



INTERNAL AUDIT DIVISION

AUDIT REPORT

Business continuity management in UNAMI

The Mission needs to develop a comprehensive business continuity and emergency response plan

17 May 2011

Assignment No. AP2010/812/04

United Nations  Nations Unies

INTEROFFICE MEMORANDUM

MEMORANDUM INTERIEUR

OFFICE OF INTERNAL OVERSIGHT SERVICES · BUREAU DES SERVICES DE CONTRÔLE INTERNE
INTERNAL AUDIT DIVISION · DIVISION DE L'AUDIT INTERNE

TO: Mr. Ad Melkert
A: Special Representative of the Secretary-General
United Nations Assistant Mission for Iraq (UNAMI)

DATE: 17 May 2011

REFERENCE: IAD: 11- 00401

FROM: Fatoumata Ndiaye, Director
DE: Internal Audit Division, OIOS

Fatoumata

SUBJECT: **Assignment No. AP2010/812/04 - Audit of business continuity management in UNAMI**
OBJET:

1. I am pleased to present the report on the above-mentioned audit.
2. In order for us to close the recommendations, we request that you provide us with the additional information as discussed in the text of the report and also summarized in Annex 1.
3. Please note that OIOS will report on the progress made to implement its recommendations, particularly those designated as high risk (i.e., recommendation 1) in its annual report to the General Assembly and semi-annual report to the Secretary-General.

cc: Mr. John Mansell, Chief of Staff, UNAMI
Mr. Raja Arumugham, Officer-in-Charge, Chief Mission Support, UNAMI
Mr. Swatantra Goolsarran, Executive Secretary, UN Board of Auditors
Ms. Susanne Frueh, Executive Secretary, Joint Inspection Unit
Mr. Mario Baez, Chief Policy and Oversight Coordination Service, DM
Mr. Seth Adza, Chief, Audit Response Team, Department of Field Support
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Ms. Amy Wong, Programme Officer, Internal Audit Division, OIOS

INTERNAL AUDIT DIVISION

FUNCTION

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EXECUTIVE SUMMARY

Audit of business continuity management in UNAMI

The Office of Internal Oversight Services (OIOS) conducted an audit of business continuity management in the United Nations Assistance Mission for Iraq (UNAMI). The overall objective of the audit was to assess the adequacy and effectiveness of internal controls over UNAMI business continuity management process. The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.

Some of the Mission's sections including Security, Communications and Information Technology (CIT) and Aviation had emergency response plans and the CIT Section had also a business continuity and disaster recovery plan (BCDR). However, the Mission had not developed an integrated BCDR plan identifying critical activities and business processes for the Mission and the steps to be taken for their continuing operation after a disruptive event.

OIOS made six recommendations to address the issues identified during the audit and to contribute toward the improvement of business continuity management in UNAMI. UNAMI informed OIOS that a focal point has been identified to be responsible for developing a comprehensive mission-specific policy and standard operating procedures.

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I. INTRODUCTION

1. The Office of Internal Oversight Services (OIOS) conducted an audit of business continuity management in the United Nations Assistance Mission for Iraq (UNAMI). The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.
2. The report of the Secretary-General to the General Assembly A/64/472 dated 5 October 2009 states that business continuity management is an important business practice and should constitute one of the elements supporting the delivery of United Nations mandates, including that of ensuring the health, safety and security of its staff. The report defines business continuity management as a holistic management process that strengthens an organization's ability to respond to risks and to maintain continuity of critical business processes, at a minimum agreed level, following disruptive events. Disruptive events can have catastrophic effects and emanate from sources such as natural events, technological, industrial or public infrastructure events, or civil and political events.
3. The business continuity management process includes three basic components i.e. crisis management planning (CMP), business continuity planning (BCP) and disaster recovery planning (DRP). The CMP details an organization's immediate crisis response with the objective of quickly gaining control of a crisis situation. BCP is concerned with recovery plans that are focused, comprehensive and cost effective in keeping the business running. CMP deals with incidents that pose threats to the safety and security of an organization's staff and addresses specific types of crisis, while BCP instead focuses on incidents that cause disruption to an organization's critical business processes and adopts a multi-hazards approach. DRP on the other hand is the provision of resources, equipments, facilities, data and skills enabling organizations to recover specific business systems in the event of a disruptive event.
4. Comments made by UNAMI are shown in *italics*.

II. AUDIT OBJECTIVES

5. The main objective of the audit was to assess the adequacy and effectiveness of internal controls over business continuity management.

III. AUDIT SCOPE AND METHODOLOGY

6. The audit included a review of the emergency response and business continuity plans prepared by Management during the period from 1 January 2009 to 31 December 2010.
 7. The audit methodology included a review of reference materials on the subject, available plans and documents prepared by the Mission. Interviews with key personnel in the Mission were done to gain an understanding of the plans and
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action taken by major sections on business planning and emergency response. The audit was conducted in Kuwait and Baghdad.

IV. AUDIT RESULTS

A. Planning for business continuity

8. The business continuity management process, *inter alia*, entails the development of an integrated BCP and DRP, also called the business continuity and disaster recovery (BCDR) plan, so that an organization is able to resume its critical operations, post crisis, in a timely manner. The BCDR involves five main steps including project initiation and policy establishment, risk assessment, business impact analysis, mitigating strategy development and plan implementation, testing and maintenance.

9. UNAMI had not developed an integrated BCDR plan identifying the critical activities and business processes of the Mission and the steps to be taken for their continuing operation after a disruptive event. At the time of the audit, the Communications, Information and Technology Section (CITS) had a DRBC plan but it had not been tested regularly. There were other security and safety plans such as the Country Security Plan, and the aviation emergency response plan. However, this falls short of the main steps required to ensure the continuity of critical functions and processes in the event of a disruptive event. Several sections such as Logistics, Engineering and Transport had no plans and the plans developed by SSI did not consider all locations in the Mission.

10. The absence of a BCDR may be due to lack of a clear policy directive for field missions on the subject. In this regard, OIOS notes that Sections III on business continuity management contained in the General Assembly resolution A/RES/64/472 (7 May 2009) and the report of the Secretary-General to the General Assembly A/64/472 (5 October 2009) pertain almost exclusively to headquarters, offices away from headquarters and regional commissions. Additionally, the DPKO/DFS Standard Operating Procedures (SOPs) on Short-term Continuity of Operations (approved 1 June 2009) and DPKO/DFS SOPs on Emergency Preparedness (approved 1 June 2009) were headquarter-centric.

11. UNAMI should have developed Mission-specific SOPs to guide the various sections on the development of plans. This was not done, as the responsibility had not been assigned to a specific individual or unit due to lack of resources. Without a comprehensive plan based on assessed risk, the Mission has been precluded from identifying and implementing mitigating controls to ensuring continuing critical business operations after a disaster.

12. In November 2010, with the support of DPKO/DFS, UNMIL rolled out a business continuity plan and a planning methodology that could be used by other field missions. UNAMI would benefit greatly from the experience of UNMIL and DPKO/DFS.

Recommendation 1

(1) The UNAMI Management should develop a mission-specific policy and standard operating procedures for business continuity management planning that also clarifies responsibility for developing and maintaining the plan.

13. *The UNAMI Management accepted recommendation 1 and stated that UNAMI has nominated a senior staff member in the Office of Mission Support as the focal point for Mission-wide business continuity management planning. The staff member recently attended a training session on the subject organized by the Department of Political Affairs. The staff member has been assigned the responsibility for developing a comprehensive mission-specific policy and SOPs in consultation with all stakeholders by December 2011. Recommendation 1 remains open pending the development and implementation of mission-specific policy and SOPs for business continuity and emergency response planning.*

Archiving of vital files and records

14. According to ST/SGB/2007/5 dated 12 February 2007, departments and offices shall develop procedures to identify and manage their vital records as part of its BCDR planning. In addition, the Recordkeeping Toolkit for Peacekeeping Operations offers valuable guidelines for establishing recordkeeping systems.

15. Data stored on the Mission networks is regularly backed up and could be recovered or accessed remotely by designated staff in accordance with the CITS DRBC plan. However, all vital records in the Mission were not archived electronically. This included procurement case files except those stored in the Mercury System, aviation documents and staff members' medical files. Also, in some cases, there were substantive units' documents that were not electronically archived.

16. Without proper archiving of vital records and information, the Mission is precluded from achieving a timely and orderly recovery and reconstitution of normal operations in the event of crisis.

Recommendation 2

(2) The UNAMI Management should ensure that sections and units identify and manage their vital records and prepare a vital records plan for inclusion in the Mission's business continuity plan.

17. *The UNAMI Management accepted recommendation 2 and stated that steps have been initiated to establish a structured records and information management function to coordinate the management of UNAMI records in accordance with ST/SGB/2007/5 dated 12 Feb 2007 and to prepare a vital records plan for inclusion in the BCP by December 2011. Recommendation 2*

remains open pending confirmation that the Mission has developed and implemented a mechanism to ensure vital records are archived.

B. Emergency response

Roles and responsibilities of staff

18. UNAMI has a Country Security Plan, a DRBC plan for ICT related issues and an emergency response plan for its aviation operations. However, the implementation of these plans may not be effective, as staff members' assigned roles and responsibilities for certain procedures were not always aware of them. For example, in the aviation emergency response plan, responsibilities were assigned to the sections of Human Resources, Transport, Security, Logistics, and Engineering. At the time of the audit, staff in these sections had not been informed on their role in an emergency situation. Also, in the Mission's evacuation and relocation plan, the Transport Section was assigned some responsibilities, but it had not been kept adequately informed about them.

Recommendation 3

(3) The UNAMI Management should ensure that roles and responsibilities of staff members involved in the implementation of emergency response plans are listed in the plans and staff are fully briefed and are knowledgeable of their roles and responsibilities in responding to an emergency.

19. *The UNAMI Management accepted recommendation 3 and stated that activities to be completed by 31 December 2011 will include writing directly to the staff members concerned in emergency plans, organizing awareness workshops and meetings, and conducting rehearsals and pilot tests.* Recommendation 3 remains open pending confirmation that staff members involved in implementing elements of the BCDR plan are aware of their roles and responsibilities.

Staff awareness of UNAMI's emergency response plan

20. The audit noted that:

- SSI issued security advisories from time to time to provide advice to staff about expected threats and the subsequent action they should take in the event of such threats.
- Daily radio checks were conducted and weekly security briefings were given to all staff in Baghdad.
- Newly arrived staff were given security briefings in all locations of the Mission as part of the check-in-process.
- Some trainings and drills were organized by SSI and the Medical Unit.

21. However, to ensure that response to emergencies are more effective, there was a need to develop comprehensive emergency response guidelines for addressing different emergency scenarios such as fire, blackouts, bomb threats, armed attack and natural calamities, as well as what staff should do if a security incident occurs under each scenario.

Recommendation 4

(4) The UNAMI Management should ensure that emergency preparedness guidelines are developed and disseminated to staff members so that they are aware of the actions that they need to take in various emergency situations.

22. *The UNAMI Management accepted recommendation 4 and stated that comprehensive guidelines will be developed by 31 December 2011 as part of the comprehensive BCDR plan.* Recommendation 4 remains open pending receipt of a copy of the guidelines that provide instructions to staff on the action to be taken in different emergency situations.

Testing of emergency response plans

23. As a best practice, periodical drills are necessary to build confidence among the key players responsible for BCDR planning in the Mission, to evaluate the practicality of the plan, and make improvements where necessary.

24. Although various drills were conducted at different locations of the Mission, the reason for selecting a particular drill was not always documented. As a result, there was no assurance that drills had covered all possible threats and that procedures were in place to mitigate and/or address them. The ICT DRBC plan required at least two drills/tests to be done per year. However, only one drill/test was conducted in 2010 and there were not any in 2009.

25. Also, there was a lack of clear guidelines in the respective plans on how a particular drill would be conducted and its frequency. The need for guidelines is important, as drills are done at different locations of the Mission with different risk factors that need to be taken into consideration.

Recommendation 5

(5) The UNAMI Management should ensure that drills and their frequency are specified in the emergency response plan. Also, drills and tests should be conducted as planned and the results of the plans reviewed and up-dated accordingly.

26. *The UNAMI Management accepted recommendation 5 and stated that appropriate drills will be planned and conducted by 31 December 2011 as part of the development of the comprehensive emergency response and business*

continuity plan. Recommendation 5 remains open pending receipt of evidence that drills and their frequency are included in the BCDR plan, and confirmation that drills have been done.

V. ACKNOWLEDGEMENT

27. We wish to express our appreciation to the Management and staff of UNAMI for the assistance and cooperation extended to the auditors during this assignment.

STATUS OF AUDIT RECOMMENDATIONS

Recom. no.	Recommendation	Risk category	Risk rating	C/O ¹	Actions needed to close recommendation	Implementation date ²
1	The UNAMI Management should develop a mission-specific policy and standard operating procedures for business continuity management planning that also clarifies responsibility for developing and maintaining the plan.	Governance	High	O	Receipt of mission-specific policy and SOPs for business continuity management.	31 December 2011
2	The UNAMI Management should ensure that sections and units identify and manage their vital records and prepare a vital records plan for inclusion in the Mission's business continuity plan.	Information resources	Medium	O	Confirmation that the Mission has developed and implemented a mechanism to ensure vital records are archived.	31 December 2011
3	The UNAMI Management should ensure that roles and responsibilities of staff members involved in the implementation of emergency response plans are listed in the plans and staff are fully briefed and are knowledgeable of their roles and responsibilities in responding to an emergency.	Operational	Medium	O	Confirmation that staff members involved in implementing elements of the emergency response and business continuity plan are aware of their roles and responsibilities.	31 December 2011
4	The UNAMI Management should ensure that emergency preparedness guidelines are developed and disseminated to staff members in order to make them aware of the actions that they need to undertake in various emergency situations.	Operational	Medium	O	Receipt of a copy of instructions to staff on the action to be taken in different emergency situations.	31 December 2011
5	The UNAMI Management should ensure that drills and their frequency are specified in the emergency response plan. Also, drills and tests should be conducted as planned and the results of the plans are reviewed and up-dated accordingly.	Operational	Medium	O	Receipt of evidence that drills and their frequency are included in the BCDR plan, and confirmation that drills have been done.	31 December 2011

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1. C = closed, O = open
 2. Date provided by UNAMI in response to recommendations.

ANNEX 2

*Use this page if the orientation of Annex 2 is portrait. If the orientation is landscape, insert a section break at the end of Annex 1 and continue on the new page. (On the **Insert** menu, point to **Break**, select **Next page** under **Section break types**.) Leave the page blank if not required; do not delete it.*