



INTERNAL AUDIT DIVISION

REPORT 2015/002

Audit of air operations in the United Nations Support Office for the African Union Mission in Somalia

Overall results relating to the effective management of air operations in the United Nations Support Office for the African Union Mission in Somalia were initially assessed as unsatisfactory. Implementation of two critical and four important recommendations remains in progress

FINAL OVERALL RATING: UNSATISFACTORY

28 January 2015
Assignment No. AP2013/638/01

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AUDIT REPORT

Audit of air operations in the United Nations Support Office for the African Union Mission in Somalia

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of air operations in the United Nations Support Office for the African Union Mission in Somalia (UNSOA).
2. In accordance with its mandate, OIOS provides assurance and advice on the adequacy and effectiveness of the United Nations internal control system, the primary objectives of which are to ensure (a) efficient and effective operations; (b) accurate financial and operational reporting; (c) safeguarding of assets; and (d) compliance with mandates, regulations and rules.
3. The UNSOA Aviation Section was responsible for managing air operations for the Office and those of the African Union Mission in Somalia (AMISOM). The Section was headed by a Chief Aviation Officer at the P-4 level who had joint reporting lines to the Head of Somalia Support and the Deputy Director. The Chief Aviation Officer was supported by a team of 114 personnel, comprising 13 international staff, 5 national staff, 2 international contractors, 1 national contractor and 93 AMISOM personnel. The UNSOA Aviation Safety Unit operated independently of the Aviation Section, and was managed by a Chief Aviation Safety Officer at the Field Service level who reported to the UNSOA Director and was supported by an Aviation Safety Assistant.
4. UNSOA had two fixed-wing aircraft and five helicopters under contract with commercial aircraft operators. UNSOA operated from: two international airports in Kenya; one international airport in Mogadishu, Somalia; and 37 other certified airports/airfields/helicopter landing sites. UNSOA transported 60,100 passengers and 3,025 metric tons of cargo on 4,230 flights from 1 July 2012 to 31 December 2013. UNSOA budgets for fiscal years 2012/13 and 2013/14 were \$46.1 and \$54.1 million, respectively, as shown in Table 1. A significant portion of the budget was allocated for military aircraft. The significant underutilization of the budget was due to the inability of the African Union to source and deploy military air assets.

Table 1: Aviation budgets and expenditure for 2012/13 and 2013/14
(in millions of US dollars)

<i>Fiscal year</i>	<i>Budget for military aircraft</i>	<i>Total aviation budget</i>	<i>Total aviation expenditure</i>
2012/13	37.2	46.1	15.4
2013/14	39.2	54.1	39.6

5. Comments provided by UNSOA are incorporated in italics.

II. OBJECTIVE AND SCOPE

6. The audit was conducted to assess the adequacy and effectiveness of UNSOA governance, risk management and control processes in providing reasonable assurance regarding the **effective management of air operations in UNSOA**.

7. The audit was included in the 2014 risk-based work plan of OIOS because of operational, safety, security, and financial risks related to air operations.

8. The key control tested for the audit was regulatory framework. For purpose of this audit, OIOS defined this key control as the one that provides reasonable assurance that policies and procedures: (a) exist to guide the management of UNSOA air operations; (b) are implemented consistently; and (c) ensure the reliability and integrity of financial and operational information.

9. The key control was assessed for the control objectives shown in Table 2.

10. OIOS conducted this audit from February to April 2014. The audit covered the period from 1 July 2012 to 31 December 2013, and included site visits to air operations locations in Nairobi, Kenya and in Mogadishu, Somalia. OIOS did not conduct site visits outside of Mogadishu due to security concerns.

11. OIOS conducted an activity-level risk assessment to identify and assess specific risk exposures, and to confirm the relevance of the selected key control in mitigating associated risks. Through interviews and analytical reviews, OIOS assessed the existence and adequacy of internal controls and conducted necessary tests to determine their effectiveness.

III. AUDIT RESULTS

12. The UNSOA governance, risk management and control processes examined were initially assessed as **unsatisfactory**¹ in providing reasonable assurance regarding the **effective management of air operations in UNSOA**. OIOS made six recommendations to address the issues identified. UNSOA maintained up-to-date aviation support plans that were aligned with its operational plans. However, UNSOA needed to: (a) improve the preparation of aircraft use reports; (b) retain documentation and records for special flights;

and (f) provide training to aviation staff on completing reports required by the Department of Field Support (DFS) to assess air carriers' performance.

13. The initial overall rating was based on the assessment of the key control presented in Table 2. The final overall rating is **unsatisfactory** as implementation of two critical and four important recommendations remains in progress.

Table 2: Assessment of key control

Business objective	Key control	Control objectives			
		Efficient and effective operations	Accurate financial and operational reporting	Safeguarding of assets	Compliance with mandates, regulations and rules
Effective management of air operations in UNSOA	Regulatory framework	Unsatisfactory	Partially satisfactory	Partially satisfactory	Unsatisfactory
FINAL OVERALL RATING: UNSATISFACTORY					

¹ A rating of “**unsatisfactory**” means that one or more critical and/or pervasive important deficiencies exist in governance, risk management or control processes, such that reasonable assurance cannot be provided with regard to the achievement of control and/or business objectives under review.

Regulatory framework

Aviation support plan was developed and up-to-date

14. The Department of Peacekeeping Operations (DPKO)/DFS Aviation Manual required periodic aviation support planning for effective and efficient implementation of the aviation programme.

15. OIOS analysis of UNSOA flight operations from 1 July 2012 to 30 June 2014 indicated that UNSOA had an average utilization rate of 89 per cent of the projected flight hours. However, three aircraft were underutilized, the fixed winged B-1900 and two Mi-8 helicopters. To address this, UNSOA discontinued the B-1900 in November 2013. Moreover, in May 2014, due to Security Council resolution 2124 to increase the number of AMISOM troops and the additional support to be provided by UNSOA, the Office reassessed its aircraft fleet and utilization rate. Based on this assessment, UNSOA (a) introduced a hub and spoke concept of air services to sectors; (b) revised flight schedules, including increased frequency of flights between Nairobi and Mogadishu; and (c) positioned aircraft in strategic locations. Moreover, a headquarters stand-by aircraft support package was expected to be concluded by early 2015.

16. Based on the actions taken, OIOS concluded that UNSOA had implemented adequate controls to up-to-date its aviation support plan and to ensure that it was aligned with operational requirements.

Aviation budget was established in accordance with instructions

17. The DPKO/DFS Aviation Manual required the air operations portion of the budget to be supported by the Air Operations Explanatory Notes (describing the anticipated activity within the Mission area) and Air Operations Budget Estimate Spreadsheet. Aviation requirements were to be established by the Chief Aviation Officer, based on current aviation contracts and the previous Mission budgets. UNSOA developed its aviation budget requirements from the data related to its aviation contracts and prior UNSOA budgets and performance. OIOS concluded that adequate controls were in place to ensure the aviation budget was established accurately and in accordance with instructions.

Aircraft use reports were not compiled accurately

18. The DPKO/DFS Aviation Manual required air carriers to submit monthly aircraft use reports to assist in gathering statistical flight information, and to prepare monthly summary reports of flying hours for submission to DFS Air Transport Section.

19. A review of 50 out of 218 aircraft use reports for May and October 2013 and the corresponding monthly summary reports indicated:

- (a) Flights were not classified as scheduled or unscheduled in the monthly summary reports;
- (b) There were errors in encoding the flight following information from aircraft use reports into the monthly summary reports. For example, there were inconsistencies in: (i) the quantity of fuel consumed in 16 cases; (ii) the quantity of cargo transported in 12 cases; (iii) the flight hours in 8 cases; and (iv) the number of sorties in 5 cases; and
- (c) Aircraft use reports were not signed by the designated staff member of the Technical Compliance and Quality Assurance Unit certifying receipt of the services in 16 cases and by the pilots-in-command in 3 cases.

20. The above exceptions were caused by the design of the monthly summary reports that did not provide for the different flight categories, and by human error and lack of adequate oversight. As a result, the monthly summary reports were unreliable.

(1) UNSOA should revise procedures for the preparation of the monthly aviation summary reports and include requirements for reconciling the reports with source documents before submitting them to DFS.

UNSOA accepted recommendation 1 and stated that monthly summary reports were being verified and authorized by the Technical Compliance and Quality Assurance Unit before submission to DFS Aviation Safety Unit and the Air Transport Section. Recommendation 1 remains open pending receipt of evidence that monthly aviation summary reports, which have been reconciled with source documents are being submitted to DFS.

Special flights were not properly documented

21. The DPKO/DFS Aviation Manual and UNSOA standard operating procedures required the approval of the following documentation for special flights: (a) requests for unscheduled flights; (b) air tasking orders; (c) aviation risk management checklist prior to flights; and (d) after-mission reports upon completion of flights. UNSOA was also required to maintain a list of special flights containing information such as date of flight, aircraft type and number of passengers.

22. A review of 32 out of the 424 special flights indicated that there were no: (a) special flight requests in 22 cases; (b) air tasking orders in 22 cases; (c) aviation risk management checklists in 25 cases; and (d) after-mission reports in 27 cases. Additionally, the Aviation Section had not prepared the required documentation (i.e. air tasking orders, risk management checklists and after mission reports) for flights operated by the Transportation and Movements Integrated Control Centre.

23. These lapses in documentation were due to a lack of an integrated system for preparing, submitting, and retaining required documents. As a result, UNSOA was unable to demonstrate that special flights were approved and tasked in accordance with the requirements.

(2) UNSOA should take steps to ensure that required documentation for special flights, including those for flights operated by the Transportation and Movements Integrated Control Centre, are prepared and filed.

UNSOA accepted recommendation 2 and stated that the Technical Compliance and Quality Assurance Unit carried out an internal audit of this issue, and all special flight requests and supporting documents were being filed in the Aviation Section's share drive. Recommendation 2 remains open pending OIOS verification that records for special are being prepared and filed.

[REDACTED]

[REDACTED]

[Redacted]

[Redacted]

Quality assurance inspection programme was effectively implemented

26. The DPKO/DFS Aviation Manual required the establishment of an aviation quality assurance inspection programme to ensure that air operations were conducted in accordance with United Nations aviation standards. UNSOA had established a quality assurance and technical compliance programme and had standard operating procedures for assessments of air carriers, inspections of aircraft, and maintenance of air operations statistics. The Aviation Safety Unit and the Technical Compliance and Quality Assurance Unit inspected and evaluated each aircraft quarterly before it was operated by UNSOA and the Technical Compliance and Quality Assurance Unit kept related records. OIOS concluded that the quality assurance inspection programme was effectively implemented.

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Carrier assessment and freight forwarding compliance reports were not prepared

35. The DPKO/DFS Aviation Manual required the Movement Control Section in UNSOA to compile carrier assessments and freight forwarding compliance reports and submit them to the DFS Aviation Safety Unit and the Air Transport Section as a means of assessing air carriers' compliance with their contracts and their overall performance.

36. UNSOA had not prepared and submitted carrier assessments and freight forwarding compliance reports to the DFS Aviation Safety Unit and Air Transport Section. This was because UNSOA was instead preparing and submitting movement completed reports to the DFS Movement Control Section. This resulted, as insufficient training and guidance had been provided to aviation staff on the DPKO/DFS Aviation Manual requirements. Consequently, DFS was not provided with the information needed to assess and report on the performance of air carriers.

(6) UNSOA should provide guidance and training to aviation staff on the requirements for completing carrier assessment and freight forwarding compliance reports, and implement a process for ensuring that these reports are submitted as required to the Department of Field Support.

UNSOA accepted recommendation 6 and stated that the Aviation Safety Unit and selected Movement Control Section staff were provided access to the carrier assessment module in the Aviation Inspection and Recommendation database and would receive refresher training on the compilation of carrier assessment reports. Recommendation 6 remains open pending receipt of evidence that relevant staff have been trained on completing carrier assessment and freight forwarding compliance reports and that these reports are being submitted to DFS.

IV. ACKNOWLEDGEMENT

37. OIOS wishes to express its appreciation to the Management and staff of UNSOA for the assistance and cooperation extended to the auditors during this assignment.

(Signed) David Kanja
Assistant Secretary-General for Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Audit of air operations in the United Nations Support Office for the African Union Mission in Somalia

Recom. no.	Recommendation	Critical ¹ / Important ²	C/ O ³	Actions needed to close recommendation	Implementation date ⁴
1.	UNSOA should revise procedures for the preparation of the monthly aviation summary reports and include requirements for reconciling the reports with source documents before submitting them to DFS.	Important	O	Receipt of evidence that monthly aviation summary reports, which have been reconciled with source documents are being submitted to DFS.	December 2014
2.	UNSOA should take steps to ensure that required documentation for special flights, including those for flights operated by the Transportation and Movements Integrated Control Centre, are prepared and retained. are prepared and filed.	Critical	O	OIOS verification that records for special are being prepared and filed checklists and after-mission reports.	December 2014
6.	UNSOA should provide guidance and training to aviation staff on the requirements for completing carrier assessment and freight forwarding compliance reports, and implement a process for ensuring that these reports are submitted as required to the Department of Field Support.	Important	O	Receipt of evidence that relevant staff have been trained on completing carrier assessment and freight forwarding compliance reports and that these reports are being submitted to DFS	January 2015

¹ Critical recommendations address significant and/or pervasive deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance cannot be provided regarding the achievement of control and/or business objectives under review.

² Important recommendations address important deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

³ C = closed, O = open

⁴ Date provided by UNSOA in response to recommendations.

APPENDIX I

Management Response



United Nations Support Office for AMISOM (UNSOA)

Interoffice Memorandum

To: Ms. Eleanor T. Burns, Chief
Peacekeeping Audit Service
Internal Audit Division,
OIOS

Date: 29 December 2014

From: Harjit Dhindsa, Officer-in-Charge
United Nations Support Office for AMISOM
(UNSOA)

Ref: UNSOA/1214/M.028

Subject: **Assignment No. AP2014/638/01 – Audit of Air Operations in UNSOA**

Further to your memorandum of 17 December 2014 on the above subject, please find attached UNSOA's response to the draft report.

cc: Ms. Anna Halasan, Professional Practices Section, Internal Audit Division, OIOS
Ms. Cynthia Avena-Castillo, Professional Practices Section, Internal Audit Division, OIOS
Mr. Robert Kirkwood, Head of Somalia Support, UNSOA
Ms. Andrea Charles-Browne, Chief Resident Auditor, UNSOA
Mr. Harjit Dhindsa, Deputy Director, UNSOA
Mr. Ernest Manzano, Chief Aviation Officer, UNSOA
Mr. Kingsley Akuamoah Boateng, Chief Aviation Safety officer, UNSOA
Ms. Manuela DeLuca, Chief Movement Control Officer, UNSOA

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Management Response

Audit of air operations in the United Nations Support Office for the African Union Mission in Somalia

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1.	UNSOA should revise procedures for the preparation of the monthly aviation summary reports, reconciling them with source documents before submitting them to the Department of Field Support.	Important	Yes	Chief Aviation Officer	Implemented	The draft Monthly Aircraft Use Report is sent at the end of the month to Chief Technical Compliance and Quality Assurance Unit for review. After verification, the Chief Technical Compliance and Quality Assurance Unit authorizes submission of the electronic monthly aviation reports to Department of Field Support Air Transport Section. A sample of the report was provided to OIOS.
2.	UNSOA should take steps to ensure that required documentation for special flights, including those for flights operated by the Transportation and Movements Integrated Control Centre, are prepared and retained.	Critical	Yes	Chief Aviation Officer	Implemented	The Chief Technical Compliance and Quality Assurance Unit carried out an Aviation Internal Audit in Mogadishu for follow-up of this recommendation. This recommendation has been implemented and all special flight requests and supporting documents are filed in Aviation shared drive.

¹ Critical recommendations address significant and/or pervasive deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance cannot be provided regarding the achievement of control and/or business objectives under review.

² Important recommendations address important deficiencies or weaknesses in governance, risk management or internal control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

Management Response

Audit of air operations in the United Nations Support Office for the African Union Mission in Somalia

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
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Management Response

Audit of air operations in the United Nations Support Office for the African Union Mission in Somalia

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
6.	UNSOA should provide guidance and training to aviation staff on the requirements for completing carrier assessment and freight forwarding compliance reports, and implement a process for ensuring that these reports are submitted as required to the Department of Field Support	Important	Yes	Chief Movement Control Section, Chief Aviation Officer, Mission Aviation Safety Officer	31 January 2015	<p>Aviation Safety Unit staff and selected Movement Control Section (MovCon) focal points have recently been given access to the Carrier Assessment module in the Aviation Inspection and Recommendation database. The Aviation Safety Unit is scheduled to conduct refresher training for those staff on the compilation of carrier assessment reports as required by the Department of Peacekeeping Operations and Department of Field Support Aviation Safety Manual 2012, Annex 15. This will ensure a standardized approach to compilation and management of the carrier assessment reports.</p> <p>It should be noted that carrier assessment reports are only applicable when a mission is using Short Term Chartered Aircraft, with two parts of the assessment report to be completed by Aviation Safety Unit and MovCon, respectively.</p> <p>MovCon has already registered appropriate staff to be responsible for the MovCon part of the</p>

Management Response

Audit of air operations in the United Nations Support Office for the African Union Mission in Somalia

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						assessment reports.