



INTERNAL AUDIT DIVISION

REPORT 2015/154

Audit of military engineering works in
the African Union-United Nations
Hybrid Operation in Darfur

Overall results relating to the effective
management of military engineering works in
the African Union-United Nations Hybrid
Operation in Darfur were initially assessed as
unsatisfactory. Implementation of one
critical recommendation remains in progress

FINAL OVERALL RATING: UNSATISFACTORY

1 December 2015

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AUDIT REPORT

Audit of military engineering works in the African Union-United Nations Hybrid Operation in Darfur

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of military engineering works in the African Union-United Nations Hybrid Operation in Darfur (UNAMID).
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 Engineering and Environmental Protection Section of the Mission Support Division, headed by the Chief Engineer at the P-5 level, is responsible for certifying all UNAMID engineering activities and assigning tasks to the Military Engineering Unit, headed by the Force Engineer, in the Office of the Force Commander. The Military Engineering Unit has 11 staff officers that are responsible for monitoring projects implemented by military engineering companies.
4. During the period under review, UNAMID had three military engineering companies with a total of 895 troops. From 1 July 2012 to 31 December 2014, UNAMID assigned a total of 53 task orders in respect of 43 projects to the companies. Military engineering works included, among others, building and maintaining supply routes, landing sites and team sites. The United Nations reimbursed the troop-contributing countries a total of \$53.9 million during the audit period in respect of troop costs, equipment and self-sustainment related to military engineering activities.
5. Comments provided by UNAMID are incorporated in italics.

II. OBJECTIVE AND SCOPE

6. The audit was conducted to assess the adequacy and effectiveness of UNAMID governance, risk management and control processes in providing reasonable assurance regarding the **effective management of military engineering works in UNAMID**.
7. The audit was included in the 2015 risk-based work plan of OIOS because of operational risks related to military engineering works.
8. The key control tested for the audit was regulatory framework. For the purpose of this audit, OIOS defined this key control as the one that provides reasonable assurance that policies and procedures: (a) exist to guide management of military engineering works in UNAMID; (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 1.
10. OIOS conducted the audit from March to July 2015. The audit covered the period from 1 July 2012 to 31 December 2014.

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. OIOS reviewed the planning, tasking, monitoring and reporting of military engineering works and physically inspected eight randomly selected projects in three out of five sectors.

III. AUDIT RESULTS

12. The UNAMID governance, risk management and control processes examined were initially assessed as **unsatisfactory**¹ in providing reasonable assurance regarding the **effective management of military engineering works in UNAMID**. OIOS made two recommendations to address the issues identified. The military engineering companies at sector level were responsible for performing engineering works and submitted weekly reports of their activities to the Military Engineering Unit at Force Headquarters. However, UNAMID needed to: (a) assign adequate resources to develop and implement an integrated infrastructure plan to ensure available military engineers and equipment are used effectively and efficiently; and (b) adequately monitor military engineering projects.

13. The initial overall rating was based on the assessment of key control presented in Table 1. The final overall rating is **unsatisfactory** as implementation of one critical recommendation remains in progress.

Table 1: 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 military engineering works in UNAMID	Regulatory framework	Unsatisfactory	Partially satisfactory	Partially satisfactory	Partially satisfactory
FINAL OVERALL RATING: UNSATISFACTORY					

Regulatory framework

Need for integrated infrastructure planning and tasking of military engineering assets

14. The Department of Peacekeeping Operations/Department of Field Support Engineering Manual requires the Engineering Section to adequately plan and schedule engineering projects. UNAMID standard operating procedures for military engineers require the Mission to deploy project resources efficiently and optimally through integrated infrastructure planning and implementation.

15. A review of military engineering activities and the use of resources for all 53 task orders related to 43 projects assigned to the Military Engineering Unit during the audit period indicated that the

¹ A rating of “**unsatisfactory**” means that one or more critical and/or pervasive 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.

Engineering Section did not adequately plan engineering projects performed by the military. For example, the Engineering Section: (a) assigned the Military Engineering Unit to undertake projects that were not in the Engineering Section's annual work plan such as the construction of asphalted roads in Nyala and El Fasher, Communications and Information Technology Services data centres and the Level-2 hospital in El Fasher; (b) did not provide sufficient materials for the military engineers to implement eight projects, such as the expansion of El Daien sector headquarters and team sites at Habila, Sartoni, Muhajeria and El Serief, due to delays in initiating and concluding procurements and inherent logistical challenges in the suppliers' delivery of materials to project sites especially during the rainy season; and (c) did not assign the military engineers to undertake projects that were approved in the results-based budget in the respective planning period (such as the construction of 30 team sites, 16 bridges, 22 helipads, 42 landing strips, 45 boreholes, 58 hard wall warehouses and the Level II hospital in El Fasher) due to changes in priorities.

16. The above resulted as the Mission Support Division did not dedicate resources to develop and implement an integrated infrastructure plan for the work of the Military Engineering Unit that took into account priority tasks based on needs assessment and availability of military engineers and assets. The lack of adequate planning resulted in UNAMID not optimally using available military engineers and related equipment. For example, the Mission did not: (a) use on the average 45 per cent of the available working days for all three military engineering companies; (b) allocate any task to two companies for up to six months; and (c) assign any well-drilling tasks to a fully equipped well-drilling unit from January 2011 to April 2013 although the Mission paid a total of \$306,630 as reimbursement for the three drilling rigs that were never used.

(1) UNAMID should assign adequate resources to develop and implement an integrated infrastructure plan to ensure that the available military engineers and equipment are used effectively and efficiently.

UNAMID accepted recommendation 1 and stated that it developed and was implementing an integrated infrastructure plan for 2015/16 that ensured available military engineers and equipment were being used effectively and efficiently. Recommendation 1 remains open pending OIOS verification that the integrated infrastructure plan is being effectively implemented.

Need for improved monitoring of military engineering projects

17. UNAMID standard operating procedures for military engineers require staff officers in the Military Engineering Unit in the Force Headquarters to: (a) monitor military engineering projects through frequent field visits and other means and assess and report on progress and quality; (b) prepare and submit project completion reports to the Force Engineer and Mission Chief Engineer; and (c) periodically inspect safety and security and correct related shortfalls at all military camps/team sites to ensure compliance at all times with the minimum operating security standards. The procedures also require engineering staff officers at the sector level to prepare and submit to the Force Engineer and the Mission Chief Engineer weekly reports on the activities of military engineering companies highlighting progress and specific challenges. The Chief Engineer, as the certifying officer of all engineering activities, is also expected to implement adequate and effective monitoring activities related to military engineering projects.

18. A review of military engineering projects' monitoring activities, including field visits and reporting, for 15 of 43 projects assigned to Military Engineering Unit, as well as interviews with the engineering staff officers in charge of projects at all the five sectors, indicated the following:

- Engineering staff officers at the sector level prepared and submitted all required weekly reports to the Force Headquarters and Mission Chief Engineer based solely on the weekly activity

reports prepared by military engineering companies. These officers did not highlight the specific challenges faced by projects in the weekly reports. The weekly reports contained standard language for challenges such as the lack of materials, military escort and staff, and restrictions on the movement of personnel. The officers reported the same challenges for all projects including six projects that were in the super camps where there were no restrictions on the movement of personnel; and,

- The absence of evidence that the Military Engineering Unit in the Force Headquarters and engineers of the Mission Support Division implemented monitoring activities independent of and to supplement activities performed by staff officers. For example, there was no evidence of field visits by staff officers from the Force Headquarters to assess projects' progress and quality. Additionally, these staff officers did not: prepare and submit completion reports for all of the seven projects completed during the audit period; and conduct any safety and security inspections.

19. The above resulted due to inadequate attention by the Force Headquarters and Chief Engineer to the enforcement of the requirements on the monitoring of military engineering projects and implementation of additional procedures, independent of the monitoring activities of sector-level engineering staff officers. As a result, the Force Engineer and Mission Chief Engineer did not implement corrective actions to ensure timely completion of projects. For example, military engineers delayed completing all 15 reviewed projects by an average of seven months.

(2) UNAMID should enforce the requirements on the monitoring of military engineering projects and implement additional procedures that are independent of the monitoring activities of sector-level engineering staff officers.

UNAMID accepted recommendation 2 and stated that it put in place a dedicated centralized channel to provide effective monitoring and reporting of military engineering projects independent of the monitoring activities of sector-level engineering staff officers and to ensure sector engineers were also held responsible for reporting weekly military engineering activities to the Chief Engineer and the Force Engineer for effective monitoring of projects. Based on the action taken by UNAMID, recommendation 2 has been closed.

IV. ACKNOWLEDGEMENT

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

(Signed) David Kanja
Assistant Secretary-General, Acting Head
Office of Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Audit of military engineering works in the African Union-United Nations Hybrid Operation in Darfur

Recom. no.	Recommendation	Critical ¹ / Important ²	C/ O ³	Actions needed to close recommendation	Implementation date ⁴
1	UNAMID should assign adequate resources to develop and implement an integrated infrastructure plan to ensure that the available military engineers and equipment are used effectively and efficiently.	Critical	O	OIOS verification that the integrated infrastructure plan is being effectively implemented	November 2015
2	UNAMID should enforce the requirements on the monitoring of military engineering projects and implement additional procedures that are independent of the monitoring activities of sector-level engineering staff officers.	Important	C	Action taken	Implemented

¹ Critical recommendations address critical and/or pervasive deficiencies 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.

² Important recommendations address important (but not critical or pervasive) deficiencies in governance, risk management or 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 UNAMID in response to recommendation

APPENDIX I

Management Response

Management Response

Audit of military engineering works in the African Union-United Nations Hybrid Operation in Darfur

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNAMID should assign adequate resources to develop and implement an integrated infrastructure plan to ensure available military engineers and equipment are used effectively and efficiently.	Critical	Yes	Force Engineer and UNAMID OiC / Chief Engineer	05 November 2015	UNAMID has already developed and implemented an integrated infrastructure plan to ensure available military engineers and equipment are used effectively and efficiently (see attached copy). Therefore, UNAMID requests closure of this recommendation.
2	UNAMID should enforce the requirements on the monitoring of military engineering projects and implement additional procedures, independent of the monitoring activities of sector-level engineering staff officers.	Important	Yes	Sector Force and UNAMID Engineers	09 October 2015	As elaborated during the detailed audit report, UNAMID has put in place a dedicated centralized channel to provide effective monitoring and reporting of military engineering projects independent of the monitoring activities of sector-level engineering staff officers. Additionally, UNAMID sector engineers are also held responsible to report weekly of military engineering activities to OiC, Chief Engineer and Force Engineer for effective monitoring of projects. Pertinent copies of evidence had been provided to the office of the Chief Resident Auditor.

¹ Critical recommendations address critical and/or pervasive deficiencies 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.

² Important recommendations address important (but not critical or pervasive) deficiencies in governance, risk management or 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 military engineering works in the African Union-United Nations Hybrid Operation in Darfur

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						In the light of the above, UNAMID requests closure of this recommendation.