



INTERNAL AUDIT DIVISION

REPORT 2018/120

Audit of movement control operations in the United Nations Mission in the Republic of South Sudan

The Mission needed to develop key performance indicators to effectively monitor achievement of targets, strengthen controls over processing of non-United Nations passengers and improve its passenger terminals and cargo storage areas

**6 December 2018
Assignment No. AP2018/633/03**

Audit of movement control operations in the United Nations Mission in the Republic of South Sudan

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of movement control operations in the United Nations Mission in the Republic of South Sudan (UNMISS). The objective of the audit was to assess the effectiveness and efficiency of UNMISS movement control operations. The audit covered the period from 1 July 2016 to 30 June 2018 and included work planning and performance management as well as assessment of controls over passenger and cargo movements.

UNMISS properly planned and managed troop rotations and trained its staff on the handling of dangerous goods. However, controls over monitoring timeliness and effectiveness of key movement operations and processing non-United Nations passengers on the Mission aircrafts needed improvement. The Mission also needed to improve its passenger terminals and cargo storage areas.

OIOS made four recommendations. To address issues identified in the audit, UNMISS needed to:

- Develop performance indicators with measurable targets for all major movement control operations to monitor and report on their timeliness and effectiveness;
- Required that its field movement control offices prepare movement discrepancy and incident reports to enable proper reporting, follow-up and resolution of identified issues;
- Mitigate potential legal liability by ensuring that: (a) waiver of liability forms for all non-United Nations passengers are signed; and (b) all stand-by carriage passengers on troop and formed police unit movements are approved by United Nations Headquarters; and
- Expedite action to improve its passenger terminals and cargo storage areas by ensuring there are adequate facilities for processing passengers and properly secured cargo processing and storage spaces.

UNMISS accepted the recommendations and has initiated action to implement them.

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Audit of movement control operations in the United Nations Mission in the Republic of South Sudan

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of movement control operations in the United Nations Mission in the Republic of South Sudan (UNMISS).
2. The Departments of Peacekeeping Operations and Field Support Movement (DPKO/DFS) Movement Control Manual and UNMISS guidance and directives guide the movement control operations in the Mission.
3. The UNMISS Movement Control Section (MovCon) is responsible for planning, managing and controlling the movement of passengers and cargo to assist the Mission in achieving its mandate. MovCon operates from 12 locations. The Section is headed by a Chief at P-5 level who reports to the Chief, Supply Chain Management and is supported by 38 international staff, 121 national staff and 16 United Nations Volunteers.
4. In fiscal years 2016/17 and 2017/18, UNMISS moved 230,105 passengers and 47,787 tons of cargo. The approved Mission's budgets for MovCon operations for the fiscal years 2016/17 and 2017/18 were \$20 million and \$21.7 million respectively.
5. Comments provided by UNMISS are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

6. The objective of the audit was to assess the effectiveness and efficiency of UNMISS movement control operations.
7. This audit was included in the 2018 risk-based work plan of OIOS due to the operational and financial risks associated with movement of personnel and cargo.
8. OIOS conducted this audit from April to October 2018. The audit covered the period from 1 July 2016 to 30 June 2018. Based on an activity-level risk assessment, the audit covered higher and medium risk areas in movement control, which included: work planning and performance management as well as assessment of controls over passenger and cargo movements.
9. The audit methodology included: (a) review of relevant documentation; (b) interview of key personnel; (c) analytical reviews of data; (d) sample testing of movements of passengers and cargo; and (e) visits to 3 of 12 MovCon locations.
10. The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.

III. AUDIT RESULTS

A. Work planning and performance management

Need to develop measurable key performance indicators

11. UNMISS should effectively plan and organize movements of troops, personnel and cargo by providing necessary operational guidance to its personnel and having specific and measurable performance indicators to monitor timeliness and effectiveness of MovCon operations.

12. UNMISS had developed standard operating procedures that adequately covered all key MovCon operational areas to guide its staff. A review of 35 out of the 56 troop movements facilitated by MovCon during the audit period indicated that in all 35 movements, MovCon had well organized its activities based on an updated annual rotation plan and as a result timely and effectively deployed, rotated and repatriated troops. The Joint Movement Control Center (JMCC) Unit of MovCon held frequent meetings to plan and coordinate movement of troops and their cargo together with other Mission components such as the military, the Air Operations Section and the Transport Section. The meetings discussed issues such as the prioritization of shipments, troop movement plans and road convoy coordination. Also, MovCon coordinated with troop/police-contributing countries and the relevant units of the United Nations Headquarters as necessary. An exception was for stand-by carriage passengers on chartered flights for troop rotation who were not on the initial rotation plan but were later added to the plan, which was further discussed below.

13. MovCon had key performance indicators (KPIs) for customs clearance, timeliness of cargo movements through the liaison offices in Entebbe and Mombasa and timeliness of movements conducted by its freight forwarding contractors. However, these indicators were not measurable. For example, the KPIs for customs clearance and freight forwarding were designed to simply compile the number of days taken to obtain tax exemptions and process contractor invoices without indicating the target number of days within which the task should be completed. Furthermore, although the MovCon workplan stated that one of the main objectives of the Section was to ensure efficient and effective movements of personnel and cargo within the Mission, the Section did not have corresponding KPIs for this objective.

14. The above occurred because the Section prioritized its efforts to meet day-to-day operational demands and overlooked the importance of developing and monitoring KPIs and targets to enhance the timeliness and effectiveness of its operations. As a result, the Section was missing the opportunity to measure and further improve its operational timeliness and effectiveness.

(1) UNMISS should prioritize the development of measurable performance indicators for major movement control operations to monitor and report on their timeliness and effectiveness.

UNMISS accepted recommendation 1 and stated that it will develop KPIs with measurable targets for all key movement control areas and ensure the results of those KPIs are reported to management monthly. Some examples of the KPIs include: the number of shipments received at destination with damages / shortages with a target of 2 per cent; cargo dispatch to final destination within 30 days from receipt of cargo at origin with a target of 95 per cent; and the percentage of shipments whose initial clearance requests are submitted to the government within three business days after receipt of shipping documents with a target of 98 per cent. Recommendation 1 remains open pending receipt of measurable KPIs for all key MovCon operations regularly reported to management.

B. Control of personnel and cargo management

Need to improve and monitor reporting of discrepancies and incidents

15. To enable efficient operations, UNMISS must: (a) ensure only authorized cargo is on cargo manifests; (b) categorize each electronic cargo movement request (e-CMR) to indicate the maximum delivery time and cargo types such as dangerous goods; and (c) ensure that field movement control offices prepare movement discrepancy reports when received cargo does not match the manifest and incident reports when there is damage to cargo. It should also monitor and report on cargo backlogs.

16. Inspection of shipments categorized as dangerous goods during site visits to Juba, Malakal and Bentiu showed that the corresponding e-CMRs were supported by copies of shippers' declaration of dangerous goods and a notice to the pilot in command alerting them to the presence of the goods on the flight for proper handling. As a result, the shipments were properly marked and kept separate from other goods.

17. A review of 100 out of 18,229 e-CMRs indicated that all were properly approved, included in the cargo manifests and tracked during shipment. OIOS analysis of all e-CMR data and site visits indicated that the field offices used the e-CMRs to prepare the daily backlog reports indicating the total cargo load held in each terminal at the close of the working day. The JMCC then utilized this information in its planning to ensure effective and efficient utilization of available aircraft and road transport assets.

18. Despite this, 13 of the 100 e-CMRs reviewed, which MovCon had categorized to be delivered between 2 to 14 days, were delivered between 17 to 226 days because of poor road conditions in the rainy season. The items included bottled water, prefabricated modules, sea containers and defense barriers. These delays happened because of the poor infrastructure in the country which did not allow goods to be shipped by road during the long rainy season and unsuitability of most aircraft landing facilities in the Mission area for use by the types of aircraft able to transport large items such as shipping containers. To mitigate against the limitations, the Mission was constructing an airport in Bentiu to accommodate larger aircraft and was also using road transport to move as much of the bulky and heavy items as possible during the dry season. As the Mission had initiated plans to address the infrastructure constraints in moving cargo, OIOS did not make a recommendation on this issue.

19. MovCon had not prepared any discrepancy and incident/damage reports during the audit period. However, an analysis of all the e-CMRs and manifests data identified comments indicating discrepancies and incidents in 47 e-CMRs. An in-depth review of the records for 17 out of the 47 e-CMRs showed that while MovCon resolved each issue, it omitted to prepare the necessary reports. For example: (a) a consignment of 30 car batteries had been mistakenly sent to Rumbek instead of Bentiu; and (b) a wing lift machine did not have all its parts and was leaking when it was received in Wau. In identifying these cases, OIOS is of the view that it is an indicator that there may be more cases of discrepancies and damages that were not properly reported and thus dealt with in a timely manner.

20. This occurred because UNMISS had not enforced the requirement to prepare discrepancy and incident/damage reports. As a result, the risk of some discrepancies and damages to cargo not being reported in a timely manner for appropriate action, and resolution of some items may not yet be addressed.

<p>(2) UNMISS should require its field movement control offices prepare movement discrepancy and incident reports to enable proper reporting, follow-up and resolution of identified issues.</p>

UNMISS accepted recommendation 2 and stated that it would require all MovCon field offices to submit reports on damages and discrepancies in cargo they receive and then compile and maintain the related records. Recommendation 2 remains open pending receipt of evidence that UNMISS ensured that its field offices prepared discrepancy and incident/damage reports when required.

UNMISS was engaging with the government to expedite tax exemption approvals

21. UNMISS signed a Status of Forces Agreement (SOFA) with the Government of South Sudan in August 2011 to import goods free from duties and taxes. UNMISS is required to establish and maintain a cargo tracking system for all freight into the Mission and clear goods without delay to avoid demurrage, storage and other penalties.

22. A review of 70 of the 1,212 incoming shipments for the audit period indicated that UNMISS had established a cargo tracking system and had promptly submitted the tax exemptions letters to the local government. However, the shipments took an average of 98 days (with the longest being 364 days) from the date the Mission prepared the exemption letters to the date the local government issued tax exemptions. As a result, UNMISS incurred \$291,848 in demurrage, storage and penalty charges over the audit period.

23. The delays in clearance occurred due to the cumbersome and lengthy customs clearance process of the local government for which the Mission had little control. Where exceptional delays were identified, necessary steps, including meeting officials at the highest level of government, were taken. For example, in one such case, involving 49 shipments, UNMISS sought the intervention of high-level government officials to obtain the exemptions. As the Mission closely monitored and tracked the customs clearance process, and because there were external factors beyond its control, OIOS did not make a recommendation on this issue.

Movement control staff were trained on handling of dangerous goods and other relevant areas

24. As of October 2018, 42 of the 175 MovCon staff had completed the required International Air Transport Association dangerous goods regulations course. Additionally, MovCon had trained 40 staff in other movement control related topics, including aircraft weight and balance, cargo securement and station/ground handling management. OIOS concluded that sufficient MovCon staff had received training required to carry out the Mission's movement operations.

Controls over processing of non-United Nations passengers and stand-by carriage passengers on troop and police deployment, rotation and repatriation flights were not effective

25. Each non-United Nations passenger must sign a waiver form when they travel on United Nations aircraft as they are not covered under the United Nations insurance policy. Also, the Mission should obtain approval from DFS before any passenger not listed on the initial troop deployment and rotation plan (standby carriage passengers) is allowed to board a chartered flight.

26. A review of records for 70 out of 7,287 non-United Nations passengers who travelled on UNMISS aircraft during the audit period showed that 12 (17 per cent) had not signed a waiver of liability form. Also, a review of 35 of the 56 troop/police movements facilitated by MovCon showed that UNMISS did not have evidence that it obtained approval from DFS for 140 (or 61 per cent) of the 230 standby carriage passengers included in 35 movements. These passengers were mostly dignitaries of troop/police-contributing countries visiting their personnel.

27. The above occurred because Mission management had not adequately communicated the importance of verifying that all non-United Nations passengers had properly completed waiver of liability forms and that they obtained appropriate approvals for standby carriage passengers.

28. The lack of approved waivers and standby carriage requests exposed the United Nations to legal liability in the event of injury or death occurring during a flight.

(3) UNMISS should take measures to strengthen supervision of Movement Control Section staff to mitigate potential legal liability by ensuring that: (a) waiver of liability forms for all non-United Nations passengers are duly completed and signed; and (b) all standby carriage passengers on troop and formed police unit movements are approved by United Nations Headquarters.

UNMISS accepted recommendation 3 and stated that it will obtain approval from United Nations Headquarters Movement Control Section for stan-by passengers travelling on rotation flights and maintain copies of the same. Recommendation 3 remains open pending receipt of evidence that: waiver of liability forms are signed by all non-UN passengers; and all standby passengers on chartered flights for troop deployment and rotation have been approved by DFS.

The Mission needed to enhance security measures and improve facilities of its passenger terminals and cargo storage areas

29. The Mission should have sufficient material handling equipment for the safe and efficient loading and offloading of cargo and ensure adequate maintenance of equipment and calibration of weight scales to avoid overloading. In addition, passenger terminals must have suitable facilities to accommodate checked-in passengers separated from screened baggage. The cargo terminal should be configured to secure and segregate dangerous goods and other sensitive consignments.

30. OIOS' visits to 3 out of the 12 terminals showed that all 50 weighing scales in the 3 terminals had been calibrated and certified by an independent contractor and were properly functioning. The Mission was also initiating the replacement of material handling equipment that was in poor condition or past useful economic life, including 13 heavy forklifts and 6 specialty vehicles.

31. However, all three terminals lacked a dedicated storage area for dangerous goods. One of the three terminals had adequate facilities for processing cargo and passengers and storing in-transit goods, except for dangerous goods. At the other two terminals, screened baggage was easily accessible to alter the content due to lack of secure areas for baggage already screened. Additionally, one terminal lacked cargo storage facilities.

32. This occurred because the Mission had not prioritized the construction of adequate MovCon terminals. The lack of adequately secured areas for screening cargo as well as insufficient cargo storage space increased security risk and could result in less efficient and effective movement of cargo and passengers.

(4) UNMISS should expedite action to improve its passenger terminals and cargo storage areas by ensuring there are adequate facilities for processing passengers and properly secured cargo processing and storage spaces.

UNMISS accepted recommendation 4 and stated that it will identify all MovCon areas that need improved cargo and screened baggage storage and issue work orders to the Engineering Section for

their provision. Recommendation 4 remains open pending receipt of evidence that UNMISS had provided adequate facilities to process and store in-transit cargo in all MovCon terminals.

UNMISS commenced monitoring the performance and evaluation of contractors

33. The Mission had not held any monthly and quarterly performance review meetings for its 13 MovCon operation contractors prior to the third quarter of 2017. However, UNMISS commenced holding these meetings from the fourth quarter of 2017. The meeting minutes showed that in-depth discussion took place to review contractors' performance. Effective the same period, UNMISS also prepared the required quarterly contractors' evaluation reports. Based on the corrective actions taken, OIOS did not make a recommendation on this issue.

IV. ACKNOWLEDGEMENT

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

(Signed) Eleanor T. Burns
Director, Internal Audit Division
Office of Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Audit of Movement Control Operations in the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical ¹ / Important ²	C/ O ³	Actions needed to close recommendation	Implementation date ⁴
1	UNMISS should prioritize the development of measurable performance indicators for major movement control operations to monitor and report on their timeliness and effectiveness.	Important	O	Receipt of measurable KPIs for all key MovCon operations and evidence that they are regularly reported to management.	30 June 2019
2	UNMISS should require its field movement control offices prepare movement discrepancy and incident reports to enable proper reporting, follow-up and resolution of identified issues.	Important	O	Receipt of evidence that UNMISS ensured that its field offices prepared discrepancy and incident/damage reports when required.	30 June 2019
3	UNMISS should take measures to strengthen supervision of Movement Control Section staff to mitigate potential legal liability by ensuring that: (a) waiver of liability forms for all non-United Nations passengers are duly completed and signed; and (b) all standby carriage passengers on troop and formed police unit movements are approved by United Nations Headquarters.	Important	O	Receipt of evidence that waiver of liability forms are signed by all non-United Nations passengers and all standby passengers on chartered flights for troop deployment and rotation have been approved by DFS.	30 June 2019
4	UNMISS should expedite action to improve its passenger terminals and cargo storage areas by ensuring there are adequate facilities for processing passengers and properly secured cargo processing and storage spaces.	Important	O	Receipt of evidence that UNMISS had provided adequate facilities to process and store in-transit cargo in all MovCon terminals.	31 December 2019

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 UNMISS in response to recommendations.

APPENDIX I

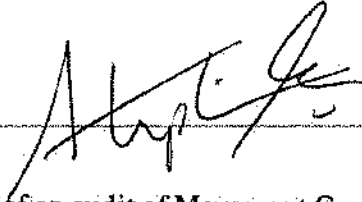
Management Response

To: Mr. Daeyoung Park, Chief
Peacekeeping Audit Service
Internal Audit Division, OIOS

Date: 03 December 2018

Ref: AP2018/633/03

From: Stephani L. Scheer
Director of Mission Support



Subject: Response to the draft report of an audit of Movement Control Operations in the United Nations Mission in the Republic of South Sudan (Assignment No. AP 2018/633/03)

1. We acknowledge receipt of the draft audit report referenced OIOS-2018-AP633-34 dated 23 November 2018 on the audit of Movement Control Operations in the United Nations Mission in the Republic of South Sudan (Assignment No. 2018/633/03).
2. In this connection, please find attached UNMISS comments on the recommendations of the draft audit report provided in Appendix 1.
3. Thank you for your consideration and support.

cc: Mr. Timothy Crowley, Deputy Director Chief Mission Support, UNMISS
Mr. Matthew Carlton, Chief, Supply Chain Management, UNMISS
Mr. Gérard Traynor, Chief, Movement Control Section, UNMISS
Ms. Gulen Muftuoglu, Audit Focal Point, UNMISS
Mr. Arnold Valdez, Chief, Resident Audit Coordination, IAD-OIOS
Ms. Maria Elena Muñoz, Acting Special Assistant to the USG-OIOS
Ms. Cynthia Avena-Castillo, Professional Practices Section, IAD, OIOS

Management Response

Audit of Movement Control Operations in the United Nations Mission in the Republic of South Sudan

Rec no.	Recommendation	Critical ⁵ / Important ⁶	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNMISS should prioritize the development of measurable performance indicators for major movement control operations to monitor and report on their timeliness and effectiveness.	Important	Yes	Chief Movcon Section	30 June 2019	<p>Movement control Section will develop key performance indicators (KPIs). These indicators will monitor and report on the timeliness and effectiveness of cargo and passenger movements, troop movements, customs clearance and movement control contracts. The results of these KPIs will be submitted to management on a monthly basis.</p> <p>(1) For Freight Planning Unit (FPU) a KPI to track the number of shipments received at destination with damages / shortages and records maintained by FPU with a target of 2 percent.</p> <p>(2) For Consolidated Cargo Movement Unit (CCMU) a KPI to ensure cargo is dispatched to final destination within 30 days from receipt of cargo at origin (Juba) with a target of 95 percent</p> <p>(3) For Passenger Booking Unit (PBU) and Air Terminal Unit, passenger movements, a KPI to ensuring and maintaining records showing that all non-UN passengers have signed Waiver and supporting documents, with a target of 100%.</p> <p>(4) For Customs Clearance Unit (CCU) a KPI to track the percentage of shipments whose initial clearance requests are</p>

⁵ 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.

⁶ 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.

Rec no.	Recommendation	Critical⁵/ Important⁶	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						submitted to the Government of South Sudan (GOSS) within 3 business days after receipt of shipping documents with a target of 98 percent. (5) For Movcon Management Unit (MMU) no ex-post fact cases on movement control contracts with a target of 100 percent.
2	UNMISS should enforce that its field movement control offices prepare movement discrepancy and incident reports to enable proper reporting, follow-up and resolution of identified issues.	Important	Yes	Chief Movcon Section	30 June 2019	Distribution (Movement Control) Section will send a memo with the cargo discrepancy report form which will be circulated to all movement control detachments for recording damages to and shortages of cargo received at destination location. The Freight Planning Unit will compile and maintain records of the same.
3	UNMISS should take measures to strengthen supervision of Movement Control Section staff to mitigate potential legal liability by ensuring that: (a) waiver of liability forms for all non-United Nations passengers are duly completed and signed; and (b) all stand-by carriage passengers on troop and formed police unit movements are approved by United Nations Headquarters.	Important	Yes	Chief Movcon Section	30 June 2019	Distribution (Movement Control) Section will ensure that Strategic Movements Unit (SMU) obtains approval from UNHQ- Movement Control Section for Passengers travelling on Rotation flights as "Stand-By carriage" will have waiver signed and records will be maintained at SMU.
4	UNMISS should expedite action to improve its passenger terminals and cargo storage areas by ensuring there are adequate facilities for processing passengers and properly secured cargo processing and storage spaces.	Important	Yes	Chief Movcon Section	31 Dec 2019	Distribution (Movement Control) Section will have Quality Assurance and Standards Unit (QASU) representative visit all MOVCON stations and where necessary issue work orders to Engineering Section (ES) for adequate storage of cargo and baggage in transit.