all stakeholder groups surveyed, including system-wide PSEA leads, CDT Chiefs and VRFPs, as well as by the United Nations entities interviewed.

Figure 6: PSEA personnel’s level of agreement on the extent to which the Special Coordinator’s advocacy encouraged Member States to champion PSEA efforts



Source: OIOS-IED survey

44. The Special Coordinator and OSCSEA engaged with Member States at Headquarters level to ensure visibility on PSEA, which the Office reports has had some positive impact. The Special Coordinator and OSCSEA have advocated at the General Assembly and in its committees, including the C-34, Fifth Committee and Sixth Committee, to strengthen PSEA and enhance accountability. In 2023, following the Special Coordinator’s assessment visit to the Democratic Republic of Congo, SEA-related concerns were raised directly with the Security Council to ensure that the issue received the level of attention it warranted.
45. In terms of engagement with individual Member States, between 2023 to 2025, there is documented evidence of the Special Coordinator substantively engaging on a bilateral basis with governments in Cameroon, Central African Republic, Chad, Guatemala, Kenya, Morocco, South Africa, Tanzania, and Uruguay. In addition, the Special Coordinator undertook Member State-level

engagement through participation in several T/PCC training activities, including those organized by Peacekeeping Training Centres. One such engagement in Brazil launched the first PSEA course at its Peacekeeping Centre, bringing together UN entities, including UNITAR, to share best practices. The Office reports that this engagement helped to build sustained training capacity for T/PCC contributing countries.

46. More specifically, in South Africa and Tanzania, countries with large T/PCCs and high number of paternity cases, sustained engagement by the Special Coordinator contributed to the following tangible improvements in national PSEA measures:

- In South Africa, engagement at capital and field levels contributed to the development and adoption of a PSEA Action Plan.
- In Tanzania, the government's recent steps to improve T/PCC standards of conduct and to address allegations were supported by the Special Coordinator's high-level engagement with government ministries, Peacekeeping Training centres and field-based troops.

47. The Special Coordinator also advocated for the resolution of paternity cases in several countries, including in:

- Tanzania, where his advocacy contributed to government action, including the appointment of a paternity focal point; among all Member States, Tanzania has conducted the highest proportion of DNA tests (32) to establish paternity.¹⁰
- Uruguay and Guatemala, where his engagement resulted in host government commitments to provide interim support to victims and children pending paternity determination in few cases.

48. In advocating with Member States, the Special Coordinator has collaborated with key United Nations partners - in particular, DMSPC and OVRA. However, while stakeholders interviewed appreciated the close collaboration and complementary nature of their work, they requested that plans for engagement with Member States on common issues, such as paternity claims, be shared with them in advance to facilitate a more coordinated approach. A similar finding is presented in the OIOS Evaluation of OVRA.¹¹

Extensive engagement by the Special Coordinator and OSCSEA across the United Nations system and with external partners led to effective communication of good practices and information exchange

49. OSCSEA maintained regular and frequent engagement across the United Nations system and with external partners. Social network analysis highlighted extensive engagement spanning peacekeeping entities, system-wide entities, Resident Coordinator Offices, and other Secretariat offices. Engagement with external partners also accounted for approximately half of all recorded interactions of the Special Coordinator. In addition to travel missions, the Special Coordinator averaged three to ten engagements per month with both internal stakeholders and external partners.

50. One key avenue for engagement was the PSEA Annual Staff Perception Survey, which RCs and system-wide PSEA leads viewed positively as informing action plans and identifying areas requiring

¹⁰ <https://conduct.unmissions.org/en/paternity-data>; accessed on 24 March 2026.

¹¹ United Nations, *Evaluation of the Office of the Office of the Victims' Rights Advocate*, June 2026.

targeted follow-up and training. The PSEA Survey expanded from 72 participating entities in 2020 to more than 130 entities and 66,000 participants in 2025, including responses from United Nations implementing partners. Another key UN engagement was with internal accountability actors. During the United Nations Dispute and Appeal Tribunal judges' visits to South Sudan and the Central African Republic, the Special Coordinator provided hands-on orientation on SEA-related issues, which was valued by stakeholders interviewed.

51. OSCSEA also used partnerships and independent reviews to identify policy and operational gaps in furthering PSEA. The Office engaged with Peacekeeping Missions through the Reviews conducted by Office for the Peacekeeping Strategic Partnership (OPSP) – to enhance the performance and accountability of uniformed peacekeeping personnel. It also commissioned the Independent Review of the Adjudication of Claims Pertaining to SEA by the United Nations Internal Justice System—produced in collaboration with the University of Essex, as well as the Comprehensive Assessment of PSEA- conducted by an independent consultant. OSCSEA also engaged with academia to advance evidence-based approaches and best practices, including collaboration with the International Peace Institute to develop a research paper on connecting Sexual Exploitation and Abuse and Sexual Harassment in United Nations Peace Operations. As the penholder of the Secretary-General's Special Measures Report, the Office reported annually on the PSEA efforts taken and the gaps identified across the system.
52. The Office further facilitated knowledge exchange with PSEA practitioners among the United Nations system, civil society and academia through monthly brownbag sessions. Participants viewed these sessions as inclusive spaces for sharing updates, discussing ideas, fostering informal learning and bringing in field perspectives. The brownbag sessions that were observed by OIOS highlighted findings and good practices with regards to harmonizing SEA allegations data, approaches to victim assistance, and results of relevant PSEA assessments and studies.
53. Key engagements with external safeguarding mechanisms also strengthened the visibility of United Nations PSEA efforts and supported alignment of PSEA practices. A key example was the Special Coordinator's role in developing the Common Approach to Protection from Sexual Exploitation, Sexual Abuse and Sexual Harassment (CAPSEAH), a guide for humanitarian, development and peace setting actors. The Special Coordinator contributed to the creation of the CAPSEAH Steering Committee and worked extensively on the common language, ensuring United Nations and civil society perspectives were reflected. The document on the common approach received over 260 formal endorsements by stakeholders including CSOs, ministries, academia and the private sector. The Special Coordinator also contributed the United Nations perspectives to the OECD Development Assistance Committee (DAC) Reference Group on Ending SEAH and provided advice on the OECD report monitoring voluntarily compliance with SEAH standards.¹²

D. The broad and demand-driven programme of work limited the ability of OSCSEA to plan for and support sustainable change at the system-wide level

Limited strategic planning and capacity reduced the priority given to system-wide work

54. While the OSCSEA workplans from 2021-2025 identified broad strategic priorities, the absence of a more formal and specific multi-year strategy with clearly and explicitly sequenced prioritization across potentially competing demands contributed to greater short-term and reactive planning and

¹² OECD, *Report on the Implementation of the DAC Recommendation on Ending Sexual Exploitation, Abuse and Harassment in Development Co-operation and Humanitarian Assistance: Key Pillars of Prevention and Response*, July 2024.

detracted the Office's ability to focus on all its core system-wide responsibilities. Planning was often affected by short-term demands and emerging requests, primarily linked to the Special Coordinator direct engagements. While workstreams were designed to address identified systemic gaps, the Office lacked a clear and specific approach for distinguishing and prioritizing its core system-wide responsibilities—such as advancing common policies and guidance— relative to its operational tasks associated with high-level engagements such as mission preparation, event participation and stakeholder requests, which, at times, generated additional ad hoc demands on an already overstretched Office team.

55. OSCSEA staff were described by system-wide PSEA leads and country-level PSEA coordinators as committed and responsive; however, some of them also noted that internal capacity constraints affected the continuity and depth of delivery of support services. OSCSEA operates with four regular budget posts, including the Special Coordinator, while several technical functions - such as PSEA technical expertise, communications and data analysis – were supported through temporary extra-budgetary personnel, consultants, interns, or gratis staff despite requests for additional regular budget posts. The availability of extra-budgetary funding and the high turnover of such personnel created challenges: the first PSEA technical expert only assumed their position at the end of 2024, there was a reliance on interns to support important strategic communications work and a critical data specialist position remained vacant for more than six months in 2025. As a result, the Office's ability to provide sustained, in-depth support or systematically follow through on its expanding portfolio of activities was diminished.
56. The breadth of the OSCSEA work plan also constrained a sustained focus on longer-term and system-wide outcomes. The 2024–2025 workplan included 43 broad activities and multiple sub-activities spread across several workstreams, reflecting the broad scope of OSCSEA's system-wide mandate and the range of specific requests received from different stakeholders. However, these activities and sub-activities were planned without adequate consideration given to the additional demands placed on the already limited Office staffing. Stakeholders interviewed raised questions on the volume of activities relative to the size of the Office, and its impact on meeting the highest priority demands as well as ensuring sustained follow-up on those demands which were met. As staff divided time across numerous activities, the Office had limited capacity for systematic follow-up, consolidation of results, and tracking of longer-term outcomes.

The demand-driven focus of the Office resulted in a reduced focus on system-wide results and the sustainability of progress made

57. The Special Coordinator placed considerable emphasis on understanding and addressing operational gaps at the country level, a demand-driven approach that responded to a recognised need and helped to resolve several critical issues but that also detracted from needed attention on system-wide issues. Notably, from 2023 to November 2025, the Special Coordinator undertook 91 missions to 47 countries. While this focus aligned with the broad parameters of the Secretary-General's Special Measures Strategy and was appropriate during the early phase of the Office's work, it also meant that several system-wide priorities received limited attention. After more than three years devoted largely to identifying and addressing country-level gaps, key system-wide issues continued to persist, thus limiting overall progress on addressing them.
58. The Special Coordinator's demand-driven focus on direct engagement, which was often catalytic, further constrained the advancement of Organizational priorities. Stakeholders interviewed noted that many of the Special Coordinator engagements were one-off or linked to travel missions and events. While a majority of stakeholders viewed the Special Coordinator travel missions positively, some questioned their strategic added-value and called for closer alignment between the activities

undertaken while he was on mission with system-wide priorities. There was broad appreciation for the Special Coordinator's engagement, nonetheless, limited evidence existed to demonstrate standardized post-mission follow-up, systematic tracking of commitments arising from field engagements, and mechanisms to consolidate and apply lessons from individual missions across a broader range of Organizational contexts.

59. The positive changes introduced through the Special Coordinator's direct engagements were not always sustainable beyond the engagement itself. One example concerns engagement with peacekeeping training centres between 2023 to 2025, during which OIOS received evidence of 11 engagements, the majority of which took place in Brazil. These engagements with uniformed personnel contributed to improved standards of conduct and increased awareness of accountability expectations among T/PCCs, but there was limited evidence that such interventions were followed by systematic action or translated into sustained system-wide change. Moreover, the high reliance on one individual - the Special Coordinator - also meant that any change made was inherently constrained in scale, as it depended on the availability of a single senior official, limiting the extent to which such engagement could be sustained, replicated or expanded across the Organization.
60. Persistent system-wide gaps remained, including inconsistencies in SEA data, the delayed update of the 2003 Secretary-General Bulletin, and unresolved issues in accountability standards—particularly inconsistencies in how PSEA responsibilities, reporting lines and follow-up actions are applied across the system. In addition, actions envisaged under the Secretary-General's Special Measures Strategy were not fully realized. For example, the Circle of Leadership—established as a high-level forum to sustain collective commitment—lost momentum after its last meeting in 2020, with limited continued Member State engagement. Similarly, progress in the core aim of the Special Measures Strategy – namely, to institutionalize PSEA across the system - remained slow, uneven and fragile across different Organizational contexts

V. Conclusion

61. Despite efforts made across the United Nations system, the handling of SEA cases remains inconsistent, the accountability for perpetrators uneven, and an institutionalized victim-centred approach has yet to be achieved. These persistent gaps highlight that system-wide mechanisms are not yet sufficiently robust to ensure institutional responses that are timely, coherent, and consistently centred on victims. Although responsibility for these responses extends beyond OSCSEA, these findings underscore the continued need to reinforce system-wide approaches and ensure progress is sustained beyond individual engagements and that institutional accountability for victims is bolstered.
62. Building on the results and increased PSEA awareness generated through direct country-level engagement, OSCSEA has an opportunity to sharpen its prioritization, clarify its strategic direction and reinforce its system-wide role. Strengthening its contribution to coordination and decision-making through existing inter-agency mechanisms, further clarifying the scope of its mandate and its delineation vis-à-vis other PSEA actors, and promoting more sustainable and institutionalized approaches to PSEA at country level would help to consolidate progress towards more sustained gains and longer-term, system-wide, victim-centred results.

VI. Recommendations

63. OIOS makes the following three important recommendations to OSCSEA:

Recommendation 1: Upon completion of its multi-year workplan, OSCSEA should prioritize implementation and sequencing in alignment with the system-wide PSEA strategy being developed under the HLSG 2025 decision. (Result D)

Indicator of implementation: A rolling multi-year workplan that establishes clear prioritization and sequencing, alongside mechanisms for monitoring, resource allocation, and a clear articulation of roles and responsibilities of key stakeholders, including OVRA and DMSPC.

Expected change: Strengthened OSCSEA contribution to system-wide PSEA results

Recommendation 2: OSCSEA should make proposals to senior leadership, including HLSG and Mission Entity Heads, for more predictable and sustainable resourcing—both financial and human—for country-level PSEA structures. (Results C and D)

Indicators of implementation:

- OSCSEA makes proposals for cost-effective models to stabilize funding for PSEA at country level (including possibly pooled funding mechanisms, regional coordination models) to the HLSG.
- OSCSEA makes proposals for integrating PSEA resourcing requirements into UN planning and budgeting processes (including possibly Cooperation Frameworks, Humanitarian Response Plans, Mission budgets) to Mission Entity Heads.

Expected change: More predictable and sustained resourcing that enables sustainable implementation of PSEA country-level commitments

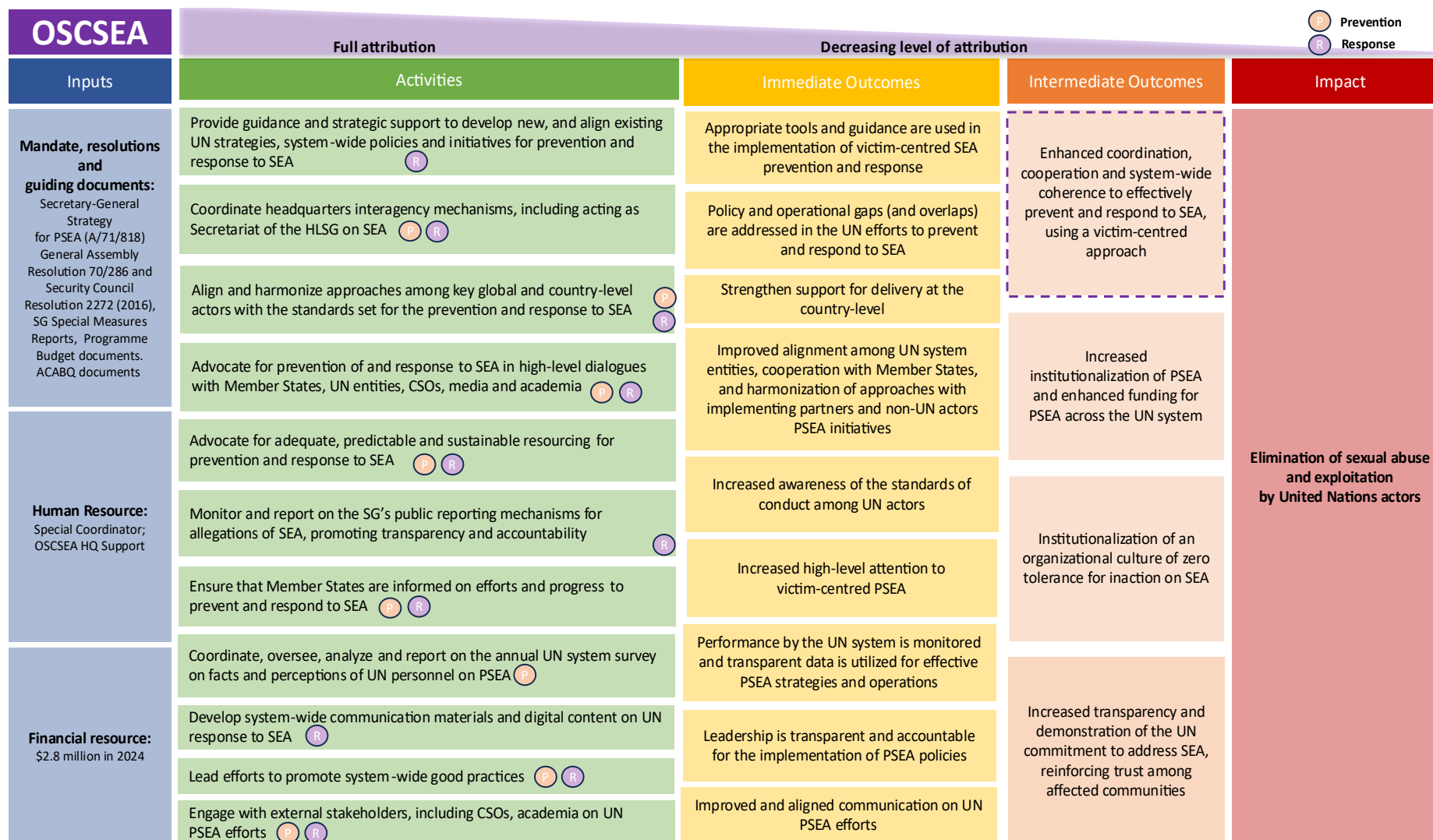
Recommendation 3: OSCSEA - in its role as the HLSG secretariat - should expand the HLSG membership and strengthen strategic preparation and follow-up of meetings. (Results B and D)

Indicators of implementation:

- OSCSEA makes a proposal to the HLSG to:
 1. Broaden HLSG membership to ensure more balanced representation across development, humanitarian and peace actors, and
 2. Ensure more regular and predictable meetings.
- OSCSEA prepares HLSG meeting agendas with clearly identified strategic issues and expected outcomes

Expected change: Improved HLSG decision-making enabled by an effective OSCSEA Secretariat

Annex I. OSCSEA Evaluation Theory of Change



Annex II. OSCSEA Management Response



TO: Ms. Fatoumata Ndiaye,
A: Under-Secretary-General,
Office of Internal Oversight Services

DATE: 21 June 2026

FROM: Christian F. Saunders, 
DE: Under-Secretary-General and Special Coordinator on Improving the
United Nations Response to Sexual Exploitation and Abuse

SUBJECT: **Response to the Draft Report of the Office of Internal Oversight Services on the**
OBJET: **Evaluation of the Office of the Special Coordinator on improving the United Nations**
response to sexual exploitation and abuse (OSCSEA)

1. Thank you for your memorandum dated 9 June 2026 forwarding the draft report of the Office of Internal Oversight Services Inspection and Evaluation Division (OIOS-IED) on the evaluation of the Office of the Special Coordinator on Improving the United Nations Response to Sexual Exploitation and Abuse (OSCSEA).
2. OSCSEA welcomes OIOS-IED's recognition of a number of the important contributions made by the Special Coordinator and the Office. In particular, OSCSEA welcomes the finding that the leadership, advocacy and high-level engagement of the Special Coordinator with senior leaders and at the country level have contributed to positive changes in United Nations action on Protection from Sexual Exploitation and Abuse (PSEA), including by strengthening leadership commitment, marked progress in peacekeeping and amongst troop and police contributing countries and advancing country- and entity-level PSEA efforts.
3. OSCSEA further welcomes the recognition that, through technical guidance, direct engagement and advocacy for adequate resourcing, the Special Coordinator and OSCSEA supports PSEA Coordinators and system-wide PSEA leads in strengthening Sexual Exploitation and Abuse (SEA) prevention and response efforts across the UN system. These findings are consistent with the observations of the Joint Inspection Unit (JIU) Review (see paragraph 8 below), which noted that the work of the Special Coordinator has helped provide high-level visibility to the activities of PSEA Coordinators and focal points, particularly at field level, as well as senior-level engagement for inter-agency PSEA efforts.
4. The evaluation also rightly notes the evolution of the Special Coordinator's role over time. This evolution was driven by a clear and growing recognition by the Special Coordinator, and indeed the Secretary-General and the broader United Nations system, of the need to address critical gaps between policy commitments at the Headquarters level and the practical implementation of the same at country-level across the United Nations system. Upon the appointment of the Special Coordinator on a full-time basis in September 2022, the Secretary-General had made clear his desire to see intensified engagement with leadership and high-level commitment across the United Nations system; a more unified and aligned approach to implementation of his 2017 strategy; stronger strategic and operational guidance; reduced duplication; more effective use of resources;

and a "focus on delivery at country level"¹. The country-level focus was therefore a direct and necessary expression of the mandate given to the Special Coordinator.

5. Consistent with this mandate, since 2022 the Special Coordinator has conducted not only visits to capitals, but also extensive country-level field missions across peacekeeping, humanitarian and development settings.² These engagements have been central to OSCSEA's system-wide role and are where OSCSEA has had the greatest multiplying effect with the limited resources at its disposal. They have enabled the Office to support PSEA efforts in high-risk contexts, respond to emerging demands, identify operational and systemic gaps, and link inter-agency efforts at country level with the normative and coordination work taking place in the Headquarters.
6. The breadth of the Office's work reflects the scale, complexity and systemic nature of the gaps in the United Nations PSEA response, as has also recently been independently documented by both the Comprehensive Assessment and the JIU review (see paragraph 8 below). Against this background, OSCSEA considers that the evaluation's characterization of its programme of work as "demand-driven" (paragraphs 57-60) reflects an incomplete appreciation of both the nature of the Office's work and the complex institutional and operational context in which it operates. It is true that the Office proactively responds to emerging needs and requests for support from Member States, United Nations entities, field leadership, civil society partners, donors and country-level actors, but such engagement is intrinsic to OSCSEA's system-wide mandate and has been widely recognized as having greatly contributed to strengthened coordination, coherence and implementation of PSEA efforts at both Headquarters and country level.
7. The OIOS-IED evaluation follows the conclusion of two significant system-wide reviews in 2025: (a) the *Comprehensive Assessment of Protection from Sexual Exploitation and Abuse across the United Nations system*, commissioned by OSCSEA in 2024 to assess progress in the implementation of the Secretary-General's strategy, further diagnose gaps, establish a system-wide baseline, and propose strategies for the institutionalization of PSEA including options for predictable and sustainable funding; and (b) the Joint Inspection Unit (JIU) *Review of policies and practices to prevent and respond to sexual exploitation and abuse in United Nations system organizations* (JIU/REP/2025/2). Both reviews effectively captured the scale, complexity and system-wide nature of the challenges facing the United Nations system with regard to PSEA, including in relation to coordination, accountability, data quality, victim-centred approaches, implementation capacity, resourcing and field-level PSEA structures. The reviews also identified chronic under-resourcing as perhaps the most significant constraint on effective PSEA implementation across the United Nations system, echoing the Special Coordinator's consistent advocacy for the institutionalization of PSEA including predictable and sustainable funding.³
8. OSCSEA has since been leading the system-wide engagement to address their recommendations, demonstrating the Office's ability to be both responsive to the operational needs of the system and to advance a structured evidence-based, system-wide approach. This includes the development of

¹ Secretary-General's Report: Special measures for protection from sexual exploitation and abuse, A/77/748, paragraph 5. See also Secretary-General's report (A/76/702), paragraph 16: "The Special Coordinator (...) will examine how routine visits to United Nations operational presences can sustain awareness of the standards of conduct and identify how the United Nations system can bolster leadership and provide other support."

² The OIOS-IED's evaluation report accords significant weight to individual stakeholder perceptions (see, for example, paragraph 17) while not fully reflecting the extensive documentary evidence submitted to OIOS.

³ OSCSEA has four regular budget posts and has been obliged to cover additional core functions through other means, including extra-budgetary personnel and gratis personnel, and the support of interns. This has naturally resulted in resourcing gaps, including high turnover and reduced continuity. In this regard, it is also important to note that Figure 1 of the evaluation report does not represent OSCSEA's actual expenditures or available funds, particularly with respect to extra-budgetary resources (for example, OSCSEA did not receive any extra-budgetary contributions in 2025).

a five-year system-wide PSEA strategy and implementation plan, the update of the Secretary-General's Bulletin on Protection from Sexual Exploitation and Abuse (ST/SGB/2003/13), bilateral engagement with individual UN entities on policy harmonization and risk mitigation, and the establishment of multiple inter-agency workstreams to address gaps in SEA data and reporting standards, accountability, victims' rights, screening and vetting. Placing the OIOS-IED evaluation within this broader institutional and operational context is critical to understanding both the contribution of OSCSEA and the trajectory of its work. It further highlights that many of the enduring challenges identified in the evaluation are rooted in structural and systemic factors that fall outside OSCSEA's direct remit and authority.

9. OSCSEA notes that the recommendations are aligned with the direction of the reform agenda already underway. Their implementation will require sustained collective ownership, decision-making, adequate and predictable resources, and high-level commitment across the United Nations system. OSCSEA remains committed to supporting and coordinating these efforts in areas within its mandate.
10. We request that this memorandum and its annex be made available together with the final report, as they provide important clarification and contextual information on the evolution of OSCSEA's mandate and the significant system-wide work currently underway.

Annex 1 – OSCSEA Action Plan on OIOS-IED Recommendations

OIOS-IED Recommendation	Anticipated Actions	Responsible Entity	Target date for completion
Recommendation 1: Upon completion of its multi-year workplan, OSCSEA should prioritize implementation and sequencing in alignment with the system-wide PSEA strategy being developed under the HLSG 2025 decision <i>Indicator of implementation:</i> A rolling multi-year workplan that establishes clear prioritization and sequencing, alongside mechanisms for monitoring, resource allocation, and a clear articulation of roles and responsibilities of key stakeholders, including OVRA and DMSPC.	OSCSEA is already in the process of developing a five-year system-wide PSEA Strategy and Implementation Plan, informed by the recommendations of the Comprehensive Assessment and the JIU review under the strategic direction of the High-Level Steering Group (HLSG) on SEA. The Strategy will be considered by the HLSG on SEA, for the Secretary-General's endorsement.	OSCSEA, in collaboration with key stakeholders	June 2027 Subject to the validation by the HLSG and endorsement by the Secretary-General
Recommendation 2: OSCSEA should make proposals to senior leadership, including HLSG and Mission Entity Heads, for more predictable and sustainable resourcing—both financial and human—for country level PSEA structures <i>Indicators of implementation:</i> • OSCSEA makes proposals for cost effective models to stabilize funding for PSEA at country level (including possibly pooled funding mechanisms, regional coordination models) to the HLSG. • OSCSEA makes proposals for integrating PSEA resourcing requirements into UN planning and budgeting processes (including possibly Cooperation Frameworks, Humanitarian Response Plans, Mission budgets) to Mission Entity Heads.	In follow-up to the JIU recommendation 7, and building on the Comprehensive Assessment, OSCSEA is in the process of developing options for sustainable financing of core PSEA capacities at headquarters and at the regional and country level.	OSCSEA, in collaboration with key stakeholders	June 2027 Subject to validation by the HLSG and endorsement by the Secretary-General
Recommendation 3: OSCSEA - in its role as the HLSG secretariat - should expand the HLSG membership and strengthen strategic preparation and follow-up of meetings. <i>Indicators of implementation:</i> • OSCSEA makes a proposal to the HLSG to: 1. Broaden HLSG membership to ensure more balanced representation across development, humanitarian and peace actors, and 2. Ensure more regular and predictable meetings. • OSCSEA prepares HLSG meeting agendas with clearly identified strategic issues and expected outcomes	While the HLSG membership is not under OSCSEA's prerogative, OSCSEA notes that it has significantly broadened system-wide engagement at the technical and leadership levels, with the engagements of the Special Coordinator and expanding SEA Working Group membership from 18 entities in 2018 to 55 entities by 2025. Upon completion of the system-wide PSEA Strategy, OSCSEA intends to develop a proposal on broadening HLSG membership, for the consideration of the Chef-de-Cabinet, the Chair of the HLSG. In doing so, it will be important to ensure that any expansion enhances United Nations system-wide ownership without diluting the HLSG's essential role as a senior, principal-level mechanism for sustained leadership attention, strategic direction and decision-making on PSEA.	OSCSEA, in consultation with the EOSG	December 2027 Subject to the endorsement of the Chef-de-Cabinet and the HLSG