



INTERNAL AUDIT DIVISION

REPORT 2025/085

Audit of movement control activities within the United Nations Mission in the Republic of South Sudan

**While UNMISS Movement Control activities
generally supported the Mission's mandate,
improvements were needed to strengthen
operational efficiency and accountability**

**26 December 2025
Assignment No. AP2025-633-01**

Audit of movement control activities within the United Nations Mission in the Republic of South Sudan

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of movement control activities within the United Nations Mission in the Republic of South Sudan (UNMISS). The objective of the audit was to assess the adequacy and effectiveness of the activities implemented by UNMISS for the transportation of passengers and cargo; and their compliance with policies and guidelines governing movement control activities in United Nations field missions. The audit covered the period from 1 January 2023 to 31 March 2025 and included: (a) planning and accountability; (b) passenger and cargo movement operations; and (c) vendor management.

While UNMISS Movement Control operations generally supported the Mission's mandate, OIOS review noted gaps, including inadequate movement control annual work plans; irregular field evaluation visits; infrequent and untimely update of the list of movement of personnel approvers in the Field Support Suite (FSS); and inadequate vendor management and performance tracking for freight-forwarding contracts.

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

- Refine the Movement Control Section's work planning to ensure that work plans include key operational metrics directly linked to the Section's core responsibilities.
- Ensure that the Quality Assurance and Safety Unit strengthens its oversight role by conducting regular field visits to operations deemed to be high risk.
- Clearly define and assign responsibility for maintaining the movement of personnel approvers list within FSS; and implement a periodic review mechanism to review and update the list of authorized approvers.
- Strengthen its vendor performance management framework by ensuring coherence and alignment between the established key performance indicators in the freight forwarding contracts and the performance reporting tools used.

UNMISS accepted all four recommendations and has initiated action to implement them. Actions required to close the recommendations are indicated in Annex I.

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Audit of movement control activities within the United Nations Mission in the Republic of South Sudan

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of movement control activities within the United Nations Mission in the Republic of South Sudan.
2. Movement control (MovCon) activities are essential in supporting the Mission's mandate by ensuring the efficient planning, coordination, monitoring, and execution of transportation for authorized passengers, cargo, and equipment both within and beyond the Mission area. Movement control activities encompass land and air transport and serve a wide range of stakeholders, including UNMISS civilian and uniformed personnel, contractors, United Nations Volunteers (UNVs), and authorized third parties such as government officials.
3. The MovCon Section operates under the Supply Chain Management pillar of the Mission Support Division and is guided by the Department of Peace Operations (DPO) and Department of Operational Support (DOS) Movement Control Manual (issued 1 December 2014), as well as the UNMISS Standard Operating Procedures (SOPs) promulgated on 1 January 2024. Core responsibilities of the Section include: (a) coordinating passenger and cargo movements by land and air; (b) managing passenger bookings, check-in, and boarding; (c) facilitating travel for non-United Nations personnel, including visitors and delegations; (d) supporting the rotation, deployment, and repatriation of military and police contingents; and (e) ensuring compliance with customs and tax exemption procedures for all inbound and outbound shipments.
4. In accordance with the Status of Forces Agreement (SOFA) signed on 8 August 2011 between UNMISS and the Government of South Sudan, the Mission is entitled to import goods duty-free for its exclusive and official use. The MovCon Section plays a key role in facilitating this entitlement by coordinating customs clearance and ensuring that all documentation and procedures comply with host country regulations and United Nations policies. These responsibilities are aligned with the Convention on the Privileges and Immunities of the United Nations (1946), which grants United Nations entities exemption from direct taxation and customs duties on goods imported for official use. Additionally, the United Nations Peacekeeping Standard Operating Procedures (2020) and the Movement Control Manual (2014) outline the operational and compliance requirements for managing tax-exempt shipments and maintaining accountability for duty-free imports.
5. The MovCon Section also maintains movement records in the Field Support Suite (FSS) and collaborates closely with Aviation, Transport, and Security Sections to ensure operational integrity and compliance with international agreements.
6. Table 1 below summarizes the number of passengers transported and cargo weight handled by the MovCon Section across air and surface modes of transport during the period January 2023 to March 2025.

Table 1 – Passenger and cargo movement statistics

Mode of transport	Number of Passengers				Cargo weight (metric tons)			
	2023	2024	Jan – Mar 2025	Total	2023	2024	Jan – Mar 2025	Total
Air	106,845	124,099	10,290	241,234	8,095	4,109	841	13,045
Surface	0	637	0	637	5,892	2,616	852	9,360
Total	106,845	124,736	10,290	241,871	13,987	6,725	1,694	22,406

Source: MovCon Section Cargo Unit and Passenger Operations Unit

7. The MovCon Section is headed by a Chief at the P-5 level and has 181 authorized posts, of which 174 are currently encumbered and 7 are vacant. Female personnel represent 19 per cent of the total. Movement Control personnel are deployed across 10 UNMISS field offices and 2 sub-offices located in Entebbe and Mombasa.

8. The annual budgets of the MovCon Section in UNMISS for the financial years 2022/23, 2023/2024 and 2024/2025, are shown in Table 2 below.

Table 2: MovCon Budgets

Budget line	Amount \$'000		
	FY 2022/23	FY 2023/24	FY 2024/25
Military and Police Costs (mostly related to rotation and repatriation of TCCs/ PCCs)	22,263	22,177	30,448
Civilian Personnel Costs (including staff salaries)	14,016	14,447	14,919
Operating costs (including freight forwarding of UNOE) ¹	4,423	4,290	4,337
Total	40,702	40,914	49,704

9. Comments provided by UNMISS are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

10. The objective of the audit was to assess the adequacy and effectiveness of the activities implemented by UNMISS for the transportation of passengers and cargo; and their compliance with policies and guidelines governing movement control activities in United Nations field missions.

11. This audit was included in the 2025 risk-based work plan of OIOS due to the operational and financial risks and the criticality of movement control activities to effectively move authorized individuals and cargo in the support of the Mission’s mandate.

¹ The mission has entered into multi-year into freight-forwarding contracts with three different third-party service providers. The total Not to Exceed (NTE) value of the contracts amounts to \$7.2 million.

12. OIOS conducted this audit from May to August 2025. The audit covered the period from 1 January 2023 to 31 March 2025 and included (a) planning and accountability; (b) passenger and cargo movement operations; and (c) vendor management.

13. The audit methodology included: (a) review of review of relevant documentation; (b) interviews with key personnel involved in the movement of personnel and cargo ; (c) analytical review of data to assess their reasonableness based on trends and plausible relationships; (d) judgmental sampling of movement control records to verify their accuracy; (e) site visits to operations in Wau and Juba to physically assess compliance with movement control rules and procedures; and (f) assessment of systems and tools, as well as practices and procedures for data management.

14. To assess the reliability of data supporting movement control activities, the audit reviewed the use of the FSS by the UNMISS MovCon Section. FSS is a proprietary, web-based platform developed by the United Nations to support field-specific administrative functions, including the management of Movements of Personnel (MOPs) and cargo tracking. The audit confirmed that FSS is extensively utilized by MovCon for operational planning, documentation, and reporting. Access to the system is centrally administered and aligned with functional responsibilities, ensuring that users are granted permissions based on their roles. Based on this review, the audit concluded that except for the observations on access controls and cargo operations reporting which are addressed in the report, the system configuration supports the integrity and reliability of movement control data for audit purposes.

15. The audit was conducted in accordance with the Global Internal Audit Standards.

III. AUDIT RESULTS

A. Planning and accountability

Gaps existed in the movement control annual work plans

16. According to the United Nations Work-Planning Guide, the MovCon Section was required to develop annual work plans which include relevant, measurable, and achievable success criteria that align with the strategic objectives and operational priorities of the section.

17. OIOS reviewed the work plans for the MovCon Section for 2023/24 and 2024/25 and noted that they outlined a comprehensive strategy aligned with the Mission Mandate, focusing on leadership development, operational efficiency, budget control, and compliance. However, the audit identified the following areas that required strengthening:

- Critical performance metrics (such as timeliness of cargo deliveries from origin to destination, timeliness of customs clearance for inbound and outbound shipments, and service reliability) were not included in either the Section or relevant Unit work plans reviewed during the audit. While the MovCon management explained that these were being monitored by the responsible units, their exclusion from the formal work plans suggested a disconnect between operational monitoring and strategic documentation.
- The Section work plans referenced gender equality or geographical representation but did not include specific metrics of how the Section is expected to contribute to the overall targets of the Mission. UNMISS indicated that the achievement of these targets, which are included in the SRSG's compact, is dependent on having vacant positions.

18. Without measurable indicators and robust monitoring mechanisms, the MovCon Section may face challenges in its ability to effectively monitor, evaluate performance and identify areas for improvement; demonstrating progress toward strategic goals; and availing itself of opportunities for improvement and learning.

(1) UNMISS should refine the Movement Control Section's work planning to ensure that work plans include key operational metrics directly linked to the Section's core responsibilities including cargo delivery timelines and customs clearance turnaround times.

UNMISS accepted recommendation 1 and stated that it will refine the Movement Control Section's work plans to include clear, measurable operational metrics tied to its core functions, while remaining aligned with the Supply Chain Management Pillar work plan and the integrated mission framework.

The Quality Assurance and Safety Unit did not conduct regular field evaluation visits

19. According to the UNMISS SOP for Movement Control, the Quality Assurance and Safety Unit (QASU) is mandated to conduct periodic field evaluation visits to assess compliance with safety protocols, operational standards, and risk mitigation measures in movement control operations.

20. The audit observed that QASU did not conduct field evaluation visits during the review period. As a result, numerous operational weaknesses remained unresolved. For example, OIOS review of 86 incident reports (including After Mission Reports and Air Terminal Hazard Identification forms) submitted by Pilots-in-Command identified 24 instances of operational weaknesses, including:

- Dangerous Goods (Handling)
 - Dangerous goods were poorly packed, not accepted, or not in correct containers.
 - Dangerous goods declarations were missing, incomplete, or not properly signed.
- MovCon presence and coordination
 - MovCon personnel were absent during critical loading/offloading phases.
 - MovCon staff refused to report for work early despite weather alerts that should have prompted them to do so.
- Security and safety risks
 - Cargo arrived in leaking or reused packaging, posing contamination risks.
 - Oversized cargo caused loading delays and operational disruptions.

21. MovCon management acknowledged the lapse, attributing it to competing operational priorities, particularly the focus on Dangerous Goods (training and certification) and resource limitations caused by the liquidity crisis, which restricted official business travel and therefore the ability to conduct the field evaluation visits. Management further stated that alternative means (such as reviewing the Findings and Hazard Register (FiHR) managed by Aviation Safety Unit; and remote monitoring, desk reviews, and enhanced coordination with field offices) were being used to maintain oversight and ensure compliance to the extent possible. While MovCon also highlighted that QASU maintained oversight through weekly documentation reviews and spot checks, these alternative mechanisms lacked verifiability for independent assurance.

22. Also, the findings noted above exemplified the limitations of the measures implemented and underscored the need for field evaluation visits. Reliance on these alternative controls reduced the ability to independently verify compliance with safety and operational standards and exposed the Mission to

unaddressed operational weaknesses and undetected systemic issues potentially compromising Mission safety and efficiency.

(2) UNMISS should, using a risk-based approach, ensure that the Quality Assurance and Safety Unit strengthens its oversight role by conducting regular field visits to all operations deemed to be high risk to promote compliance with safety and operational standards, and support continuous improvement.

UNMISS accepted recommendation 2 and stated that while travel restrictions related to the liquidity situation limited QASU's ability to conduct field visits during the audit period, it remains committed to implementing a structured, risk-based schedule of visits once those restrictions are lifted.

Fiscal year-end spending surge and inconsistent patterns were noted in movement control budget utilization

23. In accordance with United Nations Financial Rules and Regulations and public sector financial management best practices, appropriated funds should be progressively and effectively utilized throughout the fiscal year to ensure timely implementation of planned activities and to achieve value for money.

24. A review of expenditure data for movement control operations over fiscal years 2023/24 and 2024/25 revealed a pattern of disproportionate spending in the final quarter. Budget utilization rates were below 50 per cent by the end of the third quarter (46.8 per cent in 2023/24 and 42.5 per cent in 2024/25), significantly short of the 90 per cent target set in the Section work plan. This left nearly 60 per cent of the annual budget unutilized at the start of the last quarter, exposing the Section to risks associated with late-year spending surges, including rushed procurement, limited competitive bidding, and compressed implementation timelines.

25. MovCon management clarified that the primary cost driver in the movement control budget is troop rotation, which is subject to a delay between the actual rotation and the receipt of invoices. This delay results in payments being bunched up toward the end of the fiscal year, creating the appearance of late-year spending spikes. Additionally, payments related to Letters of Assist (LOAs) are often delayed as it is dependent on the timing of documentation from United Nations Headquarters, such as signed LOAs uploaded contracts in UMOJA, and letters of claim from Permanent Missions.

26. While OIOS acknowledged that these delays were largely outside the Mission's direct control, it was noted that the Section work plan did not account for this predictable billing lag, resulting in unrealistic budget utilization targets and misaligned performance expectations. To address this, UNMISS could align the Movement Control Section work plan and budget utilization targets with the operational realities of troop rotation billing cycles and LOA processing timelines. Such alignment would improve the accuracy of budget forecasts, enhance the credibility of performance measurement, and reduce the risk of late-year spending surges and associated inefficiencies. UNMISS agreed to reinforce coordination with Movement Control Service at United Nations Headquarters and the Regional Service Centre Entebbe (RSCE) for timely processing of LOA and rotation documents and align MovCon's internal work plan targets with structural billing patterns.

B. Passenger and cargo movement operations

There were high incidences of "no-show" passengers

27. According to the United Nations Movement Control Manual, the UNMISS MovCon Section is required to record details of “no-show” passengers (individuals scheduled for flights who failed to report for movement). When such occurrences become frequent, the Director of Mission Support may impose disciplinary measures on repeat offenders, including revocation of travel privileges on United Nations resources.

28. A review of passenger flight summaries obtained from MovCon revealed a significant number of “no-show” passengers. According to the records, and per table 3 below, in 2024, 16,073 (representing 12.5 per cent of 139,622 scheduled passengers) did not show up for their assigned flights.

Table 3: No-Show passengers per category

Passenger Category	Number	Percentage
UNMISS International Staff	1,527	10%
United Nations Volunteers	1,148	7%
United Nations Military Observers	1,099	7%
UNMISS UNPOL	1,790	11%
UNMISS Force	6,600	41%
UNMISS National Staff	2,145	13%
United Nations Contractors	921	6%
United Nations Agencies; Other United Nations Mission Passengers; Others	843	4%
Total	16,073	100%

29. MovCon acknowledged the persistence of the no-show issue, particularly among military personnel. It has held meetings with the Force senior management and personnel to sensitize about the impact of such no-shows. The issue has been escalated to the Force Commander for further action. Despite the measures implemented by MovCon, behavioral change to address this issue has been slow. MovCon has also employed additional mitigation strategies such as accommodating standby passengers to replace no-show passengers. A review of the flight manifests noted that the standby list was published as part of the manifest, thereby allowing quick replacement of no-show passengers. This was observed on many occasions by the auditors. MovCon also reallocated air assets for cargo transport when passenger occupancy fell below acceptable thresholds.

30. Considering the operational necessity of maintaining flexibility for troop movements, OIOS notes that UNMISS does not deem that imposing punitive measures or restricting flight access is an effective option. However, the MovCon Section continues to sensitize UNMISS forces and its leadership on the impact of high incidence of no-shows.

Delays were experienced in obtaining customs clearance and import duty exemptions

31. UNMISS was required to ensure that all importation and clearance activities are conducted in a manner that upholds operational efficiency, regulatory compliance, and adherence to the privileges and immunities accorded to United Nations entities. The United Nations Movement Control Manual requires timely clearance and release of cargo to avoid penalties.

32. The MovCon Customs Clearance Unit (CCU) was responsible for raising requests for tax exemptions and obtaining approval from MOFA. Once the approvals are obtained, the appointed customs clearing agent performs all necessary liaison and coordination with MOFA and the National Customs Service to obtain the tax exemption letters and the release of the shipments. UNMISS had established key performance indicators (KPIs) for the import duty and customs clearance processes as follows: (a) MOFA clearance within 2 working days; and (b) customs clearance within 30 calendar days.

33. During the review period, UNMISS made over 1,700 customs applications to MOFA and the Customs Service. The CCU utilized spreadsheets to track the progress of individual applications and their performance against the pre-established milestones. OIOS review of the adequacy of the monitoring controls noted delays in the process of obtaining MOFA approval and Customs clearance. Tables 4 and 5 below highlight the delays:

Table 4: MOFA clearance delays against threshold of 2 days

Number of days taken to obtain MOFA clearance	Number of applications	Percentage
Within the required 2 days	675	38
Between 3 and 20 days	1,110	61
Over 20 days	16	1
Total	1,791	100

Table 5: Customs clearance delays against threshold of 30 days

Number of days taken to obtain Customs Clearance	Number of applications	Percentage
Within the required 30 days	1364	78
Between 30 and 100 days	368	21
Over 100 days	10	1
Total	1,742	100

34. OIOS review of the schedule of claims submitted by freight forwarding contractors noted that between January 2023 and March 2025, the Mission incurred approximately \$138,000 in detention and demurrage charges. These costs were primarily associated with delays in customs clearance procedures in South Sudan, extended truck detention periods, and other logistical penalties related to the movement of goods and equipment. MovCon management attributed the delays to prolonged approval processes by the National Authorities (sometimes extending up to 8 weeks); and the unannounced procedural changes during the migration of the tax exemption process from the Ministry of Finance to the National Revenue Authority, which disrupted established workflows and resulted in confusion as to which office was responsible.

35. Other causes of the delays included the frequent suspension of tax exemption processing due to ministerial directives, and procedural changes that extended MOFA clearance timelines from two to seven working days. Management also reported delays in permit approvals by the National Communication Authority, citing rejections and unclear approval requirements. Clearing agents also communicated further challenges including suspended approvals for communication equipment by the National Communication Authority, application rejections based on advice to procure items locally, delays due to missing or misplaced documentation at MOFA, and logistical congestion at Mombasa port, which increased the risk of demurrage charges. These issues contributed to extended clearance timelines and disrupted planned movements.

36. OIOS noted that UNMISS management has taken several mitigating measures to address customs and clearance delays. These included the establishment of a Technical Committee comprising representatives from Legal, CCU, the office of the SRSR, and the Chief of Staff, which held regular

meetings with key government officers to resolve bottlenecks. The DSRSG Resident/Humanitarian Coordinator, as the nominated delegate of the United Nations Country Team, had also held several meetings with the national authorities to address the problems. MovCon management also implemented enhanced monitoring controls, including daily tracking systems, weekly demurrage reports, and real-time dashboards to improve oversight. Additionally, continuous engagement with clearing agents was maintained through daily coordination, regular meetings, and quarterly performance reviews to expedite the clearance process and minimize delays.

Procedural non-compliance and coordination gaps were noted in air movement operations for force and police rotation

37. For effective troop rotation, the UNMISS Movement Control SOP and host nation regulations have requirements that include: accurate scheduling and documentation of troop movements; alignment between planned and actual movement dates; advance notification of flight schedule changes to MovCon and stakeholders; full declaration and inspection of all cargo prior to departure; host nation approval for all inbound controlled or resupply items; accurate and timely manifest updates for passengers and baggage; and compliance with national customs procedures for all imports.

38. OIOS review of troop rotation records noted that the MovCon Unit, in coordination with the Mission Support Centre, developed and executed annual rotation plans. A total of 172 flights carrying 64,303 passengers were successfully conducted. To facilitate the conduct of the rotations, MovCon prepared annual rotation/deployment plans that indicated dates, routes, types of aircraft and number of passengers for the movement of each military troop and FPU contingent. A review of a sample of movements indicated that as required, rotations initiated were completed, records of movements were maintained, movement orders were duly approved, rotation coordinators were appointed to brief contingents and generally oversee rotation flights, carrier assessments reports were prepared, and movement completion reports were also duly completed.

39. The audit, however, noted instances of non-compliance, including the following:

- Unauthorized cargo - Unauthorized transport of controlled items (e.g., 24,000 rounds of ammunition by a Level II Hospital rotation without prior notification to UNMISS MovCon or host nation approval).
- Undeclared items - Undeclared cargo (e.g., 181 kg in another rotation) and customs violations leading to cargo being held or taxed. On six occasions, a Troop contributing country (TCC) imported resupply cargo without prior Government of South Sudan approval.
- Flight coordination and scheduling issues - delays and rescheduling of flights (three TCCs); and early arrivals (two TCCs) caused logistical disruptions due to unprepared reception teams.

40. MovCon management presented documented evidence, which was verified during the audit, indicating that the observed exceptions occurred despite the implementation of proactive control measures. These included: (a) routine inspections of incoming cargo; (b) comprehensive and focused briefings on movement protocols (sometimes in-country); and (c) clear communication of cargo restrictions and notification requirements to all stakeholders.

41. The primary cause of these exceptions was the persistent non-compliance by some Troop and Police Contributing Countries (T/PCCs) with established SOPs and host nation requirements. The non-compliance instances resulted in: a) customs violations, including the entry of unauthorized or undeclared items; (b) logistical disruptions, such as uncoordinated flight schedules and premature arrivals; and (c)

operational inefficiencies and safety hazards, particularly from improperly declared hazardous or sensitive cargo.

42. Given the upcoming repatriation/rotation under the Mission's implementation of the contingency plan, the operational risks associated with air movement operations are significantly heightened. While MovCon has implemented reasonable control measures within its control, the frequency, severity and recurrences of these lapses underscore the need for intervention at the TCC and United Nations Headquarters levels, while MovCon continues to report and escalate violations as required.

UNMISS took action to transition to Umoja Analytics for tracking and monitoring of cargo status and movements

43. MovCon's tracking and monitoring of cargo status and movements was designed to be supported through a series of reports generated using functionalities from the FSS cargo module and applicable Umoja resources (Umoja BI and later Umoja Analytics).

44. On 31 July 2024, the Office of Information and Communication Technology circulated a memorandum to all heads of departments and offices on the decommissioning of Umoja BI on 31 December 2024 and the transitioning to Umoja Analytics as the new standard for enterprise reporting and analysis. However, OIOS review of samples of reports produced and interviews of responsible officials noted that UNMISS had not transitioned to the use of Umoja Analytics after 31 December 2024 as required. Instead, manual tracking methods were being used. The implementation of Umoja Analytics was expected to provide real-time visibility into cargo movements, delays, and bottlenecks; ensure data consistency and audit readiness; and enhance the use of predictive analytics and dashboards for proactive planning and resource allocation. The delay in adoption, therefore, increased the risk of reduced operational effectiveness.

45. Following the audit observations and subsequent discussions with MovCon management, a request was submitted through the Field Technology Section (FTS) for the United Nations Global Service Centre to grant selected MovCon staff access to Umoja Analytics, to meet monitoring requirements. The request was approved, access was granted, and a designated staff member subsequently received the required training. This staff member is expected to lead the implementation of the transition.

The update of the list of movements of personnel approvers in the Field Support Suite was infrequent and untimely

46. OIOS review of the list of authorized approvers for personnel movement requests in the FSS noted several instances where former staff members remained listed as active approvers. Further review indicated that UNMISS had not formally assigned responsibility for periodic validation and update of the MOP approvers in FSS. There was also no mechanism for interdepartmental coordination to ensure that staffing changes involving MOP approvers are captured, thereby leading to prompt updates of FSS. There was therefore an increased risk of delays in processing movement requests when such requests are routed to inactive or incorrect approvers, and of unauthorized approvals and potential misuse of movement control resources.

(3) UNMISS should (a) clearly define and assign responsibility for maintaining the movement of personnel approvers list within the Field Support Suite; and (b) implement a periodic review mechanism to review and update the list of authorized approvers.

UNMISS accepted recommendation 3 and stated that the Office of the Director of Mission Support and Information Management Unit have reviewed the process for maintaining the MOP approvers list and

agreed to institute a formal biannual joint review. This will ensure timely removal of separated staff and accurate updates to delegations. The mission noted that this practice has already been applied informally and will now be institutionalized and therefore considers the mechanism sufficient to meet the recommendation and proposes its closure.

C. Vendor management

Vendor management and performance monitoring for freight-forwarding contracts was inadequate

47. UNMISS SOPs and contractual provisions require that vendor performance be evaluated using structured tools such as Contractor Performance Reports (CPRs), instant feedback, manual reports, the web-based contract performance reporting tool (CPRT) and review meetings. These evaluations are intended to track performance against clearly defined KPIs and accepted quality levels.

48. In the context of freight forwarding contracts supporting MovCon operations (UNMISS/CON/24/54-56), key areas of assessment include the timely completion of assigned tasks, responsiveness to requests for quotation (RFQs), and the effectiveness of remedial actions taken in response to performance issues. These structured evaluations are essential to ensuring accountability, maintaining service quality, and supporting operational efficiency across mission logistics.

49. The audit noted that while MovCon had implemented several mechanisms to assess vendor performance (including quarterly CPRs, Instant Feedback during invoice processing, and performance review meetings) these tools were not effectively aligned with the KPIs defined in vendor contracts. Specifically, CPRs relied on binary responses without supporting evidence and did not reflect or track contractual KPIs. A sample review of CPRs revealed that 14 out of 24 rating areas were marked “Not Applicable,” significantly undermining their utility.

50. With regard to CPRT, OIOS noted that the evaluation metrics did not align with the performance measurement criteria defined in the respective contracts. While the contracts set clear quality benchmarks (95 per cent for timely customs clearance, 100 per cent for responding to RFQs within three working days, and 100 per cent for implementing remedial actions within agreed timeframes), the CPRT instead assessed vendors using broad categories such as timeliness, completeness, documentation quality, packaging, and delivery compliance (without referencing or measuring against the contractual KPIs and quality levels). These categories did not reference or measure against the contractual KPIs and quality standards. In addition, CPRT employed a five-tier rating scale that differed significantly from the absolute compliance levels defined in the contracts, resulting in inconsistencies in performance evaluation.

51. Whereas it is acknowledged that some performance shortfalls have been identified, leading to actions such as vendor suspension in one case, the current evaluation framework lacked the rigor and structure needed to objectively assess vendor effectiveness and take timely corrective actions.

(4) UNMISS should strengthen its vendor performance management framework by ensuring coherence and alignment between the established key performance indicators in the freight forwarding contracts and the performance reporting tools used.

UNMISS accepted recommendation 4 and stated that that it will strengthen its vendor performance management framework by aligning the key performance indicators in freight-forwarding contracts with the standardized performance reporting tools, thereby ensuring that vendor assessments are evidence-based and support informed contract management decisions.

IV. ACKNOWLEDGEMENT

52. OIOS wishes to express its appreciation to the management and staff of UNMISS 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 movement control activities within the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical ² / Important ³	C/ O ⁴	Actions needed to close recommendation	Implementation date ⁵
1	UNMISS should refine the Movement Control Section's work planning to ensure that work plans include key operational metrics directly linked to the Section's core responsibilities including cargo delivery timelines and customs clearance turnaround times.	Important	O	Receipt of the Movement Control Section work plan demonstrating the inclusion of measurable operational metrics aligned to its core responsibilities, including cargo delivery timelines and customs-clearance turnaround times.	1 April 2026
2	UNMISS should, using a risk-based approach, ensure that the Quality Assurance and Safety Unit strengthens its oversight role by conducting regular field visits to all operations deemed to be high risk to promote compliance with safety and operational standards, and support continuous improvement.	Important	O	Receipt of evidence confirming that the Quality Assurance and Safety Unit routinely schedules and conducts field evaluation visits, including regular oversight of high-risk operations.	1 July 2026
3	UNMISS should (a) clearly define and assign responsibility for maintaining the Movement of Personnel approvers list within the Field Support Suite; and (b) implement a periodic review mechanism to review and update the list of authorized approvers.	Important	O	Receipt of evidence confirming that biannual reviews of the Movement of Personnel (MOP) approvers list are conducted to ensure the list remains accurate and updated in line with staff movements and delegation changes	1 July 2026
4	UNMISS should strengthen its vendor performance management framework by ensuring coherence and alignment between the established key performance indicators in the freight forwarding contracts and the performance reporting tools used.	Important	O	Receipt of evidence confirming that the vendor performance management framework was reviewed and that key performance indicators in the freight-forwarding contracts are aligned with the standardized performance reporting tools to ensure evidence-based vendor assessments that support contract decisions.	1 April 2026

² 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.

APPENDIX I

Management Response

UNITED NATIONS

United Nations Mission
in South Sudan




NATIONS UNIES

Mission des Nations Unies
en Soudan du Sud

Date: 17 December 2025

To: Mr. Byung-Kun Min, Director
Internal Audit Division, OIOS

From: Nicholas Haysom 
Special Representative of the Secretary-General
United Nations Mission in the Republic of South
Sudan

Subject: **Draft Report on an Audit of MovCon Control Activities in the United Nations Mission in the Republic of South Sudan (Assignment No. AP2025-633-01)**

1. UNMISS acknowledges receipt of the draft report on the Audit of MovCon Control Activities in UNMISS dated 11 December 2025.
2. Please find attached the Mission's comments on the recommendations in Appendix 1.
4. Thank you for your consideration and support.

cc: Mr. Victoria Browning, UNMISS
Mr. Matthew Carlton, UNMISS
Mr. Aggrey Kedogo, UNMISS
Mr. John Dietrick III, UNMISS
Ms. Daniela Wuerz, UNMISS

Management Response

Audit of movement control activities within the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNMISS should refine the Movement Control Section's work planning to ensure that work plans include key operational metrics directly linked to the Section's core responsibilities including cargo delivery timelines and customs clearance turnaround times.	Important	Yes	Chief MovCon Section	1 April 2026	The Movement Control Section will refine its work planning to more explicitly include measurable operational metrics directly linked to its core responsibilities, including cargo delivery timelines and customs clearance turnaround times, while maintaining alignment with the SCMS Pillar Workplan and the integrated mission framework.
2	UNMISS should, using a risk-based approach, ensure that the Quality Assurance and Safety Unit strengthens its oversight role by conducting regular field visits to all operations deemed to be high risk to promote compliance with safety and operational standards, and support continuous improvement.	Important	Yes	Chief MovCon Section	1 July 2026	The Mission agrees that regular, risk-based field visits by the Quality Assurance and Safety Unit are essential to strengthening oversight and promoting compliance. Implementation was constrained during the audit period due to official travel restrictions linked to the Mission's liquidity situation. Once restrictions are lifted, QASU will implement a structured, risk-based schedule of field visits to high-risk operations. In the interim, oversight has been maintained through alternative monitoring mechanisms.
3	UNMISS should (a) clearly define and assign responsibility for maintaining the	Important	Yes	DMS/Chief ORM	1 July 2026	That mission agrees that (a)ODMS, in consultation with IMU, has reviewed

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.

Management Response

Audit of movement control activities within the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
	Movement of Personnel approvers list within the Field Support Suite; and (b) implement a periodic review mechanism to review and update the list of authorized approvers.					the existing arrangements for maintaining the MOP approvers list within the Field Support Suite. To address the identified gap, ODMS and IMU have agreed to establish a biannual review mechanism. Under this arrangement, OSAO and IMU will jointly undertake a review and clean-up of the approvers list twice per year, ensuring that names of separated staff or personnel who have left the Mission are promptly removed and delegation changes are accurately reflected. This practice has already been applied informally in recent updates and will now be institutionalized. The Mission considers that this periodic review mechanism provides a clear and sustainable process for maintaining the accuracy of the approvers list and therefore fully meets the intent of recommendation (b). The Mission proposes to close the recommendation based on the implementation of this biannual joint review mechanism
4	UNMISS should strengthen its vendor performance management framework by ensuring coherence and alignment between the established key performance indicators in the freight forwarding contracts and the performance reporting tools used.	Important	Yes	Chief MovCon Section	1 April 2026	The Mission will strengthen its vendor performance management framework by aligning contractual key performance indicators in freight-forwarding contracts with standardized performance reporting

Management Response

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Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						tools, ensuring that vendor assessments are evidence-based and support contract management decisions.