



INTERNAL AUDIT DIVISION

REPORT 2014/086

Audit of movement control operations
in the United Nations Operation in
Côte d'Ivoire

Overall results relating to the audit of
movement control operations in the United
Nations Operation in Côte d'Ivoire were
initially assessed as partially satisfactory.
Implementation of one important
recommendation remains in progress

FINAL OVERALL RATING: PARTIALLY
SATISFACTORY

17 September 2014
Assignment No. AP2013/640/05

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AUDIT REPORT

Audit of movement control operations in the United Nations Operation in Côte d'Ivoire

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of movement control operations in the United Nations Operation in Côte d'Ivoire (UNOCI).
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 Movement Control (MovCon) Section in UNOCI was responsible for the movement of passengers and cargo in support of the Mission's mandate. Its operations were governed by the Department of Peacekeeping Operations (DPKO)/Department of Field Support (DFS) Movement Control Manual.
4. The MovCon Section was headed by a Chief at the P-4 level who reported to the Chief Integrated Support Services. The Chief was supported by 1 professional staff, 9 United Nations volunteers, 12 field service staff and 30 national staff. The Section's budgets for fiscal years 2011/12 and 2012/13 were \$2.5 million and \$4.9 million respectively. The MovCon Section handled some 62,000 passengers and 64,000 metric tons of cargo during the period from 1 July 2011 to 30 September 2013.
5. Comments provided by UNOCI are incorporated in italics.

II. OBJECTIVE AND SCOPE

6. The audit was conducted to assess the adequacy and effectiveness of UNOCI governance, risk management and control processes in providing reasonable assurance regarding the **effective management of movement control operations in UNOCI**.
7. The audit was included in the OIOS 2013 risk-based work plan because of the operational and financial risks relating to movement control operations.
8. The key control tested for the audit was regulatory framework. For the purpose of this audit, OIOS defined this control as the one that provides reasonable assurance that policies and procedures: (a) exist to guide movement control operations; (b) are consistently implemented; 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 this audit from October to December 2013. The audit covered the period from 1 July 2012 to 30 September 2013. Field visits were conducted to the offices in Abidjan, Yamoussoukro, Bouake and Daloa.

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, analytical reviews and tests of controls, OIOS assessed the existence and adequacy of internal controls and conducted necessary tests to determine their effectiveness.

III. AUDIT RESULTS

12. The UNOCI governance, risk management and control processes examined were initially assessed as **partially satisfactory**¹ in providing reasonable assurance regarding the **effective management of movement control operations in UNOCI**. OIOS made one recommendation to address the identified issue. UNOCI had adequate and effective procedures for tracking incoming shipments, authorizing travel of passengers, screening passengers and cargo, and ensuring waivers were signed by non-UNOCI staff prior to travelling on United Nations aircraft. However, UNOCI needed to specify criteria for providing cargo services free of charge to non-UNOCI entities.

13. The initial overall rating was based on the assessment of the key control presented in Table 1. The final overall rating is **partially satisfactory** as implementation of one important 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 movement control operations in UNOCI	Regulatory framework	Partially satisfactory	Satisfactory	Satisfactory	Partially satisfactory
FINAL OVERALL RATING: PARTIALLY SATISFACTORY					

Regulatory framework

Passengers completed electronic movement of personnel forms before travelling

14. The UNOCI standard operating procedures stipulated that travel should be processed by completing and submitting electronic movement of personnel (e-MOP) forms for approval no later than 48 hours before travel. The e-MOP system was configured with the functional positions and names of the approving and authorizing officers, and their designated officers-in-charge who acted in their absence. A review of 220 e-MOP forms for travel conducted during the audit period indicated that they were duly approved prior to travel, and copies of confirmed travelers' forms were attached to the final flight manifests. OIOS concluded that movement of personnel forms were completed and approved in accordance with standard operating procedures.

¹ A rating of **"partially satisfactory"** means that important (but not critical or pervasive) deficiencies exist 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.

Liability waivers were signed by non-United Nations passengers

15. The DPKO/DFS Movement Control Manual and the UNOCI movement control standard operating procedures required non-United Nations personnel and passengers from specialized agencies to complete and submit a general release from liability form (waiver) prior to travelling on United Nations aircraft or vehicles. A review of 222 out of the 6,853 non-UNOCI passengers that travelled during the audit period indicated that waivers were signed by passengers prior to boarding United Nations aircraft. It was further observed in Yamoussoukro and Daloa that the MovCon Section staff and Security Section representatives ensured that non-UNOCI staff had signed the waivers before processing their movement of personnel forms to travel on United Nations aircraft. OIOS concluded that adequate controls were in place and working effectively.

Procedures for charging and collecting cargo service costs from non-Mission entities needed to be issued

16. The DPKO/DFS Movement Control Manual required the MovCon Section to establish roles, objectives, procedures, regulations and guidelines to ensure that movement control operations were safe, efficient and effective. UNOCI had procedures in place that were adequate and implemented effectively. UNOCI was also in the process of updating procedures to include the new policy directive for tracking and tracing goods in transit as a result of the implementation of International Public Sector Accounting Standards.

17. However, contrary to the DPKO/DFS Movement Control Manual, UNOCI did not implement procedures for processing applications for the transport of cargo for non-United Nations agencies. These procedures required a letter providing details of the requirements to the Office of Chief of Mission Support for approval, and the approval was to be based on an assessment of cost, the conditions of carriage, the mechanism for cost recovery and/or whether the items should be shipped free of charge if the request was in direct support of the Mission's objectives.

18. From 1 July 2012 to 30 September 2013, 83 cargo movement requests were processed, out of which 36 originated from non-UNOCI entities. These 36 requests were approved by the Chief of Mission Support, and 31 of them were approved on a free-of-charge basis. However, UNOCI had not documented the basis of the approval. This was due to the lack of guidelines clarifying the basis for granting shipments of cargo free of charge for non-UNOCI entities. For the remaining 5 requests that were approved on a cost-reimbursement basis, UNOCI charged \$5,487 to cover the cost of fuel consumed by the cargo truck and a 14 per cent administrative fee. However, a balance of \$4,788 had been outstanding for over a year, and although the Finance Section submitted debit advices to the agencies/entities, it did not follow up on the recovery of the outstanding balance. UNOCI had also not implemented a procedure for monitoring and collecting payments for air and cargo services provided to non-UNOCI entities.

19. In the absence of clear guidelines on when cargo services were chargeable or not, the basis for determining cost was arbitrary. Also, the lack of follow-up by the Finance Section delayed the recovery of amounts due from non-UNOCI entities.

(1) UNOCI should update its standard operating procedures to provide guidelines on provision of movement control services to non-UNOCI entities. These procedures should also include details relating to cost of services and payment terms.

UNOCI accepted recommendation 1 and stated that it would update relevant standard operating procedures to include a list of movement control services which were considered to be in support of the achievement of its mandate and those services which required cost recovery. Recommendation 1 remains open pending receipt of a copy of the updated standard operating procedures.

Rotations and repatriation of troops were done in a timely manner

20. The DPKO/DFS Movement Control Manual and UNOCI standard operating procedures required the MovCon Section to coordinate the rotation plan of troop/police-contributing countries in an efficient and economical manner. A review of 13 out of 32 rotations conducted in the audit period indicated that the MovCon Section coordinated troop rotations in an effective manner. There were procedures for preparing well in advance, which enabled contingent commanders to inspect both personal baggage and unit stores a day prior to rotation. It also allowed departing troops to utilize the same flight that was used to bring in new troops. The MovCon Section prepared adequate air movement reports which were transmitted to DFS in a timely manner. OIOS concluded that adequate procedures over troop movements were in place and working as intended.

Screening of passengers and their baggage was effective

21. The UNOCI standard operating procedures required movement control and security staff at airports to conduct baggage searches if they suspected a passenger of carrying undisclosed dangerous goods or other prohibited articles. Site visits to various airport terminals indicated that passenger screening and baggage inspections were conducted as required. OIOS concluded that adequate controls were in place and working effectively.

Movement Control personnel were trained and certified to handle dangerous goods

22. The movement control standard operating procedures on cargo movement required shippers' declarations for dangerous goods to be prepared by persons with current qualifications in dangerous goods handling. A review of the MovCon Section's training programme for the fiscal year 2012/13 concluded that the Section had established a continuous training programme for its staff to ensure that they were trained in handling dangerous goods. As a result, 32 of the 40 staff in the MovCon Section were certified to handle dangerous goods. OIOS concluded that UNOCI had an adequate number of staff members trained in handling dangerous goods.

IV. ACKNOWLEDGEMENT

23. OIOS wishes to express its appreciation to the Management and staff of UNOCI 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 movement control operations in the United Nations Operation in Côte d'Ivoire

Recom. no.	Recommendation	Critical ¹ / Important ²	C/ O ³	Actions needed to close recommendation	Implementation date ⁴
1	UNOCI should update its standard operating procedures to provide guidelines on the provision of movement control services to non-UNOCI entities. These guidelines should also include details relating to cost of services and payment terms.	Important	O	Receipt of a copy of the updated standard operating procedures.	30 November 2014

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 UNOCI in response to the recommendation.

APPENDIX I

Management Response



FACSIMILE TRANSMISSION

OUTGOING FAX NO:	DATE: 25 August 2014
TO: Ms. Eleanor Burns Chief Peacekeeping Audit Service Internal Audit Division, OIOS UNHQ, New York	FROM: Ms. Aïchatou Mindakoudou SRSG UNOCI
FAX NO:	FAX NO:
NUMBER OF PAGES: 02	REF: 12129632498
SUBJECT: Management Response to the Audit of movement control operations in the United Nations Operation in Côte d'Ivoire (Assigment No. AP2013/640/05)	

Please receive hereby attached UNOCI's management response to the recommendation of the Audit of UNOCI MOVCON.

Kind regards,

Distribution: OIOS; CMS; MOVCON	
Drafted by: O/SRSG	Cleared by: SRSG

Management Response

Audit of movement control operations in the United Nations Operation in Côte d'Ivoire

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNOCI should update its standard operating procedures to provide guidelines on the provision of movement control services to non-UNOCI entities. These guidelines should also include details relating to cost of services and payment terms.	Important	Y	Officer-in-Charge MOVCON	30 November 2014	UNOCI will update relevant standard operating procedures to include list of movement control services which the Mission considers to be a support for the achievement of its mandate and those services which require cost recovery from the non UNOCI entities by November 2014

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.