

Annex 4

Summary of investigation and closure reports issued in 2024, by type of allegation as of 31 December 2024

(DP/FPA/2025/6)

Agenda item 3: UNFPA – Internal audit and investigation

Executive Board of UNDP, UNFPA and UNOPS Annual session 2025

2 to 5 June 2025

New York

Summary of investigation and closure reports¹ issued in 2024, by type of allegation as of 31 December 2024

REG	GIONAL OFFICE	ALLEGATION	ESTIMATED LOSS TO UNFPA ²	SUBSTANTIATED / UNSUBSTANTIATED AND TO WHOM THE REPORT WAS SENT	STATUS ³
			FRAUD / FINANC	CIAL IRREGULARITIES	
			BENEFIT & EN	NTITLEMENT FRAUD	
1.	West and Central Africa	A UNFPA staff member colluded with a member of personnel of another United Nations agency and knowingly and deliberately submitted fraudulent medical claims for them and their family members to obtain reimbursement for which the staff member was not due.	No financial loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. The consideration of the matter is ongoing.
2.	Arab States	A then United Nations Volunteer (UNV) working with UNFPA staff member allegedly knowingly and deliberately submitted 16 fraudulent medical claims to obtain reimbursement for which the UNV was not due.	N/A	Unsubstantiated; Closure Report remains with OAIS	N/A

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¹ Except for retaliation cases, where both substantiated and unsubstantiated reports are sent to the Ethics Office, when the Office of Audit and Investigation Services (OAIS) investigates other forms of wrongdoing and substantiates at least one allegation, an Investigation Report is drafted, which is provided to the Legal Unit. If after a full investigation, no allegations are substantiated, OAIS produces a Closure Report. This report remains with OAIS, but relevant stakeholders are informed of the closure.

² Only estimated losses to UNFPA have been added to this Annex. Losses to other United Nations agencies in cases of staff members and non-staff personnel from other agencies, losses to UNFPA which have been recovered prior to investigation, as well as losses to other entities such as CIGNA are not considered financial losses to UNFPA. Estimated losses do not reflect amounts that have been recovered or may be recovered in future.

³ The below summaries omit information on potential referrals to member states national authorities for their consideration of criminal prosecution, so as not to prejudice such proceedings.

3.	Latin America and the Caribbean Latin America and the Caribbean	The subject resigned from UNFPA for unrelated reasons before the investigation was completed. While the medical claims had been fraudulently submitted, this had been done by the UNV's former spouse without the UNV's knowledge. A former UNFPA individual contractor colluded with other UNFPA personnel and knowingly and deliberately submitted three fraudulent medical claims to obtain reimbursement for which the contractor colluded with other UNFPA personnel and knowingly and deliberately submitted four fraudulent medical claims to obtain reimbursement for which the medical claims to obtain reimbursement for which the	No financial loss to the Organization No financial loss to the Organization	Substantiated; Legal Unit Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. A note was placed in the contractor's personnel file to preclude rehiring. OAIS submitted its investigation report to the Legal Unit. A note was placed in the contractor's personnel file to preclude rehiring.
		contractor was not due.	Diversion	OF COMMODITIES	
-	***	4 1111574			N/4
5.	West and Central Africa	A UNFPA staff member allegedly colluded with a UNFPA Consultant to divert contraceptives from one country to another. OAIS found there was no evidence to tie the staff member to the allegations.	\$8,500	Unsubstantiated; Closure Report remains with OAIS	N/A
6.	West and Central Africa	A UNFPA Consultant allegedly colluded with a UNFPA staff member to divert contraceptives from one country to another. OAIS	\$8,500 (loss shared with entry No. 5)	Unsubstantiated; Closure Report remains with OAIS	N/A

		found there was no evidence to tie the Consultant to the allegations.			
			IMPLEMENTIN	NG PARTNER FRAUD	
7.	Arab States	OAIS reviewed and endorsed a third-party special audit carried out by a UNFPA supplier. The audit was commissioned by UNFPA and another United Nations agency. The audit reviewed the activities of a UNFPA Implementing Partner (IP), finding fraudulent activities pertaining to the IP's procurement processes and staff and personnel costs.	USD 118,178. ⁴	Substantiated underlying allegations; Endorsed third- party report; Legal Unit	OAIS submitted its investigation report to the Legal Unit and recommended that the matter be referred to the Implementing Partner Review Committee (IPRC). ⁵ The IPRC reviewed the case. The IPRC noted that the IP's management already completed actions in response to the third-party special audit, which entailed accepting additional documentation to clear the identified financial loss. The IPRC decided to place a note summarizing the case in the IP records.
8.	East and Southern Africa	A UNFPA Implementing Partner (IP) received several allegations of wrongdoing. One allegation concerned UNFPA funding, <i>i.e.</i> , a senior IP official purchased goods for the IP from their close family member. The IP hired an external party to investigate the allegations, but it did not investigate the allegations involving UNFPA funds as the IP did not have	No loss to the Organization	Substantiated underlying allegations; Legal Unit	OAIS submitted its investigation report to the Legal Unit and recommended that the matter be referred to the IPRC. The IPRC reviewed the case and decided: To debar the IP with conditional release. To place the IP on the United Nations Partner Portal (UNPP).

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⁴ OAIS identified a loss of USD 118,178. However, the IPRC cleared the loss after consideration of a third-party special audit. This loss is therefore not counted in the final loss total.

⁵ The IPRC is an administrative body of UNFPA. The IPRC manages Implementing Partner review following the issuance of an investigation report by the Director, OAIS, the enforcement of contract and other remedies, as well as any Sanction proceedings. *See* UNFPA Policies and Procedures Manual, Implementing Partner Review and Sanctions (09 April 2021), available at: https://www.unfpa.org/sites/default/files/admin-resource/OAIS_IP_Review_and_Sanctions.pdf.

		policies governing conflicts of interest (COI). OAIS conducted its investigation and found that the IP did have policies governing COI and the IP failed to follow its procurement rules in respect of the purchase.			
9.	Asia and the Pacific	Several officials from a UNFPA Implementing Partner (IP) were implicated in inter alia, procurement fraud, harassment and conflicts of interest. The IP hired a third-party to investigate. The IP's investigation report found each allegation to be unsubstantiated. OAIS reviewed and endorsed the IP's third-party investigation report but found that the IP failed to notify UNFPA of its investigation and there were weaknesses in the IP's investigative approach.	No loss to the Organization	Unsubstantiated underlying allegations; Endorsed third party report; Legal Unit	OAIS closed this case as a Closure Report because the underlying allegations were unsubstantiated and OAIS endorsed the third-party investigation. However, given the weaknesses identified in the IP's investigative approach, OAIS provided its report to the Legal Unit and recommended that the matter be referred to the IPRC. • The IPRC communicated a reprimand letter to the IP reminding of their contractual obligations vis-a-vis reporting to and cooperating with OAIS on matters related to investigations. • The IPRC informed the UNFPA Country Office of the IPRC decisions for review and further action if engaging the IP.
10.	West and Central Africa	An official from a UNFPA Implementing Partner (IP) attempted to bribe an external auditor engaged by UNFPA to provide auditing services by providing the auditor with an envelope of cash.	No loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit and recommended that the matter be referred to the IPRC. The IPRC reviewed and the following actions were taken: The IPRC communicated to the IP a reprimand letter reminding them of their contractual obligations and requesting an action plan <i>vis-a-vis</i> the subject and any necessary further actions. The IP responded acknowledging the shortcomings, and informing UNFPA that the person in question was dismissed.

11.	West and Central Africa	An official from a UNFPA Implementing Partner (IP) attempted to bribe an external auditor engaged by UNFPA to provide auditing services by providing the auditor with an envelope of cash.	No loss to the Organization	Substantiated; Legal Unit	QMU worked with the CO to ensure more frequent and scrutinized audits. OAIS submitted its investigation report to the Legal Unit and recommended that the matter be referred to the IPRC. The IPRC took the following actions: The IP informed that corrective actions have been implemented including the dismissal of the IP official. QMU worked with the CO on enhancing the assurance system, including through more frequent and expanded scope audits.
			Proscrii	BED PRACTICES	
12.	Headquarters	A senior UNFPA official 6 several years ago facilitated the registration of two fraudulent businesses as UNFPA vendors and assisted both vendors in receiving repeated payments for goods and services, the majority of which did not have any proof of delivery. The senior official engineered payments without scrutiny or by requesting that different UNFPA Country Offices (COs) provide funds for events at Headquarters, while the COs were not involved in the events. The senior official drafted and altered quotations and invoices and instructed subordinate personnel to do the same. Finally, the senior official engaged in outside	USD 333,725 (loss shared with entries 20 and 21 below))	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. The senior UNFPA official separated from service prior to the conclusion of the disciplinary process. A note was placed in the senior official's personnel file to preclude rehiring. USD \$125,061.74 has been recovered. Recovery efforts concerning the outstanding loss balance are ongoing.

⁶ For the purpose of this Annual Report, a senior UNFPA official is one who holds/ held a contract at the P-5 level or above.

		activities without seeking authorization. The breakdown of the estimated loss is as follow: - Vendor 1: USD 126,057; and - Vendor 2: USD 207,668.			
13.	Asia and the Pacific	A UNFPA staff member allegedly colluded with a UNFPA Implementing Partner. The staff member used UNFPA project cash advances for unintended purposes and misled UNFPA by knowingly certifying false supporting documentation to clear the advances. The staff member died during the investigation. Due to their passing, OAIS was unable to conduct a subject interview and thus received no evidence to contradict the allegations made.	No loss to the Organization	Unsubstantiated; Closure Report remains with OAIS	N/A
14.	West and Central Africa	A UNFPA staff member allegedly held a contract of employment with a national government while simultaneously working with UNFPA. OAIS found that the staff member was on leave without pay from their government position, but as UNFPA did not have a clear stance on this issue, the matter was referred to Human	No loss to the Organization	Unsubstantiated; Closure Report remains with OAIS	N/A

		Resources as an administrative issue.			
15.	West and Central Africa	A UNFPA service contractor failed to uphold the highest standard of integrity by gaining prior access to a scoring sheet and using this sheet to cheat on a written exam used to screen candidates in a recruitment process.	No loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. The service contractor's contract was terminated.
16.	East and Southern Africa	A then UNFPA consultant fabricated an email address to make it appear linked to a UNFPA Country Office. The consultant then submitted a forged Employment Confirmation Letter using this email address in support of a loan application they were seeking from a national bank. The forged letter misrepresented the subject's contractual status and duty station and falsely identified another UNFPA official as the sender of the letter.	No loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. A note was placed in the consultant's personnel file to preclude rehiring.
17.	West and Central Africa	A UNFPA staff member failed to report wrongdoing when they became aware that personnel working for an Implementing Partner (IP) had attempted to provide an envelope with cash to an external auditor engaged by UNFPA to audit this IP.	No loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. The staff member received a sanction of loss of one step in grade and a one-year deferment of eligibility for salary increment.
18.	West and Central Africa	A UNFPA staff member allegedly received illegal cash gratuities from a UNFPA	No loss to the Organization	Unsubstantiated;	N/A

		Implementing Partner (IP) which was misappropriating UNFPA funds. OAIS found insufficient evidence that the staff member received cash gratuities from the IP.		Closure Report remains with OAIS	
19.	West and Central Africa	A UNFPA staff member allegedly received illegal cash gratuities from a UNFPA Implementing Partner (IP) which was misappropriating UNFPA funds. OAIS found insufficient evidence that the staff member received cash gratuities from the IP.	No loss to the Organization	Unsubstantiated; Closure Report remains with OAIS	N/A
			SUPPI	LIER FRAUD	
20.	Headquarters	A fraudulent business (the subject) colluded with a senior UNFPA official to register the subject as a UNFPA vendor. Thereafter, the subject was issued repeated payments for goods and services, the majority if which had no proof of delivery. The subject colluded with the senior UNFPA official to create, draft and alter quotes and invoices submitted to UNFPA.	USD 126,057 (loss covered under entry 12 above)	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit and recommended that the matter be referred to the Vendor Review Committee (VRC). ⁷ The case was referred to the VRC and the VRC review is ongoing.

⁷ The VRC is an internal technical administrative body established at UNFPA Headquarters. It is established by the Chief Procurement Official (CPO) and will make recommendations to the CPO for his or her consideration in taking final Vendor Sanctions decisions. *See* UNFPA Policies and Procedures Manual, Policy and Procedures for Vendor Review and Sanctions (revised 09 April 2021), available at: https://www.unfpa.org/sites/default/files/adminresource/PSB_Vendor_Review_and_Sanctions.pdf

21.	Headquarters	A fraudulent business (the subject) colluded with a senior UNFPA official to register the subject as a UNFPA vendor. Thereafter, the subject was issued repeated payments for goods and services, the majority if which had no proof of delivery. The subject colluded with the senior UNFPA official to create, draft and alter quotes and invoices submitted to UNFPA.	USD 207,668 (loss covered under entry 12 above)	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit and recommended that the matter be referred to the VRC. The case was referred to the VRC and the VRC review is ongoing.
			7	Гнегт	
22.	West and Central Africa	This case implicated two subjects, a UNFPA staff member and a UNFPA Implementing Partner. OAIS endorsed a forensic audit report prepared in 2021 by an external audit firm, which found that between 2013 and 2018, the IP misappropriated USD 2,330,586 of UNFPA funds. Several IP officials were subsequently convicted in 2024 at the national level on charges of fraud. While the UNFPA staff member did not receive illegal cash gratuities from the IP as alleged, the UNFPA staff member did not disclose that they had acted as a guarantor for a loan one of the IP's employees had taken out. Additionally, the UNFPA	2,330,586 (A separate case registered in 2018 concerned USD 59,120 of this overall loss of USD 2,330,586. That 2018 case was closed as a closure note in 2024, as the IP reimbursed UNFPA. Thus, the outstanding amount to be reimbursed is USD 2,271,466.)	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. The IPRC took the following actions: The IPRC sent letter to the IP and its parent organization requesting a fund recovery of USD 2,330,586 (less the refunded USD 59,120). The IPRC informed the UNFPA Country Office of its decisions. UNFPA decided to flag the IP on the United Nations Partner Portal (UNPP); and Request for reimbursement of the loss was made to the umbrella international organization the IP was affiliated with by the DMS Director. The umbrella organization disclaimed responsibility for the losses and a provision for doubtful recovery was made in the 2024 financial statements.

		staff member engaged in unauthorized outside activities.	Отнер	WRONGDOING	
		Con	DUCT NOT BEFITTING A		/IL SERVANT
23.	Latin America and the Caribbean	A UNFPA consultant allegedly sexually harassed a UNFPA beneficiary by sending them sexually explicit material. When the beneficiary declined their sexual advances, the consultant removed them from a UNFPA project. OAIS found there was a consensual and romantic relationship between the consultant and beneficiary, which included the sharing of sexually explicit material, vulgar language and insults. While OAIS did not substantiate the allegations of sexual harassment, it found the consultant had failed to uphold the standards of conduct expected of an international civil servant.	No loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. The consultant's contract was not renewed following its expiration.
			FAILURE TO UPHOLD P	RIVATE LEGAL OBLIG	
24.	Headquarters	A former United Nations staff member had a colleague act as a guarantor for a loan while they were working for	No loss to the Organization	Unsubstantiated; Closure report remains with OAIS	N/A.

		the same United Nations entity. The staff member subsequently moved to UNFPA and allegedly failed to repay the loan, and failed to release the guarantor from their position. The UNFPA staff member resigned during the course of the investigation for unrelated reasons. OAIS did not substantiate the allegations.			
			FAV	OURITISM	
25.	Asia and the Pacific	A UNFPA staff member engaged in a sexual relationship with a subordinate staff member. The staff member was involved in recruitment processes involving their subordinate and provided positive character references for the subordinate who had applied to positions at other United Nations agencies.	No loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. Upon careful review, it could not be established that the relationship between the two staff members existed before the subordinate staff member left the Organization. Therefore, the established facts did not meet the evidentiary standard to determine misconduct as required by the United Nations administrative tribunals. The case was closed for insufficient evidence to substantiate wrongdoing.
		PROHIBITED CONDUCT	(ABUSE OF AUTHORITY	, DISCRIMINATION AN	D WORKPLACE HARASSMENT)
			ABUSE C	OF AUTHORITY	
26.	Eastern Europe and Central Asia	A senior UNFPA official had a consensual romantic relationship with a subordinate. The senior official failed to disclose this and used UNFPA resources to take / transmit sexually explicit material to their subordinate.	No loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. The consideration of the matter is ongoing.

		The senior official additionally engaged in abuse of authority by having subordinate staff handle their personal affairs; selecting an organization led by a romantic partner to participate in a UNFPA event; and favouring a candidate in a UNFPA recruitment process. The senior official engaged in unethical practices by sharing UNPFA recruitment test questions and answers with others and engaging in unauthorized outside activities.	WORKELA	CE HARASSMENT	
27	Anal Ctatas	A social UNEDA official			NI/A
27.	Arab States	A senior UNFPA official allegedly engaged in harassment and abuse of authority towards a subordinate. The senior official allegedly colluded with others to undermine the subordinate's work and that of the subordinate's unit. OAIS found the allegations were unsubstantiated.	No loss to the Organization	Unsubstantiated; Closure report remains with OAIS	N/A.
28.	Arab States	A senior UNFPA official engaged in harassment of subordinate UNFPA staff members which created a hostile working environment.	No loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. The senior UNFPA official separated from service prior to the conclusion of the disciplinary process.
29.	Arab States	OAIS reviewed and endorsed a third-party investigation report prepared by another United Nations agency concerning wrongdoing	No loss to the Organization	Substantiated underlying allegations;	OAIS submitted its investigation report to the Legal Unit. The consideration of the matter is ongoing.

		committed by a senior UNFPA official while on detailed assignment at their agency. The senior UNFPA official engaged in workplace harassment and abuse of authority towards a subordinate member of staff, and they disclosed confidential medical information concerning another member of staff.			Endorsed third- party report; Legal Unit	
				RET	ALIATION	
30.	Arab States	A senior UNFPA official allegedly retaliated against a subordinate who had reported allegations of wrongdoing and had participated in a duly authorized investigation against this senior official (protected activity). The senior official in retaliation allegedly accessed the subordinate's performance appraisal and made negative comments on their performance (detrimental action). OAIS' investigation found no evidence of retaliation.	No loss to Organization	the	Unsubstantiated; Ethics Office	OAIS submitted its investigation closure report to the Ethics Office. The matter remains with the Ethics Office for review and further action.
31.	Arab States	A senior UNFPA official allegedly retaliated against a subordinate who had reported allegations of wrongdoing implicating the senior official (protected activity). The senior official, aware of the protected activity, retaliated	No loss to Organization	the	Substantiated; Ethics Unit	OAIS submitted its investigation report to the Ethics Office. The senior UNFPA official separated from service prior to the conclusion of the matter. A note was placed in the senior official's personnel file to preclude rehiring.

32.	Headquarters	by actively seeking the non-renewal of the subordinate's position (detrimental action). A UNFPA staff member allegedly retaliated against a subordinate who had participated in a duly authorized investigation implicating the staff member (protected activity). The staff member allegedly became aware of the protected activity and in retaliation undermined the subordinate's performance and created a hostile working environment (detrimental action). OAIS' investigation found no evidence of retaliation.	No loss to the Organization	Unsubstantiated; Ethics Office	OAIS submitted its investigation closure report to the Ethics Office. The matter remains with the Ethics Office for review and further action.				
			SEXUAL	MISCONDUCT					
			SEXUAL EXPLO	DITATION AND ABUSE					
33.	East and Southern Africa	A senior official working for a UNFPA Implementing Partner while at a conference grabbed a youth participant by the shoulders and requested that the youth participant join the official in their hotel room.	No loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit and recommended that the matter against the IP be referred to the IPRC. The IPRC took the following actions: The IPRC placed the IP under debarment with conditional release; IPRC/Programme Division decided to flag the matter on the United Nations Partner Portal (UNPP); The IPRC requested the PSEAH Coordinator office to work with the Country Office to include the IP senior official's name into the sexual misconduct database for non-governmental organizations.				
	SEXUAL HARASSMENT								
34.	Asia and the Pacific	A UNFPA staff member allegedly sexually harassed a	No loss to the Organization	Unsubstantiated;	N/A				

		colleague by requesting that the colleague extra hours, touching the colleague without consent and asking unwanted questions of a personal nature. While the subject resigned from UNFPA for unrelated reasons, OAIS found that the staff member's actions, while perceived as offensive to the victim were absent the requisite sexual element as outlined in the applicable policy.		Closure Report remains with OAIS	
35.	Latin America and the Caribbean	A UNFPA staff member sexually assaulted and sexually harassed a UNFPA colleague when the latter was asleep by touching the colleague's genitals and performing oral sex without the colleague's consent.	No loss to the Organization	Substantiated; Legal Unit	The staff member resigned during the investigation. OAIS submitted its investigation report to the Legal Unit. The staff member's name was added to the United Nations common database ClearCheck. A note was placed in the staff member's personnel file to preclude rehiring.
36.	West and Central Africa	A UNFPA consultant sexually harassed youth fellows under their supervision by sending inappropriate messages of a sexual nature, and actively initiating and engaging in discussions about sexual acts. OAIS was unable to find that the consultant had an exploitative relationship with the fellows. Additionally, OAIS found that the consultant did not take any action to prevent the sexual harassment of the fellows by others, and did not create a	No loss to the Organization	Substantiated; Legal Unit	OAIS submitted its investigation report to the Legal Unit. The consultant's name was added to the United Nations common database ClearCheck. A note was placed in the consultant's personnel file to preclude rehiring.

		harmonious working environment for the fellows.			
Tot	Total Loss			\$ 2,613,691	
Los	Loss through fraudulent activity			\$ 2,613,691	