



INTERNAL AUDIT DIVISION

REPORT 2024/053

**Audit of management of national staff
in the United Nations Transitional
Assistance Mission in Somalia and the
United Nations Support Office in
Somalia**

**UNTMIS and UNSOS needed to address gaps
in the recruitment, performance evaluation
and completion of mandatory training of
national staff**

**04 November 2024
Assignment No. AP2023-639-01**

Audit of management of national staff in the United Nations Transitional Assistance Mission in Somalia and the United Nations Support Office in Somalia

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of management of national staff in the United Nations Transitional Assistance Mission in Somalia (UNTMIS), formerly known as the United Nations Assistance Mission in Somalia (UNSOM), and the United Nations Support Office in Somalia (UNSOS). The objective of the audit was to assess the adequacy and effectiveness of management for national staff in UNTMIS and UNSOS. The audit covered the period from 1 July 2021 to 31 May 2024 and included higher and medium risk areas in the management of national staff in Somalia and Kenya, which included: (a) workforce planning, (b) recruitment, (c) performance management, (d) training and development, and (e) staff engagement.

UNTMIS and UNSOS had vacancy rates ranging from 8 to 26 percent for national staff and implemented several initiatives to increase nationalization (i.e., increasing the number and ratio of national staff posts), including capacity-building for national staff. These initiatives included organizing career workshops, job fairs, and capacity-building courses to promote nationalization through enhancing the skills of national staff. However, due to the absence of an established procedure to identify qualified candidates after each recruitment exercise, some national staff were not included on rosters. While UNSOS organized interview panels and conducted reference and background checks for new hires, it did not always meet recruitment timelines due to insufficient monitoring and follow-up actions. Additionally, there was inadequate oversight to ensure that extensions of temporary appointments were adequately documented and approved.

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

- Take additional measures to expedite the recruitment of national staff and review all completed files during the audit period to identify qualified applicants for placement on relevant rosters.
- Properly approve and document extensions of temporary appointments to ensure transparency and accountability in the process.

Further, UNTMIS and UNSOS needed to require first reporting officers to:

- Ensure that individual staff workplans are promptly developed and uploaded to Inspira and that annual performance evaluations are completed on time.
- Incorporate the completion of mandatory training requirements into individual workplans for all staff members.

UNTMIS and UNSOS accepted all recommendations and have initiated action to implement them. Actions required to close the recommendations are indicated in Annex 1.

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Audit of management national staff in the United Nations Transitional Assistance Mission in Somalia and the United Nations Support Office in Somalia

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of management of national staff in the United Nations Transitional Assistance Mission in Somalia (UNTMIS) formerly known as the United Nations Assistance Mission in Somalia (UNSOM) and the United Nations Support Office in Somalia (UNSOS).
2. The UNSOS mandate was established by the Security Council in its resolution 1863 (2009). UNSOS is mandated to provide administrative and logistical support to UNTMIS, the Somali Security Forces, and the African Union Mission in Somalia (AMISOM), which became the African Transition Mission in Somalia (ATMIS) effective 1 April 2022. The most recent elaboration of its mandate, approved by the Security Council in resolution 2687 (2023), mandates ATMIS' transition into a smaller and more agile mission. It also provides the framework for the phased transition of security responsibilities to the Federal Government of Somalia by December 2024.
3. UNSOM was established on 3 June 2013 by the Security Council in its resolution 2102 (2013). Its mandate includes the provision of policy advice to the Federal Government of Somalia on peacebuilding and state-building in governance, security sector reform and rule of law (including state formation), constitutional review, democratization, and coordination of international donor support. Starting on 1 November 2024, the United Nations Transitional Assistance Mission in Somalia (UNTMIS) replaced UNSOM as per Security Council Resolution 2753 (2024). UNTMIS's mandate includes direct support for promotion and protection of human rights, strengthening justice and corrections systems, and coordinating security sector reforms. It will also involve knowledge and skill transfer to Somali nationals, including an effort to employ local staff, particularly women. Structured as a two-phase transition, UNTMIS' first phase supports Somalia's governance, security and development priorities with the transfer of responsibility to the United Nations Country Team (UNCT) by 31 October 2025. The second phase targets full Somali ownership by 31 October 2026, with UNCT assuming ongoing support roles thereafter.
4. Human resources are critical in fulfilling the mandated activities of UNTMIS and UNSOS. Therefore, it is necessary to ensure that human resources are well managed. This includes ensuring appropriate national staff members are recruited at the right time, provided with opportunities for ongoing career development, and motivated to continue performing to the best of their abilities.
5. The Special Representative of the Secretary-General for Somalia and Head of UNTMIS, and the Head of UNSOS provide guidance on human resources management including national staff through the Director of UNSOS. The Human Resources Section (HRS) in UNSOS manages human resources activities, including workforce planning, recruitment, post-classification and management. First reporting officers of national staff in UNTMIS and UNSOS are tasked with setting goals and overseeing personnel performance assessment. As of February 2024, UNTMIS and UNSOS had 119 and 162 national staff, as detailed in table 1.

Table 1: UNTMIS and UNSOS national staff positions and their locations

Location	Mission	Female	Male	Total	Female Percentage	Male Percentage
Kenya	UNTMIS	1	4	5	20%	80%
	UNSOS	41	46	87	47%	53%
Somalia	UNTMIS	11	103	114	10%	90%
	UNSOS	10	65	75	13%	87%
Total		63	218	281	22%	78%

Source: Umoja data

6. The Chief Human Resources Officer (CHRO) at the P-5 level reports to the Chief Operations and Resources Management at the D-1 level, who in turn reports to the Director of UNSOS. The CHRO leads a team comprising 13 international, 8 national and 2 international volunteer staff members. As of February 2024, one international and two national staff positions in HRS were vacant. Thirteen HRS staff were based in Nairobi, Kenya and 9 in Mogadishu, Somalia, including the CHRO. The Director of UNSOS also serves as UNTMIS’s Director of Mission Support. Human Resources expenditures are allocated within the respective sections/pillars in the budget.

7. Prior to September 2022, HRS managed recruitments for national staff outside of the United Nations talent management system (Inspira). In September 2022, UNSOS was selected as a pilot project to conduct national staff recruitment using the Inspira system. The platform includes features for posting job vacancies, screening applicants, scheduling interviews, and facilitating the selection process. UNSOS also uses Umoja to manage national staff data, with user roles assigned per the delegations of authority and reviewed by the CHRO. Depending on the role, Umoja access requests are routed to the United Nations General Service Center for workflow implementation. Both Inspira and Umoja maintained comprehensive audit trails to log all actions within the systems, ensuring accountability and tracking of recruitment and personal data changes.

8. UNTMIS operates on a calendar-year budget and spent \$6.5 million and \$5.7 million on national staff salaries and benefits in 2022 and 2023, with total budgets of \$103 million and \$97 million, respectively. Conversely, UNSOS follows a fiscal year from July to June, expending \$6 million and \$6.7 million on national staff salaries and benefits for 2021/22 and 2022/23 with total budgets of \$447 million and \$451 million, respectively.

9. Comments provided by UNTMIS and UNSOS are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

10. The objective of the audit was to assess the adequacy and effectiveness of management of national staff in UNTMIS and UNSOS.

11. This audit was included in the 2023 risk-based work plan of OIOS due to the high risk that potential weaknesses in national staff management could adversely affect the ability of UNTMIS and UNSOS to implement their mandated activities.

12. OIOS conducted this audit from June 2023 to May 2024. The audit covered the period from 1 July 2021 to 28 February 2024. Based on an activity-level risk assessment, the audit covered higher and medium-risk areas in the management of national staff in Somalia and Kenya, which included: (a) workforce planning, (b) recruitment, (c) performance management, (d) training and development, and (e) staff engagement.

13. The audit methodology included: (a) interviews of key personnel in UNTMIS and UNSOS involved in the management of national staff including welfare and national staff committees; (b) review of relevant documentation such as budget reports, recruitment files and training plans; (c) judgmental sample testing of 26 out of 55 recruitment files to ascertain whether national staff recruitments were conducted in a fair, transparent and competitive manner; (d) assessment of systems, practices and processes for data management; (e) analytical review of relevant data.

14. Analytical review of data included: (a) staff performance data from Inspira to determine whether performance workplans were prepared and annual appraisals were completed on time; and (b) national staff recruitment data to ascertain whether the Mission met target vacancy rates, gender parity requirements, and adhered to recruitment timelines during the audit period.

15. The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.

III. AUDIT RESULTS

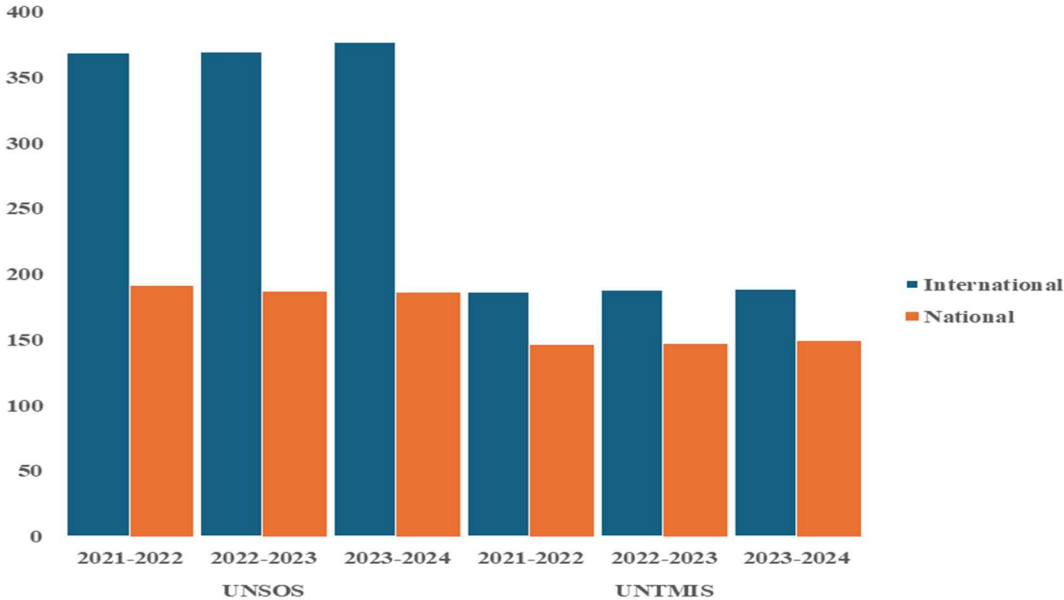
A. Workforce planning

UNTMIS and UNSOS were taking action to enhance the nationalization of their national staff workforce

16. UNTMIS's strategic review (S/2022/716) in 2022, as requested by the Security Council, recommended that UNTMIS identify positions it could nationalize, invest in the capacity-building of its national staff, and recruit more female national staff. The Security Council resolution 2687 (2023) on the extension of the ATMIS mandate directed the Secretary-General to find ways of nationalizing United Nations functions in Somalia. This would facilitate knowledge transfer before the ATMIS handover of security responsibilities to the Federal Government of Somalia by December 2024.

17. Prior to these resolutions, UNTMIS and UNSOS, as part of their respective mandates, had already initiated several measures to increase nationalization and build the capacity of their national staff. These included special recruitment measures from June 2018 to May 2020 to lower work experience requirements for national staff (resulting in the recruitment of 17 national staff), organizing career workshops and capacity-building courses, and holding a career fair in May 2021 in conjunction with other United Nations entities in Somalia. Despite these measures, an analysis of UNSOS and UNTMIS approved staffing data showed that the ratio of national to international staff posts in the missions had remained relatively consistent over the audit period. The national staff comprised 44 percent of UNTMIS staff in both 2021/22 and 2023/24. In UNSOS, national staff accounted for 34 percent of all staff in 2021/22 with a slight decrease to 33 percent in 2023/24, as depicted in figure 1 below.

Figure 1: Comparison of the number of international and national staff positions in UNTMIS and UNSOS



Source: Umoja data

18. The Missions faced significant challenges in recruiting national staff. For example, obtaining security clearances and educational and reference checks took a long time. This resulted in a high number of positions in Somalia that were vacant for extended periods and a low ratio of female to male staff in Somalia, as highlighted below.

19. To address these issues, UNTMIS and UNSOS, in collaboration with other United Nations entities in Somalia, held a second career fair in Mogadishu in April 2024, accessible online for those unable to attend in person. Based on the actions taken by UNTMIS and UNSOS to increase the number of national staff, OIOS did not make a recommendation.

20. With the ATMIS drawdown deadline looming at the end of 2024 and the potential restructuring of UNSOS, coupled with the pending staffing review of UNTMIS as recommended by the strategic review, UNTMIS and UNSOS could benefit from: (a) conducting a systematic assessment of the measures already taken towards nationalization to help identify the most effective remedial actions; and (b) forming partnerships with local women’s organizations and showcasing success stories of women in similar roles to increase the number of female candidates.

B. Recruitment

UNTMIS and UNSOS were taking actions to address gender balance

21. The United Nations system-wide strategy on gender parity requires UNTMIS and UNSOS to develop and implement action plans to achieve gender parity, defined as a ratio of 47 -53 per cent margin for each staff category level. Despite this goal as of February 2024, women made up 10 percentage of both UNTMIS’s General Service (GS) and National Professional Officers (NPOs) categories. In the case of UNSOS, women accounted for 27 percentage of GS staff, but 6 percentage of the GS staff based in Somalia, highlighting a much lower representation compared to Kenya.

Table 2: Percentages of female to male national staff by category in Kenya and Somalia

Category	UNTMIS		UNSOS	
	GS	NPOs	GS	NPOs
Female	10%	10%	27%	52%
Male	90%	90%	73%	48%

Source: Umoja

22. Initially, UNTMIS and UNSOS underestimated the challenges of recruiting national staff in Somalia, especially women, due to issues such as limited access to information and the internet. However, as mentioned earlier, UNTMIS and UNSOS were addressing these challenges by implementing measures such as holding career fairs.

Need to expedite the recruitment of national staff

23. The Staff Selection System Manual requires field missions to fill vacancies within 120 days of initiating the recruitment process. Field missions are encouraged to use the “Recruit from Roster” modality to expedite filling vacancies, and such recruitments should be completed within 65 days.

24. As of 19 February 2024, analysis of records from Umoja showed that UNTMIS and UNSOS each had 24 vacant posts. All the UNTMIS and 9 of the UNSOS vacant posts had been unfilled for more than 300 days. During the audit period, UNTMIS and UNSOS respectively had 56 (23 GS and 33 NPOs) and 68 (49 GS and 19 NPOs) staff positions vacant for at least 300 days, with 6 posts remaining unfilled for at least three years. A review of 26 (8 UNTMIS and 18 UNSOS) of the 55 recruitment cases that took place during the audit period showed that recruitment timelines were not always achieved, as shown in table 3:

Table 3: Analysis of recruitment timelines for national staff in UNSOS and UNTMIS

Entity	Within 120 days (benchmark)	Between 121 and 365 days	Over 365 days	Recruitment from the roster	Total
UNTMIS	1	2	5	0	8
UNSOS	3	4	9	2	18
Total:	4	6	14	2	26

Source: Umoja as of February 2024

25. Two of the 26 sampled cases resulted in a roster recruitment, yet they took 272 and 789 days respectively. The remaining 24 cases were filled through position-specific job openings (PSJOs). Recruitment for three of these PSJO cases took between 900 and 1,165 days. Furthermore, 16 of 39 eligible candidates from these cases were not rostered. This was due to the absence of a review process in HRS to ensure all qualified candidates were added to a roster after each PSJO recruitment exercise, Failure to maintain accurate and complete rosters may result in prolonged recruitment processes and delay in implementing key activities.

26. The delays occurred because HRS and hiring managers did not adequately monitor the recruitment timelines data and take appropriate actions to ensure recruitment exercises were completed in a timely manner. As a result, national staff posts in critical sections such as air operations, security, finance and budget, and political affairs were vacant for considerable periods, ranging from 330 to 1,329 days. There was also a risk that prolonged vacant posts would be abolished, which was the case in the 2022/23 budget, where four GS posts, which had been vacant for periods ranging from 28 to 50 months, were abolished by the General Assembly. Given the financial constraints faced by the Organization, UNSOS and UNTMIS

risked losing additional long-vacant posts, which could adversely affect their ability to effectively carry out their mandated activities.

(1) UNSOS should take additional measures to expedite the recruitment of national staff and review all completed files to identify qualified applicants for placement on relevant rosters.

UNSOS accepted recommendation 1 and stated that it would: (a) develop a system to track recruitments and alert hiring managers and Human Resources personnel of upcoming deadlines and delays; (b) assign specific Human Resources staff to closely monitor recruitment timelines; (c) provide regular progress reports to senior management for accountability and prompt action; (d) undertake an immediate review of all completed recruitment files to identify and add qualified applicants to relevant rosters; and (e) conduct training sessions for hiring managers on effective recruitment practices, to increase their awareness of the impact of long-outstanding vacancies on critical operations and the overall mandate implementation.

UNSOS was taking steps to ensure that interview panelists complete the related mandatory training

27. Recruitment guidelines require UNTMIS and UNSOS to: (a) conduct competency-based interviews with at least three panelists that are at the same or higher level as the post being recruited, with at least one panelist being a woman; (b) ensure that all panelists have completed relevant mandatory training; (c) attest that proper selection process was followed; and (d) conduct background and reference checks and independently verify the educational qualifications and work experiences of selected candidates.

28. The 26 recruitment cases reviewed showed that the interview panels were adequately composed and HRS conducted reference and background checks for all recruited staff. The comparative analysis reports prepared by the panelists were reviewed by HRS staff to confirm that the selection process was followed, and all cases were reviewed and approved by the Review Panel. However, training records in Inspira and those maintained by the UNSOS Integrated Mission Training Centre (IMTC) showed that 22 of the 49 panelists (7 UNTMIS and 15 UNSOS staff) had not completed the mandatory competency-based interviewing skills training, although they had participated in interview panels for 19 recruitment exercises.

29. The above happened because HRS did not take steps to enforce the requirement that all interview panelists complete the required mandatory training. The course was available on Inspira and also offered by IMTC. Consequently, there was no assurance that the panelists effectively conducted interviews to recruit the most qualified candidates. After the audit, UNSOS HRS started requiring all designated interview panel members to provide copies of their completion certificates for the mandatory competency-based interviewing skills training before they sat on a panel. Based on the action taken, OIOS did not make a recommendation.

Need to justify and document the extensions of temporary appointments

30. General Assembly resolution 63/250 mandates that temporary job openings (TJOs) are strictly for short-term needs, not exceeding one year but could be renewed for up to one additional year if needed for surge requirements or operational necessities. The UNSOS Director had delegated authority to exceptionally extend temporary appointments up to 729 days. Missions should use regularized appointments for needs expected to last longer than one year.

31. OIOS review showed that out of 53 national staff recruitments, 8 were temporary recruitments (1 for UNTMIS and 7 for UNSOS). Seven of the 8 cases had exceeded 364 days, and only one had evidence of exceptional approval for an extension from the UNSOS Director, as required. One of the cases involved

the extension of a temporary appointment to 725 days. The appointment was later regularized. In OIOS view, UNSOS should have anticipated the need to extend beyond a year, warranting the regularization of the post.

32. The above occurred because there was inadequate oversight in HRS to ensure justification pertaining to the extensions of temporary appointments were properly approved and documented in staff manual files. This increased the risk that temporary appointments could be misused.

(2) UNSOS should properly approve and document extensions of temporary appointments to ensure transparency and accountability in the process.

UNSOS accepted recommendation 2 and stated that it would: (a) implement clear guidelines for managing temporary appointments, including criteria for extensions beyond 364 days and the requisite approval process; and (b) maintain a log to track all temporary appointments and exceptions for extensions beyond the standard period. The Chief of Human Resources will review the log monthly to ensure the required approvals are obtained and documented.

C. Performance management

Need to ensure timely development of individual staff workplans and completion of performance evaluations

33. The Administrative Instruction on the Performance and Development System (ST/AI/2021/4) requires first reporting officers to work with staff members they supervise to develop individual workplans at the beginning of each performance cycle to ensure that staff are clear about expectations and how their performance will be evaluated. Individual workplans should be completed by 1 April but no later than 31 May in each performance cycle. Annual performance appraisals for each staff member should be completed within 60 days of the end of the performance cycle.

34. A review of the 2022-2023 and 2023-2024 workplans, along with the 2022-2023 performance appraisals for a sample of 12 out of 111 national professional staff members (six from each entity) indicated that their performance goals were aligned with the objectives of their respective section workplans. The related appraisals also addressed the goals outlined in the workplans.

35. However, analysis of the workplan completion rates for all national staff showed that on average, 75 percent of UNTMIS and 96 percent of UNSOS national staff did not timely prepare and submit their workplans over the cycles from 2021 through 2024. Table 4 below provides an overview of staff workplan finalization rates for the three performance cycles.

Table 4: National staff workplan finalization rates in UNTMIS and UNSOS

Cycle	Timely submission		61 - 180 days		> 180 days		Not submitted	
	UNTMIS	UNSOS	UNTMIS	UNSOS	UNTMIS	UNSOS	UNTMISM	UNSOS
2021-22	6%	2%	45%	50%	49%	49%	-	-
2022-23	14 %	7%	29%	49%	53%	41%	4%	3%
2023-24	24%	3%	26%	50%	30%	26%	20%	21%

Source: OIOS analysis of OHR dashboard data

36. Furthermore, for the 2021/22 and 2022/23 cycles reviewed, on average, 64 percent of the national staff in UNTMIS and UNSOS completed their performance appraisals within 60 days of the start of the performance cycle as required, while the remainder did not comply with the requirement. Table 5 below

provides an analysis of the timeliness of UNTMIS and UNSOS national staff performance appraisal completion as of 17 January 2024.

Table 5: UNTMIS and UNSOS staff performance appraisal completion timelines

Cycle	60 days or less		> 60 days		Not completed	
	UNTMIS	UNSOS	UNTMIS	UNSOS	UNTMIS	UNSOS
2021-22	63%	58%	36%	41%	1%	4%
2022-23	67%	69%	29%	28%	1%	3%

Source: OIOS analysis of OHR dashboard data

37. UNTMIS and UNSOS management did not prioritize monitoring of the completion status of individual staff workplans and annual performance evaluations although the data was available on the Office of Human Resources (OHR) dashboards. In addition, analysis of training data in Umoja indicated that only 23 of the 158 (15 per cent) UNSOS staff and 12 of the 132 (9 per cent) UNTMIS staff with first reporting officer and second reporting officer responsibilities had completed the mandatory performance management and development learning programme for managers and supervisors.

38. As a result, UNTMIS and UNSOS managers missed an opportunity to ensure that all national staff were clear about expectations and how their performance would be evaluated.

(3) UNTMIS and UNSOS should require first reporting officers to ensure that individual staff workplans are promptly developed and uploaded to Inspira and that annual performance evaluations are completed on time.

UNTMIS and UNSOS accepted recommendation 3 and stated that senior management would issue instructions requiring all staff, including first and second reporting officers, to ensure the timely completion of work plans and performance evaluations.

D. Training and development

Training needs assessments were adequate, and training plans were developed and monitored

39. UNSOS conducted training needs assessments (TNAs) in December 2021 and September 2023 to identify areas where training could enhance staff skills and performance. The 2021 TNA focused solely on UNSOS, while the 2023 TNA covered UNTMIS and UNSOS. The assessments included online surveys, interviews with senior managers, national and international staff focus groups in Somalia and Kenya, and desk reviews of mission staff engagement surveys, internal surveys, and audit reports. The assessments also incorporated gender perspectives. Additionally, UNTMIS and UNSOS leveraged the annual budget preparation process to gather inputs from each section on possible training courses to include in the proposed budgets.

40. Although participation rates in the TNA surveys were low, with only 13 per cent (96 out of 712) and 23 per cent (178 out of 779) of UNTMIS and UNSOS staff participating in the 2021 and 2023 surveys, respectively, the results of the 2021 assessment identified priority areas that were aligned with the 2020 Secretariat-wide Learning Needs Assessment. This included training needs related to information technology, management and supervisory, and job-specific technical skills. The results of the 2023 TNA were awaiting review and approval by the Head of UNSOS, but preliminary results highlighted training needs in sector locations and clear nomination criteria for equitable access and certification and leadership courses.

41. Following the 2021 TNA, UNSOS developed annual training plans and associated budgets based on submissions from various pillars. Analysis of Umoja data indicated that UNSOS utilized \$811,764 of \$841,600 (96 per cent) of its 2021/22 budget and \$520,669 of \$862,800 (60 per cent) of its 2022/23 training budget. UNSOS attributed the low utilization in 2022/23 to increased use of free online training and IMTC in-house courses as well as the non-extension of a contract for movement control training due to cancellation by the vendor, which meant that planned courses could not take place.

42. UNTMIS and UNSOS national staff attended 35 courses coordinated by IMTC in 2021/22 and 113 courses in 2022/23, including 60 staff members who attended external courses held in various locations, including Ethiopia, Uganda, Italy and Turkey. OIOS noted that the courses covered various topics as identified in the TNA.

43. Participants in internal courses facilitated by IMTC completed course evaluations. However, IMTC did not have a feedback mechanism for external courses, for which UNTMIS and UNSOS paid \$198,511 in 2022 and \$266,677 in 2023. Consequently, the mission could not assess the effectiveness of resources used for these external trainings. There was also no mechanism to evaluate the effectiveness of internal and external training courses on staff performance and productivity. UNSOS could benefit by implementing a mechanism to evaluate the effectiveness of all training courses. This could be addressed by using data from participants feedback on the quality and relevance of the training.

Need to ensure staff complete mandatory training

44. The Secretary-General’s bulletin on United Nations mandatory learning programmes (ST/SGB/2018/4) outlines courses that all staff are required to complete regardless of their level, duty or function.

45. As of February 2024, only 60 per cent and 57 per cent of national staff in UNTMIS and UNSOS, respectively, had completed all nine mandatory training courses, as shown in table 6.

Table 6: Completion status of mandatory courses by national staff in UNSOS and UNTMIS

Number of mandatory courses completed	Percentage of UNTMIS staff	Percentage of UNSOS staff
9	60%	57%
8	10%	12%
7	7%	11%
Less than 7	23%	20%

Source: OHR data

46. Furthermore, a review of induction training records showed that 8 (31 per cent) of the 26 UNTMIS and 25 (43 per cent) of the 51 UNSOS national staff who joined the missions between July 2021 and February 2024 did not attend induction trainings. Induction training is vital for integrating incoming staff into the working environment and helping them fulfill their new roles effectively.

47. The above occurred because UNTMIS and UNSOS did not require the incorporation of mandatory training in staff workplans and performance appraisals in Inspira, and there was no other mechanism to ensure compliance. In addition, although administrative officers in UNTMIS and UNSOS functioned as training focal points, they had not been formally designated as such with clear responsibility to monitor compliance in their respective pillars or units. OIOS is of the view that the formal appointment of training focal points responsible for ensuring timely completion of mandatory courses could increase compliance.

- (4) UNTMIS and UNSOS should require first reporting officers to incorporate the completion of mandatory training requirements into individual work plans for all staff members.**

UNTMIS and UNSOS accepted recommendation 4 and stated that senior management would issue instructions to all staff to include the completion of mandatory training courses, and induction training for new staff, in their work plans. Supervisors will evaluate adherence to these requirements during the annual performance reviews.

E. Staff engagement

UNTMIS and UNSOS could accelerate implementation of the staff survey action plan

48. In January 2020, UNSOS conducted a satisfaction survey among UNTMIS and UNSOS national staff in Somali, with 96 out of 150 (64 per cent) participating. Collaboratively undertaken by the IMTC and the National Staff Union in Somalia, the survey aimed to address concerns voiced by Somali national staff regarding the accessibility and equity of learning and development opportunities offered to them.

49. Respondents highlighted concern including lack of inclusion in decision-making (67 per cent) process and inadequate access to information to obtain documents needed when travelling for official purposes (68 per cent). The survey results also indicated a general satisfaction among Somali national staff with the working environment and leadership. Notably, 89 per cent stated they were treated with respect and dignity by international staff and 93 per cent confirmed they had the tools and resources needed for their jobs. Additionally, 86 per cent felt aligned with the missions' vision for the future, highlighting a solid sense of inclusion and purpose.

50. UNTMIS and UNSOS also participated in the United Nations Secretariat staff engagement survey in December 2021. Although the survey results did not differentiate between national and international staff, they generally corresponded with the 2020 Somali national staff satisfaction survey. The results also showed an improvement from a similar survey conducted in 2019. For example, 89 percent of UNTMIS and UNSOS respondents to the 2021 survey rated the clarity of direction from management positively compared to 81 percent on the 2019 survey.

51. UNTMIS and UNSOS analyzed the survey results and developed a joint staff engagement action plan to address areas that needed improvement. Although the action was ongoing on training-related activities, including cross-training opportunities, training for supervisors and on Microsoft Power-BI and other technical courses, other action items such as providing physical suggestion boxes for staff to anonymously submit comments, and development of a checklist which staff can utilize to self-assess their stress levels, were yet to be rolled out. In addition, UNTMIS and UNSOS had not provided staff with a progress update on the action plan even though there was a plan to do so every six months through townhalls and broadcasts. UNTMIS and UNSOS could accelerate implementation of their action plan to address gaps identified in the staff engagement survey, including updating staff on progress every six months.

UNTMIS and UNSOS had adequate mechanisms for staff engagement and addressing staff concerns and grievances

52. The Department of Operational Support standard operating procedures on welfare and recreation require UNTMIS and UNSOS to provide adequate welfare activities and recreational facilities to help reduce stress levels, strengthen morale and promote positive behavior.

53. UNTMIS and UNSOS has taken measures to integrate regular welfare and recreation activities into their operations. This included the establishment of staff welfare and recreation committees in both Somalia and Kenya, which coordinated various events, including monthly Somali cultural events and art exhibitions, and provided opportunities for staff to experience Somali cuisine and deepen their understanding of the culture. At the request of staff, designated prayer spaces were established at the Mission locations alongside sports and recreation facilities. In Kenya, the Staff Welfare and Recreation Committee arranged regular gatherings and events, such as bowling sessions to foster staff interaction and build camaraderie.

54. Senior management hosted town hall meetings to provide a platform for staff to voice their concerns. In 2022 and 2023, six town halls were held annually, with another following in January 2024. Besides these sessions, the staff unions meet formally with the Chief Operations and Resources Management, who oversees the Human Resources Section, every three months. Informal meetings are also conducted with the Head of UNSOS and the Director of UNSOS. In addition, UNSOS had a staff counselor based in Mogadishu providing counseling and conflict resolution services to UNTMIS and UNSOS staff in Somalia and Kenya, and staff also had access to staff of the Office of the Ombudsman and Mediation Services based in Nairobi and New York.

55. OIOS concluded that UNTMIS and UNSOS had adequate mechanisms for staff engagement and to address staff concerns and grievances.

IV. ACKNOWLEDGEMENT

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

Internal Audit Division
Office of Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Audit of management of national staff in the United Nations Transitional Assistance Mission in Somalia and the United Nations Support Office in Somalia

Rec. no.	Recommendation	Critical ¹ / Important ²	C/ O ³	Actions needed to close recommendation	Implementation date ⁴
1	UNSOS should take additional measures to expedite the recruitment of national staff and review all completed files to identify qualified applicants for placement on relevant rosters.	Important	O	Receipt of evidence that UNSOS has instituted measures to expedite the recruitment of national staff; and reviews all completed recruitment files to identify qualified applicant and placed them on the relevant rosters	June 2025
2	UNSOS should properly approve and document extensions of temporary appointments to ensure transparency and accountability in the process.	Important	O	Receipt of evidence that UNSOS has put measures in place to ensure extensions of temporary appointments are properly approved and documented.	June 2025
3	UNTMIS and UNSOS should require first reporting officers to ensure that individual staff workplans are promptly developed and uploaded to Inspira and that annual performance evaluations are completed on time.	Important	O	Receipt of evidence the UNTMIS and UNSOS have put measures in place to ensure timely upload of workplans into Inspira and timely completion of staff performance evaluations.	June 2025
4	UNTMIS and UNSOS should require first reporting officers to incorporate the completion of mandatory training requirements into individual work plans for all staff members.	Important	O	Receipt of evidence that UNTMIS and UNSOS have put measure in place to ensure that mandatory training requirements are incorporated in individual staff workplans.	June 2025

¹ Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

² Important recommendations address those risk issues that require timely management attention. Failure to take action could have a high or moderate adverse impact on the Organization.

³ Please note the value C denotes closed recommendations whereas O refers to open recommendations.

⁴ Date provided by UNTMIS and UNSOS in response to recommendations. [

APPENDIX I

Management Response



United Nations Support Office in Somalia (UNSOS)

Interoffice Memorandum

To: Mr. Byung-Kun Min, Director
Internal Audit Division, OIOS **Ref:** UNSOS/010/M/2024-044

Ms. Fatoumata Ndiaye, Under-Secretary-General
For Internal Oversight Services

From: James Swan 
Acting Special Representative of the
Secretary-General for Somalia and Head of the
United Nations Assistance Mission in Somalia **Date:** 26 October 2024

Aisa Kirabo Kacyira 
Assistant Secretary-General and Head of the United Nations
Support Office in Somalia

Subject: Response to the draft report on an audit of management of national staff in the United Nations Assistance Mission in Somalia and the United Nations Support Office in Somalia (Assignment No. AP2023/639/01)

1. Further to your memorandum reference no. OIOS-2024-01801 of 2 October 2024, please find attached the UNSOM and UNSOS response to the subject audit.
2. We thank you for your continued support to the work of UNSOM and UNSOS.

cc: Ms. Xin Zhou, Professional Practice Section, Internal Audit Division, OIOS
Ms. Qurat-ul-Ain Sadozai, Director UNSOS
Ms. Judith Gotz, Chief of Staff, UNSOM
Ms. Cristina Gavazzo, UNSOS
Mr. Dolapo Kuteyi, Senior Administrative Officer, UNSOS
Mr. Lamin Fatty, UNSOS
Ms. Kpanja Kutubu-Koroma, UNSOS
Ms. Helen Tsegay, Audit Response, UNSOS

AUDIT RECOMMENDATIONS

Audit of management of national staff in the United Nations Assistance Mission in Somalia and the United Nations Support Office in Somalia

Rec. no.	Recommendation	Critical/ ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNSO should take additional measures to expedite the recruitment of national staff and review all completed files to identify qualified applicants for placement on relevant rosters.	Important	Yes	Chief Human Resources Officer	June 2025	<p>UNSO will:</p> <ul style="list-style-type: none"> a) Develop a system to track recruitment and alert hiring managers and HR personnel of upcoming deadlines and delays. b) Assign specific HR staff to closely monitor recruitment timelines, cognizant of the austerity measures adopted to address the liquidity constraints and transition-related considerations which may have a negative impact on recruitment timelines for UNSOM and UNSOS. c) Provide regular progress reports to senior management for accountability and prompt action. d) Undertake an immediate review of all completed recruitment files to identify and add qualified applicants to relevant rosters. e) Conduct training sessions for hiring managers on effective recruitment practices and increase their awareness of the impact of long outstanding vacancies on critical operations and the overall mandate implementation.

¹ Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

² Important recommendations address those risk issues that require timely management attention. Failure to take action could have a high or moderate adverse impact on the Organization.

AUDIT RECOMMENDATIONS

Audit of management of national staff in the United Nations Assistance Mission in Somalia and the United Nations Support Office in Somalia

Rec. no.	Recommendation	Critical/ Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
2	UN SOS should properly approve and document extensions of temporary appointments to ensure transparency and accountability in the process.	Important	Yes	Chief Human Resources Officer	June 2025	UN SOS will: (i) Implement clear guidelines and procedures for managing temporary appointments at UN SOS and UN SOS. The guidelines will include criteria for when managers can consider extensions beyond 364 days and the requisite approval process. (ii) Maintain a dedicated log to track all temporary appointments and cases requiring exceptional approval for extensions beyond the standard period. The Chief of the Human Resources Section will review the monthly log to ensure the required approvals are obtained and documented.
3	UN SOS and UN SOS should require first reporting officers to ensure that individual staff workplans are promptly developed and uploaded to Inspira and that annual performance evaluations are completed on time.	Important	Yes	Chief Human Resources Officer	June 2025	UN SOS and UN SOS senior management will issue instructions requiring all staff, including first and second reporting officers, to ensure the timely completion of work plans and performance evaluations.

AUDIT RECOMMENDATIONS

Audit of management of national staff in the United Nations Assistance Mission in Somalia and the United Nations Support Office in Somalia

Rec. no.	Recommendation	Critical/ ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
4	UNSOM and UNSOS should require first reporting officers to incorporate the completion of mandatory training requirements into individual work plans for all staff members.	Important	Yes	Chief Human Resources Officer	June 2025	UNSOM and UNSOS senior management will issue instructions to all staff to include the completion of mandatory training courses, and induction training for new staff, in their work plans. Supervisors will evaluate adherence to these requirements during the annual performance reviews.