



INTERNAL AUDIT DIVISION

REPORT 2023/083

Audit of movement control operations in the United Nations Support Office in Somalia

**UNSOS adequately planned movement
operations; however, improvements were
needed in performance monitoring and cost
recovery of non-UNSOS cargo transportation**

**22 December 2023
Assignment No. AP2022-638-02**

Audit of movement control operations in the United Nations Support Office in Somalia

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of movement control operations in the United Nations Support Office in Somalia (UNSOS). The objective of the audit was to assess the effectiveness and efficiency of movement control operations by UNSOS. The audit covered the period from 1 July 2019 to 30 June 2022 and included a review of: (a) movement planning and performance management; and (b) movement of personnel and cargo.

UNSOS adequately planned and coordinated movement operations and ensured the preparation of key movement operational reports such as daily cargo backlog and incident movement reports. Furthermore, it provided movement control personnel with the necessary training. However, key performance indicators were not developed to monitor the implementation of insourced movement control activities. Additionally, the email account designated for receiving passenger complaints was not monitored, resulting in a lack of action or response. Also, the established procedures for managing non-UNSOS cargo were not entirely adhered to.

OIOS made five recommendations. To address issues identified in the audit, UNSOS needed to:

- Establish key performance indicators to measure, monitor and report on the effectiveness and efficiency of insourced movement operations.
- Develop an effective feedback mechanism to monitor and improve the quality of its movement operations services.
- Take measures to enforce its requirements for the safekeeping of waiver of liability forms.
- Recover from cargo owners the cost incurred in moving their cargo on unjustified non-cost reimbursable basis and strengthen supervisory controls to ensure that approved procedures are followed before non-UNSOS cargo is moved.
- Ensure timely completion of the work on upgrading the Movement Control warehouse.

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

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Audit of movement control operations in the United Nations Support Office in Somalia

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of movement control operations in the United Nations Support Office in Somalia (UNSOS).

2. UNSOS is mandated to provide logistical support, including the movement of persons and cargo, to the United Nations Assistance Mission in Somalia (UNSOM), the African Union Transition Mission in Somalia (ATMIS), and the Somali Security Forces in joint operations with ATMIS. The areas of operation (AoO) of ATMIS in Somalia as of June 2022 included sector headquarters of Mogadishu, Kismayo, Beletweyne, Jowhar, Dhobley, and Baidoa, and 113 ATMIS forward operating bases.

3. Two separate units manage the movement control operations in UNSOS: (a) the Movement Control Section (MovCon), under the Service Delivery Management pillar, is responsible for transporting cargo and persons within the Mission area; and (b) the Inbound Delivery Coordination Unit (IDCU), under the Supply Chain Management pillar, coordinates all inbound activities related to transporting goods into UNSOS in Kenya and Somalia. They are guided by the erstwhile Departments of Peacekeeping Operations and Field Support Movement Control Manual (the Manual) and UNSOS' movement control and inbound delivery and coordination standard operating procedures (SOP), guidelines, and directives.

4. MovCon Section is headed by a Chief at the FS-7 level and is supported by 13 international and 8 national staff, 8 United Nations volunteers, 1 contractor, 1 Government of Somalia-provided personnel, and 135 ATMIS personnel associated with movement operations. It comprises five units, namely passenger, cargo, strategic movement, sectors, and shipping and budget. IDCU is headed by a Chief at the FS-6 level and is supported by 1 international and 4 national staff. During the period from July 2019 to June 2022, MovCon transported 247,268 (156,458 civilian and 90,810 contingent) personnel and 58,009 tons of UNSOS and non-UNSOS cargo, while IDCU handled 303 purchase orders for goods into the Mission. The Section's approved budget for the fiscal years 2019/20, 2020/21 and 2021/22 were \$35.7 million, \$27.5 million, and \$21.6 million respectively. Actual expenditures for the same periods were \$27.6 million, \$27.2 million, and \$19.5 million, respectively.

5. Comments provided by UNSOS are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE, AND METHODOLOGY

6. The objective of the audit was to assess the effectiveness and efficiency of movement control operations by UNSOS.

7. This audit was included in the 2022 risk-based work plan of OIOS due to operational, financial, and reputational risks associated with the movement of persons and cargo.

8. OIOS conducted this audit from October 2022 to May 2023. The audit covered the period from 1 July 2019 to 30 June 2022. Based on an activity-level risk assessment, the audit covered higher and medium risk areas in movement control operations, which included: (a) movement planning and performance management; and (b) movement of persons and cargo with a focus on security of passengers and cargo, efficiency of movement operations by MovCon and tracking of inbound cargo by IDCU.

9. The audit methodology included: (a) interviews of key personnel; (b) reviews and assessments of relevant documentation and records; (c) an analytical review of all inbound goods data; (d) observation of movement procedures and facilities; and (e) testing of a random sample of 108 cargo movement requests to verify compliance with documentation and approval procedures and 200 passengers to ensure each had valid electronic movement of personnel (e-MOPs).

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

III. AUDIT RESULTS

A. Movement planning and performance management

Movement activities were adequately planned and coordinated

11. UNSOS needed to adequately plan and coordinate movements to ensure timely, safe, and cost-efficient operations. This included liaising with different sections in UNSOS and shippers to provide transportation support and develop a plan to anticipate demands and changes in the movement of persons and goods.

12. MovCon held meetings with technical sections such as the Engineering, Facilities Management and Maintenance Section, Life Support Section, and Medical Services Section to determine passenger and cargo movement needs. Daily and weekly meetings were also held with the Aviation Section to enable them to assign appropriate air assets to execute movements. MovCon also established weekly and quarterly regular flight schedules for persons and cargo that detailed dates, times, origins, and destinations of flights to/from locations in the Mission area. These flight schedules facilitated movement operations as they acted as reminders for approvers of electronic movement of personnel (e-MOPs) and electronic cargo movement requests (e-CMRs) and alerted receiving units of incoming shipments.

13. The MovCon's Strategic Movement Unit prepared annual contingent rotation plans that detailed expected contingent rotation dates, numbers, origins, and destinations. The plans, informed by ATMIS troops' strength on the ground and their locations in Somalia, were shared with relevant stakeholders, including the Movement Control Section-United Nations Headquarters (MCS-UNHQ) and the African Union Peace Support Operation Division. A review of all 52 troop rotations conducted during the audit period indicated that the plans facilitated timely approval of movement orders, completion of pre-deployment verification, and the conduct of contingent movements.

14. The UNSOS and ATMIS agreement for logistical support required MovCon to deliver fuel, rations, water, and personnel to ATMIS sector headquarters. ATMIS was responsible for transportation to its forward operating bases. However, as ATMIS was unable to deliver logistical support to its forward operating bases by road, MovCon planned to operate additional flights out of its regular flight programme to support the implementation of the ATMIS mandate. Based on the above, OIOS concluded that movement operations were adequately planned and coordinated.

Need to develop key performance indicators to monitor insourced movement control activities

15. UNSOS is required to monitor the performance of movement control activities, including the performance of third-party logistics service providers (3PLs). Additionally, it involves insourced activities which refer to tasks carried out internally by UNSOS's staff and resources such as processing and approving CMRs and e-MOPs to ensure the effectiveness of movement control operations.

16. UNSOS had two contracts for the provision of ground handling services at airports in Kenya and the Mogadishu International Airport in Somalia at a combined Not-to-Exceed cost of \$4.98 million for four years from 1 August 2020 to 31 July 2024, of which \$4.04 million (81 per cent) had been spent at the time of the audit. MovCon also had 10 stand-by contracts with six 3PLs for the provision of sea, air, and inland transportation and freight forwarding services, such as customs brokerage and liaison with government offices. Payments to these 3PLs for transportation and related services amounted to \$21.8 million as per table 1.

Table 1: Payments to third-party logistics service providers for the fiscal years 2019/20 to 2021/22

<i>Fiscal year</i>	<i>Air transportation</i>	<i>Road transportation</i>	<i>Sea transportation</i>	<i>Total (million USD)</i>
2019/20	8.1	1.3	2.1	11.5
2020/21	2.6	0.9	1.7	5.2
2021/22	3.4	0.8	0.9	5.1
Total	14.1	3.0	4.7	21.8

Source: Umoja records

17. MovCon established 21 key performance indicators (KPIs) in the areas of departure and arrival operations and customer care for measuring the performance of ground handling service providers. These indicators included on-time flight departure, boarding pass verification, and security checks of all passengers before boarding, and MovCon evaluated their performance after the completion of each departure or arrival flight. Similarly, MovCon established 8 KPIs in the areas of sea, air, inland transportation and related services, and conduct and discipline for measuring the performance of 3PLs. These indicators included the number of imported shipments cleared within five days of receipt of complete documentation and the number of complaints receipts about the contractor per month. In addition, quarterly performance review meetings attended by representatives of MovCon, the Contracts Performance Evaluation Unit, and 3PLs were held to discuss overall performance against the KPIs and implementation of recommended actions from previous performance review meetings.

18. However, UNSOS had not developed any KPIs to monitor the insourced aspects of movement operations, including the timeliness of processing and approving CMRs and e-MOPs. KPIs on insourced movement processes would enable monitoring of end-to-end processes to demonstrate efficiencies and make necessary improvements.

(1) UNSOS should develop key performance indicators to measure, monitor, and report on the effectiveness and efficiency of insourced movement operations.

UNSOS accepted recommendation 1 and stated that internal Key Performance Indicators and checklists to monitor and measure the performances of end-to-end insourced processes were being developed.

Need to monitor passenger complaints

19. The MovCon Passenger Unit established a dedicated email account for passenger complaints and comments. According to United Nations General Service Centre records, 36,225 emails were sent to that account from July 2019 to June 2022. However, MovCon did not track or monitor the account, and there was no evidence of action or response to all received emails, including passenger comments and complaints. Additionally, MovCon had not established a formal channel for addressing cargo service complaints, leading to a gap in their service management.

20. The above occurred because MovCon had not developed an effective feedback mechanism to monitor and improve the quality of its services. As a result, MovCon was unable to determine the satisfaction level with its services and facilities, which prevented it from taking corrective measures.

(2) UNSOS should develop an effective feedback mechanism to monitor and improve the quality of its movement operations services.

UNSOS accepted recommendation 2 and stated that a quarterly customer satisfaction survey was being developed to provide feedback on the quality of services delivered.

Key operational reports were prepared

21. UNSOS' Strategic Movement Unit prepared required movement completion reports detailing the number and nationality of the contingent moved, the date and time of movement, and problems, if any, for each of the 52 contingent movements during the audit period. In addition, the UNSOS Cargo Movement Unit prepared daily cargo backlog reports detailing the cargo description, including state, service order, waybill numbers, expected receipt and shipment dates. This information was entered in the Field Support Suite used by MovCon for the management of the movement of persons and cargo, reviewed by MovCon Chief, and used for cargo movement planning.

22. Additionally, incident movement reports were prepared following each incident. For example, on 20 January 2020, MovCon prepared an incident report related to the use of forged manual MOP forms by non-United Nations and ATMIS personnel for travel on UNSOS flights between 21 October and 30 December 2019. Similarly, on 16 July 2021, an incident report detailing the loss of laptops valued at \$17,680 from MovCon's custody was prepared. These reports were forwarded to the Special Investigations Unit for investigation and recommendations to improve controls. Based on the above, OIOS concluded that key movement operational reports were adequately prepared.

Movement control personnel were provided with the requisite training

23. The Manual requires UNSOS to ensure that personnel with movement operation responsibilities are trained and are familiar with key aspects of movement control operations.

24. UNSOS contracted a dangerous goods specialist to provide training to relevant staff on the safe transport and handling of hazardous goods in accordance with the International Civil Aviation Organization (ICAO) technical instructions and the International Air Transport Association (IATA) dangerous goods regulations manual. At the time of the audit, 14 MovCon personnel involved in movement operations were trained and certified in handling dangerous goods. In addition, all 135 ATMIS personnel involved in movement operations had completed relevant training organized by the Aviation Section on passenger and cargo/baggage screening, fire safety, ramp operation, and airside driving.

25. A review of correspondences with service providers and their personnel certificates indicated that MovCon ensured the personnel were trained and certified in areas such as dangerous goods handling, airside safety awareness, pallet moving, and tractor and forklift use. Based on the above, OIOS concluded that movement control personnel had the requisite training.

B. Movement of persons and cargo

Approvals were obtained before passengers boarding United Nations-operated flights

26. The Manual requires UNSOS to (a) ensure that only authorized and properly identified persons travel on United Nations-operated transport assets, and (b) obtain approval from MCS-UNHQ before any passenger not listed on the initial contingent deployment and rotation plan (standby carriage passengers) is allowed on a United Nations-operated flight.

27. During the period from July 2019 to June 2022, MovCon moved 156,458 United Nations and non-United Nations civilian personnel. A review of a random sample of 200 passengers (102 United Nations and 98 non-United Nations) showed that each passenger had a valid e-MOP authorized by a designated staff member in the Office of the Director. MovCon also conducted 52 contingent movements and moved 90,810 contingent personnel and 23 standby passengers during the audit period. Each movement was supported by a movement order approved by the Office of the Director, including the nationality and number of contingents, and approval was obtained from MCS-UNHQ for standby passengers before the flights.

28. OIOS observed passenger check-in procedures in Nairobi, Mogadishu, Kismayo, and Beletweyne air terminals and noted that UNSOS personnel, as well as those of the agencies, funds, and programmes, and the African Union, provided a valid e-MOP and required identification documents before boarding UNSOS-operated flights. OIOS concluded that adequate controls were in place to ensure passengers were properly authorized and identified.

UNSOS operational needs were prioritized in the movement of persons and cargo

29. UNSOS is required to prioritize its operational needs in the movement of persons and cargo.

30. MovCon established a six-scale and a five-scale priority level for the movement of persons and cargo, respectively, with level one being the highest priority, as shown in table 2 and table 3 below.

Table 2: Priority for air movement of persons on United Nations-operated flights

<i>Priority</i>	<i>Category</i>
1	Medical and casualty evacuations
2	UNSOS/UNSOM/United Nations Agencies, Funds and Programs (UNAFPs)/ATMIS Very Important Persons and visiting dignitaries
3	a. ATMIS personnel on rotation. b. UNSOS/UNSOM/ATMIS personnel on duty travel/medical referral to Nairobi. c. UNSOS contractors on duty travel
4	a. United Nations personnel on leave/rest and recuperation b. ATMIS personnel (non-troop contributing country) on rest and recuperation
5	UNAFPs Travelers
6	a. Non-United Nations/government personnel on official business. b. UNSOS contractor personnel on non-duty travel

Source: UNSOS SOP for movement control operations as of 31 August 2021

Table 3: Priority for movement of cargo on United Nations transport assets

<i>Priority</i>	<i>Category</i>
1	Mission essential items such as human blood, medicines, and vaccines
2	Re-supply of life support commodities such as fuel, rations, and water
3	Medium priority items such as general cargo for warehouse transfer and re-supplies
4	Low-priority items such as other general cargo that has been requested by the client
5	United Nations Agencies, Funds and Programs/Non-government organizations

Source: UNSOS SOP for movement control operations 31 August 2021

31. OIOS review of 36 passenger manifests with a total of 869 passengers (676 United Nations and 193 non-United Nations) out of 13,718 during the audit period concluded that priority levels were appropriately assigned and complied with for each passenger, thus ensuring prioritization of the Mission’s operational needs. An example is a 2019 flight from Nairobi to Mogadishu where systematic prioritization was evident with Very Important Persons assigned priority 2 and non-United Nations personnel receiving priority 6. In addition, a review of 100 cargo manifests for air, sea, and barge movements indicated that the movement of cargo was prioritized based on the various categories. For example, vehicle spare parts and tires on a flight from Mogadishu to Kismayo on 6 October 2019 were designated priority 3, while camping and dining tables for ATMIS on the same flight were designated priority 2. Based on the above, OIOS concluded that UNSOS prioritized operational needs in moving persons and cargo.

Need to establish procedures for the safe keeping of waiver of liability forms

32. Non-United Nations passengers are required to sign a waiver of liability form before travel on United Nations-operated flights as they are not covered under the Organization’s insurance policy.

33. OIOS observation of passenger processing at Nairobi, Mogadishu, Kismayo, and Beletweyne air terminals noted that a signed waiver of liability form was obtained from approved and authorized non-United Nations passengers before boarding flights. However, the signed forms were not properly safeguarded at the respective airfields/terminals. This resulted in the misplacement of some waiver forms during the COVID-19 pandemic. Of the 96 waiver forms selected by OIOS, only 76 were available for review. An investigation by the Special Investigation Unit into the circumstances that led to the misplacement was ongoing at the time of the audit.

34. The above occurred because UNSOS had not followed established procedures to ensure proper safekeeping of signed waiver forms, which could expose the Organization to legal and financial risks.

(3) UNSOS should take measures to enforce its requirements for the safekeeping of waiver of liability forms.

UNSOS accepted recommendation 3 and stated that a space for archiving waiver of liability forms has been identified, and that it would also maintain electronic copies for ease of access.

The cargo was moved in a cost-efficient manner

35. UNSOS is required to ensure cargo is moved cost-efficiently. During the audit period, UNSOS moved 58,009 tons of cargo comprising UNSOS¹ (53,417) and non-UNSOS² (4,592).

¹ UNSOS cargo: cargo belonging to UNSOS, UNSOM and ATMIS

² Non-UNSOS cargo: cargo belonging to entities such as United Nations Agencies, Funds, and Programs; and UNSOS contractors.

36. Due to insecurity and poor road infrastructure in Somalia, cargo movements were mainly made by air. Third-Party Logistic service providers were used to supplement the capacity of the Aviation Unit’s air assets or for locations where UNSOS’ air assets could not be used. The mode of movement was as per table 4 below.

Table 4: Movements of cargo during the audit period (in tons)

<i>Fiscal year</i>	<i>UNSOS</i>	<i>Third-Party Logistics (3PL) providers</i>				<i>Total</i>
	<i>Air</i>	<i>Air</i>	<i>Sea</i>	<i>Road</i>	<i>Barge</i>	
2019/20	13,014	5,255	1,386	51	440	20,146
2020/21	14,427	1,980	2,839	7	0	19,253
2021/22	15,457	2,436	687	30	0	18,610
Total	42,898	9,671	4,912	88	440	58,009
Percentage	73.95	16.67	8.47	0.15	0.76	100

Source: UNSOS MovCon Section cargo movement records

37. UNSOS utilized sea and road transportation where it was cost-efficient compared to air transportation. Such analysis was based on the characteristics of the items to be shipped and knowledge and experience with regional transportation. For example, in July 2019, UNSOS moved 70 tons of containerized timber and nails by sea from Mogadishu to Kismayo rather than by air because the bulky nature of the cargo made sea movement more cost-efficient.

38. Where possible, UNSOS consolidated cargo movements. For example, in March 2022, six CMRs of cargo, including paper towels, beverages, and COVID-19 vaccines were consolidated into a single flight from Kismayo to Dhobley. Also, in June 2022, four CMRs of cargo, including food, plate carriers, print paper, and beds were consolidated into a single flight from Mogadishu to Garowe rather than on four separate flights. Based on the above, OIOS concluded that UNSOS moved cargo in a cost-efficient manner.

In transit cargo and dangerous goods were recorded, tracked and reported

39. UNSOS is required to (a) ensure that dangerous goods are moved safely and transparently, and (b) track inbound goods from their origin to destination through the transportation system.

40. OIOS review of a random sample of 100 dangerous goods shipments such as fuel, human blood, vaccines, and batteries indicated that all consignments were supported by a signed declaration of dangerous goods and notice to pilot-in-command to alert the existence of dangerous goods on board, and to confirm they were properly packaged, marked, and labelled.

41. IDCU tracked inbound goods from origin to the destination through three interconnected modules: Umoja Logistics Execution Module, Inbound Coordination Power Application, and Power Business Intelligence Dashboards that fed each other and collectively served the purpose of recording, tracking, and reporting on the status of each purchase order for goods. This was complemented by regular contacts with vendors and freight forwarders/logistic contractors to obtain an update on goods in transit. Further, IDCU prepared weekly reports to technical units on the status of their purchase orders and MovCon monitored cargo movements within UNSOS’ area of operation from the time when a CMR was submitted into Field Support Suite to the time when the item was delivered to the recipient. Also, 3PL daily reports and cargo inventory reports to MovCon provided information on each service order, such as estimated date of arrival, origin, destination, and conditions.

42. Based on the above, OIOS concluded that UNSOS tracked inbound goods from origin to destination, and dangerous goods were moved safely and transparently.

Need to enforce controls over the movement of non-UNSOS cargo

43. The UNSOS established SOP on movement control requires: (a) non-UNSOS cargo to be moved on mission transport assets following a request from the owner; (b) owners of non-UNSOS cargo to sign a waiver of liability form before moving the cargo; and (c) all non-UNSOS cargo to be moved on cost reimbursable basis.

44. OIOS review of 108 out of 2,546 randomly selected CMRs from monthly cost recovery sheets amounting to 87 tons of non-UNSOS cargo indicated that:

- Although MovCon approved 84 out of 108 CMRs (78 per cent), they were raised without approved requests from owners or signed waiver of liability forms;
- While 45 CMRs were reimbursable and forwarded for cost recovery, another 63 CMRs amounting to 61 tons of cargo were designated as non-reimbursable without justification. In two non-reimbursable cases, the contractor had requested that the movement be done on a reimbursable basis. At the UNSOS established rates of \$75 processing fee for each CMR and a \$0.25 ground handling fee per kilogram of non-UNSOS cargo moved, this resulted in lost revenue of \$19,975 for the 63 CMRs; and
- There were inconsistent billing practices. For example, one consignment of cleaning and painting equipment (280 kilograms) belonging to a contractor was transported from Mogadishu to Kismayo in January 2020 on a cost-reimbursable basis. Another contractor's batch of cleaning materials (51 kilograms) was transported from Mogadishu to Beletweyne in November 2021 on a non-reimbursable basis, and yet another batch of cleaning materials (780 kilograms) from the same contractor was transported from Baidoa to Garbaharey in November 2021 on a cost-reimbursement basis.

45. The above happened due to lax compliance by staff with established procedures on non-UNSOS cargo and inadequate supervisory controls.

(4) UNSOS should: (a) recover from cargo owners the cost incurred in moving their cargo on unjustified non-cost reimbursable basis; and (b) strengthen supervisory controls to ensure that approved procedures are followed before non-UNSOS cargo is moved.

UNSOS accepted recommendation 4 and stated that the Field Support Suite module has been amended to include cost recovery and that it would provide the Movement Control Section with a list of contractors, United Nations Agencies, and other entities to ensure compliance with established procedures on handling non-UNSOS cargo.

There were adequate safety and security procedures for the movement of persons and baggage

46. In Kenya, MovCon relied on Kenya Airport Authority (KAA) terminals' security procedures and checked through IATA/ICAO audit reports that they were certified as compliant with safety and security. However, in Somalia, due to the airports not being IATA/ICAO certified, MovCon implemented the following safety procedures at air terminals used within the country:

- Air terminals were equipped with baggage screening scanners and X-ray machines for screening passengers for prohibited items. Engineering, Facilities Management and Maintenance Section

maintained all machines according to a preventive maintenance schedule and kept sufficient spare parts on hand.

- UNSOS outsourced passenger and baggage screening at Somalia's seven air terminals in Mogadishu, Biadoa, Beletweyne, Kismayo, Jowhar, Dhobley, and Baledogle. Trained ATMIS personnel performed security screening of passengers and baggage in 141 helicopter landing sites. The service providers used explosive detection dogs and carried out hand searches. OIOS observed that all passengers and staff in the controlled area were screened.
- All air terminals were equipped with weighing scales to ensure that baggage loaded on aircraft was within the aircraft's capacity. Weighing scales were calibrated regularly for accuracy.
- Airfield ground handling service providers escorted passengers to the aircraft and controlled embarkation. MovCon staff were also present at airports or helicopter landing sites with appropriate personal protective equipment and high visibility jackets to guide passengers.
- MovCon checked insurance certificates to ensure that service providers associated with movement operations maintained third-party liability insurance for events arising from operations, including their ground handling operations.

47. Based on the above, OIOS concluded that safety and security arrangements for passengers and baggage were adequate.

Movement information and facilities were adequate

48. MovCon provided passengers with relevant flight information before their flight, and the aircrew also provided safety briefings and inflight information. The prohibition of smoking on flights was also communicated to passengers. There were also adequate arrangements for persons with disabilities, including the provision of wheelchairs, pre-boarding, and designated seats. Further, arriving and departing passengers were provided separate and appropriate transportation to/from the aircraft. During the COVID-19 pandemic, MovCon implemented appropriate procedures to prevent the spread of COVID-19, such as limiting passenger numbers per flight to half of the aircraft capacity and implementing social distancing measures at terminals.

49. OIOS observed that MovCon's air terminal lounges in Somalia were equipped with air conditioners, televisions, separate male and female washrooms, and water dispensers. The lounges and washrooms were clean and had multi-colored waste collection bins for segregating collected waste. In Kenya, MovCon relied on KAA terminal facilities and checked through IATA/ICAO audits that the facilities were compliant in terms of comfort and convenience.

50. OIOS concluded that adequate controls were in place to ensure passengers were kept informed and movement facilities adequately maintained.

Need to properly safeguard cargo at the Mogadishu cargo facility

51. MovCon established a cargo processing facility in Mogadishu to process cargo bound for the sector headquarters in Baidoa, Beletweyne, Kismayo, Jowhar, Dhobley, and Baledogle. Within the facility, baggage-sized cargo was screened using a scanning machine, while explosive detection dogs screened large-sized cargo before being loaded on the aircraft.

52. However, OIOS observation noted that the facility was not well safeguarded despite its location within the secured premises and installation of closed-circuit television cameras. The facility was dilapidated, with no secure locking, and there was unrestricted access as the boom gate to control access to the cargo processing area was not permanently staffed.

53. These lapses exposed the facility to cargo tampering, including reported incidents involving beers, liquor, laptop computers, and food rations valued at \$18,836 that were reported missing from the warehouse. Investigation of these incidents by the Special Investigation Unit highlighted the need to strengthen access controls to the cargo facility.

54. OIOS noted that this issue of safeguarding the facility was highlighted during an aviation safety assessment visit in 2019 by the United Nations Aviation Safety Section but had not been addressed even though work to improve the security of the warehouse at a cost of \$63,538 was ongoing.

(5) UNSOS should ensure timely completion of the work on upgrading the Movement Control warehouse.

UNSOS accepted recommendation 5 and stated that the warehouse works were underway. The gate and proper lighting systems for the warehouse were in place. Entry screening points have been constructed and will be operational. A dog screening (K9) point has been identified, and construction will commence soon. Installation of additional closed-circuit television cameras has been requested and awaiting installation.

UNSOS could engage the Federal Government of Somalia for timely tax exemptions

55. The Status of Mission Agreement (SOMA) with the Federal Government of Somalia (FGS), and the Status of Forces Agreement (SOFA) with the Government of Kenya allowed UNSOS to import operational items free of customs and excise duties. UNSOS is responsible for facilitating the clearance of inbound goods from sea/airports in a timely manner to avoid demurrage and storage costs.

56. IDCU submitted applications to FGS and Government of Kenya for tax exemption letters as per the SOMA/SOFA within seven days of receiving the pre-alert of inbound shipment. A review of all 8 and 302 inbound shipments into Kenya and Somalia respectively indicated that UNSOS did not pay any customs and excise for imports by the agreements. However, while it took an average of 20 days for goods to leave the port in Kenya after arrival, it took an average of 37 days in the case of Somalia. For 100 out of 302 (33 per cent) inbound shipments into Somalia, it took on average 76 days. This was because of delays caused by UNSOS' tax exemption applications that needed to be approved by at least seven FGS offices, including that of the Prime Minister before the issuance of tax exemption letters. FGS took an average of 52 days to issue tax exemption letters to UNSOS and for 100 inbound shipments (33 per cent), FGS took between 54 and 373 days to issue the tax exemption letters. As a result of the delays, UNSOS had to pay \$1.7 million in demurrage and storage costs during the audit period.

57. UNSOS raised the issue of delayed issuance of tax exemption letters in several meetings of the Joint Coordination Office forum, where senior officials of FGS ministries and UNSOS discussed the implementation of the SOMA. However, despite FGS' commitment to speed up the issuance of tax exemption letters, the issue had not yet been addressed. However, considering the operating environment in Somalia, and in recognition of UNSOS continuing efforts in this regard, OIOS did not make a recommendation.

IV. ACKNOWLEDGEMENT

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

Internal Audit Division
Office of Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Audit of movement control operations in UNSOS

Rec. no.	Recommendation	Critical ³ / Important ⁴	C/ O ⁵	Actions needed to close recommendation	Implementation date ⁶
1	UNSOS should develop key performance indicators to measure, monitor, and report on the effectiveness and efficiency of insourced movement operations.	Important	O	Receipt of evidence that internal KPIs and checklists have been developed to monitor and measure performances of insourced processes.	30 June 2024
2	UNSOS should develop an effective feedback mechanism to monitor and improve the quality of its movement operations services.	Important	O	Receipt of evidence that quarterly customer satisfaction surveys are being conducted to monitor improvements in the quality of services delivered.	30 June 2024
3	UNSOS should implement take effective measures to enforce its requirements for the safekeeping of waiver of liability forms.	Important	O	Receipt of evidence that waiver of liability forms are safely kept.	30 June 2024
4	UNSOS should: (a) recover from cargo owners the cost incurred in moving their cargo on unjustified non-cost reimbursable basis; and (b) strengthen supervisory controls to ensure that approved procedures are followed before non-UNSOS cargo is moved.	Important	O	Receipt of evidence of recovery from owners of cargo unjustly moved on a non-cost reimbursable basis during the audit period, and the Field Support Suite module amended to include cost recovery.	30 October 2024
5	UNSOS should ensure timely completion of the work on upgrading the Movement Control warehouse.	Important	O	Receipt of evidence that work on the warehouse has been completed and handover to MovCon taken place.	30 June 2024

³ Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

⁴ Important recommendations address those risk issues that require timely management attention. Failure to take action could have a high or moderate adverse impact on the Organization.

⁵ Please note the value C denotes closed recommendations whereas O refers to open recommendations.

⁶ Date provided by UNSOS in response to recommendations.

APPENDIX I

Management Response



Interoffice Memorandum

To: Mr. Byung-Kun Min, Director,
Resident Auditor, Internal Audit Division,
OIOS

Date: 13 December 2023

Ref: UNSOS/1223/M.052

From: Aisa Kirabo Kacyira For *A. Kirabo*
Head of the United Nations Support Office in Somalia

Subject: **UNSOS response to the draft report on an Audit of movement control operations in the United Nations Support Office in Somalia (Assignment No. AP2022-638-02)**

1. Further to your memorandum reference OIOS-2023-02207 of 6 December 2023, please find attached the UNSOS response to the subject audit.
2. We thank you for your continued support to the work of UNSOS.

Cc:

Ms. Qurat-Ul-Ain Sadozai, UNSOS
Ms. Cristina Gavazzo, UNSOS
Mr. Michael Dorn, UNSOS
Mr. Fabio Mevoli, UNSOS
Mr. Dolapo Kuteyi, UNSOS
Mr. Marcelo Quellet, UNSOS
Mr. Michel Ndaka, UNSOS
Ms. Roseline Wacha, UNSOS
Mr. Stefano Murri, UNSOS
Mr. Jeffrey Lin, OIOS

Management Response

**Audit of movement control operations in the United Nations Support Office in Somalia
(Assignment No. AP2022-638-02)**

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNSOS should develop key performance indicators to measure, monitor, and report on the effectiveness and efficiency of insourced movement operations.	Important	Yes	Movement Control	30 June 2024	Internal KPIs and check list are being developed to monitor and measure performances. This will enable monitoring of end-to-end processes.
2	UNSOS should develop an effective feedback mechanism to monitor and improve the quality of its movement operations services.	Important	Yes	Movement Control	30 June 2024	Quarterly customer satisfaction survey is being developed. Management is making efforts to develop community practices to ensure effective feedback is provided and monitor improvements on the quality of services delivered.
3	UNSOS should take measures to enforce its requirements for the safekeeping of waiver of liability forms.	Important	Yes	Movement Control	30 June 2024	Management have identified archiving space and waivers will be transferred soon for proper storage. In addition, UNSOS is developing a system to keep electronic copies for ease of access and safe keeping.
4	UNSOS should: (a) recover from cargo owners the cost incurred in moving their cargo on unjustified non-cost reimbursable bases; and (b) strengthen supervisory controls to ensure that approved procedures are followed before non-UNSOS cargo is moved.	Important	Yes	Movement Control	October 2024	(a) FSS module is amended to include cost recovery. (b) Management will provide MovCon with a list of contractors, UN Agencies and other entities. This will ensure compliance of established procedures on handling non-UNSOS cargo.
5	UNSOS should ensure timely completion of the work on upgrading the Movement Control warehouse.	Important	Yes	Movement Control	30 June 2024	The warehouse works are underway. Gate and proper lighting systems for the warehouse are in place. Entry screening

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

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

Management Response

**Audit of movement control operations in the United Nations Support Office in Somalia
(Assignment No. AP2022-638-02)**

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						<p>points is constructed and will be operational. K9 screening point is identified, and construction will commence soon. Installation of additional CCTV cameras has been requested and awaiting installation.</p> <p>Management will ensure the completion of upgrading work of the MovCon warehouse.</p>