



INTERNAL AUDIT DIVISION

REPORT 2024/065

Audit of transport and vehicle fleet management in the United Nations Support Office in Somalia

UNSOS needed to reassess the vehicle allocation and ensure timely maintenance and repair of vehicles and material handling equipment

**16 December 2024
Assignment No. AP2024-638-01**

Audit of transport and vehicle fleet management in the United Nations Support Office in Somalia

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of transport and vehicle fleet management in the United Nations Support Office in Somalia (UNSOS). The objective of the audit was to assess the effectiveness and efficiency of transport services and vehicle fleet management in UNSOS. The audit covered the period from January 2022 to June 2024 and focused on the following higher and medium-risk area: (a) acquisition of transport assets; (b) allocation of vehicles; (c) maintenance, repair and disposal of transport assets; and (d) operation and monitoring of use including environmental and safety concerns.

OIOS observed adequate access controls over the use of Carlog and related data protection and environmental concerns were integrated into transport operations by monitoring vehicle idling and enforcing proper waste segregation.

However, the Vehicle Establishment and Traffic Safety Committees have not met as required, leaving vehicle reallocation and road safety measures unaddressed. Additionally, there were delays in the delivery of spare parts, and the maintenance contract was extended despite the contractor's inadequate performance, lack of verification of its personnel's competency requirements, and the absence of clear and measurable key performance indicators in the contract for effective monitoring.

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

- Improve the functioning of the Vehicle Establishment Committee by updating the membership and scheduling regular meetings.
- Restock the Transport Section warehouse in Mogadishu with frequently used spare parts.
- Take measures to enforce contractual requirements for the maintenance and repair of vehicles and material handling equipment by: (a) requiring vendors to verify and provide certifications and training records of contractor personnel; and (b) including clear and measurable performance indicators in the contract amendment and tracking them monthly for timely corrective actions.

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

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Audit of transport and vehicle fleet management in the United Nations Support Office in Somalia

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of transport and vehicle fleet management in the United Nations Support Office in Somalia (UNSOS).
2. The Security Council resolution 2245 (2015) mandated UNSOS to provide logistical support to the United Nations Transitional Assistance Mission in Somalia (UNTMIS) formerly known as the United Nations Assistance Mission in Somalia (UNSOM), the African Union Mission in Somalia (AMISOM), the Somali National Army, and the Somali Police Force in joint operations with AMISOM. Further, Security Council resolution 2628 (2022) of 31 March 2022 endorsed AMISOM's reconfiguration into the African Union Transition Mission in Somalia (ATMIS) with continued logistical support through UNSOS.
3. Transport and vehicle fleet management operations are conducted in Somalia and Kenya. As of 30 June 2024, UNSOS managed fleet of 995 vehicles, including light passenger vehicles (LPV), armoured personnel carriers (APCs), and material handling equipment (MHE) with a cost and net book value (NBV), as shown table 1.

Table 1: Reporting entity, cost, and net book value of transport section assets

Fleet type	Number of assets	Cost (\$)	Net Book Value (\$)
APC	151	26,894,752	11,015,974
LPV	222	5,923,159	1,466,850
MHE	622	64,742,665	21,674,551
Total	995	97,560,576	34,157,375

Source: Umoja records

4. The Transport Section in UNSOS is responsible for the transport and vehicle fleet management, including: (a) providing transportation services, including duty travel and dispatch for UNTMIS, UNSOS, and ATMIS personnel in Somalia and Kenya; and (b) maintaining and repairing United Nations-owned vehicle (UNSOS, UNTMIS, ATMIS). The implementation of these responsibilities is guided by the United Nations Departments of Peace Operations (DPO) and Field Support (DFS)¹ Surface Transport Management and Road Safety in the Field Manuals. As of 30 June 2024, the Transport Section was headed by a Chief Transport Officer (CTO) at the P-5 level with 34 staff (13 international, 17 nationals, and 4 United Nations Volunteers) and 64 contractors' personnel.
5. Due to the light footprint setup, UNSOS outsourced the provision of vehicle and MHE maintenance, repair services, and spare parts in Somalia to contractor A under a not-to-exceed contract of \$17 million, covering the period from 31 October 2019 to 30 October 2024, with extension until 31 December 2024. UNSOS Transport Section is responsible for providing oversight.
6. The Transport Section's 2021/22, 2022/23, and 2023/24 budget figures are shown in table 2.

¹ Now referred to as Department of Operational Support (DOS)

Table 2: **Transport budget for 2021/22, 2022/23 and 2023/2024 (in \$)**

Expenditure Group	2021/22	2022/23	2023/24
Acquisition of vehicles	4,745,377	3,606,100	0
Acquisition of workshop equipment	23,447	0	10,100
Repairs and maintenance	2,564,453	3,789,100	3,860,400
Liability insurance	32,995	43,400	50,700
Acquisition of spare parts	1,600,676	733,400	930,800
Total	8,966,948	8,172,000	4,852,000

Source: *UNSOS 2023/24 Budget report*

7. Umoja, the United Nations’ enterprise resource planning system, provides a centralized platform to track, maintain and manage UNSOS fleet operations. It ensures that vehicles are properly accounted for, with maintenance schedules accurately recorded and reported. Carlog, the electronic vehicle management system, was rolled out in November 2021 to collect data on vehicles, including their location and utilization. It is primarily used for monitoring vehicle performance.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

8. The objective of the audit was to assess the effectiveness and efficiency of transport and vehicle fleet management in UNSOS.

9. This audit was included in the 2024 OIOS risk-based work plan due to operational, safety, financial, and reputational risks related to transport operations.

10. OIOS conducted the audit from April to July 2024 and covered the period from January 2022 to June 2024. Based on an activity-level risk assessment, the audit covered higher and medium-risk areas, which included: (a) acquisition of transport assets; (b) allocation of vehicles; (c) maintenance, repair and disposal of transport assets; and (d) operation and monitoring of use including environmental and safety concerns.

11. The audit methodology included (a) interviews with key personnel in UNSOS involved in the management of transport services and vehicle fleet; (b) review of relevant documents, such as budget reports, training records and contract documents; (c) judgmental sample testing of 50 out of 995 vehicles and MHE to ascertain whether preventive maintenance was conducted as per the scheduled plan; (d) analytical review of spare parts utilization data from Umoja; (e) review of Carlog system for data accuracy, security, and user access controls; and (f) visit to transport workshops in Nairobi and Mogadishu to observe and verify transport assets physically.

12. OIOS conducted the audit in accordance with the International Standards for the Professional Practice of Internal Auditing.

III. AUDIT RESULTS

A. Acquisition of transport assets

Procurement of vehicles, material handling equipment and spare parts were mainly through the United Nations system contracts

13. The United Nations Surface Transport Manual requires UNSOS to procure standard vehicles, MHEs, and accessories primarily through United Nations system contracts or, with authorization locally after confirming the availability of the required assets from other United Nations missions or agencies. The data obtained from Umoja showed that UNSOS procured 55 vehicles for \$1,068,415 and 7 MHEs for \$754,442 during the audit period from the same vendor using the United Nations system contracts. Further, availability of required vehicles/MHEs was checked with other United Nations missions and agencies before initiating the procurement process.

14. The United Nations Surface Transport Manual and Procurement Manual require UNSOS to source spare parts primarily through United Nations system contracts or formal solicitation, with low-value acquisition² (LVA) up to or equal to US\$ 10,000 requiring at least three quotations. As per Umoja records, UNSOS procured spare parts totalling \$3,780,106 during the audit period, mainly through system contracts. Table 3 below lists the methods utilized to procure spare parts.

Table 3: Spare parts acquisition methods during the audit period

Acquisition method	Value (\$)	Percentage
System contracts	2,966,467	79
Request for quotation (RFQ)	431,930	11
Low-value acquisition (LVA)	292,362	8
Direct contracting – Sole sourcing	89,347	2
Total	3,780,106	100

Source: Umoja records

15. OIOS review of a random sample of 30 procurement actions through RFQ, LVA, and sole sourcing indicated that each RFQ, LVA, and sole sourcing action was supported by appropriate documentation, including LVA requests stating the reason for using the LVA and a minimum of three quotations received. Based on the above, OIOS concluded that spare parts were procured using the recommended options.

B. Allocation of vehicles

Vehicle allocations needed to be re-assessed through the Vehicle Establishment Committee

16. The DOS SCRM requires the vehicle establishment of sections/units be based on staff numbers and functions to ensure efficient utilization of vehicle resources. To oversee and promote the safe use of vehicles, UNSOS is required to establish a Vehicle Establishment Committee (VEC). The VEC is to meet at least once a year.

17. UNSOS established a VEC in October 2020, comprising representatives from UNSOS, UNTMIS and ATMIS. The VEC met in April 2021 and approved vehicle allocations for each entity. OIOS review of

² Items readily available, off-the-shelf or standard specification goods or services up to or equal to US\$ 10,000, or simple works or services up to or equal to the value of US\$ 10,000.

the meeting minutes revealed that the assignment of vehicles deviated from the SCRM, as illustrated by the case examples in table 4.

Table 4: Assignment of vehicles in selected units in UNSOS

Section/Unit	Entity	Staff numbers	SCRM recommended	Actual assigned
Joint Justice and Correction Section	UNTMIS	7 staff – One D1, 4 International civilians, and 2 National Professional Officers	4	11
Political Affairs and Mediation Group	UNTMIS	12 staff – One D1, 7 International civilians, and 5 National Professional Officers	4	6
Office of the Chief of Staff	UNTMIS	10 staff – One D1 and 9 International civilians	3	6
Close Protection	UNSOS	17 International civilian staff	6	6
Security Section	UNSOS	20 staff – 9 International civilians, 7 United Nations Volunteer, and 4 National Professional Officers	6	9
Medical Section	UNSOS	11 staff – 8 International civilians, 1 United Nations Volunteer, and 2 National Professional Officers	3	2

Source: Transport Section records

18. The review noted that the deviation from SCRM was due to the geographical and security situation prevailing in the UNSOS/UNTMIS area of operation and the independent operational nature of units within sections, including premises security and outpost offices. For example, the UNSOS Security Section was assigned 9 rather than 6 vehicles as per the SCRM because they operate seven sectors of the UNSOS areas of operation in Somalia and Kenya, and each unit cannot operate without a vehicle, thus necessitating deviation from SCRM.

19. Subsequently, in 2023 the Transport Section reviewed the vehicle establishment of sections/units after the Mission received 66 new vehicles. It assigned 2 vehicles each to the Mombasa and Nairobi units in Kenya and the offices of the Assistant Secretary-General and Director in Somalia because they were below the SCRM ratio requirements. It also assigned 10 to ATMIS as a replacement for written-off vehicles.

20. However, there was no comprehensive review of the allocation since 2021, which left necessary vehicle reallocation unaddressed. For example, ATMIS was assigned 97 vehicles in April 2021 when troop numbers were 22,000. As of 30 June 2024, this figure had reduced to 12,626, as per the Security Council resolution 2741 (2024), indicating the need to reassess and potentially reduce their vehicle allocation.

21. The above occurred because the VEC has not convened since its inaugural meeting. Transport Section, serving as the secretariat and responsible for the meetings, had not included these meetings in its 2021/22, 2022/23 and 2023/24 work plans. Further, the VEC needed to be reconstituted as 7 of the 15 VEC members including the chairperson, had left UNSOS.

(1) UNSOS should improve the functioning of the Vehicle Establishment Committee by updating the membership and scheduling regular meetings.

UNSOS accepted recommendation 1 and stated that it would review the current membership of the Vehicle Establishment Committee, convene quarterly meetings, and ensure tasks related to Vehicle Establishment Committee responsibilities are included in the section work plan.

C. Maintenance, repair and disposal of transport assets

There were delays in the maintenance and repairs of vehicles and material handling equipment

22. To maintain operational readiness, UNSOS is required to ensure the prompt availability of vehicles/MHE for operations through effective maintenance and repair.

23. UNSOS equipped its workshops in Somalia with essential tools, including generic diagnostic tools for all light vehicles enabling contractor A to perform its work effectively under the labour-only repair and maintenance contract. Other actions included a new APC workshop featuring eight vehicle repair bays in Mogadishu in March 2022 for \$327,118, and an upgraded heavy-duty workshop with dedicated tools, including heavy-duty tire-changing machines, introduced in July 2023 for \$119,114.

24. Despite these measures, serviceability levels did not meet the targets, as shown in table 5 below, indicating that fewer vehicles/MHEs were available for mandated tasks in 2022, 2023 and 2024.

Table 5: Target and actual serviceability levels for assets

Asset category	Target Serviceability Levels (%)	Actual Serviceability Levels (%)		
		2022	2023	2024
Light passenger vehicles	90	71	81	80
APCs, stackers, and forklifts	85	72	77	79

Source: Umoja BI/Transport Section records

25. The shortcomings explained below contributed to the underperformance:

a) *Ineffective management of non-system spare parts inventory*

26. Contractor A was unable to provide most of the needed spare parts, causing delays in asset maintenance. The parts delivered were overpriced and rejected by UNSOS, further delaying the maintenance of assets like APCs. As a temporary measure, in October 2023, the Transport Section established two contracts with two manufacturers of non-system contract spare parts and issued blanket purchase orders valued at \$200,000 to reserve the parts when needed.

27. OIOS review showed that safety stock levels had not been determined nor maintained, thus resulting in stockouts of spare parts that delayed repair and maintenance jobs. For example, as of 27 June 2024, Umoja records indicated that 2,118 out of 9,846 (21 per cent) spare part items were out of stock. Although a safety stock determination project (completed in August 2024) established 11,421 spare parts, earlier delays had already impacted operations.

28. Centralized storage at the warehouse in Mogadishu managed by non-transport personnel caused delays of three or more days in delivering parts to the transport workshop, located three kilometres away. The Transport Section explained that it maintained limited stocks of frequently used spare parts at its warehouse in Mogadishu to provide to contractor A when needed. A 2023 mission-wide stock optimization exercise added to the delays by relocating frequently used spare parts to the central facility impacting basic maintenance despite subsequent warehouse repairs.

29. The vehicles/MHE maintenance and repair contract ended on 30 October 2024 and was in the process of being extended to December 2025 due to the liquidity crisis and to avoid the mobilization costs

associated with a new contractor. As part of the contract amendment, UNSOS would need to include additional measures to mitigate risks unavailable spare parts. These measures may include requiring a detailed list of non-system contract spare parts with pricing and specifying minimum stock levels of critical spare parts.

(2) UNSOS should take measures to promptly restock and regularly update the Transport Section warehouse in Mogadishu with frequently used spare parts.

UNSOS accepted recommendation 2 and stated that Management would continue to follow up on the relocation of the frequently used spare parts to the Transport warehouse to support daily workshop operations.

b) Ineffective oversight of the contractor's performance and competence

30. UNSOS established KPIs to monitor and measure contractor A’s performance. However, the KPIs were defined too broadly to hold the contractor responsible and did not include financial disincentives for non-compliance. For example, on work completion, the contractor was simply required to ensure routine maintenance was completed as per the approved schedule. The penalty for non-compliance was the issuance of a non-compliant report. On the other hand, there was a financial incentive for the contractor in terms of additional hours that could be charged³ for delayed maintenance. This contributed to delays in maintaining or repairing vehicles/MHE.

31. Contractor A was evaluated quarterly. OIOS review of 18 contract performance reports (CPRs) from October 2019 to March 2024 showed that the contractor performance was rated largely unacceptable, as per table 6.

Table 6: Contract Performance Report Ratings

CPR reports	Rating	Percentage
3	Acceptable	17
6	Minimally acceptable	33
9	Unacceptable	50
18		100

Source: United Nations Contract Performance Reporting Tool (CPRT)

32. Issues noted included non-adherence to work schedules, unskilled technicians in workshops, a shortage of fabricators, and incorrect diagnoses of vehicles/MHEs, resulting in incomplete repair tasks, such as overfilling engine oil, missing hand brakes, and inoperative wipers. These factors also contributed to delays in repairing and maintaining assets. OIOS noted that UNSOS had specified the competence requirement for the contractor's personnel in the statement of work as required by the United Nations Procurement Manual. The contractor indicated in the bid documents that it had the requisite personnel. However, UNSOS did not conduct experience checks on the contractor’s key personnel before awarding the contract. Given the significant contract amount, competency verification should have been done.

33. Since the current contract lacked clear and measurable performance indicators, limiting UNSOS's ability to hold the contractor accountable, any further extension of the contract should include SMART KPIs objectives to improve oversight and ensure effective service delivery.

³ The longer a vehicle/MHE stays in the workshop, the more likely it will develop additional faults that the contractor will have to fix before the vehicle/MHE is released.

- (3) UNSOS should take measures to enforce contractual requirements for the maintenance and repair of vehicles and material handling equipment by: (a) requiring vendor to verify and provide certifications and training records of contractor personnel; and (b) including clear and measurable performance indicators in the contract amendment and tracking them monthly for timely corrective actions.**

UNSOS accepted recommendation 3 and stated that management would ensure the contractor provides relevant documentation, such as certificates and training records, to verify that key personnel are proficient in maintaining and repairing Material Handling Equipment (MHE) and heavy equipment before the award of the contract. Additionally, management would monitor the contractor's performance against the KPIs and promptly implement corrective measures as necessary throughout the contract period.

Despite delays, UNSOS had effective control over the quality and cost of repair works

34. UNSOS is required to maintain and repair vehicles/MHE per manufacturers' requirements that require category "A" preventive maintenance on vehicles after 6 months or 5,000 km, and for MHE after 3 months or 250 hours; and category "B" preventive maintenance after 12 months or 10,000 km for vehicles and 6 months or 500 hours for MHE.

35. UNSOS developed a maintenance plan (plan) for vehicles/MHE that is consistent with the United Nations policy of vehicle/MHE maintenance and the manufacturers' requirements. The plan specified preventive maintenance schedules based on time or usage. For example, category "A" preventive maintenance was required for vehicles after 6 months or 5,000 km, and for MHE after 3 months or 250 hours. Additionally, it required category "B" preventive maintenance after 12 months or 10,000 km for vehicles and 6 months or 500 hours for MHE. Corrective maintenance or repairs is performed after vehicles/MHE experienced malfunction. It addressed issues such as damaged windows, flat tires, malfunctioning air conditioning systems, or other unexpected repairs necessary to restore functionality and safety.

36. OIOS review of a random sample of maintenance records for 50 out of 995 vehicles/MHE showed that 37 were maintained as per the plan. Category "A" preventive maintenance was carried out after 6 months or 5,000 km for vehicles and after 3 months or 250 hours for MHE. Preventative maintenance of the remaining 13 vehicles was not carried out as scheduled because these vehicles underwent corrective maintenance, during which preventive maintenance was also performed.

37. To ensure that preventive and corrective maintenance work in Somalia was adequately carried out, a quality control team established within the Transport Section provided oversight on pricing and quality of work by contractor A. This was done by reviewing and checking the reasonableness of chargeable quoted hours and, later, the quality of each job. In Kenya, transport responsible officers invited quotations from the four pre-selected contractors and issued a task order to the contractor, offering the best value in terms of price and technical quality.

38. During the audit period, per Umoja records, the Transport Section issued 6,506 maintenance and repair service orders, including spare parts costing \$9.7 million to contractors in Somalia and Kenya. This averaged \$3.88 million per year in maintenance and repair costs. A review of all 112 and 153 task orders and related quotations for November 2023 and May 2024 showed that the quality control team reviewed each quotation and reduced quoted hours when vendor estimates were excessive. For example, contractor-quoted times were reduced by 157 and 361 hours, respectively, in November 2023 and May 2024. At a contract price of \$33 per hour for contractor A, this resulted in savings of \$5,181 and \$11,913, respectively. Additionally, each job was certified by the quality control team in Somalia or the transport officer in Kenya

before payment was processed. Based on the sample reviewed, OIOS concluded that the Transport Section implemented proper controls over the maintenance of vehicles and MHEs.

Assets were replaced or disposed of when the cost of repairs outweighed the benefits

39. UNSOS is required to: (a) dispose of assets when maintenance or repairs costs outweigh the economic life of the asset or purchase cost, and (b) replace vehicles and MHE based on age, mileage, or operational hours for MHE. The Department of Operations Support (DOS) standard cost ratio manual (SCRM) specifies that MHEs should be replaced at the end of their economic life and vehicles after six years or 140,000 kilometers.

40. During the audit period, UNSOS disposed of 179 assets (cost \$11.78 million, and NBV \$2.03 million) through sale, scrap due to wear and tear, accident, and obsolescence. OIOS review noted that the Transport Section monitored maintenance and repair costs of the vehicles/MHEs and acted on technical assessment reports recommending disposal when the cost of repairs and maintenance outweighed the remaining economic life or NBV. For example, in September 2023, five vehicles were written off because their cost of repairs of \$98,933 was more than the NBV of \$13,667.

41. The Transport Section did not replace vehicles based on mileage or age as per the DOS SCRM. It disposed of 70 vehicles in 2022 aged between 9 to 15 years. Further, of the 995 vehicles/MHEs in the books of transport section as of June 2024, 427 (cost \$42,425,199, NBV \$6,492,597) were acquired as far back as 2008 and thus aged 16 years. This was because the vehicles were still serviceable and maintenance costs did not outweigh the NBV, even though they were due for replacement.

Inventory was reviewed to identify surpluses

42. UNSOS is required to (a) regularly review its asset inventory to identify surpluses for transfer to other DPO missions or United Nations agencies, and (b) notify other missions of available surplus items through designated platforms.

43. In 2022, the Transport Section identified four surplus pieces of equipment valued at \$27,603 (NBV \$3,214), which were sold instead of being transferred due to high transportation costs. OIOS analysis of spare parts inventory records identified 1,218 items costing \$5,573,913 not consumed for over three years and could be transferred. The Transport Section had not reviewed its spare parts inventory regularly in the past due to data inconsistencies between Umoja and physical records, resulting in stock management issues.

44. In June 2024, following the completion of the stock optimization exercise, the Transport Section identified spare parts valued at \$406,364 as surplus to be disposed of through the Surface Transport Bulletin Board. Given the significant value of unconsumed spare parts and the recent identification of surplus items, the Transport Section would achieve savings by establishing a formal inventory review schedule and setting up a monitoring system to track its implementation. The need for establishing a formal schedule for inventory review and setting up a monitoring system to track its implementation will be addressed as part of the ongoing audit of warehouse operations in UNSOS (Assignment No. AP2024-638-04).

UNSOS took a measure to ensure that vehicles for transporting persons and goods were suited for purpose

45. UNSOS is required to ensure that vehicles transporting persons and goods are suitable for their designated purpose. OIOS conducted spot inspections of vehicles in Mogadishu and Nairobi. While 17 vehicles in Mogadishu were properly equipped (seat belts; fire extinguishers; spare wheels, first aid kits, and warning triangles), 13 of 29 vehicles (45 per cent) in Nairobi lacked essential items. Specifically, 10

were missing fire extinguishers, 6 (including one assigned to the Special Representative of the Secretary-General) did not have spare wheels, 7 lacked first aid kits, and 2 were without warning triangles.

46. The above conditions that posed a reputational risk to the organization and endangered the safety of passengers and drivers were due to ineffective communication between the UNSOS Nairobi and Mogadishu transport offices. The Transport Section has since addressed the issues by implementing a monthly reporting schedule on the status of vehicles.

D. Operation and monitoring of use

Need to improve the effectiveness of the Advisory Committee of Traffic Safety

47. UNSOS is required to establish a Road Safety Committee (RSC) to promote the safe use of mission vehicles, with quarterly meetings. The Transport Section supports the RSC by calling the meetings, preparing and circulating the agenda, and preparing the minutes of meetings.

48. In March 2022, an Advisory Committee on Traffic Safety (ACTS), including members from UNSOS, UNTMIS, and ATMIS, was established. It met on 24 March 2022 and discussed road safety issues, including introducing speed limits within the mission area and organizing half-yearly road safety weeks to sensitize personnel. The ACTS had not met since 24 March 2022. Consequently, no road safety policies or procedures have been developed nor have a road safety week organized despite 250 incidents/accidents, such as careless driving involving mission vehicles from January 2022 to May 2024, resulting in repairs totalling \$223,977.

49. Further, the ACTS needed to be reconstituted as 4 of the 7 ACTS members, including the chairperson, had left UNSOS. In its November 2024 management letter, the Board of Auditors highlighted deficiencies in the functioning of the Mission's Advisory Committee on Traffic Safety. It recommended that UNSOS ensure the Committee fulfils its role for improving the safe operation of vehicles and strengthening oversight of unsafe human behaviours. Therefore, OIOS did not make a recommendation.

UNSOS implemented adequate controls over the use of Carlog and related data protection

50. The United Nations' personal data protection and privacy principles require UNSOS to establish appropriate physical and technical safeguards to protect information from unauthorized or accidental access, damage, loss, or other risks.

51. To monitor vehicle utilization and performance, the Transport Section installed Carlog on 650 out of the 699 (93 per cent) vehicles. Carlog provided UNSOS real-time information, including over speeding, vehicle use rate, and idling times. Starting in March 2024, the Transport Section produced weekly reports on vehicle use from Carlog and forwarded them to senior management for corrective action. For example, in the week ending 2 March 2024, 156 out of 323 vehicles used were driven above the recommended speed limit. Similarly, in the week ending 25 May 2024, mission vehicles idled for 119,976 minutes (1,999.6 hours).

52. OIOS review noted that Carlog devices in vehicles was encrypted during transmission to a server within a reinforced container in the United Nations compound in Somalia with access limited to authorized Field Technology Section (FTS) personnel providing technical support. Logical access to the Carlog server and application was password-controlled, and confined to the UNSOS internal network, while all FTS staff working on the server signed non-disclosure agreements and completed the required information security training. Weekly reports were distributed to senior management, and all computers with access to the Carlog

had updated anti-virus software installed. Based on the above, OIOS concluded that UNSOS implemented adequate controls over the use of Carlog and related transport data protection.

UNSOS has taken actions through client feedback and performance monitoring

53. UNSOS established an email account for transport service users to provide feedback on its services, aiming to identify areas for improvement. In June 2023, UNSOS conducted an ATMIS feedback exercise on the level and quality of service. The feedback highlighted inadequate vehicle provisions and poor vehicle conditions, including a lack of air conditioners, first aid kits, and wheel pullers/jacks. As a result, during the subsequent review of the vehicle establishment of sections/units, UNSOS assigned 10 vehicles to ATMIS as replacements for obsolete vehicles.

54. Carlog monitored performance indicators, including over speeding, idling, and movements. UNSOS acted against persistent violators of vehicle regulations. For example, a reprimand letter was given to staff in June 2022 and in 2024, five staff members had their United Nations-issued driving permits withdrawn for over speeding. OIOS concluded that client feedback and monitoring of vehicle performance were used to improve transport services and ensure compliance with safety measures.

UNSOS is taking measures to ensure use of shuttle service by only authorized and properly identified persons

55. UNSOS is required to ensure that all persons using its transport services are authorized and that non-United Nations personnel sign a waiver of liability form before using transport assets.

56. UNSOS provided shuttle services to United Nations personnel in Somalia with 2,598, 5,665, and 9,156 personnel utilizing the services in Mogadishu in January 2022, December 2023, and March 2024, respectively. Non-United Nations entities were also accommodated on a cost-reimbursable basis with the approval of the Director of UNSOS and signed waivers of liability exonerating UNSOS of any liability. To ensure authorized use of shuttle services, passengers were required to provide their name, organization, and identification documents (ID) number. However, records showed that this was not consistently followed. For example, on 1 February 2022, 13 passengers provided only a single name, and in September 2023, 622 out of 6,570 (9 per cent) failed to provide ID numbers. Thus, there is the risk that unauthorized personnel might use the shuttle services without signing the waiver of liability form, potentially making the organization liable for damages following an accident.

57. The above occurred because passengers manually filled out paper forms while already in the vehicle. Some passengers either did not complete the forms or provided incomplete information. At the time of the audit, the Transport Section and the Field Technology Section had developed an electronic system to capture the required information, and procurement of the system had been launched. Because of the above, OIOS did not make a recommendation.

Environmental and safety concerns were factored into transport operations

58. UNSOS ensure that transport operations are environmentally compliant manner and maintain safe working conditions. Transport operations generate waste, including used tires and oil, lubricant, batteries, plastics and paper that if not handled properly, affect the environment. The following measures were taken to address these concerns:

- The Transport Section incorporated environmental compliance and safe working condition clauses in contracts. For example, the vehicle/MHE maintenance contractor was required to comply with

United Nations environmental policies, including conserving water and segregating waste, and responsibly handling lubricants and other contaminants.

- Transport Section addressed environmental damage from vehicle idling by installing Carlog on vehicles to monitor and reduce idling times, with production of weekly reports to notify users.
- To prevent rust-related environmental harm, vehicles are washed regularly, treated for anti-corrosion and inspected monthly.
- Waste segregation and manufacturer take-back programmes were in place. Color-coded bins were used for waste segregation, with licensed contractors disposing of waste through incineration in government-approved sites.

59. Under the Central Warehouse Section, the Property Disposal Unit disposed of used and damaged tires and lead-acid batteries by selling them through a contract. OIOS review of disposal records and export documents showed that the tires were recycled into landscaping material, shoes, flowerpots, and furniture, while 125,600 kilograms of used batteries were exported for recycling into new ones. These efforts demonstrated the integration of environmental and safety considerations into transport operations.

IV. ACKNOWLEDGEMENT

60. OIOS wishes to express its appreciation to the management and staff of 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 transport and vehicle fleet management in the United Nations Support Office in Somalia

Rec. no.	Recommendation	Critical ⁴ / Important ⁵	C/ O ⁶	Actions needed to close recommendation	Implementation date ⁷
1	UNSOS should improve the functioning of the Vehicle Establishment Committee by updating the membership and scheduling regular meetings.	Important	O	Receipt of evidence that membership of the Vehicle Establishment Committee has been updated and it meets regularly as required.	31 December 2025
2	UNSOS should take measures to promptly restock and regularly update the Transport Section warehouse in Mogadishu with frequently used spare parts.	Important	O	Receipt of evidence that the Transport Section warehouse is operational.	31 December 2025
3	UNSOS should take measures to enforce contractual requirements for the maintenance and repair of vehicles and material handling equipment by: (a) requiring vendors to verify and provide certifications and training records of contractor personnel; and (b) including clear and measurable performance indicators in the contract amendment and tracking them monthly for timely corrective actions.	Important	O	Receipt of evidence that clear and measurable performance indicators are in the contract being procured and credentials of contractor key personnel were verified.	31 December 2025

⁴ 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.

⁵ 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.

⁶ Please note the value C denotes closed recommendations whereas O refers to open recommendations.

⁷ Date provided by UNSOS in response to recommendations.

APPENDIX I

Management Response

AUDIT RECOMMENDATIONS

Management Response

Audit of transport and vehicle fleet management in the United Nations Support Office for Somalia (Assignment No. AP2024-638-01)

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNSOS should improve the functioning of the Vehicle Establishment Committee by updating the membership and scheduling regular meetings.	Important	Yes	CTO/DCT	December 2025	Management seeks to inform the auditors that UNSOS will review the current membership of the Vehicle Establishment Committee, convene quarterly meetings, and ensure tasks related to Vehicle Establishment Committee responsibilities are included in the section work plan.
2	UNSOS should take measures to promptly restock and regularly update the Transport Section warehouse in Mogadishu with frequently used spare parts.	Important	Yes	Supply chain management	December 2025	Management will continue to follow up on the relocation of the frequently used spare parts to the Transport warehouse to support daily workshop operations.
3	UNSOS should take measures to enforce contractual requirements for the maintenance and repair of vehicles and material handling equipment by: (a) requiring vendors to verify and provide certifications and training records of contractor personnel; and (b) including clear and measurable performance indicators in the contract amendment and tracking them monthly for timely corrective actions.	Important	Yes	Chief Maintenance Unit/ Contract officer	December 2025	Management seeks to advise the auditors that (a) As per the signed contract terms transport management verifies all vendor's provided certification/s and training records of the contractor personnel. (b) In the new contract under development, management will ensure the contractor to provide relevant documentation, such as certificates and training records, to verify that key personnel are proficient in maintaining and repairing Material Handling Equipment (MHE) and heavy equipment before the award of the

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

Management Response

Audit of transport and vehicle fleet management in the United Nations Support Office for Somalia (Assignment No. AP2024-638-01)

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						contract. Additionally, management will monitor the contractor's performance against the KPIs and promptly implement corrective measures as necessary throughout the contract period.
4	UNSOS should improve the functioning of the Advisory Committee on Traffic Safety by updating the membership and scheduling regular meetings.	Important	NO	Transport Section	See attached extract of UNSOS 2024 BOA Management Letter	<p>Management wishes to inform the auditors that during the 2024 audit of UNSOS, the BOA issued the same recommendation (<i>see attached extract of the BOA observation Paragraph 140 to 148</i>), and implementation is currently underway. UNSOS will ensure that the Road Safety Committee meets quarterly to review accident/incident reports, identify root causes, and provide necessary recommendations and mitigations to minimize the root causes of these unfortunate accidents and incidents.</p> <p>In this regard, Management requests that the auditors withdraw this recommendation, as implementation will be monitored by the BOA.</p>

Insufficient functioning of the Road Safety Committee

140. The Surface Transport Manual (DOS/2023.03) states that where a mission is operating a fleet of more than 200 passenger vehicles (including contingent-owned), it is essential that the Administration (Director (Chief) of Mission Support (DMS/CMS) shall establish a Road Safety Committee (RSC).

141. Para. 503 of the Surface Transport Manual (DOS/2023.03) states that, the central functions of the Road Safety Committee should include: *Reviewing road accidents involving mission vehicles to identify the unsafe human behaviors and conditions associated with the operation of mission vehicles. Analyzing the underlying personal and environmental factors influencing the safety issues identified, such as peer pressure, lack of facilities and viable alternatives, lack of certain skills and knowledge to execute the desired behaviors, social standards of the environment, etc. Identifying possible internal and external barriers to success, i.e., those which are within the control of the Organization and those which are not. ... Taking any other steps necessary for ensuring the safe operation of mission vehicles within the mission.*

142. Para. 508 of the Surface Transport Manual (DOS/2023.03) also states that, RSC should normally meet quarterly.

143. We noted that UNSOS managed 835 vehicles, including 203 light passenger vehicles in the financial year 2023/24. UNSOS established the Road Safety Committee on 21 April 2022. However, the Road Safety Committee did not have any meetings since then, and has not fulfilled its functions.

144. We also noted that the number of vehicle accidents increased by 33 per cent during the financial year 2023/24 in UNSOS, compared to the accidents in the financial year 2022/23. The related amount of repairment costs of the accidents during the financial year 2023/24 was \$187,225.

145. Management explained that sanctions had been implemented on driving violations. The increase in cost was primarily related to five Improvised Explosive Devices (IED) or road explosions incidences. The total associated cost for five IED cases was \$104,057.32 (56 per cent).

146. We are of the view that the Road Safety Committee should regularly identify current unsafe practices and conditions associated with operations, analyze personal/environmental factors, identify possible internal and external barriers to success, and recommend policy changes related to mission safety road driving.

147. We recommend that UNSOS ensure the Road Safety Committee fulfill its functions by enhancing the safe operation of mission vehicles and intensifying the oversight of unsafe human behaviors.

148. UNSOS accepted the recommendation.