



INTERNAL AUDIT DIVISION

AUDIT REPORT

Services provided by the United Nations International Computing Centre to the UN Secretariat - Department of Field Support

DFS should implement additional controls to ensure that the performance and charges of the ICT services provided by the ICC are adequately monitored, measured and accounted for

25 August 2010
Assignment No. AT2009/800/03

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: Ms. Susana Malcorra, Under-Secretary-General
A: Department of Field Support

DATE: 25 August 2010

Mr. Choi Soon-hong, Assistant Secretary-General
Chief Information Technology Officer
Office of Information and Communications Technology

REFERENCE IAD: 10- 00749

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

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SUBJECT: **Assignment No. AT2009/800/03 - Audit of services provided by the United Nations International
OBJET: **Computing Centre to the UN Secretariat - Department of Field Support (DFS)****

1. I am pleased to present the report on the above-mentioned audit.
2. Based on your comments, we are pleased to inform you that we will close recommendation 8 in the OIOS recommendations database as indicated in Annex 1. In order for us to close the remaining 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. Your response did not indicate whether or not you accepted recommendations 10 and 11. In OIOS' opinion however, these recommendations seek to address significant risk areas. We are therefore reiterating them and requesting that you reconsider your initial response based on the additional information provided in the report.
4. Please note that OIOS will report on the progress made to implement its recommendations, particularly those designated as high risk (i.e., recommendations 5, 9 & 11), in its annual report to the General Assembly and semi-annual report to the Secretary-General.

cc: Mr. Anthony Banbury, Assistant Secretary-General, Department of Field Support
Mr. Rudy Sanchez, Chief, Information and Communication Technology Division, Department of Field Support
Mr. Seth Adza, Operations Review Officer, Department of Field Support
Mr. Swatantra Goolsarran, Executive Secretary, UN Board of Auditors
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Mr. Moses Bamuwamye, Chief, Oversight Support Unit, Department of Management
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INTERNAL AUDIT DIVISION

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EXECUTIVE SUMMARY

Audit of services provided by the United Nations International Computing Centre to the UN Secretariat- Department of Field Support

The Office of Internal Oversight Services (OIOS) conducted an audit of services provided by the International Computing Centre (ICC) to the United Nations Secretariat.¹ The overall objective of the audit was to assess the adequacy of the controls and procedures to manage the services provided by the ICC. The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.

This report addresses issues specific to the Department of Field Support (DFS). Cross-cutting issues related to the services provided by the ICC to the United Nations Secretariat, the United Nations Joint Staff Pension Fund (UNJSPF) and the Office of the United Nations High Commissioner for Refugees (UNHCR) have been communicated in separate reports.

For the provision of services to DFS, ICC adopted the Information Technology Infrastructure Library (ITIL) standard as the main framework for the development, management, operation and support of the infrastructure. This framework included also the processes for supporting IT service management, such as service desk, availability management and incident management. Nonetheless, OIOS found that some of these processes needed to be further developed to support the ITIL framework and to ensure transparency and accountability.

In general, OIOS found that the control environment established for managing the services received from ICC was exposed to the following risks:

- (a) Lack of a standard portfolio of services across the UN Secretariat;
- (b) Incomplete documentation of the procedures and templates defined in the service delivery agreement (SDA);
- (c) Undefined procedures for the management review of exceptions, changes to the SDA, service delivery metrics and performance review process; and
- (d) Unclear basis for the calculation of service charges and costs.

¹ The audit conducted in the United Nations Secretariat included the Office of Information and Communications Technology (OICT), and the Information and Communications Technology Division in the Department of Field Support (DFS/ICTD).

TABLE OF CONTENTS

I. INTRODUCTION	1-10
II. AUDIT OBJECTIVES	11
III. AUDIT SCOPE AND METHODOLOGY	12-13
IV. AUDIT FINDINGS AND RECOMMENDATIONS	
A. Governance	14-20
B. Service management	21-24
C. Performance management	25-31
D. Cost and charges	32-37
V. ACKNOWLEDGEMENT	38
ANNEX 1 – Status of Audit Recommendations	

I. INTRODUCTION

1. The Office of Internal Oversight Services (OIOS) conducted an audit of the services provided by the International Computing Centre (ICC) to the United Nations Secretariat (UN Secretariat), including the Department of Field Support (DFS). The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.
 2. The ICC is an inter-organization facility that provides information and communications technology (ICT) services to the United Nations system organizations and other users.
 3. The ICC was founded in Geneva in 1971 by the United Nations, the United Nations Development Programme (UNDP) and the World Health Organization (WHO) pursuant to resolution 2741 (XXV) of the United Nations General Assembly. The ICC has over 200 staff in its Headquarters in Geneva, and in other offices in New York and Brindisi.
 4. The management structure of the ICC is composed of a Management Committee, with one representative from each partner organization, and a Secretariat. The Secretariat is the operating organ of the ICC, with a Director, chief executive officer, and a number of staff as may be required and approved within its programme budget. The Director is appointed by the Secretary-General of the United Nations on the recommendation of the Management Committee.
 5. The ICC's mandate defines "partner organization" as any organization which utilizes ICC's services and has been accepted by its Management Committee. Around 25 organizations, funds and programmes of the United Nations system use the ICC's services and participate in its governance. Each partner organization is represented in the ICC Management Committee. A Memorandum of Understanding (MOU) between the ICC and each partner organization stipulates the nature and condition of ICT services to be provided. The provision of these services is further regulated by Service Delivery Agreements (SDA) detailing modalities and costs.
 6. The Master Service Delivery Agreement (MSDA) established between the ICC and DFS in effect at the time of the audit was signed in July 2007 for 18 months and was due to expire at the end of December 2009. The summary of all SDAs covered by the Master SDA is as follows:
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Summary of Cost Estimates

SDA Reference	SDA Title	Start Month	End Month	Duration (Months)	Total Cost (USD)
DPKO-PRJ-0709-V1.0	Consultancy and Related Projects	Jul-07	Dec-09	30	300,000
DPKO-D01-0709-V1.0	Technical Services at UNHQ	Jul-07	Dec-09	30	6,814,200
DPKO-D02-0709-V1.0	Technical Services at UNLB	Jul-07	Dec-09	30	14,620,800
					21,735,000

7. ICC provides services to DFS at the headquarters location in New York (NYHQ), the United Nations Logistics Base (UNLB) in Brindisi, Italy and at peacekeeping mission locations. The SDAs in operation at the time of audit mainly covered the ICT infrastructure.

8. The Information Technology Infrastructure Library (ITIL) framework is the standard referenced in the various SDAs for defining and managing the delivery of services. This standard has also been adopted by ICC as the framework for developing, managing, operating, and supporting its infrastructure.

9. ITIL is a framework based on 'best practice' experience for developing a systematic approach to the management of ICT service provision and support. Specifically, ITIL aims at: i) Providing a quality approach to service delivery; ii) Increase productivity; iii) Increase customer satisfaction; iv) Minimize risks; v) Reduce costs; and vi) Improve communication between ICT service providers and business users.

10. Comments made by DFS are shown in *italics*.

II. AUDIT OBJECTIVES

11. The main objectives of the audit were to:

- (a) Determine whether documented criteria and a decision-making process exist to support the use of the ICC as a service provider;
- (b) Ascertain that the terms of engagement of the ICC are clearly defined and meet the needs of OICT; and
- (c) Determine that adequate procedures are in place to monitor the services received from the ICC.

III. AUDIT SCOPE AND METHODOLOGY

12. The audit was undertaken at the United Nations Headquarters in New York in August 2009 and at the United Nations Logistics Base (UNLB) in Brindisi, Italy in June 2009. Interviews were also held with officers in charge of the relevant services and functions.

13. The scope of the audit covered the following areas:

(a) The governance mechanisms established by DFS to manage the services received from the ICC; and

(b) Policies and procedures established by DFS to define and monitor the services contracted to the ICC, including:

- i. Service delivery agreements;
- ii. Communication and coordination;
- iii. Allocation of resources and responsibilities; and
- iv. Alignment with business requirements and priorities.

IV. AUDIT FINDINGS AND RECOMMENDATIONS

A. Governance

Lack of a standard portfolio of services across the UN Secretariat

14. Best practices demonstrate that service providers consolidate their ICT services to increase their performance, lower unit costs and raise efficiency for their client organizations.

15. The ICC provided help desk support to both the Office of Information and Communications Technology (OICT) and the Information and Communications Technology Division (ICTD) in DFS at UNHQ under two different service delivery agreements. The consolidation of the specific service requirements of OICT and DFS under one agreement could provide benefits in terms of rationalization of resources, economies of scale and increased effectiveness.

Recommendation 1

(1) OICT in coordination with DFS should define their specific requirements for ICT services and consolidate them into one agreement with the International Computing Centre.

16. OICT and DFS accepted recommendation 1 and stated that they supported the rationale behind this recommendation. However OICT's and DFS' requirements may vary for various ICT services. OICT and DFS will explore the benefits and complexities of consolidation of the same/similar services into one agreement. Recommendation 1 remains open pending receipt of evidence documenting the analysis of benefits that can be derived from the consolidation of both OICT and DFS/ICTD requirements into one agreement with ICC.

Incomplete documentation of procedures defined in the service delivery agreement

17. The SDA signed by DFS required the documentation of procedures and standard templates in support of the ICT services provided by the ICC to DFS. OIOS noted that while a significant number of procedures and templates have been documented by ICC for UNLB, the same level of documentation was not developed for the services provided by ICC to DFS in New York.

18. Furthermore, the following gaps were identified with regard to the procedures that have been documented:

- (a) Documents had not been formally signed off;
- (b) Documents remained in draft stage for significant periods which may no longer reflect changes or updates to processes or procedures; and
- (c) SDA's required service and operational agreements had not been documented. The UNLB SDA required that ICC "Author and manage Service Level Agreements (SLAs) and Operating Level Agreements (OLAs) with DFS and other external parties providing tier-2 and tier-3 support for systems and applications. All SLAs and OLAs to be submitted to DFS focal points for review and signed by both the DFS Helpdesk and a focal point of the external party with appropriate authority of enforcement for such agreements. All SLAs and OLAs are to be reviewed annually".

Recommendations 2 and 3

DFS should:

- (2) Require the International Computing Centre to document procedures and standard templates for services provided to DFS in New York, using the same standard templates already developed for UNLB; and**
- (3) Review and update the current library of procedures documented by the International Computing Centre for adequacy, relevance, and age, and proceed to formalize documents that are still in draft status. In addition, DFS**

should put in place a formal process to ensure the continuous update of all policies and procedures.

19. *DFS accepted recommendation 2 and stated that it will ensure that ICC uses the same templates for services provided at UNHQ and UNLB. Recommendation 2 remains open pending receipt of the documented procedures and standard templates for services provided by ICC to DFS in New York.*

20. *DFS accepted recommendation 3 stating that it is coordinating with ICC in finalizing the library of procedures and will establish an annual review to determine relevance and update as required. Recommendation 3 remains open pending receipt of the updated library of ICC procedures.*

B. Service management

Undefined procedures for the management review of exceptions and changes to the SDA

21. The SDA established between DFS and ICC states that agreed upon revisions to the service catalogue will be added as amendments to the SDA, and adjustments to service cost, if applicable, will be reflected in the summary of cost estimates table. There was no evidence that this SDA was subject to routine management reviews and updates following changes made to the service delivery practices and standards. OIOS noted that while the services received by DFS went through a series of deletions and additions, these changes were not reflected in the SDA or any other subsequent addenda to it. Without regular reviews, there are risks that the SDA will no longer reflect the services required, and that DFS will consequently face the risk of overpayments.

22. The SDA should contain clearly defined levels of services capable of being measured for their effective performance. The SDA required that ICC will provide DFS with standard monthly reports on: (a) application support services provided and (b) service reports, including support metrics. While the details of the SDA established between ICC and DFS were clearly defined, not all the required services were accompanied by delivery metrics, thereby preventing DFS from measuring and monitoring their performance.

Recommendations 4 and 5

DFS should:

(4) Ensure that the Service Delivery Agreement (SDA) signed with the International Computing Centre (ICC) is subject to routine management reviews. Any changes to the SDA should be documented and formally agreed upon by DFS and ICC; and

(5) Ensure that the level of services received from the International Computing Centre is measured with reference to pre-defined and documented metrics and standards.

23. *DFS accepted recommendation 4 and stated that it will establish a formal process to review changes to services under the SDA and document them at the annual review meeting. Recommendation 4 remains open pending receipt of evidence demonstrating the implementation of a formal process for the management review and documentation of any changes to the SDA.*

24. *DFS accepted recommendation 5 and stated that it has been conducting periodic reviews of the service metrics. Nevertheless, DFS will formalize the review by documenting the meetings held between DFS and ICC. Recommendation 5 remains open pending receipt of evidence documenting the periodic reviews of the service metrics.*

C. Performance management

Undefined performance review process

25. A performance management process should be put in place for ensuring that service levels meet the targets and indicators established in the SDA. DFS did not document procedures for monitoring ICC performance, service metrics and the achievement of defined targets, and had not allocated responsibilities for review and monitoring.

26. OIOS also noted inconsistencies in the structure of the reports generated by ICC for UNLB and DFS in New York. UNLB received from the ICC documented standard templates and service reports that included metrics. However, the same types of reports were not issued by the ICC for the services provided to DFS in New York.

27. In addition, there were instances where ICC changed the performance targets stipulated within the SDA, without evidence that the changes had been the subject of a prior documented agreement with DFS. For instance, the SDA stated that “ICC will respond to tier 2 & 3 application problems for: High Priority in 1 hr; Medium Priority in 8 hours for tier 2; 24 hours for tier 3; and Low priority during scheduled upgrade windows.” ICC redefined the performance targets of its weekly reports for application support where it stated that “ICC will consider the performance objective met if less than 1% of the calls exceed the resolution time...”. This redefined target could lead to services failing to reflect DFS requirements, create gaps between expectations and capabilities, and eventually lead to disputes between DFS and the ICC.

Recommendations 6 and 7

DFS should:

- (6) Ensure consistency in the structure and content of the reports received from the International Computing Centre for the services provided to UNLB and NYHQ; and**

(7) Ensure that any changes to be made to the performance targets for services received from the International Computing Centre are documented and subject to prior agreement.

28. *DFS accepted recommendation 6 and stated that it will request ICC to standardize the reports for services provided to UNLB and UNHQ. Recommendation 6 remains open pending receipt of evidence documenting the standard reports received from ICC.*

29. *DFS accepted recommendation 7 and stated that it will ensure that changes to performance targets for services received from ICC are documented. Recommendation 7 remains open pending receipt of evidence that changes to performance targets are documented and agreed.*

User surveys

30. User surveys can provide valuable insight about the level of satisfaction on the services received and offer the opportunity for identifying the value added by the service. The SDA required that ICC attain positive responses from customer sampling surveys with a minimum rating of 70 percent. While ICC conducted a survey of its user community in UNLB, the same initiative was not extended to the DFS user community in New York.

Recommendation 8

(8) DFS should require ICC to extend the survey of its user community to the DFS user community in New York.

31. *DFS accepted recommendation 8 and stated that it has implemented this recommendation and that ICC has extended the survey of its user community to the DFS community and will submit the results to DFS in the context of the annual review of the SDA. DFS also provided OIOS with evidence of the extension of the survey to its user community in New York. Based on the action taken by DFS, recommendation 8 has been closed.*

D. Costs and charges

Unclear basis for service charges and costs

32. The cost of service and the calculation of charges should be detailed, transparent and allow for reconciliation between charges and payments. DFS was charged for the costs of ICC services with summary amounts that were based on a combination of rates, such as: (a) resource profile (e.g monthly cost per network administrator); (b) programme management; and (c) administrative costs. However, this charging method prevented DFS from knowing the costs attributable to each activity, limiting its ability to reconcile services received with payments made. DFS was also unable to perform end-of-year reconciliations of the advance payments made to ICC with the cost of services received. DFS

indicated that an analysis of costs at the activity level was not feasible since ICC did not provide this information. This condition also limited DFS' ability to measure the cost-effectiveness of the services received from ICC. However, OIOS noted that ICC provided cost information at the activity level to other UN entities (i.e UNJSPF and UNHCR).

33. The amounts invoiced by the ICC to DFS remained constant despite instances of services being transferred out to other service providers or not being undertaken. DFS risks overpaying for services not provided by the ICC. The following cases were identified in UNLB whereby certain services were included in the summary of costs for services, but were either no longer required or not yet provided:

- (a) Disaster recovery activities and emergency operations which have been handed over to the United Nations Offices for Project Services (UNOPS). The cost of this service could not be determined due to the lack of information at the activity level; and
- (b) Site "B" planning support, for which the ICC stated that no activity had been undertaken. The cost of this service was indicated separately within the SDA, in the amount of \$178,836 per year.

34. The costs of services provided by the ICC to UNLB were charged back to the missions. However, DFS did not have a documented mechanism for charging this cost back to the missions. OIOS was informed that the current charge back mechanism was based on the number of users at each mission. However, some inconsistencies were found in the charge back amounts, such as: (a) some missions were omitted in certain period of the year; and (b) large disparities existed in the amounts charged to different quarters with no apparent justifications, as follows:

UNLB charge back to missions

	Quarter 3 \$	Quarter 2 \$	Quarter 1 \$
MINUSTAH	48,342	100,500	100,500
MONUC	91,806	188,080	188,080
ONUCI	25,572	70,220	70,220
UNAMID	133,595	254,609	254,609
MINURSO	-	17,457	17,457
UNAMI	94,272	-	-
UNIOSIL	49,294	-	-
UNIIC	30,620	-	-
BONUCA	10,842	-	-
UNAMA	198,784	-	-

Recommendations 9 to 11

DFS should:

- (9) Request the International Computing Centre (ICC) to provide a cost breakdown of its charges at the service level, to enable (a) transparency; (b) accountability; (c) review of the cost-effectiveness of the services; and (d) reconciliation of the costs charged for services provided with the advance payments made by DFS to ICC;**
- (10) Document the criteria and mechanism for charging back the costs of International Computing Centre services provided to UNLB to the missions; and**
- (11) Ensure that all changes introduced in the provision of the International Computing Centre services are: (a) reflected timely in the charge backs to the missions; and (b) analyzed to determine whether overpayments were made to the International Computing Centre, and are recovered where confirmed.**

35. *DFS accepted recommendation 9 and stated that this matter will be discussed at the next ICC Management Advisory Group meeting for possible inclusion in the next Management Committee agenda for the Fall 2010 meeting. Recommendation 9 remains open pending receipt of documentation showing that ICC provided DFS with a cost breakdown of its charges.*

36. *DFS did not state its acceptance of recommendation 10 but commented that OIOS and DFS should revisit this recommendation together at a meeting to be confirmed in the near future. OIOS is of the opinion that adequate criteria and mechanisms for calculating charge backs to peacekeeping missions should be identified by ICTD in collaboration with the Peacekeeping Finance Division in the Office of Programme Planning, Budget and Accounts (OPPBA). Recommendation 10 remains open pending receipt of documentation showing the criteria and mechanisms for charging back to the missions the costs of ICC services provided to UNLB.*

37. *DFS did not state its acceptance of recommendation 11 but commented that OIOS and DFS should revisit this recommendation together at a meeting to be confirmed in the near future. OIOS is of the opinion that ICTD in collaboration with the Peacekeeping Finance Division in OPPBA should determine whether all changes have been accurately reflected in the SDA, and further determine whether there have been any overpayments made to the ICC for services not provided. Recommendation 11 remains open pending receipt of documentation showing that all changes introduced in the provision of ICC services are reflected timely in the charge backs to the missions and analyzed to determine whether overpayments were made to the ICC, and are recovered where confirmed.*

V. ACKNOWLEDGEMENT

38. We wish to express our appreciation to the Management and staff of DFS 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	OICT in coordination with DFS should define their specific requirements for ICT services and consolidate them into one agreement with the ICC.	Governance	Medium	O	Submit evidence documenting the analysis of benefits that will be derived from the consolidation of both OICT and DFS/ICTD.	Q3 2011
2	DFS should require International Computing Centre to document procedures and standard templates for services provided to DFS in New York, using the same standard templates already developed for UNLB.	Governance	Medium	O	Documentation of procedures and standard templates for services provided to DFS in New York.	Q4 2010
3	DFS should review and update the current library of procedures documented by International Computing Centre for adequacy, relevance and age, and proceed to formalize documents that are still in draft status. In addition, DFS should put in place a formal process to ensure the continuous update of all policies and procedures.	Governance	Medium	O	Updated library of ICC procedures.	Q3 2010
4	DFS should ensure that the Service Delivery Agreement (SDA) signed with the International Computing Centre (ICC) is subject to routine management reviews. Any changes to the SDA should be documented and formally agreed upon by DFS and ICC.	Governance	Medium	O	Evidence of the implementation of a formal process for the management review and documentation of any changes to the SDA.	Q3 2010

Recom. no.	Recommendation	Risk category	Risk rating	C/O ¹	Actions needed to close recommendation	Implementation date ²
5	DFS should ensure that the level of services received from the International Computing Centre is measured with reference to pre-defined and documented metrics and standards.	Governance	High	O	Evidence of documented periodic reviews of the service metrics.	Q3 2010
6	DFS should ensure consistency in the structure and content of the reports received from ICC for the services provided to UNLB and NYHQ.	Governance	Medium	O	Standard reports received from ICC	Q3 2010
7	DFS should ensure that any changes to be made to the performance targets for services received from ICC are documented and subject to prior agreement.	Governance	Medium	O	Evidence that changes to performance targets are documented and agreed	Q3 2010
8	DFS should require the International Computing Centre to extend the survey of its user community to the DFS user community at New York.	Information Resources	Medium	C	Based on the evidence provided with regard to the extension of the survey to the user community of DFS in New York, recommendation 8 has been closed.	Implemented
9	DFS should request the International Computing Centre to provide a cost breakdown of its charges at the service level, to enable (a) transparency; (b) accountability; (c) review of the cost-effectiveness of the services; and (d) reconciliation of the costs charged for services provided with the advance payments made by DFS to ICC.	Financial	High	O	Evidence documenting the cost breakdown of ICC charges.	Q3 2010
10	DFS should document the criteria and mechanism for charging back the costs of ICC services provided to UNLB to the missions.	Financial	Medium	O	Documented criteria and mechanisms for charging back the costs of ICC services provided to UNLB to the Missions.	Not provided

Recom. no.	Recommendation	Risk category	Risk rating	C/O¹	Actions needed to close recommendation	Implementation date²
11	DFS should ensure that all changes introduced in the provision of the International Computing Centre services are: (a) reflected timely in the charge backs to the Missions; and (b) analyzed to determine whether overpayments were made to the International Computing Centre, and are recovered where confirmed.	Financial	High	O	Documented evidence of the review of all changes introduced in the provision of the International Computing Centre services confirming that they have been: a) Reflected in the charge backs to the Missions; and b) Analyzed to determine whether overpayments were made to International Computing Centre, and are recovered where confirmed.	Not provided

1. C = closed, O = open

2. Date provided by DFS in response to recommendations.