This document is being distributed to the permanent missions and will be presented to the Permanent Council of the Organization.
September 10, 2009

His Excellency
José Miguel Insulza
Secretary General
Organization of American States
Washington, DC

SG/OIG-27-09

Excellency:

I have the honor to submit to you the Annual Report of the Inspector General for the period January 1 through December 31, 2008.

This Office submits Annual Reports to you, for forwarding to the Permanent Council, in accordance with the provisions of Resolution AG/RES. 1321 (XXV-O/95.)

Accept, Excellency, the renewed assurances of my highest consideration.

Linda P. Fealing
Inspector General

Encl.
September 10, 2009

His Excellency
Ambassador Pedro Oyarce Yuraszeck
Permanent Representative of Chile
to Organization of American States
Chairman of the Permanent Council
Washington, DC

Mr. President:


Accept, Excellency, the renewed assurances of my highest consideration.

Linda P. Fealing
Inspector General

Encl.
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EXECUTIVE SUMMARY

The General Standards to Govern the Operations of the General Secretariat require the Secretary General to establish appropriate internal auditing procedures to verify compliance with standards and regulations through selective examination of official transactions and operational procedures related to the resources administered by the General Secretariat. The Office of the Inspector General is the dependency responsible for performing internal auditing procedures. Executive Order 95-05 states that the purpose of the Office of the Inspector General is to advise and assist the Secretary General and through him the Secretaries, Directors and other General Secretariat supervisory staff in the proper discharge of their responsibilities by providing them with appropriate analyses, evaluations, investigations, recommendations and comments on the activities reviewed.

The Inspector General issued reports of twelve audits for the year ended December 31, 2008. The 2008 auditing activities included review of operational processes and transactions carried out in dependencies of the Secretariats for Administration and Finance (SAF) and Political Affairs (SPA) at Headquarters, as well as seven GS/OAS Offices and two Technical Project Units located in the Member States. Expenditure and project status reports of twenty-four (24) projects (15 Specific and 9 FEMCIDI funded) were examined to determine whether activities were carried out according to the terms of the signed agreements and whether objectives were achieved in a cost effective manner. The results of the audit activities carried out by the OIG provided fifty-two recommendations for the continuous improvement of programme performance through operational processes and procedural directives, responsible administration of resources and management accountability. All reports submitted by the Inspector General were approved by the Secretary General. Annex 1 distinguishes the audits as operational or compliance and Annex 2 provides a listing of the audit activities completed in 2008 according to technical areas.

Executive Order 05-08, Corr. 1 issued on April 14, 2005 outlines the General Secretariat’s policy for encouraging the reporting of financial and administrative misconduct and provides protection for whistleblowers, informants and witnesses from retaliation in the reporting of those allegations. The Inspector General maintains a hotline by which allegations of financial misconduct may be reported. All matters brought to the attention of the Inspector General for investigation are evaluated against known information for credibility and the impact on internal controls. Matters referred to the OIG in 2008 through the hotline, that posed an inherent risk to the internal controls of the General Secretariat or anomalies identified in existing rules and policies, were investigated for appropriate action.

The implementation rate for approved recommendations is a meaningful factor in the determination of the success of the auditing services provided by the OIG. The success and usefulness of the audit function depends on the value and importance senior management places on that function and the way it is integrated into GS/OAS operational activities. The Inspector General recognizes the ongoing efforts of the General Secretariat to correct internal control weaknesses reported by the Office of the Inspector General and the initiatives undertaken to strengthen the internal control environment. I am pleased to report that the OIG recommendations issued for 2007, as well as 2005 and prior years have all been implemented and closed. However, as of the date of this report, four (5%) of the seventy-four recommendations issued for 2006 are still outstanding, of which two are High Risk. Those outstanding recommendations for 2006 relate to operational processes for GS/OAS travel advances and OPS processes that are dependent
on the finalization of the SAF Transformation and Modernization efforts. In addition, twenty-two (22) of the fifty-two recommendations (42%) that were issued for 2008 are still in various stages of implementation, of which eleven were considered High Risk. The Inspector General has been informed by the SAF that the initiatives undertaken in its STAMP project will successfully implement those outstanding recommendations, address operational efficiencies and improve governance.

Continuing proactive efforts undertaken by the OIG have facilitated and encouraged open communication with the General Secretariat. Those initiatives include consultations during audit activities, distribution of draft audit reports prior to Secretary General approval, discussions on operational activities, as well as planned business processes, review of operational procedures prior to their distribution and participation as an observer at various GS/OAS meetings. In the audit report of the 2008 financial statements the Board of External Auditors reaffirmed the important status and role of the OIG as the essential ongoing safeguard to assess and maintain the internal control environment. The Board also commented on the open and constructive working relationship and continued strong cooperation between the OIG and the General Secretariat. The OIG continues to provide a consistent, constructive and continuous positive impact on the overall efficiency and effectiveness of the GS/OAS.

The Board of External Auditors issued an unqualified opinion (“clean”) in its audit report of the OAS 2008 financial statements of all significant funds and entities managed by the GS/OAS. The Board stated that the internal control environment of the OAS was generally effective and was encouraged by the continuing efforts of the GS/OAS to seek administrative efficiencies and savings. The Board’s report included recommendations related to improved controls for fixed assets, inventory tracking and reporting, Information Technology and an IT strategic plan, National Office staffing levels and bank reconciliations in those offices, performance measurement and a focus on quality service and results, business process reengineering, development of financial reports that provide a link between the use of resources and the achievement of strategic objectives, the use of the ICR collections, project management, Human Resource management reforms, automation of travel expense management, an integrated Real Property Strategy, Procurement Process for small purchases and transition to IPSAS.

I am pleased that, in response to recommendations from the Office of the Inspector General and the Board of External Auditors, significant efforts were initiated by the General secretariat in 2008 and 2009 for administrative reforms, improved performance measurement and accountability and these have resulted in savings, greater consistency and efficiency across the Organization. The Inspector General commends the various dependencies of the General Secretariat who have undertaken a number of initiatives for better governance. Several initiatives are still in the development stages. In addition to recovering funds due to the Organization, some of the more notable achievements related to the OAS internal control environment that resulted from the combined efforts of the General Secretariat may be summarized as follows:

- The Board of External Auditors has assessed the overall internal control environment in 2008 in the General Secretariat to be generally effective.
- No material weaknesses or reportable conditions were reported.
- The Board was pleased with the continued strong cooperation between the OIG and the GS/OAS and encouraged an open and constructive working relationship.
- OIG recommendations for 2007, as well as 2005 and prior years have all been implemented and closed. Seventy (95%) of the seventy-four recommendations issued for 2006, as well as thirty of the fifty-two recommendations that were issued for 2008 have been implemented.
Key business processes of the Department of Budgetary and Financial Services (DBFS) were developed and documented and various reports including the Treasurer’s Report and the Quarterly Resource Management Reports were distributed.

Human Resources hiring practices, including the personnel contracting mechanism and Standard Job Descriptions, have been modernized and changes to the General Standards are required.

Department of Human Resources (DHR) Procedural handbooks and manuals were developed for DHR operations and provide guidance for the conduct of the Electoral Observation Missions.

A Guide to Formal Bid Solicitations and the Evaluation Procedure was published.

Training on the OAS Enterprise System (OASES) was provided to several administrative technicians at the OAS Country Offices.

The Fixed Assets Module in OASES was implemented and all legacy data of FASSETS was migrated for inventory tracking.

The Department of Information and Technology Services (DITS) undertook several improvements, including Technical Upgrade of Oracle Electronic Business Suite (OASES). Discoverer training was provided to users and a new voice mail system was implemented.

Several Information Systems were developed or upgraded for areas of the General Secretariat such as, the Department of Conferences and Meetings, the Department of Human Resources and the Department of Human Development.

Suppliers’ list of inactive vendors has been cleaned.

The Indirect Cost recovery guidelines (ICR) has simplified and centralized OAS policy for partial recovery of indirect costs incurred in managing Specific Fund contributions.

Additionally, in response to AG/RES.1 (XXXVI-E/08) that mandated improvement to promote a culture of austerity, efficiency and effectiveness, guidance from the Secretary General, as well as recommendations from the Inspector General and the Board of External Auditors, the Secretariat for Administration and Finance has undertaken certain initiatives for completion during 2009 through 2012. Those efforts may be summarized as follows:

- OASES Fixed Assets Module will be transitioned to fall under DBFS responsibility before the end of 2009.
- All administrative technicians at the OAS Country Offices are expected to be trained in 2009 and it is anticipated that the responsibility for the completion of OASES tasks and related monitoring that now falls on the Coordinating Office for the Offices and Units of the General Secretariat in the Member States will be reduced.
- DHR has initiated other training programs to strengthen management and leadership skills which are expected to take place in 2009.
- In collaboration with DBFS and STAMP, the Office of Procurement Services (OPS) is redefining the Purchasing Module in OASES and a new structure is expected to be implemented in 2009.
- Efforts are being made to convert financial applications and processes to be IPSAS compliant and align OAS budgetary and financial policies with International Standards (2011-2012).
In the 2008 audit report, the Board of External Auditors stressed the need to ensure that control issues are considered during the OAS governance and business modernization initiatives. The Board reaffirmed the recommendation for the GS/OAS to develop a plan of action to transition from the current Budgetary and Financial Rules to IPSAS, implement an outreach effort with both internal and external users of the financial statements and explain how the financial reporting would be impacted under the new Standards.

Although the Board recognized the initiatives and improvements made by GS/OAS, including the SAF Transformation and Modernization Project (STAMP), that have begun to address some operational efficiencies, the Board stressed the need to ensure that the taskforce communicate its plans to internal stakeholders, member states and external parties as the Committee on Administrative and Budgetary Affairs (CAAP) is pivotal in moving the modernization agenda forward. In addition to issuing recommendations to address the lack of sufficient resources to achieve OAS key goals and the need for outreach efforts and communication to users for successful transition to IPSAS, the 2008 recommendations from the Board of External Auditors related to the internal control environment include the need for:

- Continuation of the SAF Transformation and Modernization Project to update, modernize and transform operating procedures and processes.
- The Permanent Council to adopt IPSAS, and for OAS to engage its external auditors and other experts to advise on the transition to IPSAS.
- The implementation of the project management module in OASES and ensure that users are sufficiently trained in the module’s features.
- The implementation of the Human Resource management reforms.
- A streamlined process for small purchases, with appropriate internal controls and travel expense practices, with appropriate internal controls.
- Appropriate staffing at each National Office commensurate with the level of project activity and the need for internal controls.
- Accountability over fixed assets.
- Development and implementation of an IT strategic plan in accordance with an OAS strategic master plan.

The Inspector General agrees with the Board’s recommendations for an effective and successful transition towards the adoption of International Accounting Standards, as well as improved accountability and transparency.

In addition to the issues mentioned in the 2008 report of the Board of External Auditors and the internal control environment in general, GS/OAS challenges for 2009 that cause concern to the Inspector General include:

- Lack of sufficient OIG resources to effectively fulfill its mandate in a timely manner.
- Some business processes such as human resource and inventory management are not fully integrated in OASES.
- Several business processes such as travel need to be automated to decrease the risk of errors from manual processes.
- Written procedural manuals should be provided for all GS/OAS operational processes.
- Several operational processes should be revisited and improved such as accounting treatment of Accountable Advances, travel advances, timely allocation of the funds.
received from donors, employment hiring practices for temporary support personnel and local professionals and performance contractors.

- Timely and systematic supervision of GS/OAS financial and administrative functions by DBFS is required, including visits to the GS/OAS Offices in the Member States.
- ICR policy should be revisited and requires improvement to address the concerns expressed by SAF in Doc. CP22821.
- A plan for transition from the Budgetary and Financial Rules to the International Public Sector Accounting Standards (IPSAS) is required including data clean up.
- Processes for recording and tracking inventory in the GS/OAS Offices require improvement.
- Training in administrative functions, including the Budgetary and Financial Rules is required for those entities/technical units in the GS/OAS Offices in the Member States that do not fall within the responsibility of the Coordinating Office of the Office of the Assistant Secretary General.

For a number of years, both the Board and the Inspector General have expressed concern for OIG staffing resources and the Board has recommended that the Inspector General’s request for staffing be given priority and favorable consideration. A staffing plan to address OIG staffing needs was submitted to the Secretary General in 2007 in compliance with the recommendations of the Board of External Auditors. In 2008, the Board expressed concern that the staffing for the OIG should remain commensurate with the increased level of program activity and also reaffirmed its recommendation that the General Secretariat, in conjunction with the OIG, develop a methodology to ensure that adequate indirect cost recovery funds are provided for audit oversight activities. In 2008, OIG received US$109,005 from ICR, including US$67,000 to meet the cost of the Audit Technician. The lack of adequate resources inhibits the ability of the OIG to adequately respond to the GS/OAS audit needs, issue reports in a timely manner, perform systematic follow-up of outstanding recommendations and comply with the Board’s recommendations for training and peer review.

The Inspector General reports directly to the Secretary General and is governed by the Articles of the General Standards for the operations of the General Secretariat, Executive Order 95-05 and the Budgetary and Financial Rules and Procedures, as well as other OAS directives. The Inspector General has complete independence in planning audit programs and in all audit activities and the OIG enjoys full technical autonomy and the broadest possible managerial autonomy. Despite its operational independence, the OIG operates as an essential component of the General Secretariat in achieving responsible administration of resources, as well as creating an atmosphere of accountability, transparency and improved performance in the execution of the OAS programs. The OIG is subject to the financial constraints of the General Secretariat.

Annex 3 of this report provides the 2009 OIG Work Plan and takes into consideration issues mentioned in the report of the Board of External Auditors for the 2008 fiscal year. The OIG Work Plan is designed to focus on examination of activities with the highest degree of risk and those that promote economy, efficiency and effectiveness in GS/OAS operations. The 2009 Work Plan includes review of various operational processes and transactions processed through SAF, including the GS/OAS Offices in the Member States, as well as Specific and FEMCIDI funded projects.
I. INTRODUCTION

Pursuant to Article 119 of the General Standards for the operations of the General Secretariat, I hereby submit for consideration of the Permanent Council the annual report on auditing activities, completed by the Office of the Inspector General (OIG) during the calendar year ended December 31, 2008. The report makes reference to the proposals made by the Board of External Auditors and the adequacy of resources, including the level of staffing allocated to the Office of the Inspector General.

II. GENERAL INFORMATION

A. Mandate

In accordance with Article 117 of the General Standards, the Secretary General has established appropriate internal auditing procedures to verify compliance with standards and regulations in force, especially through systematic and selective examination of official transactions and operational procedures related to the resources administered by the General Secretariat. It is the General Secretariat's policy to maintain an efficient and independent internal audit system to assist the Secretary General and the governing bodies in monitoring, both proper fulfillment of the responsibilities of the various levels of management with respect to the General Secretariat's programs and resources, and adherence to the legal system governing the General Secretariat.

In accordance with the Standards for the Professional Practice of Internal Auditing, internal auditing is an independent, objective assurance and consulting activity designed to add value and improve the Organization's operations. The internal audit function provides an ongoing program for appraising performance, maintaining financial integrity and measuring compliance with operational regulations, policies and procedures, safeguarding of assets, economy and efficiency in the use of resources, as well as effectiveness of program and project management for achieving desired objectives. Access controls for safeguarding assets which include appropriate segregation of duties are designed to protect assets and records against physical harm, theft, loss, misuse or unauthorized alterations.

Satisfactory internal control is a requirement for effective measurement of programme delivery and achievement of results. The internal control environment encompasses the tone of an organization and sets the basis for how risk is viewed and addressed by management. GS/OAS management is responsible for establishing and maintaining a satisfactory internal control environment to provide reasonable assurance that OAS objectives are met. Information Systems are part of the information and communication component of internal control. Internal audit is an essential part of comprehensive systems of accountability and assists in detecting and correcting conditions that pose unnecessary risks, identifies opportunities for improvement and helps the Organization achieve objectives, while keeping risks within tolerable limits.

Executive Order 95-05 issued by the Secretary General on May 8, 1995 established the Office of the Inspector General as the dependency responsible for applying internal auditing procedures and performing the related functions, and also provided the declaration of responsibility, purpose and authority with respect to internal audits and the composition of the Office of the Inspector General. The purpose of the Office of the Inspector General is to advise
and assist the Secretary General and through him the Secretaries, Directors and other General Secretariat supervisory staff in the proper discharge of their responsibilities by providing them with appropriate analyses, evaluations, investigations, recommendations and comments on the activities reviewed. Specifically, the Office of the Inspector General is responsible for ensuring systematic review of internal management and accounting controls, for assisting in strengthening controls and improving the efficiency of all GS/OAS secretariats, departments, programs, divisions, offices, units, activities and projects, both at Headquarters and in the Member States. In accordance with the General Standards, audits are conducted with special emphasis on the proposals of the Board of External Auditors, particularly regarding the need to concentrate on High Risk areas. Recommendations are provided for promoting economy, efficiency and effectiveness in General Secretariat operations and to assist all levels of management in the prevention or detection of fraud and abuse.

Executive Order 05-08, Corr. 1 issued on April 14, 2005 outlines the General Secretariat’s policy for encouraging the reporting of financial and administrative misconduct. This policy provides protection for whistleblowers, informants and witnesses from retaliation in the reporting of and is essential in the fight against fraud. The use of the OIG hotline is effective in providing an additional mechanism for reporting allegations of unethical behavior, misconduct or corrupt or fraudulent activities involving financial transactions processed by GS/OAS staff members and performance contractors. The Executive Order states that the Inspector General, the Secretary for Administration and Finance, the Director of the Department of Human Resources, the Director of the Department of Legal Services and the President of the Staff Association are authorized to receive information from informants. Any of the appropriate authorities who receive appropriate information must promptly inform the Inspector General of that information in writing, with a copy to the Secretary General for appropriate action.

The OIG dedicates its efforts towards assisting the Member States and the General Secretariat in achieving responsible administration of resources, as well as creating an atmosphere of accountability, transparency and improved performance in the execution of OAS programs. Auditing activities are undertaken to determine whether the functions of planning, organization, management, documentation, accounting, custody and control of resources are carried out efficiently, effectively and economically and in accordance with:

i) Established instructions, policies, standards, regulations, manuals, procedures and other administrative provisions and

ii) The Organization's overall aims and the highest standards of administrative practice.

The OIG reports on the adequacy and effectiveness of the system of internal controls within the General Secretariat, including the integrity of financial information, compliance with directives for administering OAS programs, the effectiveness of program and project management according to the terms of signed agreements, efficiency and effectiveness of the OASES computerized system, security and application controls, as well as effective use and safeguarding of assets. Audit reports identify the strategic initiatives used by the OIG and recommendations are provided to correct identified weaknesses and improve accountability and performance throughout the General Secretariat. The OIG evaluates elements of internal controls against identified risks within the General Secretariat, including organizational structure, standards of business and the risk thereof in programs or operations.
B. Quality of Work

The OIG ensures the quality of its work by performing its duties in accordance with the provisions of its mandate, the rules and directives of the General Secretariat and the Standards for the Professional Practice of Internal Auditing approved by the Institute of Internal Auditors. Internal Auditing Standards govern the independence, proficiency, objectivity and diligence of the OIG, the scope and performance of the internal auditing work and the professional care to be applied in carrying out auditing services. The Professional Standards for Internal Audit require OIG auditors to apply and uphold the principles of integrity, objectivity, confidentiality and competence and exhibit the highest professional objectivity in gathering, evaluating and communicating information about the audit activities. All professional staff members of the Office of the Inspector General are members of the Institute of Internal Auditors.

C. OIG Mechanism for Tracking Implementation of Recommendations

In accordance with Executive Order 95-05, the Inspector General submits reports of audit findings and recommendations to the Secretary General. Findings and recommendations from approved audit reports are transmitted to senior management by the Secretary General. Executive Order 95-05 provides that, within 30 days following the receipt of the report transmitted by the Secretary General, managers are expected to ensure that appropriate corrective action is taken or planned and provide a written report on actions regarding the recommendations made or the deficiencies reported by the Inspector General. OIG recommendations are directed at contributing to better management, more accountability, and improved transparency and are rated as High, Medium and Low Risk. High Risk recommendations are considered to have the most far-reaching consequences regarding the General Secretariat's performance and ability to effectively carry out its mandated activities. Implementation of those recommendations may require recovery of amounts due to the Organization and would result in better productivity, workflow and program effectiveness. The Inspector General is responsible for reporting to the Board of External Auditors on the issuance of all reports submitted to the Secretary General.

In the 2008 audit report, the Board reaffirmed that the OIG is an essential continuing safeguard to assess and maintain the internal control environment. The implementation rate for approved recommendations is a meaningful factor in the determination of the success of the auditing services provided by the OIG. The monitoring of the actions taken in implementing recommendations is critical in determining the impact of the OIG on the General Secretariat and in measuring improvements. In order to determine the actions taken on deficiencies reported in audit reports, the Office of the Inspector General has successfully established a system for tracking actions taken by the General Secretariat in implementing recommendations. This tracking system evaluates the effectiveness of the action taken in the implementation of recommendations and reports generated by this system are provided to the Board of External Auditors during their annual review.
III. SUMMARY OF AUDITING ACTIVITIES

A. Completed Audit Activities

During the period January 1 to December 31, 2008 twelve audits were completed. OIG auditing activities focused on areas of highest risk that are most likely to affect OAS ability to effectively carry out its mandates, such as vulnerable risks related to selected operational processes in the Department of Budgetary and Financial Services, Duplicate Payments issued by the GS/OAS and the Operational Processes of the Electoral Observation Mission, as well as operational processes carried out in the GS/OAS Offices in Belize, Panama, Paraguay, Uruguay, Grenada, Trinidad and Tobago and Ecuador, as well as the GS/OAS Technical Project Units in Argentina and Brazil. The OIG review of twenty-four projects included evaluations and examinations of financial transactions and project reports, as well as the efficiency and effectiveness of the management of those projects, to determine whether activities were carried out according to the terms of the signed agreements and whether objectives were achieved in a cost effective manner. Of the twenty-four (24) projects reviewed during 2008, fifteen (15) projects were funded by Specific Funds and nine (9) were funded by FEMCIDI. Fifty-two recommendations were issued to correct identified internal control weaknesses. All reports submitted by the Inspector General were approved by the Secretary General.

The Board of External Auditors issued an unqualified opinion (“clean”) in its audit report of the OAS 2008 financial statements of all significant funds and entities managed by the GS/OAS and reaffirmed the important status and role of the OIG as the essential ongoing safeguard to assess and maintain the internal control environment. The Inspector General commends the various dependencies of the General Secretariat who have undertaken a number of initiatives in response to recommendations from the Inspector General and the Board of External Auditors for improved internal controls and for better governance. In addition to recovering funds due to the Organization, more notable 2008 achievements that have resulted from the combined efforts of the General Secretariat may be summarized as follows:

- The Board of External Auditors has assessed the overall internal control environment in 2008 in the General Secretariat to be generally effective.
- No material weaknesses or reportable conditions were reported.
- The Board was pleased with the continued strong cooperation between the OIG and the GS/OAS and encouraged an open and constructive working relationship.
- 95% of 2006, 100% of 2007 and 58% of 2008 recommendations that were issued by the OIG have been implemented.
- Key DBFS’ business processes, including monthly internal reports related to the Grants Module activity, automation of some National Office activities were developed and documented.
- Various reports including the Treasurer’s Report and the Quarterly Resource Management Reports were distributed.
- DBFS has deployed seven staff members to GS/OAS Country Offices to provide financial management support for Electoral Observer Missions in OAS Country Offices.
- Human Resources hiring practices, including Standard Job Descriptions, have been modernized and changes to the General Standards are proposed for the personnel contracting mechanism, classification of posts, appeals and performance evaluations.
- Procedural handbooks on the management of human resources in the General Secretariat were developed, and a Guide to Formal Bid Solicitations and the Evaluation Procedure was published.
• The Coordinating Office for the Offices and Units of the General Secretariat in the Member States, in coordination with DHR and DBFS, have provided training on the OAS Enterprise System to the technical / administrative staff of several administrative technicians at the OAS Country Offices.
• The Fixed Assets Module in OASES was implemented and all legacy data of FASSETS was migrated for inventory tracking.
• DITS undertook several improvements including Technical Upgrade of Oracle Electronic Business Suite (OASES); Discoverer training was provided to users, data processing and communications infrastructure were rationalized, updated and modernized, servers and databases were consolidated, new applications were developed and a new voice mail system was implemented.
• Several Information Systems were developed or upgraded for areas of the General Secretariat such as Department of Conferences and Meetings, Department of Human Resources and the Department of Human Development.
• Suppliers’ list of inactive vendors has been cleaned.
• Efforts have been made to minimize manual transaction activity including the: upload interface of National Office invoices, upload interface of credit card invoices, automation of reconciliation between AMEX and OMEGA travel reports.
• Procedures to integrate the Department of Human Resources’ principal procedures into the OASES system were developed which included thirty procedural handbooks on issues related to the management of human resources in the General Secretariat for internal use of DHR.
• The Indirect Cost recovery guidelines (ICR) has simplified and centralized OAS policy for partial recovery of indirect costs incurred in managing Specific Fund contributions.
• Procedural manuals were distributed for of Electoral Observation Missions to provide guidance for the conduct of the EOM missions, and facilitate project management of long-term projects.

Additionally, in response to AG/RES.1 (XXXVI-E/08) that mandated improvement to promote a culture of austerity, efficiency and effectiveness, guidance from the Secretary General, as well as recommendations from the Inspector General and the Board of External Auditors, the Secretariat for Administration and Finance has undertaken certain initiatives for completion during 2009 through 2012. Those efforts may be summarized as follows:

• OASES Fixed Assets Module will be transitioned to fall under DBFS responsibility before the end of 2009.
• All administrative technicians at the OAS Country Offices are expected to be trained in 2009 and it is anticipated that the responsibility for the completion of OASES tasks and related monitoring that now falls on the Coordinating Office for the Offices and Units of the General Secretariat in the Member States will be reduced.
• DHR has initiated other training programs to strengthen management and leadership skills which are expected to take place in 2009.
• In collaboration with DBFS and STAMP, the Office of Procurement Services (OPS) is re-defining the Purchasing Module in OASES and a new structure is expected to be implemented in 2009.
• Efforts are being made to convert financial applications and processes to be IPSAS compliant and align OAS budgetary and financial policies with International Standards (2011-2012).
• Plans have been initiated to form the OAS Country Offices (OCO) Task Force whose tasks would include the assessment of OCO financial and operational procedures.

In the 2008 audit report the Board of External Auditors stated that the OAS financial reporting is not as useful as expected because it does not reflect a realistic presentation of its liabilities and assets. The Board recommended that the OAS adopt International Public Sector Accounting Standards (IPSAS), and engage experts on the transition to IPSAS. Although the Board recognized the initiatives and improvements made by GS/OAS, including the SAF Transformation and Modernization Project (STAMP), that have begun to address some operational efficiencies, the Board stressed the need to ensure that the taskforce communicate its plans to internal stakeholders, member states and external parties as the Committee on Administrative and Budgetary Affairs (CAAP) is pivotal in moving the modernization agenda forward. In addition to issuing recommendations to address the lack of sufficient resources to achieve OAS key goals and the need for outreach efforts and communication to users for successful transition to IPSAS, the 2008 recommendations from the Board of External Auditors related to the internal control environment include the need for:

• Continuation of the SAF Transformation and Modernization Project to update, modernize and transform operating procedures and processes.
• Adoption of IPSAS by the OAS and consideration should be given to engage its external auditors and other experts to advise on the transition to IPSAS.
• The implementation of the project management module in OASES and ensure that users are sufficiently trained in the module’s features.
• The implementation of the Human Resource management reforms.
• A streamlined process for small purchases, with appropriate internal controls and travel expense practices, with appropriate internal controls.
• Appropriate staffing at each National Office commensurate with the level of project activity and the need for internal controls.
• Accountability over fixed assets.
• Development and implementation of an IT strategic plan in accordance with an OAS strategic master plan.

The Inspector General agrees with those recommendations from the Board of External Auditors.
B. Type of Auditing Activities

The 2008 auditing activities concentrated on proposals related to the financial and management issues identified in the 2007 audit report of the Board of External Auditors, as required by the General Standards. Auditing activities were directed towards operations with the highest degree of risk and those with the greatest potential for increasing efficiency, economy and effectiveness within the General Secretariat.

Annex 1 provides a listing of the 2008 operational and compliance audits and audit activities according to technical areas are listed in Annex 2. Operational audits review not only records and supporting documentation, but also recommend actions which lead to more efficient operations, improvements in management and accounting controls, reduction in costs, use of OAS assets and prevention of losses. During operational audits the GS/OAS dependencies and their operations are analyzed, including appraisal of structure, controls, procedures, and processes. The purpose is to appraise whether the planning, productivity quality, economy, effectiveness and efficiency of a division, activity, or operation of the General Secretariat are meeting control objectives. Compliance audits are performed to evaluate whether systems or processes are designed and operating effectively to ensure compliance with pertinent laws, rules, regulations, internal policies and procedures, as well as terms and conditions of project agreements signed between the Organization and Member States, donors or other contributors. The 2008 auditing activities of operational processes were carried out in dependencies of the Secretariats for Administration and Finance and Political Affairs. Operational activities and financial records of seven GS/OAS Offices and two Technical Project Units in the Member States were also examined. During 2008, the OIG reviewed expenditure and project reports of twenty-four (24) Specific and FEMCIDI funded projects to determine whether activities were carried out according to the terms of the signed agreements and whether objectives were achieved in a cost effective manner.

Executive Order 05-08, Corr. 1 issued on April 14, 2005 outlines the General Secretariat’s policy for encouraging the reporting of financial and administrative misconduct. This policy provides protection for whistleblowers, informants and witnesses from retaliation in the reporting of and is essential in the fights against fraud. The hotline maintained by the Inspector General has been effective in providing an additional mechanism for reporting allegations of unethical behavior, misconduct of staff members or corrupt or fraudulent activities involving financial transactions processed by GS/OAS staff and performance contractors. Matters referred to the OIG in 2008 that posed an inherent risk to the internal controls of the General Secretariat or anomalies identified in existing rules and policies were investigated for appropriate action.

C. GS/OAS Comments to OIG Reports

The Member States, the Secretary General and the Board of External Auditors rely on the OIG as an ongoing safeguard for maintaining effective internal controls. The internal audit function provides ongoing reliable information that is useful for appraising performance, maintaining financial integrity and measuring compliance with policies and procedures. Senior management’s full support and commitment to strong controls are key factors in providing a satisfactory and established internal control environment. The effectiveness of the internal audit function depends on managers' acceptance of their responsibility for established controls, as well as the timely implementation of recommendations issued from audit reports.
The OIG discusses audit findings and recommendations with senior program managers during the final exit interview, in an effort at explaining and obtaining agreement with the findings and arriving at consensus in the method of implementation of the recommendations in a cost effective manner. This methodology and the distribution of the draft report for comments not only ensure the effectiveness of the OIG function but also confirm that audit findings and recommendations are communicated to senior management before submission to the Secretary General for approval. In several cases weaknesses were corrected prior to finalizing the audit report and auditees' comments and observations were taken into account in finalizing the audit reports. OIG has observed that this practice allows for greater transparency, acceptance of audit findings and timely implementation of recommendations. The Inspector General continues to maintain a professional and effective working partnership with managers of the various areas of the GS/OAS to ensure the satisfactory and timely implementation of recommendations and correct those weaknesses that inhibit organizational efficiency and effectiveness.

D. Audit Follow-up

The successful implementation rate of OIG recommendations is a positive factor in determining that OIG services have had a consistent and positive impact on the Organization's overall efficiency and effectiveness. The OIG system of tracking actions on recommendations provides systematic follow-up action in compliance with the requirements of Executive Order 95-05. The Board of External Auditors relies extensively on the reports generated by that system in its annual review of the effectiveness and implementation of internal audit recommendations. This system also provides valuable information in planning future OIG work programs. Those OIG efforts have contributed significantly towards the achievement of clean audit reports for the 2008 financial statements from the Board of External Auditors for all dependencies of the General Secretariat.

The impact of OIG activities on the General Secretariat is significant, as recommendations are directed at raising fiscal awareness among staff members and ensuring a sound internal control environment. The results of the 2008 audit activities carried out by the OIG provided fifty-two recommendations for the continuous improvement of programme performance, responsible administration of resources and management accountability that are categorized as thirty-three High Risk, eighteen Medium Risk and one Low Risk. OIG recommendations concentrated on efficiency and effectiveness in operational processes, systems infrastructure, applications, security and controls, compliance with GS/OAS directives, strengthening accountability and performance, as well as the need to provide clarification and address training needs, anomalies in directives, amend outdated procedures or establish new guidelines.

I am pleased to report that the OIG recommendations issued for 2007, as well as 2005 and prior years have all been implemented and closed. However, as of the date of this report, four (5%) of the seventy-four recommendations issued for 2006 are still outstanding, of which two are High Risk. Those outstanding recommendations for 2006 relate to operational processes for GS/OAS travel advances and improvements to the OPS processes. In addition, twenty-two (22) of the fifty-two recommendations (42%) that were issued for 2008 are still in various stages of implementation, of which eleven were considered High Risk. The High Risk recommendations that are still in process address the need for improved operational processes, better internal controls, transparency and effectiveness with a view to improving accountability and proper recording in the General Secretariat, as well as training. The Inspector General has been informed by the SAF that the initiatives undertaken in its STAMP project will successfully
implement outstanding recommendations, address operational efficiencies and improve governance.

E. Consulting Services

During 2008, Secretaries, several Directors and Supervisors consulted with the Inspector General on operational matters including the implementation of recommendations proposed organizational restructuring, proposals for changes to business processes and development of guidelines and directives, as well as other issues related to internal controls. The OIG also reviewed various draft manuals and procedures prior to their distribution and provided appropriate comments.

The proactive efforts of the OIG through consultations during audit activities, distribution of draft audit reports for comments prior to submission to the Secretary General for approval, as well as discussions on current and proposed operational activities and processes and the review of operational procedures prior to their distribution are intended to facilitate and encourage open communication with the General Secretariat. These efforts have not only enhanced the effectiveness and impact of internal audit activities, but have significantly contributed to the strengthening of internal controls through the General Secretariat, as well as the timely implementation of recommendations for correction of identified weaknesses. Through its continuing proactive efforts, the OIG promotes responsible management of resources, a climate of accountability and transparency and improved program performance throughout the General Secretariat. The consultation and review process successfully contributes to the OIG function as an essential continuing safeguard in assessing and maintaining an effective internal control environment. The OIG continues to provide a consistent, constructive and continuous positive impact on the overall efficiency and effectiveness of the GS/OAS.

IV. ACTIVITY REPORTS

A summary of audit activities for the calendar year ended December 31, 2008 has been submitted to the Permanent Council in accordance with Article 114 of the General Standards and Executive Order 95-05 of May 8, 1995.

V. OIG PARTICIPATION AT MEETINGS

The OIG observes various meetings of the Permanent Council, Permanent Executive Committee of CIDI (CEPCIDI) and the Committee for Administrative and Budgetary Affairs (CAAP). During 2008 the Inspector General and staff members of the OIG participated as observers in various committee meetings and working groups of the General Secretariat that may impact internal controls, including the Selective Bid and Contract Awards Committee, the Committee for Disposal of Surplus and/or Obsolete Assets (COVENT), the Committee of Administrative Matters (CAM), and the SAF Transformation and Modernization Project (STAMP).

The Inspector General greatly appreciates the collaborated efforts of the Department of Legal Services in addressing matters that in the opinion of the Inspector General pose significant risk to the Organization.
VI. WORK PLAN FOR THE YEAR 2009

Executive Order 95-05 requires that audit activities are directed towards operations with the highest degree of risk that are most likely to affect the OAS ability to effectively carry out its mandated activities and/or those with the greatest potential for increasing efficiency, economy and effectiveness. OIG is also required to perform systematic and selective audits of all operations in accordance with a long-term cyclical plan that ensures complete auditing of the General Secretariat within an appropriate time period.

The 2009 Work Plan (Annex 3) places emphasis on the proposals of the Board of External Auditors as required in the General Standards and audit activities are designed to continue the OIG focus on examination of activities with the highest degree of risk as required by Executive Order 95-05. The Board of External Auditors supports and agrees with this approach to the planned audit activities.

Although not all GS/OAS Offices in the Member States utilize OASES for on-line processing of financial activities, much progress has been made in the process of linking the GS/OAS operations away from Headquarters to the OASES computerized system, to centralize and improve the operational and financial processes of the GS/OAS. As of the date of this report, five of those GS/OAS Offices, to whom responsibility for performing financial transactions in the Member States have been delegated, do not utilize OASES on-line processing of financial activities. Consequently, the Coordinating Office for the Offices and Units of the General Secretariat in the Member States provides the necessary support for OASES financial transactions as required. The Inspector General recognizes the efforts made to address training requirements by the Coordinating Office for the Offices and Units of the General Secretariat in the Member States and the Departments of Human Resources and Budgetary and Financial Services.

Payments through approved Purchase Orders (Objects 2 through 9) that were processed in the GS/OAS Offices and entities amounted to over US$33.1M in 2008 of which almost 68% were processed through eleven of those locations. It should also be noted that the authorized Regular Fund budget for all GS/OAS Offices in the Member States for expenditures other than payroll costs amounted to approximately US $1M in 2008.

In the 2008 audit report, the Board of External Auditors recommended that the OAS ensure that appropriate staffing at each National Office commensurate with the level of project activity and the need for internal controls. It is the opinion of the OIG that due to the volume of Specific Fund financial transactions, consideration should be given to utilizing Specific Funds to address the need for additional resources in some of those locations. Systematic programmed DBFS site visits to those offices for appropriate oversight and review of financial transactions would address the inherent risk in asset custody and record keeping within those offices and reduce the potential for internal control weaknesses, including misstatements and loss of assets.

Effective audit trails control the quality of the transactions, demonstrate managers' accountability for the tasks assigned and are essential to the OIG in determining the timeliness of the audit. OIG reports have addressed the need for appropriate audit trails in the OASES system and the OIG continues to emphasize the need for the Secretariat for Administration and Finance to effectively address this issue, with the goal of improving transparency and accountability in all transactions processed through the OASES system.
In addition to the issues mentioned in the 2008 report of the Board of External Auditors and the internal control environment in general, GS/OAS challenges for 2009 that cause concern to the Inspector General relate to:

- Lack of sufficient OIG resources to effectively fulfill its mandate in a timely manner.
- The OASES is meant to be an integrated system and yet, as seen in several OIG audit reports, many business processes such as human resource and inventory management, are not fully integrated.
- Performance of several manual processes increases the risk of errors and the tendency to have inconsistent application of processes, therefore GS/OAS should make a determined effort to automate several business processes such as travel and provide alerts to expedite related review processes.
- Written procedural manuals should be provided for all GS/OAS operational processes.
- Several operational processes should be revisited and improved as soon as possible to improve data integrity and improve user confidence in the OASES system, such as accounting treatment of Accountable Advances, travel advances, timely allocation of the funds received from donors, employment hiring practices for temporary support personnel and local professionals and performance contractors.
- The Coordinating Office for the Offices and Units of the General Secretariat in the Member States and the SAF should coordinate efforts to ensure that all GS/OAS offices and entities in the Member States are linked to the OASES to process financial transactions and facilitate the required monitoring of those offices.
- DBFS should arrange for timely and systematic supervision of GS/OAS financial and administrative functions as provided by the new Executive Order 08-01 Rev. 2, including visits to the GS/OAS Offices in the Member States to minimize the inherent risks related to the internal control environment in those offices.
- ICR policy requires improvement to address the concerns expressed in the SAF Doc. CP22821, particularly regarding consolidating and strengthening administrative support within each of the secretariats, as well as effective allocation of personnel to provide more cost effective support.
- Transition from the Budgetary and Financial Rules to the International Public Sector Accounting Standards (IPSAS) requires cleaning up of the data, as well as a plan for clearly defined business processes in OASES and this exercise should be undertaken as soon as possible.
- The process of recording and tracking inventory in the GS/OAS Offices in the Member States should be improved to ensure that the information at Headquarters is accurate.
- Training in administrative functions, including the Budgetary and Financial Rules is required, for those entities/technical units in the Member States GS/OAS Offices that do not fall within the responsibility of the Coordinating Office of the Office of the Assistant Secretary General.

In addition, there is need for timely action to expedite:

- Streamlining and integration of various operational processes in OASES, such as human resource management for all personnel including temporary support and local professional hiring practices and an effective personnel control file system.
- Alignment of OAS budgetary and financial policies with international standards.
- Conversion of financial applications and processes to be IPSAS compliant that will address the accrual method of accounting transactions, such as travel and other advances, recognition of all revenue and liabilities.
VII. STAFFING

The resources available for the auditing activities of the Office of the Inspector General are provided in the Program Budget of the Regular Fund and the OIG is subject to the financial constraints of the GS/OAS. In 2008, OIG staff positions provided by the Regular Fund consisted of the Inspector General, three (P03) Auditors, two (P02) Junior Auditors and one (P01) Audit Trainee. OIG staffing resources are supplemented by performance contractors to the extent of available resources. The use of performance contractors for supplementing OIG resources is beneficial to the OIG. In 2008 the OIG also participated in the internship program. In 2008 all positions were filled. The Board of External Auditors expressed concern that the staffing for the OIG should remain commensurate with the increased level of program activity. The Board recommended that the OAS continue to provide some funding to the OIG from the ICR initiative. Staffing levels remained constant in 2008 and 2009 and I have been assured that OIG staffing levels will remain constant in the 2010 Regular Fund Program budget.

The 2008 audited financial statements state that the General Secretariat received Specific Fund contributions of US$73.1M whereas expenditures and obligations amounted to US$70.9 M. The Board of External Auditors reaffirmed in the 2008 audit report that the volume of Specific Fund projects creates significant project management issues. The 2008 audit report of the Board of External Auditors reaffirmed that the GS/OAS, in conjunction with the OIG, should develop a methodology to ensure that appropriate funds are provided for audit oversight of Specific Fund contributions. In 2008, the OIG received US$109,000 from ICR Funds generated from Specific Funds, including US$67,005 to meet the cost of the services of the OIG Audit Technician.

The Inspector General makes optimum use of available resources to accomplish results that add value to the service provided to the GS/OAS and the Member States. The lack of adequate resources for its strategy initiatives continues to present difficulties to the OIG in fulfilling its mandate for maintaining significant audit coverage throughout the General Secretariat, as well as adequate review of projects administered by the GS/OAS. The lack of adequate resources inhibits the ability of the OIG to adequately respond to the GS/OAS audit needs, perform audits on a long term cyclical basis to ensure complete auditing within an appropriate time period, issue reports in a timely manner and perform systematic follow-up of outstanding recommendations.

For a number of years, both the Board and the Inspector General have expressed concern for OIG staffing resources and the Board has recommended that the Inspector General's request for additional OIG resources be given priority and favorable consideration. In its 2008 report, the Board of External Auditors commented on the OIG staffing and budget, and stated the Board understands the growth in program activities and the need to have appropriate oversight, including periodic review by the OIG.
VIII. CONTINUING PROFESSIONAL EDUCATION CREDITS

In addition to its key role in enhancing skills and knowledge, continuing training empowers the OIG staff members to develop their careers with the goal of providing internal audit services of the highest quality to the OAS. All professional staff members of the Office of the Inspector General are members of the Institute of Internal Auditors.

Efforts to provide training to OIG staff members are undertaken to maintain their skill levels, keep up-to-date on developing trends in the professional practice of internal auditing and ensure that staff members are adequately trained. In the report of the 2008 Financial Statements, the Board of External Auditors reaffirmed its recommendations of prior years that sufficient funding be available to allow OIG staff to attend training to meet the required minimum annual continuing professional education credits.

OIG professional staff members receive training commensurate with available resources. In addition to in-house training, OIG staff members received professional internal audit training as required to perform their respective functions and to meet professional requirements.

IX. INDEPENDENCE

The Inspector General reports directly to the Secretary General and is governed by the Articles of the General Standards for the operations of the General Secretariat, Executive Order 95-05 and Budgetary and Financial Rules and Procedures, as well as other OAS directives.

The internal audit function is a management control that operates by measuring and evaluating the effectiveness of other management controls. In order to ensure objective analysis of facts and impartiality of judgment, the OIG does not take part in operating procedures or perform day to day functions related to operational processes, except with regard to their review and evaluation. The Inspector General and OIG staff members enjoy full, free and unrestricted access to all functions, activities, operations, records, properties and staff of the General Secretariat, as may be considered necessary for planning and performing any audit action considered necessary for fulfilling its mandate. The Inspector General has complete independence in planning audit programs and in all audit activities. The OIG enjoys full technical autonomy and the broadest possible managerial autonomy. Despite its operational independence, the OIG operates as an essential component of the General Secretariat and provides objective and useful information regarding the achievement of goals and objectives to the Member States and the Secretary General.

X. RECOMMENDATIONS OF THE BOARD OF EXTERNAL AUDITORS

The Board of External Auditors issued unqualified "clean" opinions for the 2008 financial statements of the entities of the General Secretariat and stated that the Board is generally satisfied with the progress made by the General Secretariat in implementing its recommendations, despite OAS limited resources. The Board also noted that internal control serves as the first line of defense in safeguarding assets, preventing and detecting errors and stated that overall, OAS internal control environment was generally effective.
The Inspector General continues to address the concerns expressed by the Board of External Auditors and reviews those areas of concern to the extent of available resources. The 2008 report of the Board recognized the continuing achievements of the OIG despite limited resources and encouraged the OIG to continue its ongoing audit follow-up process so that adequate action is taken on open recommendations. The Board also stated that the OIG may still be understaffed considering the numerous requests it receives for assistance and also recommended the need for funds to address OIG staffing needs for audit oversight of Specific Funds, Training in Continuing Education and for Peer Review as required by professional Standards.

Linda P. Fealing
Inspector General

September 10, 2009
### Annex 1

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<td>Internal Audit Report of the GS/OAS Office in Belize and Selected Projects</td>
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### General Secretariat of the Organization of American States
#### Office of the Inspector General

**2008 Audits, Investigations, Inspections and Memo by Technical Area**

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## 2009 Audit Work Plan

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