

Evaluation of UNHCR's Global Fleet Management

APPENDICES

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UNHCR Evaluation Service

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Appendix I Terms of Reference



Annex A: Terms of Reference Evaluation of UNHCR's Global Fleet Management

20 September 2017
Reference: RFP/2017/1011



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Evaluation of UNHCR's Global Fleet Management Terms of Reference

1 Introduction

1.1 Background

Key information at glance about the evaluation	
Title of the exercise:	Evaluation of UNHCR's Global Fleet Management
Type of exercise:	Strategy and policy evaluation
Evaluation commissioned by:	UNHCR Evaluation Service

This evaluation is commissioned by the UNHCR Evaluation Service (ES). The focus will be on the achievements of the UNHCR Global Fleet Management project which was officially launched on 1 January 2014.

1. Subject of the evaluation and its context

Transport of personnel, relief supplies and people of concern are mission-critical activities for UNHCR to enable it to fulfill its role of providing protection, assistance and solutions to refugees and other persons of concern in over 100 countries world-wide.

Given that refugees and other persons of concern are often located in remote field locations with rugged terrains and poor, non-tarmac roads, UNHCR needs a fleet of highly functional four-wheel, all-terrain light vehicles. In 2014 it was estimated that UNHCR owned and operated a fleet of more than six thousand vehicles at an annual cost of tens of millions of dollars¹.

The UNHCR vehicle fleet is made up of two categories: 1) the Administration fleet, i.e. vehicles used by UNHCR staff and affiliated workforce for routine activities in field operations, and 2) the Programme fleet, owned by UNHCR, but loaned to and operated by its partners under the "Right of Use" agreements (RoUs). It is estimated that 60% of the UNHCR Global Fleet is constituted by the "Programme Fleet".

In March 2013 the High Commissioner issued a Memorandum² announcing the launch of the Global Fleet Management (GFM) project in 2014 to reduce inefficiencies such as high operating costs (including fuel and maintenance) and poor asset control. The aim of the forthcoming strategy was "to provide operations with appropriate cost-effective, safe and fully equipped vehicles to meet operational requirements; ensure reduced vehicle costs and simpler budgeting; and improve vehicle management and staff safety". The GFM is made up by the following components:

- The Asset and Fleet Management Section, placed in the Supply Management Logistics Service (currently located in Budapest) with the Division of Emergency, Security and Supply (DESS), is in charge of all global activities concerning vehicle acquisition and disposal, internal rental schemes, insurance, fleet management software and vehicles tracking.³
- A Global Fleet funding mechanism for procurement of new vehicles receiving the proceeds from the sales of disposed vehicles and the monthly reimbursement of vehicle charges from operations.

¹ UNHCR 2015 Fleet Handbook, p. 28

² IOM-FOM 019/2013

³ While field operations continue to determine their vehicle needs, order vehicles from GFM, maintain and repair those vehicles and cooperate with the Assets Management Unit (AMU) on their timely disposal, they are further responsible for physical verification and safeguarding of those assets.



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- The UNHCR Global Vehicle Insurance including the Self-Insurance Fund to cover loss and accidental damage to all UNHCR vehicles, the compulsory local 3rd party liability insurance and the excess 3rd party liability insurance.
- Centralization of vehicle procurement which allows to achieve significant economies of scale and is one of the main drivers in reducing the total cost of ownership of vehicles.
- Systematic sale of vehicles after the end of their useful lives (5 years) leading to significantly lower average age of the fleet with improved safety for staff and partners, reduced expenditures for maintenance and repair and optimized sales proceeds.
- A Vehicle Tracking System which allows visibility over assets equipped with tracking devices provides insight into utilization of the tracked vehicles, if data is used properly and can enhance safety and security of drivers and passengers.

In August 2013 the High Commissioner issued another Memorandum⁴ on the "Implementation of the Global Fleet Management". The Memorandum, noting that UNHCR operates an aging fleet of light vehicles with some being older than 15 years, stated that the GFM's aims are:

- Cost-effective vehicle acquisition;
- Timely replacement of vehicles;
- Realizing optimal disposal revenue from all vehicles;
- Enhanced safety

It added that "GFM will, over the next two years (2014-15), replace all light vehicles that are older than five years in a planned and coordinated manner." One of the main innovations of the GFM, applicable to "all light vehicles", is that the Global Fleet will purchase and "rent" the vehicles to field offices through an internal rental scheme and will therefore *not* "own" the vehicles unlike in the past when "ownership" (real or perceived) was with the field operations.

The Memorandum also contained provisions for ordering/renting new vehicles and for the disposal of old light vehicles (proceeds of sales would go to UNHCR HQs/GFM). In case a field office would like to donate a rented vehicle to a partner (e.g. governmental counterpart or NGO) through a "Transfer of Ownership" agreement, it would have to cover the difference between the rental fees paid to-date and the acquisition costs (rental base amount). In case, it would wish to donate a new vehicle not yet included in the rental scheme (i.e. direct Transfer of Ownership/ToO), the ToO will be recorded in the GFM/AMU data-bases.

Light vehicles from years prior GFM, for which ToO was intended, required prior authorization from the Asset and Fleet Management Section (AFMS).

Finally the Memorandum stipulated that for the year 2014 the rental charges for all "new light vehicles" was fixed at 2.82% of acquisition cost (rental base amount) on a monthly basis or 33.84% on a yearly basis. In addition "all vehicles" (presumably including heavy vehicles such as trucks, buses and earth-moving equipment) will also be subject to additional charges for "start-up contributions", for insurance premium (Self-Insurance and Supplementary Third Party)⁵. "Tracking Charges" will be applicable to all vehicles equipped with the tracking system.

In December 2013, the UNHCR Division of Financial Management (DFAM) also issued a "Policy on the Use of Vehicles in UNHCR" covering issues such as financial responsibility for vehicle usage, insurance coverage, liability and authorization to drive which does not appear to introduce substantial changes.

In 2014 UNHCR issued the 2014-18 "Fleet Strategy" articulated as follows:

- Year 1 (2014-15): Global Fleet Rental and Insurance;
- Year 2 (2015-16) Maintenance and Repair;

⁴ IOM-FOM 054/2013

⁵ Information correct for 2014 only, since 2015, the start-up contribution no longer applies, while in year 3 the rental factor was in 2016 25 % and in 2017 it is 20 %.



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- Year 3 (2016-17) Power Generating Equipment;
- Year 4 (2017-18) Fuel Management.

The GFM strategy is being revised with completion scheduled for the 1st quarter of 2018.

The Strategy summarizes the main features of the GFM and the benefits that it was going to achieve with the following goals (with associated objectives and outputs):

- ✓ Improve the efficiency of the UNHCR vehicle fleet;
- ✓ Enhance management and oversight of UNHCR's fleet
- ✓ Improve road safety awareness for UNHCR staff and other users;
- ✓ Minimize the environmental impact of UNHCR vehicle operations.

In May 2015 UNHCR launched another policy related to the GFM, namely on the "Policy on Global Fleet Management Vehicle Tracking Equipment Installation and Usage", prescribing that that all UNHCR vehicles (including those operated by partners under the RoU) on rent be fitted with Vehicle Tracking Systems (VTS), except where local regulations forbid it.

The purpose of the VTS is two-fold:

- a. To capture operational data on vehicles fitted with the VTS on utilization, time, distance travelled to capture accurate fleet performance information;
- b. To provide information on vehicles venturing outside permissible areas and send specific alerts for the purpose of security risk management (although with certain caveats depending on the local situation).

Key performance indicators would include distance travelled, estimated fuel consumption and running cost per kilometer. Estimated fuel data is provided by VTS (Vehicle Tracking system) while data for performance monitoring is captured by Fleet Wave (FMS- Fleet Management system).

Another feature of the GFM highlighted in the 2015 "Operational Guidelines for the Management and use of UNHCR Vehicles" also known as the "Fleet Handbook", is the move towards greater vehicle standardization (mainly focusing on Toyota Land Cruiser models 76 and 78) which is intended to bring-about the following benefits⁶:

- Increased buying power;
- More effective supply chain;
- Simplified ordering
- Increased operational efficiency and safety;
- Streamlining maintenance and repair.

The Handbook explains in greater detail the elements of the overall GFM policy, namely the vehicle rental programme including the use by UNHCR's partners, day-to-day fleet management, insurance, the vehicle tracking system and monitoring.

In 2015 the GFM contracted a research institute to carry out a "Year One Baseline Report" and a "Field Office Survey" which concluded that after one year of operation the GFM already had a positive impact, quoting *inter alia* that the fleet size decreased by 11%, the fleet age dropped by 21% (from 5.85 to 4.63 years) and procurement cost also dropped by 21%. The results of the Field Office Survey suggested that staff is satisfied with the information availability, the reliability and the simplicity that the GFM brought about, but had doubts on the improvements in timeliness, technical support, disposal policy and the cost to field operations.

1.2 Statement of Purpose, Rationale and Objectives

This evaluation is commissioned by the UNHCR Evaluation Service (ES) with support of the Supply Management Logistics Service/DESS. While the Operational Guidelines/Handbook which entered into

⁶ UNHCR 2015 Fleet Handbook, p. 17



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force in July 2015 call for a review in December 2018, the 2015 "Policy on Global Fleet Management Vehicle Tracking Equipment Installation and Usage" calls for a review in 2016 and the main elements of the GFM policy were already launched in January 2014, which will be over three years before the actual implementation of this evaluation.

There have also been repeated calls from the Board of Auditors that UNHCR commissions an independent ("extensive") evaluation of the GFM. The annual independent assessments of the implementation of the GFM strategy, commissioned by DESS, provide implementation monitoring reports, which the planned independent evaluation could take into consideration as one of the sources of information.

In addition Global recommendation #15 of the 2017 UNHCR Annual Programme Review (APR) requested that:

"DESS, in consultation with DFAM and other relevant Divisions and Bureaux, conduct by 31 December 2016 an evidence-based cost-benefit analysis of renting vs. ownership in ten locations with significant rental costs – and with assessment of practices pursued by other organisations – in order to update UNHCR's corporate guidance".

Furthermore the UNHCR Budget Committee also recommended that:

"a review of the Global Fleet Management be undertaken to validate the assumptions included in the original business case. This review should refer to the replacement policy for vehicle, level of procurement of new vehicles, the stock level of vehicles, the level of vehicle rental charges, the number of staff originally estimated to be required versus current levels and an overall cost-benefit analysis of GFM based on actual results from the inception of the programme. This review should be completed by 31 December 2016."

The purpose of this evaluation will include a combination of accountability and learning. The overall objective will be to assess the extent to which the purported benefit of the GFM "to provide UNHCR Field Offices and operations with appropriate, cost-effective and safe vehicles and professional fleet management services to support optimum programme delivery"⁷ has been realized. The implementation of all the GFM strategic elements will allow informed judgement about the overall results while the evaluation may demonstrate the progress made towards achieving the set goals.

The primary users of this evaluation will be senior managers within the UNHCR Division of Emergency Security and Supply particularly the Head of SMLs, the Chief of AFMS and their teams so that the GFM strategy, policies, guidelines and practices can be adjusted to ensure optimum programme delivery. Secondary users will be in particular the Division of Finance and Administration Management (DFAM), the AHC (Operations), the Deputy High Commissioner, Regional Bureaux as well as country operations. This evaluation will also be of interest to donors who fund UNHCR operations, including the GFM.

⁷ *Ibid.* p. 41

2 Requirements

2.1 Evaluation Scope

The scope of this evaluation will focus on UNHCR light vehicles (including both the so-called "Programme" and "Administration" fleets) and will not include trucks buses, Armored Vehicles or heavy-duty machinery. It will cover the following aspects of the GFM policy/strategy:

- Global Fleet Project including the rental scheme, fleet management
- Insurance (self-insurance and 3rd party insurance);
- Vehicle Tracking System.

The evaluation will not cover power generating equipment or fuel management, as it is too early to evaluate these aspects of the strategy.

In chronological terms the evaluation will need to compare data and information relating to at least three years before the introduction of the policy (January 2011- January 2014) with three years after the introduction of the policy (January 2014 – January 2017). It should be noted that this information is scattered within the UNHCR financial software (MSRP) and might be difficult to be extracted. The selected vendor will be provided with the available MSRP data.

The evaluation shall focus on three years of implementation of the five-year Fleet Management Strategy (2014-2018), which is revised in the 2017, in order to reflect the latest developments. The focus of this study is therefore a comparison of the situation before GFM (as far as this information is available) and GFM's impact of the last four years. It does not include a review of the (2015-16) Maintenance and Repair project, the (2016-17) Power Generating Equipment project and the (2017-18) Fuel Management project, which were postponed, or have not yet started for various reasons. It should be noted, that some of the benefits and cost savings of the Fleet Management strategy will only be fully achieved, once the strategy is fully implemented.

In geographical terms the evaluation will be global in scope although field visits will be in a limited number of country operations (tentatively six, see below).

The scope of the evaluation will also respond to the UNHCR Annual Programme Review conclusion # 15 and the Budget Committee recommendation to validate the assumptions, made in the original business case.

2.2 Key evaluation questions and sub-questions

[Note: sub-questions may be modified during the Inception phase].

- To what extent did the introduction of the GFM increase the cost-effectiveness and cost-benefit⁸ of the purchase, maintenance and disposal of the UNHCR light vehicle fleet?
 - Did it result in cost-savings or cost avoidance at the HQs level through increased buying power?

⁸ "Cost-effectiveness is the extent to which the program has achieved or is expected to achieve its results at a lower cost compared with alternatives. Shortcomings in cost-effectiveness occur when the program is not the least-cost alternative or approach to achieving the same or similar outputs and outcomes"; *Ibid*. See also *Better Evaluation*, "Evaluation methods for assessing Value for Money", 2013 which defines cost-effectiveness analysis as "the evaluation of two or more alternatives, based on the relative costs and outcomes (effects) in reaching a particular goal. This method can be used when comparing programmes that aim to achieve the same goal". Contrary to "cost-benefit", the concept of "cost-effectiveness" recognizes that a project or programme may result not only in monetary "benefits", but also in non-monetary ones.



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- Did it result in cost savings or cost avoidance at the field level compared to when field operations had to buy instead of renting light vehicles?
 - What were the cost-benefits for field operations of the new insurance package?
 - Did the standardization of Land Cruiser (LC) models meet operational needs, particularly with partners?
- To what extent did the introduction of the GFM result in increased efficiency⁹ of the management of UNHCR's light vehicle fleet?
- Did it result in simplified ordering?
 - Did it result in simplified procedures for the disposal of old vehicles?
 - Did it improve the management of vehicles?
 - Did it allow field operations to replace more quickly aging vehicles?
 - Did it result in an increase or decrease in the level of staffing needed to manage the vehicles fleet at the field level?
 - To what extent was the VTS installed on all new light vehicles?
 - Did it capture operational data and information on utilization, time and distance travelled so that the performance could be optimized both for Administration and Programme fleets?
- To what extent did the introduction of the GFM result in improved road safety awareness and minimize the environmental impact?
- How far was the VTS used also for Security Risk Management purposes?
 - To what extent are radio rooms in field operations or other means of telecommunication in a position to monitor and respond to VTS-induced emergency alerts?
 - Is it possible to determine whether the GFM reduced carbon emissions?
 - To what extent did field operations have the capacity to implement related activities?
- Where there any unintended impact, results, either positive or negative, stemming from the GFM's introduction?
- As there was no real vehicle stock management before GFM, how did it impact on the stock levels of light vehicles?
 - What were the other benefits/drawbacks not envisioned?

2.3 Methodology, data and information sources

The evaluation will employ a mixed-method approach including qualitative and quantitative methods.

Phase 1 (Inception) will be office/home-based and will last approximately two months. It will involve an extensive literature/document review, including an analysis of the existing data from the indicators achievement report, the annual assessment report(s), the design of a survey/questionnaire to be sent to the main Country Offices in the selected operations, and structured interviews with key stakeholders at UNHCR HQs. The tentative evaluation questions as well as the evaluation methodology and scope will be refined in preparation for Phase 2. Data from different sources will be triangulated.

⁹ "Efficiency is the extent to which the program has converted or is expected to convert its resources/ inputs (such as funds, expertise, time, etc.) economically into results in order to achieve the maximum possible outputs, outcomes, and impacts with the minimum possible inputs"; *World Bank: "Indicative Principles and Standards Sourcebook for Evaluating Global and Regional Partnership Programs"*, 2007.
http://siteresources.worldbank.org/EXTGLOREGPARPROG/Resources/grpp_sourcebook_chap11.pdf



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It should be noted that UNHCR's Results Framework captures only very limited data regarding the utilization of UNHCR's vehicles, as follows:

Objective: Logistics and supply optimized to serve operational needs

Impact Indicator	Extent logistics management mechanisms working effectively Performance indicators
Maintenance of vehicle fleet in adequate condition	# of days when vehicles were unavailable % of vehicles insured

However, the AFMS of the UNHCR Division of Emergency Security and Supply is the custodian of a wealth of data through the VTS and software called "Fleet Wave".

The main product of the Inception phase, an Inception Report together with an evaluation matrix, should not only try to examine the interventions' logic and theories of change, but also clarify, refine or change the tentative evaluation questions listed above as well as the scope and methodology.

After the completion of Phase 1 (Inception) and taking into account to the results of the evaluability assessment, Phase 2 will involve fieldwork in the six countries (tentatively two in sub-Saharan Africa, three in North Africa / Middle East and one in Latin America or Europe) and the implementation of the survey targeting selected UNHCR Country Offices. The fieldwork will involve semi-structured interviews with key stakeholders from UNHCR, UN, and NGO and governmental partners. Data will be further verified and triangulated in preparation for the final report.

2.4 Evaluation work-plan and organization and conduct of the evaluation

Activity	Indicative Time Frame	Deliverable	Location
Beginning of consultancy and of desk/literature study and 4 day trip to Budapest/ Geneva for consultations with the Evaluation Service, interviews with key UNHCR stakeholders, and in particular discussions with DESS/SMSL (based in Budapest) and DFAM	End of Month 1 / Consultancy Inception Phase (Phase 1)	Summary notes where relevant	Home / Office based with the exception of one 4 day trip (indicatively 3 consultants including the Team Leader) for consecutive visits to UNHCR Geneva and UNHCR Budapest for 2 days each.
Finalization of the Inception Report, and evaluation matrix	End of Month 2 / Consultancy Inception Phase (Phase 1)	Inception report and evaluation matrix	Home / Office based
In-depth data analysis, additional interviews (phone/skype) etc.	Month 3-4 / Consultancy Main Phase (Phase 2)	Summary notes where relevant	The team of consultants will be split up in two groups of three for country visits. Each group will consecutively visit 3 locations for 6 working days per country



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First draft of the evaluation report and HQs debrief on key findings, draft conclusions and recommendations	End of Month 5 / Consultancy Phase (Phase 2)	First draft of the evaluation report	Home Office based with the exception one trip to Geneva of two consultants for 1 working day
Second and last draft of final report (incorporating – as appropriate – comments from stakeholders).	End of Month 6-7 (phase 2) End of the Consultancy (Note: this will involve approximately one week of work after receiving comments)	Final draft of the evaluation report	Home Office based

The overall timeline to complete the project is 7 to 8 months. The vendor is asked to propose a timeline of no less than 7 months and no more than 8 months.

The main deliverable of the inception phase which will last up to two months will be an Inception Report (indicatively 20 pages plus Annexes) together with an evaluation matrix.

In the main evaluation phase (Phase 2) the evaluation team will be reinforced and tentatively split in two teams of 3 persons covering 3 country operations each. The fieldwork in each country should last approximately between five and seven working days and should be concluded with an informal debriefing session for the Country Office. Besides answering the evaluation questions, this phase should also develop an overall Theory of Change for UNHCR's introduction of the GFM. Phase 2 should last 4 to 5 months including the preparation of the final report. Prior to the finalization of the report a formal debriefing will be held at HQs.

The main deliverable of Phase 2 will be a Final Report (indicatively 50 pages, plus Annexes and Executive Summary) including a data collection toolkit (as Annex) showing the evidence base, a fully-fledged Theory of Change, key findings and recommendations. Furthermore the evaluators will have to ensure that the recommendations are based on evidence, well-crafted, realistic and implementable with an emphasis on quality rather than quantity. After the first draft of the evaluation report is accepted by the E.S., an evaluation brief and a PowerPoint presentation of the findings may also be requested. The structure of the Final Report will be agreed during the inception phase.

After acceptance of the draft report by the ES and the HQs presentation, the report will be circulated for comments by the Advisory Group and other key internal stakeholders. The time-frame for comments is approximately three weeks. During this period the evaluation team will not have to work and this time should not be charged to the contract. This 3 week period is included in the overall time to complete the project (7 to 8 months). It is estimated that the work of considering the comments, incorporating them in the report as appropriate and documenting in a matrix why certain comments were retained or not, will last one week.

The Evaluation will be undertaken by a team of qualified independent consultants of up to seven persons including a Team Leader with a strong expertise/background in evaluations, a Deputy Team Leader (also with expertise in evaluations), two economists or accountants (ideally with expertise in cost-effectiveness/costing data analysis), two persons with expertise in logistics/fleet management¹⁰. They will work closely with a staff member from ES who will be the Evaluation Manager. The exercise will be carried out in close cooperation with the Supply Management Logistics Service with the UNHCR Division of Emergency Security and Supply who may appoint an evaluation co-manager or a focal point who will be consulted at every step in the process.

Norms and standards of the United Nations Evaluation Group will be applied. The guidelines and methods set by the *Active Learning Network for Accountability and Performance in Humanitarian Action* (ALNAP) which will be made available, should also be followed.

¹⁰ This indicative team composition should apply to the main evaluation phase which will involve field-work. During the inception phase team members could be fewer as long as the Team Leader remains the same.



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An Advisory Group will be convened to guide the process, including providing substantive and technical feedback on drafts of the Inception and Final reports. The group will include primarily staff from DESS/SMLS, the Division of Financial and Administrative Management (DFAM), two officers from the Regionals Bureaux, one or two officials from sister agencies (e.g. WFP and/or IFRC) and possibly one or two from donors representations.

Members of the Advisory Group will be asked to:

- a) Provide suggestions to identify potential materials and resources to be reviewed and key contacts to be considered for key informant interviews
- b) Review and comment on the draft Phase 1 Report.
- c) Review and comment on the data collection and data analysis instruments that will be developed by the external evaluation team
- d) Review and comment on the draft evaluation report and validate emerging findings and conclusions (evaluation finalisation stage).
- e) Advise on the focus of the evaluation recommendations that will form the basis of the Management Response to the review (final stage).

Briefings and discussions with the Advisory Group are expected to take place at least twice during the evaluation process (ideally just before the finalization of the Inception Report and of the Final Report).

An ES Evaluation Manager, supported by an SMLS co-manager or focal point, will be at the disposal of the evaluation team and assume responsibility for providing available indicators, monitoring and financial data, arranging interviews at HQ levels, arranging field visits, liaising with the Advisory Group and focal points at Field Representations, and consolidating comments on the inception and final reports. The Evaluation Manager will remain in close contact with designated focal points in the field to ensure smooth mission arrangements to all the designated locations. UNHCR Country offices will designate focal points that will assist the ES Evaluation Manager and the evaluation teams with logistical and administrative arrangements. The Evaluation Manager will also share with the evaluation team a Quality Assurance/Guidance package for evaluations that is piloted by ES.

Upon completion of the final evaluation report, it will be shared with UNHCR's Senior Executive Committee with the request to formulate the formal management response, which will also be in the public domain.

2.5 UNHCR's Responsibilities

Though it is normally the responsibility of the consulting company to obtain visas, UNHCR can facilitate by providing letters of invitation for visas when needed. UNHCR will provide working space and utilities during visits to Geneva, Budapest and the field locations as needed. UNHCR will reimburse the travel expenses according to UNHCR travel rules. UNHCR will provide daily subsistence allowance (DSA) during days that consultants are away from their place of origin according to the official UN rates. Hence, DSA and travel costs should *not* be included in the all-inclusive price. The place of origin that should be provided by the vendor in the financial offer form will be used to calculate a travel cost estimate according to UNHCR travel rules. You must indicate one single place of origin for all the consultants. Should you fail to declare a place of origin, Geneva will be assumed to be the default place of origin to calculate the reimbursement of the cost of the trips. UNHCR will confirm the exact locations of the field visits at a later stage.



3 Content of the Technical Offer

Your Technical proposal should be concisely presented and structured in the following order to include, but not necessarily be limited to, the following information:

3.1 *Company qualifications and references*

1.1. Capacity to undertake contract

A description of your company and the company's qualifications with evidence of your company's capacity to perform the services required, including:

- Company profile, registration certificate, year founded, and last audit reports, if any;
- If a multi-location company, specification of the location of the company's headquarters, and the branches that will be involved in the project work with founding dates;
- Any information that will facilitate our evaluation of your company's substantive reliability, financial and managerial capacity to provide the services;
- You are requested to keep this part of your bid concise and to the point. If you wish, you could provide more details in an annex.

1.2. Professional References for Evaluations and evaluation services

- Three or more successfully descriptions of successfully completed projects, with reference contact information;

1.3. Proven track record of providing evaluations and evaluation services on complex humanitarian and development issues

- Proof of track record of the provision of evaluations and research on complex development and humanitarian issues. A link to at least two previous relevant evaluation reports in English should be provided. Alternatively the full reports (min. 2) can be attached;
- Number and description of similar successfully completed projects;
- Number and description of similar projects underway.

3.2 *Proposed Services*

Understanding of the requirements for services, proposed approach, solutions, methodology and outputs. Any comments or suggestions on the TOR, as well as your detailed description of the manner in which your company would respond to the TOR:

- A detailed work plan and timeline for the Fleet Management Review that demonstrates extensive understanding, knowledge and expertise of UNHCR Fleet Management.
- Convincing evidence in terms of timelines for delivery, maximum flexibility and prioritization, including risk assessment proving you company's capacity to provide the service in the given time frame (7-8 months).
- Please note that the vendor is asked to provide the service in no less than 7 months and no more than 8 months. Do not propose a timeline that is shorter than 7 months or longer than 8 months.
- A detailed description of the proposed methodologies to be used and specific research tools and software's you will use;
- A description of your organization's experience in providing these services
- Description of previous experience working with the United Nations, international organizations or large non-profit organizations, particularly with those having a large field presence outside HQ including very remote locations
- Describe the minimum standards and quality control mechanism you apply;
- Describe the administration of the whole evaluation process.

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Terms of Reference**

- **Quality Assurance**
The bidders have to demonstrate and describe internal quality assurance plan and mechanism they have in place to ensure consistently high quality evaluation process and products.
- Communicating results and findings in an accessible way for non-technical readers will be important. The 2 submitted reports should be of excellent quality and easy to understand even for non-technical readers

3.3 Personnel Qualifications

- The composition of the team you propose to provide;
- Summary of their specific experience and expertise relevant for this evaluation;
- Curriculum vitae of core staff (max 5 pages per CV).
- The proposed personnel will be evaluated along the following criteria:
Skills, experience, diversity and experience in data collection in the context of emergencies

3.4 Vendor Registration Form

Please complete, sign, and submit with your Technical Proposal the Vendor Registration Form (Annex C).

3.5 Applicable General Conditions

Please indicate your acknowledgement of the UNHCR General Conditions of Contract for the Provision of Services by signing this document (Annex D) and including it in your submitted Technical Proposal.



4 Evaluation

4.1 Technical Evaluation

The **Technical offer** will be evaluated using inter alia the following criteria and percentage distribution: **70%** from the total score.

<i>Evaluation Criteria</i>		<i>Max. points obtainable</i>
1. Company Qualification	<ul style="list-style-type: none"> Capacity to undertake contract References Proven track record of providing evaluations and evaluation services on complex humanitarian and if applicable development issues and experience in designing and implementation of evaluations. 	14
2. Proposed Services	<ul style="list-style-type: none"> Proposed evaluation methodology and tools to be used Organization of work indicates the ability to comply with the required timeframe for the evaluation General Strategy and Approach indicates knowledge of subject. Internal mechanisms in place to guarantee quality of the evaluation i.e. how the quality will be guaranteed in addition to the EQA provided by UNHCR Communicating results and findings in an accessible way for non-technical readers 	28
3. Personnel qualification	<ul style="list-style-type: none"> Experience, qualifications and proven positive track record of proposed Team Leader Diversity of team, complementarity of skills, relevant expertise and experience of members of the evaluation team, including in relation to the specific topic of the evaluation Experience in designing and implementation of evaluations, data collection and analysis methods including in the context of emergencies 	28
Total Points		70

The total minimum score to be considered technically compliant is 42 out of 70 points. If a bid does not meet this minimum it will be deemed technically non-compliant and will not proceed to the financial evaluation.

Appendix II Detailed Methodology

Evaluation Approach

The evaluation approach was based on a light evaluability assessment conducted during the inception phase. This evaluability assessment addressed key questions about project design, institutional context, and the availability of data and information. Overall, the evaluability assessment led to the conclusion that there is insufficient and non-comparable data in the 2011-2013 period to allow for a complete cost effectiveness analysis as had been requested in the TOR. As such, the cost benefit component had to be redesigned. To maintain the original purpose of the evaluation, the methodology was adjusted twice: once in the inception report and a second time during the data collection phase.

The evaluation was based on theory, and it drafted a theory of change (see Appendix III) to illustrate the assumptions underlying the GFM's design and implementation, as well as how and why specific GFM interventions were meant to contribute to expected results. Evaluation questions and sub-questions in the evaluation matrix were formulated to test these assumptions. Thus, the theory of change contributed to answering the overarching questions about the GFM's design and its contribution to improved fleet management. Insights deriving from this process are included in the evaluation Conclusions, and Recommendations.

Evaluation Matrix

The evaluation is anchored in an evaluation matrix (Appendix IV) that shows the specific questions, sub-questions, key indicators, and data sources. It focuses on two scenarios: the centralized, globally-based purchase of vehicles and local vehicle purchases, which are both adequately supported by data. For this reason, however, many evaluation questions shown in the matrix are not entirely aligned with the information presented in this report. Whenever feasible and available, data on before-and-after GFM are presented.

Data Collection Methods

The evaluation used the following methods of data collection and analysis:

- Document and literature reviews
- Visits to five country operations and to UNHCR offices in Geneva and Budapest
- Review of two comparator organizations, ICRC and IFRC
- Key informant interviews

In total, 183 stakeholders were consulted during the evaluation. See Appendix VIII for a full list of consulted stakeholders. An online survey had been planned, but it was later abandoned (see below).

Document and Literature Reviews

A preliminary review of relevant literature and documents was conducted as part of the inception phase. These reviews complemented the detailed work done during field visits to countries. Additional corporate documents were systematically analyzed to address the questions and sub-questions in the evaluation matrix. A full bibliography is included in Appendix V.

The document types examined via desk-based reviews included, but were not limited to, the following:

- Literature on fleet management for commercial and humanitarian fleets

- GFM reports and previous analyses (e.g., INSEAD baseline and annual reports)
- GFM policies
- Documents gathered from country operations, including fleet planning documents
- GFM manuals and other guidance documents
- Data extracted from information management systems

Visits to Five Countries and UNHCR HQ Offices

During country visits, the evaluation team collected data from UNHCR staff and NGO partners related to GFM in five countries (i.e., Algeria, Chad, Colombia, Kenya, Lebanon) and two UNHCR HQ locations (i.e., Geneva and Budapest). The criteria for country selection included the following:

- 1) A mix of operations with large¹ and small-to-medium sized fleets
- 2) Countries with emergency operations
- 3) One country that does not rent any vehicles from GFM
- 4) One country that procures vehicles locally
- 5) Countries that experience a mix of fleet management performance issues due to internal or external factors
- 6) FleetWave and training rollout
- 7) Geographic representation

This purposeful sample allowed for an appropriate geographic representation of the countries in which UNHCR has operations, although the representation was modified based on certain factors. During the inception mission, UNHCR and the evaluation team agreed a field mission would not take place in Europe, given that UNHCR's fleet in that region is very limited. There were questions about including a country in Asia (e.g., Bangladesh, Nepal), but it was decided that a stronger evaluation coverage in the Middle East and Africa would be more appropriate because:

- Countries with important fleets in Asia were not available for field visits; and
- Countries in the Middle East and Africa have been experiencing more challenges in relation to fleet management, predominantly due to large emergency operations, and would therefore be better candidates for this learning exercise.

There were discussions during the inception phase about selecting Iran for a country visit. In the end, Lebanon was selected in lieu of Iran because Lebanon does not yet rent vehicles under the GFM.

A member of the evaluation team led each field visit, accompanied by a fleet manager, an economist, or both. The country visit to Algeria was conducted by one person only due to a team member's inability to procure a visa in time for the visit.

The evaluation team conducted in-country data collection through individual and small group interviews. Stakeholders from the following groups were consulted:

- UNHCR fleet managers
- Other programme and administration staff

¹ The evaluation team defines a large fleet as one composed of 50 or more light vehicles.

- Representatives and deputy representatives
- NGO partners

Interview protocols for different stakeholder groups are presented in Appendix VII.

A final element of each visit was an individualized, on-site exit debrief, delivered via a PowerPoint presentation. In Algeria, the exit debrief was not performed due to the inavailability of UNHCR stakeholders. The exit debrief documents were prepared for the country operations but were not reviewed, commented on, or revised following the receipt of feedback from UNHCR, as they were considered to be working documents for the evaluation team and were not intended to be deliverables.

Short country briefs that reflect the findings of each visit are presented in Appendix X.

Review of Comparator Organizations

The evaluation team conducted a brief review and analysis of comparator organizations (i.e., IFRC, ICRC) to set GFM and its activities in a wider context, as well as to support learning based on approaches used by other humanitarian actors. More specifically, the intention was to identify best practices for addressing limitations and shortcomings related to centralized fleet management and how these best practices could be applied to the UNHCR GFM.

The review was based on semi-structured interviews with one stakeholder from each of the two organizations. These interviews were conducted after the field missions and once key areas for improvement had been identified.

Information on comparator organizations is presented in Appendix VI.

Key Informant Interviews

During the inception phase, additional stakeholders were identified as potential informants for discussing key issues. For example, in order to gather additional qualitative, perceptual data about savings and other GFM benefits, the evaluation team conducted seven semi-structured interviews with UNHCR fleet managers who were not based in the five selected countries. These UNHCR fleet managers represented 15% of all personnel identified as having fleet manager responsibilities outside said selected countries.

Online Survey

The inception report indicated a global online survey had been planned to gather pre- and post-GFM period data from the greatest possible number of UNHCR stakeholders. However, as the evaluation progressed, it became increasingly difficult to target a specific group of stakeholders (e.g., fleet managers). The evaluation team also considered the generally low response rates observed in other studies. In light of this and in collaboration with the evaluation unit, the evaluation team chose to focus exclusively on semi-structured interviews.

Analysis

To analyze the various data sets, the evaluation employed qualitative (i.e., descriptive, content, comparative) and quantitative techniques.

- **Descriptive analysis** was used first to understand the contexts in which UNHCR exists and operates.
- **Quantitative analysis** was then used to capture relevant information and trends related to adequacy GFM vehicles, insurance schemes, processes, and other considerations.

- **Qualitative analysis**, which followed, included the following two approaches:
 - Content analysis was used across the different lines of inquiry, including the review of documents and interview data, to analyze and identify common trends, themes, and patterns in relation to the evaluation matrix questions. Content analysis was further used to flag diverging views on and evidence relating to certain issues. Emerging issues and trends from this analysis constituted the raw material for crafting preliminary observations, which were later refined for the Draft Evaluation Report.
 - Comparative analysis was used to examine findings across different regions and countries, themes, and other criteria. For instance, comparative analysis was used to weigh good practices from comparator organizations (i.e., IFRC, ICRC) against current GFM practices.

To the greatest extent possible, the evaluation team attempted to base individual findings on several lines of inquiry and data sources. Preliminary findings and areas requiring further assessment were presented to key UNHCR stakeholders through phone conversations, and their feedback informed this draft evaluation report.

The evaluation report presents key data and findings for each key evaluation question, relegating certain data from some sub-questions to annexes in order to facilitate a coherent narrative in the body of the report. Where appropriate, the evaluation report utilizes visuals, such as graphics and diagrams, to enhance clarity and readability.

Quality Assurance and Ethical Considerations

The internal quality assurance system presented in the inception report specifies that the Evaluation Team Leader has overall responsibility for quality assurance, ensuring rigorous data collection, and analysis and synthesis based on triangulation and verification of data.

While internal measures are essential to assure quality, an external review is also conducted so as to provide outside expert quality assurance. An External Quality Assurance Reviewer was tasked with the review of the draft report. In this capacity he did not contribute to data collection, analysis, or report writing, but exclusively focused on autonomous quality assurance of key evaluation deliverables and directly advised and reported to the Evaluation Team Leader.

No evaluation team member had any potential conflict of interest with the evaluation object or UNHCR.

The evaluators strictly adhered to UNEG standards for ethical considerations. Interviewees were informed of the purpose and objectives of the evaluation to obtain their consent to be interviewed. Respondents were informed of the confidentiality of the information they provided, which was reported in an aggregate form in the report. Quotes included in this report have been anonymized.

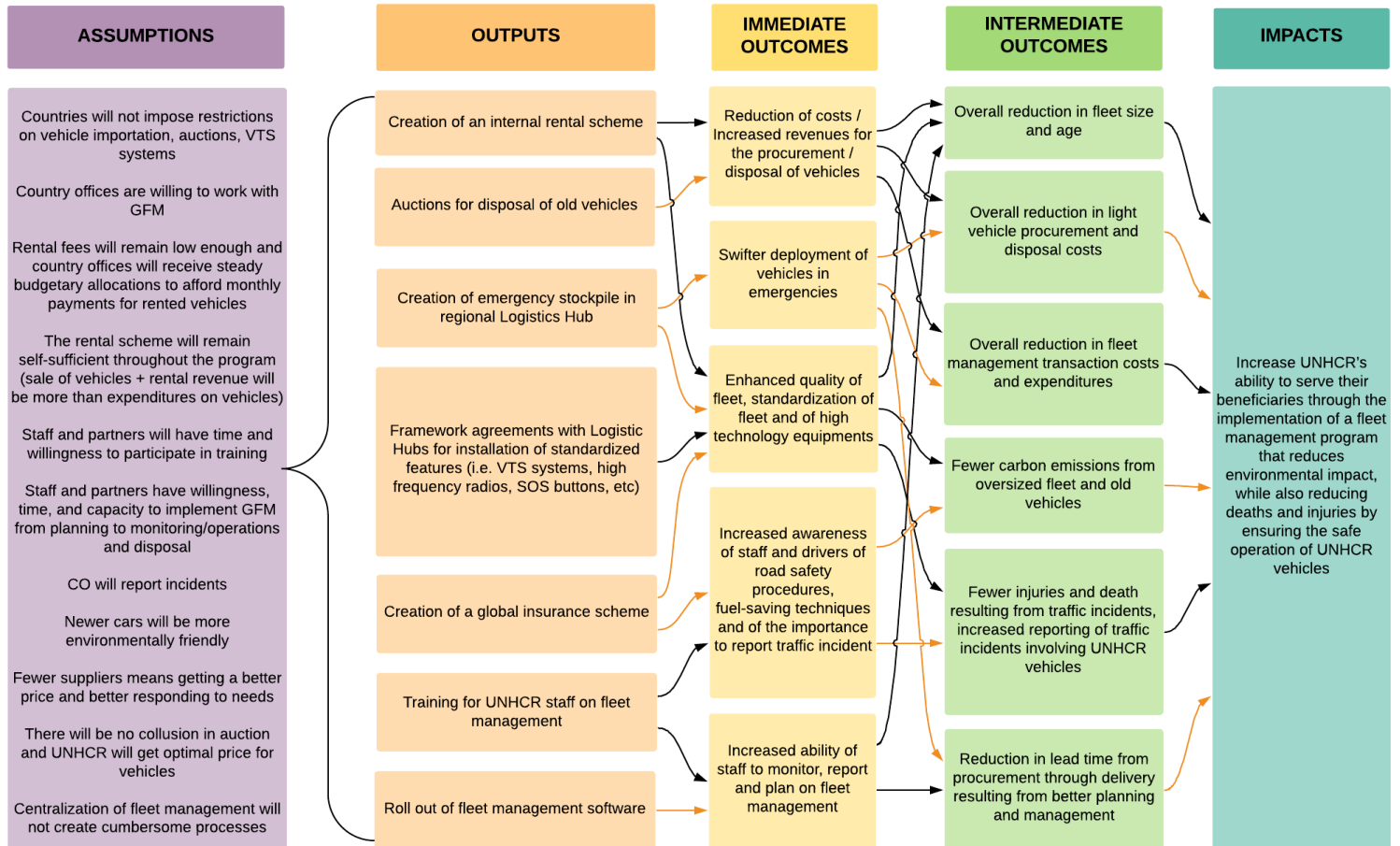
Limitations

The main limitations to the evaluation and mitigation strategies are outlined below.

- There were inconsistencies in the data shared by stakeholders at the global and country levels. As a result, the evaluation chose to use data provided by GFM in Budapest to avoid inconsistencies in the presentation of data. In addition, two of the five countries visited did not share country-level data with the evaluation team.
- Data on fuel and maintenance costs could not be reviewed. This is due, in part, to the UNHCR systems which do not allow for certain advanced searches. Fuel data is entered aggregately (e.g., charcoal for refugees, fuel for generators) and it is not possible to separate out light vehicle fuel. This gap has limited the analysis conducted in terms of costs and benefits.

- For the costs and benefits section, certain things were impossible to quantify, such as time saved or wasted with or without GFM. This is mainly due to issues such as data not having been recorded on time spent ordering vehicles.
- The costs of accessories for light vehicles before GFM was another unknown variable for the costs and benefits section. Again, this information was not recorded consistently.
- It was not possible to retrieve the number of vehicles pending for disposal before 2017. The disposal records and MSRP information do not tally.
- In 2014 and 2015, several vehicles auctioned were not registered in the system. This impacted the validity of data shown in this report.
- There are also some limitations to comparing vehicles bought on a yearly basis, as models alter over the years and are therefore not identical. To mitigate this, this evaluation compared prices of vehicles purchased locally and globally for a given year.

Appendix III Theory of Change for the GFM



Appendix IV Evaluation Matrix

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
1	Improve the efficiency of the UNHCR vehicle fleet	Cost effectiveness/ cost benefit analysis	1.0 To what extent did the introduction of the GFM increase the cost effectiveness and cost- benefit of the purchase and disposal of the UNHCR light vehicle fleet?	1.1 Did it result in cost-savings or cost avoidance at GFM level through increased buying power (purchase)?	Average purchasing cost of vehicle: <ul style="list-style-type: none"> by type/ model/region (2011-2013) by type/ model/region (2014-2017) 	GFM Reports FleetWave	Document Review Report Review	Qualitative Comparison Reporting
					Total annual expenditures at HQ: <ul style="list-style-type: none"> Vehicle and equipment purchase Disposal expenditure Annual shipping costs Stocking costs/inventories in Logistics Hub Software costs Operating costs 	GFM Reports FleetWave MSRP Insead Baseline	Document Review Report Review	Qualitative Comparison Reporting
					Total annual revenues at HQ: <ul style="list-style-type: none"> Rental of light vehicles 	GFM Reports FleetWave MSRP	Document Review Report Review	Qualitative Comparison Reporting

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
					<ul style="list-style-type: none"> VTS Tracking Fees for light vehicles outside the rental scheme Light vehicle disposal income 	Insead Baseline		
					Number and pay-grade of staff involved in managing GFM (at HQ Level)	GFM Reports	Document Review	Reporting
					Qualitative evidence the GFM has avoided additional costs to incur at HQ	GFM Staff	Semi-structured interviews	Content analysis
				1.2 What were the field level costs prior to initiation of GFM in respect to light vehicle purchase and disposal?	Total annual expenditures (2011-2013) <ul style="list-style-type: none"> Cost of light vehicle and equipment rental Cost of light vehicle purchase Cost of light vehicle disposal Operating costs 	Insead Baseline Report	Report Review	Reporting
				1.3 What are the current field level costs after GFM has been	Total annual expenditures (2014-2017)	FleetWave MSRP	Report Review	Quantitative Comparison Reporting

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
				implemented in respect to light vehicle purchase and disposal?	<ul style="list-style-type: none"> • Cost of light vehicle and equipment rental • Cost of light vehicle purchase • Cost of light vehicle disposal • Cost of VTS installation • Cost of VTS • Cost of software licenses 			
				1.4 What are field level perceptions of GFM's contribution to fleet efficiency?	# of stakeholders who agree that the introduction of GFM has (a) prevented (b) incurred additional costs in the field	Fleet Managers Country Staff	Semi-structured interviews Survey (open ended)	Content Analysis
				1.5 What were the costs to country offices of the new insurance scheme?	Total insurance expenditures (2011-2013) <ul style="list-style-type: none"> • Total insurance cost for country offices including local third-party liability insurance 	Insead Baseline MSRP	Report Review	Quantitative Comparison
					Total insurance expenditures (2014-2017):	FleetWave MSRP	Report Review	Quantitative Comparison

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
					<ul style="list-style-type: none"> • Cost of third-party liability insurance • Cost of excess liability insurance • Cost of contribution to self-insurance fund 			
				1.6 Did the GFM improve the fleet's level of liability coverage?	Total insurance coverage (2011-2013) <ul style="list-style-type: none"> • Total liability insurance coverage 	GFM Reports Insead Baseline Insurance policies in-country	Document Review	Quantitative Comparison
					Total insurance coverage (2014-2017): <ul style="list-style-type: none"> • Total liability insurance coverage 	GFM Reports GFM insurance policy	Document Review	Quantitative Comparison
					Ratio of coverage amount to money spent on insurance (constructed variable)	Constructed from 1.5 and 1.6	Constructed Variable	Quantitative Comparison
				1.7 What were field level perceptions of GFM's changes	Perceived benefits (monetary and non-monetary) at country level	Fleet Managers Country Staff	Semi-structured interviews Survey (open ended)	Content analysis

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
				to the insurance scheme?	Perceived benefits (monetary and non-monetary) at GFM (HQ Level)	GFM Staff	Semi-Structured Interviews Key Informant Interviews	Content analysis
				1.8 Did the standardization of Land Cruiser (LC) models meet operational needs, particularly with partners?	% of Fleet Managers who believe that LC model mostly meets their operational needs	Fleet Managers	Survey (Likert)	Reporting
					% of Fleet Managers who report that LC models mostly meet their partners' needs	Fleet Managers	Survey (Likert)	Reporting
					# of cases where needs were not met (for operational or partner needs)	Fleet Managers Country Staff Partner NGOs Drivers	Survey (Open ended) Semi-structured interviews Focus Group Discussions	Reporting Content Analysis
					# and type of suggestions on more appropriate models	Fleet Managers Country Staff Partner NGOs Drivers	Survey (Open ended) Semi-structured interviews Focus Group Discussions	Reporting Content Analysis
2	Enhance management and oversight of UNHCR's fleet	Efficiency	2.0 To what extent did the introduction of the GFM result in the increased	2.1 Did it result in simplified ordering?	Average amount of time spent ordering a vehicle (2011-2013)	Fleet Managers Country Staff	Survey (# of hours) Semi-structured interviews	Quantitative Comparison Content Analysis

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
			efficiency of the management of UNHCR's light vehicle fleet?		Average amount of time spent ordering a vehicle (2014-2017)	Fleet Managers Country Staff	Survey (# of hours) Semi-structured interviews	Quantitative Comparison Content Analysis
					Perceptions that GFM has improved or complicated the ordering process	Fleet Managers Country Staff GFM Staff	Survey (open ended) Semi-structured Interviews	Quantitative Comparison Content Analysis
					Variation in the number of light vehicle suppliers	GFM Documents Insead Baseline MSRP	Document Review	Reporting
					Variation in the number of light vehicle models	GFM Documents Insead Baseline MSRP	Document Review	Reporting
				2.2 Did the introduction of the GFM result in simplified procedures for the disposal of old light vehicles?	Average amount of time spent to dispose of a vehicle (2011-2013)	Fleet Managers Country Staff	Survey (# of hours) Semi-structured interviews	Quantitative Comparison Content Analysis
					Average amount of time spent to dispose of a vehicle (2014-2017)	Fleet Managers Country Staff	Survey (# of hours) Semi-structured interviews	Quantitative Comparison Content Analysis

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
					Average number of days to dispose of a vehicle (from decision to dispose to dispatch) (2011-2013)	Fleet Managers Country Staff	Survey (# of days) Semi-structured interviews	Quantitative Comparison Content Analysis
					Average number of days to dispose of a vehicle (from decision to dispose to dispatch) (2014-2017)	Fleet Managers Country Staff	Survey (# of days) Semi-structured interviews	Quantitative Comparison Content Analysis
					Perceptions by Fleet Managers that GFM has improved or complicated the disposal process	Fleet Managers Country Staff	Survey (open ended) Semi-structured interviews	Content analysis
					Perceptions that disposal method is appropriate for local context	Fleet Managers Country Staff	Survey (open ended) Semi-structured interviews	Content analysis
				2.3 Did it improve the management of the light vehicle fleet	Average age of light vehicles (2011-2013)	Insead Baseline Report GFM Documents Fleet Managers Country Staff	Document Review Semi-structured interviews	Reporting Content analysis

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
					Average age of light vehicles (2014-2017)	FleetWave Fleet Managers Country Staff	Report Review Semi-structured interviews	Reporting Content Analysis
					Perceptions on the level of underutilized vehicles (2011-2013)	Fleet Managers Country Staff	Document Review Semi-structured interviews	Content Analysis
					Perceptions on the level of underutilized vehicles (2014-2017)	FleetWave Fleet Managers Country Staff	Report Review Semi-structured interviews	Content Analysis
					Average mileage of light vehicles (2011-2013)	Insead Baseline Report GFM Documents Fleet Managers Country Staff	Document Review Semi-structured interviews	Reporting Content Analysis
					Average mileage of light vehicles (2014-2017)	FleetWave Fleet Managers	Report Review Semi-structured interviews	Reporting Content Analysis
					# of light vehicles in fleet (2011-2013)	MSRP Fleet Managers	Report Review Semi-structured interviews	Reporting Content Analysis
					# of light vehicles in fleet (2014-2017)	MSRP	Report Review	Reporting Content Analysis

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
						Fleet Managers	Semi-structured interviews	
					% of Vehicles above 150,000 km (2011-2013)	Insead Baseline Report GFM Documents Fleet Managers Country Staff	Document Review Semi-structured interviews	Reporting Content Analysis
					% of Vehicles above 150,000 km (2014-2017)	FleetWave Fleet Managers	Report Review Semi-structured interviews	Reporting Content Analysis
					Evidence of the consistent and appropriate use of available fleet data	GFM Staff Fleet Managers Country Level Fleet Plans	Semi-Structured Interviews Survey (Open ended)	Content analysis
					Level of satisfaction with training to improve management of light vehicle fleet	GFM Staff Fleet Managers Country Staff	Semi-Structured Interviews Survey (Open ended)	Content analysis
					# of an official "Fleet Manager" (or equivalent) position	Fleet Managers Country Staff	Survey (binary) Semi-structured interviews	Reporting
				2.4 Did it allow field operations to	Average vehicle replacement time (2011-2013)	Indicators on ordering time and disposal	Calculated	Reporting

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
				replace more quickly aging light vehicles?		time gathered in 2.1 and 2.2		
					Average vehicle replacement time (2014-2017)	Indicators on ordering time and disposal time gathered in 2.1 and 2.2	Calculated	Reporting
					Perception that the centralization of procurement has reduced or increased bottlenecks	GFM Staff Fleet Managers Country Staff	Semi-Structured Interviews Survey (Open ended)	Content analysis
				2.5 Did it result in an increase or decrease in the level of staffing needed to manage the light vehicle fleet at the field level?	Average number of hours per week spent managing light vehicle fleet (2011-2013)	Fleet Managers	Survey (# of days) Semi-structured interviews	Reporting Content Analysis
					Average time spent managing light vehicle fleet (2014-2017)	Fleet Managers	Survey (# of days) Semi-structured interviews	Reporting Content Analysis
				2.6 To what extent has the full rollout of VTS in the light vehicle fleet been achieved?	% of light vehicle fleet with VTS installed (monthly reporting)	VTS FleetWave Fleet Managers GFM Staff	Report Review Semi-structured interviews	Quantitative Comparison
				2.7 Did it capture operational data and	% of VTS-installed vehicles that are active (monthly reporting)	VTS	Report Review	Content analysis

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
				information on utilization, time and distance travelled so that the performance could be optimized both for Administration and Programme fleets?	Type of data the VTS is capturing	VTS	Report Review	Content analysis
					Evidence that VTS data is used for decision-making and fleet administration	GFM Staff GFM Documents Country Level Fleet Management Plans Fleet Managers	Semi-Structured Interviews Document Review Survey (Likert)	Content Analysis Reporting
				2.8 To what extent do field operations have the capacity to implement requested activities	Perception of field operation's capacity to implement GFM directives	Fleet Managers Country Staff	Survey (Likert) Semi-structured interviews	Reporting Content analysis
				2.9 To what extent do country staff understand the roles and responsibilities of the GFM and the country offices?	Level of understanding of field operation staff's regarding their roles and responsibilities	GFM Staff Fleet Managers Country Staff	Survey (Likert) Survey (test questions) Semi-structured interviews	Reporting Content analysis
3	Improve road safety awareness for UNHCR staff	Effectiveness	3.0 To what extent did the introduction of the GFM result in	3.1 To what extent is VTS used for	% of VTS equipped vehicles that have panic buttons [and	VTS	Report Review	Reporting

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
	and other users; operations		improved awareness of road safety and environmental concerns?	Security Risk Management purposes?	other security-related features]			
				3.2 To what extent are Road Safety workshop leading to improve road safety awareness?	# of UNHCR staff who have participated in Road Safety workshops (if possible report in percentage of active UNHCR staff)	GFM Documents	Document Review	Reporting
					# of partner staff members who have participated in Road Safety workshops (if possible report in percentage of active partner staff)	GFM Documents	Document Review	Reporting
					Perception that drivers are more aware of road safety principles.	Fleet Managers Country Staff Drivers	Survey (Likert) Semi-structured interviews Focus Group Discussions	Reporting Content analysis
					Perception that drivers are effectively implementing road safety principles.	Fleet Managers Country Staff Drivers	Survey (% of drivers) Semi-structured interviews Focus Group Discussions	Reporting Content analysis
				3.3 To what extent are	Perception that radio rooms	Fleet Managers	Semi-structured interviews	Content analysis

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
				radio rooms in field operations or other means of telecommunication in a position to monitor and respond to VTS-induced emergency alerts?	monitor and are capable of responding to VTS-induced emergency alerts	Country Staff Drivers	Survey (open ended) Focus Group Discussions	
					# of alerts issued / # of alerts adequately responded to	Fleet Managers Country Staff Drivers	Semi-structured interviews Focus Group Discussions	Content analysis
4	Reduce environmental footprint of the operation of UNHCR's light vehicle fleet	Effectiveness	4.0 To what extent has the GFM contributed to reducing the UNHCR light vehicle fleet's operating environmental impact?	4.1 To what extent has GFM led to a reduction in light vehicle idling?	# of idling incidents	VTS	Report Review	Reporting
				4.2 To what extent has GFM led to a reduction in fuel use in the light vehicle fleet?	# of drivers who understand and apply fuel-saving driving techniques	Fleet Managers Country Staff Drivers	Survey (Open ended) Semi-structured interviews Focus Group Discussions	Content Analysis
				4.3 To what extent has GFM contributed to	# of electric cars in fleet	FleetWave	Report Review	Reporting
					# of hybrid cars in fleet	FleetWave	Report Review	Reporting

	OBJECTIVES	EVALUATIONS CRITERIA	KEY EVALUATION QUESTION	SPECIFIC SUB QUESTION	INDICATORS	DATA SOURCE(S)	DATA COLLECTION METHOD(S)	DATA ANALYSIS APPROACH(ES)
				facilitating the acquisition of electric and hybrid vehicles?	Perception of GFM's contribution to the difficulty or ease of acquiring environmentally friendly vehicles	Fleet Managers GFM Staff	Survey (Likert) Semi-structured interviews	Reporting Content analysis
5	Intended and unintended impact and results of GFM	Impact	5.0 Were there any unintended impact, results, either positive or negative, stemming from the GFM's introduction?	5.1 As there was no real vehicle stock management before GFM, how did it affect the stock levels of light vehicles?	# of Light Vehicles in stock	MSRP GFM Documents Insead Baseline Report	Report Review Document Review	Reporting
					Perceptions on the appropriateness of stock levels in Logistics Hubs	GFM Staff Fleet Managers Country Staff	Semi-Structured Interviews Survey (Open ended)	Content Analysis
				5.2 What were the other benefits/drawbacks not envisioned?	Perceptions and evidence of benefits/drawbacks not envisioned	GFM Staff Fleet Managers Country Staff	Semi-Structured Interviews Survey (Open ended)	Content Analysis

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Appendix VI Country Briefs

Algeria Country Brief

This country brief presents the findings of the field visit to Algeria, conducted the week of May 6 to May 10, 2018. The purpose of the country brief is to examine how the Global Fleet Management (GFM) has functioned in the country since 2014. More precisely, it explores the costs and benefits of the new GFM rental and insurance schemes for the UNHCR country operation compared to the prior system. In terms of efficiency, this country brief examines perceptions related to lead time for vehicle replacement, the fleet management systems and structure, and the presence—or lack—of clear fleet management lines of accountability and communication channels. Finally, this country brief examines the extent to which the introduction of the GFM has enhanced the safety of UNHCR drivers, staff, and partners.

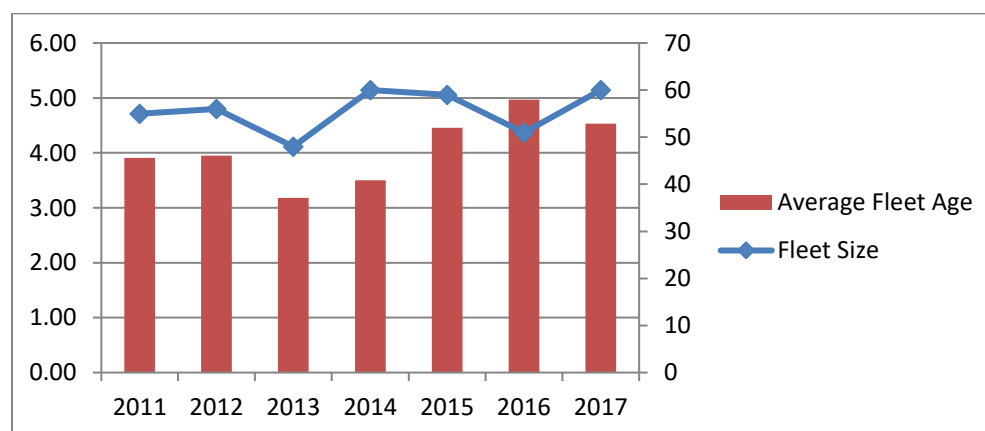
The evaluation team visited the UNHCR main office in Algiers and one field office in Tindouf. Overall, the team consulted 19 stakeholders, consisting of those listed below.

- Ten (10) UNHCR country staff: administrative assistants and financial officers, the Program Chief, the Head of Sub-Office, the Senior Telecom Operator, others
- Two (2) UNHCR drivers
- Nine (9) UNHCR partners: Green Tea, Triangle Génération Humanitaire (TGH), Croissant Rouge Algérien, Solidaridad Internacional Andalucía

Description of the Light Vehicle Fleet

In 2018, the fleet size in Algeria was 60 light vehicles. The average vehicle age is 4.53 years. The number of light vehicles rented through GFM is 34, with 11 of them being used by UNCHR. The fleet is mainly composed of Toyota Land Cruisers and Nissan Patrols.

Figure vi.1 Average Algeria Fleet Age and Size



GFM Costs and Benefits

Stakeholders in Algiers described GFM as being beneficial. For example, UNHCR staff members appreciated being able to amortize light vehicles over a five-year period. This facilitates the way the operation manages its budget. Outside of the capital, however, perceptions were stated differently. In

Tindouf, partners use most of the vehicles, and UNHCR staff members are under the impression they must prioritize transport every year. Instead of having a one-time cost for partner vehicles, they must now pay for those vehicles over a five-year period. And, as GFM requires vehicles to be disposed of at five years, the operation has to immediately start paying for a new one. Budgets in this country operation tend to decrease each year, and it is difficult for staff to predict transport needs without having defined their budgets three to five years in advance. Even though stakeholders in Algeria deemed the rental fee to be acceptable, they perceived renting under GFM to be more expensive than ownership.

In relation to lead time, consulted stakeholders described how GFM has decreased the lead time for vehicle procurement. Stakeholders in Algeria reported that with GFM, it is now much faster and easier to order and receive light vehicles. There are still a number of barriers linked to registration and customs, but they are out of GFM's control.

GFM is perceived to have improved fleet management and control. An interviewee in Tindouf explained that before GFM, it was difficult to control the vehicles in the camps and before 2011, not all vehicles were registered in the system. This has been improved and it is now easier to track vehicles and prevent theft.

The evaluation noted a few drawbacks to GFM. According to stakeholders, the vehicles types are not always adapted to country needs. For instance, partners stated the Nissan Patrol is not well adapted to desert conditions. They reported technical problems and a lack of options, and because of these issues, the vehicles are not being optimally used. UNHCR staff members in Tindouf were generally satisfied with the Nissan Patrols and Land Cruisers. In Algiers, stakeholders prefer smaller cars because of the difficulty of parking and driving in the narrow streets.

UNHCR staff in the operation also noted how the paperwork has increased with GFM. The technical and administrative requirements under GFM have become somewhat more complex, yet the human resources stay the same. For example, car disposal requires more planning and more steps, and receiving a final decision about the vehicle disposal procedure can take up to three months. Manual data entry on FleetWave is also believed to be time consuming.

Insurance

The GFM self-insurance system was described as being more complex than the previous insurance system. The country operation now is required to maintain two types of insurance: the GFM all-risk insurance and local third-party insurance. Before GFM, the operation only used a local third-party insurance, which had a minimal cost. Interviewees believed it was not an issue that they did not have insurance for damages. Although they had the manufacturer's guarantee, the dealerships would never honour it. When repairs were needed on vehicles, the operation paid for them out of its budget. Now, despite the operation paying for the GFM insurance, they barely use it because of the perceived complexity of making claims. Partners also do not understand the claims procedures. The operation also reported significant delays in getting a response to a claim and, because of that, minor incidents are never reported. The GFM insurance claim involves several steps, such as document submission by the operation and file management by GFM. During that time, vehicles cannot be used, and stakeholders feel frustrated by this.

Stakeholders in Algeria explained that instead of completing forms and waiting for approval from Headquarters, it is easier and cheaper for them to effect minor repairs. The operation would prefer to pay USD 100 instead of waiting several weeks and for the vehicle to become usable. Furthermore, drivers are afraid to report some incidents because they believe the office will consider them to be bad drivers. For example, if a mirror were to be broken, a maintenance cost would appear in the system, and so a driver might replace it with their own money. According to data shared by GFM with the evaluation team, the operation in Algeria has only made three insurance claims: two in 2016 and one in 2017. No claim has

been made for partner vehicles. Two of the operation's claims were closed without payment because the operation did not submit documents on time.

Vehicle Disposal

The procedure for vehicles disposal in Algeria is highly complex. The only possible buyers for GFM vehicles are tax-exempt international organizations. The government considers UNHCR vehicles to be transit vehicles because they were free of customs duty when they entered the country. This means that potential Algerian buyers would need to pay taxes as if the cars were new, despite the vehicles being used and devalued. Vehicles cannot be exported again, as exporting costs are very high. A UNHCR staff member estimated the cost of transporting a vehicle from Algeria to the hub to be around USD 4,000, which is expensive compared to a vehicle's residual value.

The only potential buyers are international organizations or embassies, and the operation currently has an agreement in place with the Sahrawi government. They are the only buyer of UNHCR's used vehicles. In this limited market, this buyer offers no more than USD 5,000 per vehicle. If UNHCR were to have a large number of vehicles to sell at the same time, the Sahrawi government might not be able to buy them all or would negotiate even lower prices.

Fleet Management Roles and Responsibilities

Fleet management is the responsibility of a single person: The Administration and Finance Officer. He has other tasks to complete in addition to managing the fleet. There could be a full-time position for a fleet manager. The operation is currently investigating the possibility of the United Nations Office for Project Services (UNOPS) or the United Nations Volunteers (UNV) providing support.

Other than this, stakeholder roles and responsibilities are well defined internally. Since the inception of GFM, the operation has put in place new systems to improve planning.

There seems to be good internal coordination, especially for ordering vehicles. Planning is better, but stakeholders do not know what the ideal fleet size should be. The current fleet size is determined based on available resources.

GFM Training

From March 15 to March 18, 2018, a GFM fleet management and FleetWave training session was held in Tindouf. There were 24 participants from the following categories:

- Senior Management: One (1) participant
- Programme Staff: Three (3) participants
- Partners: Nine (9) participants
- Transportation Manager and Supply and Administrative Staff: Six (6) participants
- Dispatchers and Senior Drivers: One (1) participant
- Drivers: Four (4) participants

The drivers who met with the evaluation team were not trained on road safety. They respect some basic security instructions, such as not driving after curfew and needing to have an escort. The sub-office in Tindouf is trying to organize safe driver training, but so far, no opportunities have been provided. Partners have also not been trained.

Data Management Systems

Algeria has the vehicle tracking system (VTS) installed in all GFM-supplied vehicles. As of March 2018, 35 vehicles had the VTS out of 94 total vehicles.² The VTS and FleetWave were only recently activated, so no data entry has occurred so far. Data needed for FleetWave is reportedly available.

UNHCR stakeholders were satisfied with the VTS. There is still a need to become accustomed to the tool and learn how to effectively use it. At the moment, VTS data are not being used to manage and control the fleet. Very few stakeholders and none of the partners knew about the SOS button. Overall, the VTS allows users to track vehicles at all times, improving staff and partner security. Partners have mixed views about the VTS monitoring them, and they would like access to the data.

Road Safety

One of the most pressing issues associated with GFM in Algeria is related to car maintenance, especially in Tindouf. Many interviewees emphasized there are no qualified mechanics or authorized Toyota or Nissan dealerships in Tindouf. The operation experiences long delays in obtaining the right spare parts. There is one workshop in the camps, but it is used only for partner vehicles, as TGH (the organization that operates the workshop) does not have additional resources. As a result, since 2014, GFM cars have been only minimally maintained. This is a major safety concern for staff in Tindouf. At the time of the evaluator's visits, the windshields of most GFM vehicles were cracked, but they cannot be fixed in Tindouf because of the lack of expertise.

Environmental Footprint

Some stakeholders in Algeria believed GFM contributes to reducing pollution because newer vehicle models are on the road, decreasing greenhouse gas emissions. On the other hand, many stakeholders reported the need for more robust vehicles to handle the poor-quality diesel in Algeria. These vehicles, mostly sport utility vehicles (SUVs), consume more fuel and thereby increase the environmental footprint.

Stakeholders in Algeria do not believe the VTS could be used to reduce the fleet's environmental footprint (e.g., through the reduction of idling incidents). They said it is unrealistic to believe idling incidents could be completely eradicated. In Tindouf, the temperature can reach 50 degrees Celsius, and drivers need to use the air conditioning when waiting.

² Total number of vehicles is assumed to also include heavy vehicles.

Chad Country Brief

This country brief presents the findings of the field visit to Chad, conducted the week of April 9, 2018. The purpose of this country brief is to examine how the Global Fleet Management (GFM) has functioned in the country since 2014. More precisely, it explores the costs and benefits of the new GFM rental and insurance schemes for the UNHCR country operation compared to the prior system. In terms of efficiency, this country brief examines perceptions related to lead time for vehicle replacement, the fleet management systems and structure, and the presence—or lack—of clear fleet management lines of accountability and communication channels. Finally, this country brief examines the extent to which the introduction of the GFM has enhanced the safety of UNHCR drivers, staff, and partners.

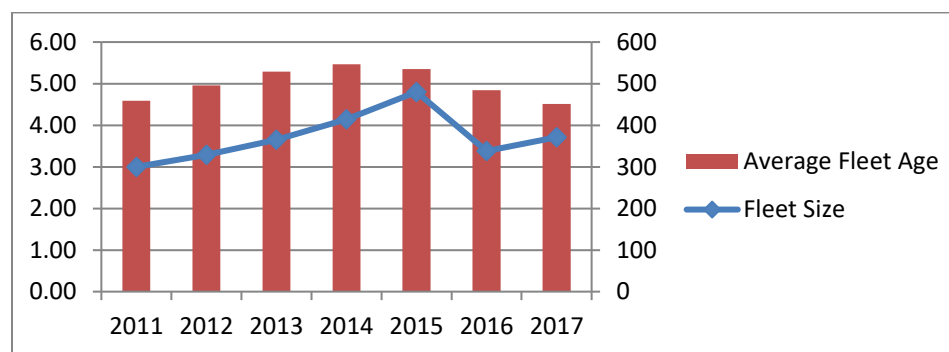
The evaluation team visited the UNHCR main office in the capital, N'Djamena, and one field office in Goré. Overall, the team consulted 27 stakeholders, consisting of those listed below.

- Twenty-nine (29) UNHCR country staff: fleet managers, a programme officer, an assistant programme officer, a supply associate, logistics managers, associate representatives, others
- Twenty-five (25) UNHCR drivers
- Ten (10) UNHCR partners: African Initiatives for Relief and Development (AIRD), Commission National d'accueil et de réinsertion des réfugiés et rapatriés (CNARR), International Rescue Committee (IRC), ADES, The ACRA Foundation, FLM, Association pour la promotion des libertés fondamentales au Tchad (APLFT)

Description of the Light Vehicle Fleet

There are 352 light vehicles in the country, 211 of which are GFM rentals. Out of the 352 light vehicles, 88 are used by UNHCR and the rest are for the programmes. Most models are made by Toyota, while there are a few Suzuki Jimnys. The operation in Chad does not rent vehicles outside of GFM and it still has several vehicles that were purchased before GFM. In terms of rightsizing, most stakeholders said the vehicles are being used optimally. A few interviewees reported a vehicle shortage. The average fleet age for 2017 was 4.51 years, a notable decrease from the 2014 fleet age of 5.47 years.

Figure vi.2 Average Chad Fleet Age and Size



GFM Costs and Benefits

In 2018, the country operation is paying rental fees to GFM in the amount of USD 1,130,445 for a total of 165 light vehicles. Some stakeholders believed the GFM scheme leads to savings while others were more sceptical. Interviewees appreciated costs being amortized over five years. Repair costs have been reduced, as the fleet is new, and breakdowns are less likely. On the other hand, stakeholders said the

fixed vehicle cost poses difficulties because Chad is facing a significant budget reduction due to decreased emergency budgets.

UNHCR staff expressed preoccupation with the double payment for rental vehicles. They noted the operation must pay rental costs as soon as the new vehicle enters the hub, but since they cannot dispose of an old vehicle until the new one arrives, they end up paying twice for the use of a vehicle. Considering that Chad constitutes UNHCR's third largest fleet, the double payments for fleet renewal have a significant impact on the country operation budget.

Concerning the types of vehicles provided, all stakeholders agreed the Toyota Land Cruisers perform the best and are well adapted for use in the field. They were dissatisfied, though, with the Toyota Prados.³ The evaluation team noted that UNHCR vehicles come equipped with more options than do the partner vehicles. For example, several partners indicated their vehicles do not have a winch, which is necessary for driving in the field in Chad. The administrative vehicles all have winches, even though they are used only in the capital. The logistical service in Chad noted the administrative units and partners' unit in the office make decisions about the types of vehicles to order independently from one another. They do not typically solicit the input of UNHCR's logistical service or the partners. UNHCR's logistics service and partners said they would like to be involved in the choice of vehicles, since they are more aware of the terrain's requirements and particularities. Vehicles must be adapted to Chad's reality.

Stakeholders mentioned lead times have decreased with GFM. As Chad is a landlocked country with no Toyota dealership, vehicles had to be ordered from outside the country before GFM. This process could take up to twelve months. The operation's logistic unit mentioned that the current lead time for receiving a GFM vehicle is approximately seven months. While the overall lead time has decreased, stakeholders mentioned the wait is still too long, especially considering the aforementioned double payment issue.

Insurance

The Chad operation is paying GFM a total of USD 176,000 for 2018 to insure its vehicles, including those not rented from GFM. This is a cost of USD 500 per vehicle per year. There is no data on how much the country operation paid for insurance prior to GFM, although it was likely not much, since most vehicles were not insured other than by a third-party liability insurance policy. Stakeholders from the logistics division were of the opinion that GFM's excess/subsidiary third party liability insurance, which costs USD 43 per vehicle per year, is not necessary since the operation already pays for local third-party insurance. In this sense, stakeholders believed this to be a double payment.

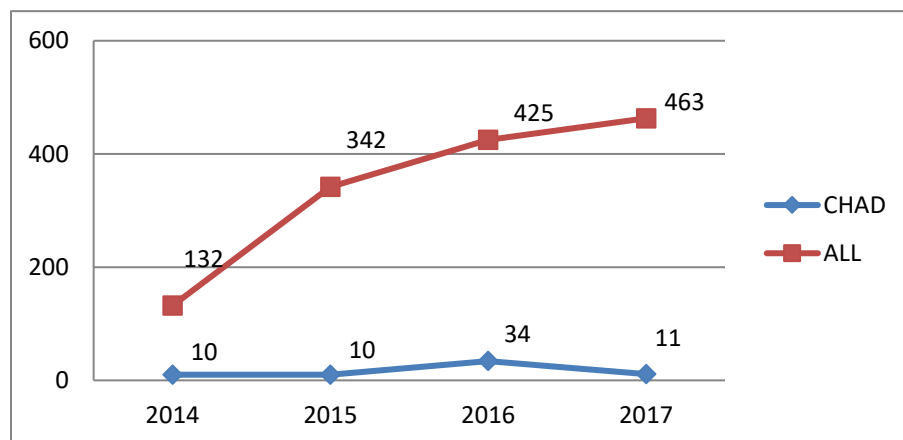
Stakeholders said the GFM requirement for documentation when submitting a claim is complicated and does not account for the realities of the field. It is very difficult for UNHCR field offices and partners to obtain and submit the required documents, which significantly slows the claim process. Stakeholders further noted GFM has delayed the processing of claims. Interviewees also cited cases in which claims were closed due to delays of more than 60 days. In those cases, the operation had to bear the repair costs. Data indicates that, in Chad, 40 claims were closed without payment between 2014-2017, of which 73% was closed due to lack of proper documentation.

Underreporting of incidents still appears to be an issue in Chad. Several drivers stated they prefer not to report incidents, particularly if the incident is minor. They pay for repairs out of their own pocket, so they may receive the no-accident bonus. Although the no-accident bonus was removed and replaced with a safe driver bonus, it appears many are not yet aware of this. In addition, UNHCR staff members believe drivers

³ The fleet is composed mainly of Land Cruisers, with only 5 Toyota Prados.

need to be better sensitized to the importance of reporting incidents. As demonstrated in the graph below, incident reporting in Chad has remained stable over the 2014-2017 period, whereas reporting across the organization has increased substantially.

Figure vi.3 Incident reporting in Chad and globally for the period 2014-2017



Vehicle Disposal

Between 2015 and 2017, there were nine auctions: two were public, five were sealed bid, and the format of the remaining two is unknown. A total of 171 vehicles were sold at prices ranging from USD 1,820 to USD 25,289. Net revenue from the sale of light vehicles in Chad from 2015 to 2017 was USD 1,200,039. There are no major restrictions in Chad in terms of actions, except that pickup trucks cannot legally be sold to individuals because they could be used for war purposes. Thus, pickups are usually donated to government counterparts. However, there are not many pickups in the UNHCR fleet in Chad so this restriction does not pose a major issue for UNHCR.

Many interviewees said GFM should offer more flexibility in the vehicle selection criteria and for disposal. They do not believe cars should be disposed of after five years if they have low mileage and are still in good condition, which is often the case for vehicles used only in the capital. On the other hand, Chad has difficult road conditions, and vehicles used in the field may be damaged before reaching five years or 150,000 kilometers. Additionally, UNHCR staff expressed frustration that revenues generated from the disposal of vehicles previously purchased with operational funds are credited to the GFM. Senior management noted this is primarily why the operation is reluctant to surrender some of the old vehicles, especially those it believes are still in good working condition.

UNHCR staff appreciated how the GFM sends alerts when a vehicle needs disposal. However, GFM sends those alerts to all country offices at the same time. They do not consider that Chad is a landlocked country with longer lead times. GFM should send alerts at times based on country specifics.

Finally, it appears that for the case of Chad, the roles and responsibilities for disposal are not clearly defined. Indeed, UNHCR staff confirms the operation has borne the cost of some auction expenses and that they were unaware that GFM was responsible for those costs.

Fleet Management Roles and Responsibilities

In Chad, fleet management is not well structured and employee roles and responsibilities are not clearly defined. For instance, staff from the logistics division believed the budget owners in Administration and Programme seem not to have understood their responsibility for the fleet. The logistics division is there to provide support, which indicates a need to better disseminate procedures related to fleet management.

There is a lack of resources and capacities to ensure optimal fleet management. A new Senior Supply Officer (P-3) manages the fleet and has been in post since January 2018. The previous international staff person responsible for managing the fleet left a year and half ago. In the interim, six employees in the logistics section managed the fleet alongside their other responsibilities. The operation in Chad needs more staffing to manage the fleet properly. The staff turnover rate is high, resulting in institutional memory loss.

In general, interviewees believe communications with GFM could be improved. Sometimes, when writing to GFM staff, the country office has had to wait a week before receiving a reply. UNHCR staff members in the Chad operation believe GFM may be understaffed.

GFM Training

A workshop was held on 7-10 October 2016 in N'Djamena. There were 52 beneficiaries, although not all participants who planned to attend were able to due to conflicting engagements.

- Senior Management: 5 participants (the representative also met the team and opened Day 1)
- Program Staff: 4 participants
- Transportation Manager and Administrative Staff: 15 participants
- Dispatchers and Senior Drivers: 6 participants
- Drivers: 13 participants
- Partners: 9 participants (maintenance partners from AIRD)

Staff in the Chad operation noted more fleet management capacity building and training is needed from GFM. Some training sessions are only available in English, but many people in Chad do not speak English, so the sessions should be translated. In addition, the access to some online modules is limited to certain job categories. For example, the head driver, who is the only one with access and partial knowledge of FleetWave, cannot access certain online modules since he is not a admin or programme staff. Training opportunities have been somewhat limited, but the new Senior Supply Officer in Chad is planning a training workshop on fleet management techniques for 2018-2019. Staff also noted partners should be better trained because UNHCR remains responsible for their vehicles.

Data Management Systems

In Chad, all GFM vehicles are equipped with a vehicle tracking system (VTS). In 2018, the operation has paid USD 77,760 in VTS airtime. In general, stakeholders appreciate the VTS. Drivers reported that since they know they are being monitored, they have reduced their speeds. However, stakeholders from the security unit noted that speeding incidents are still occurring, and that senior management does not enforce punitive measures for those incidents. Security unit staff also noted the GPS has added value in that vehicles can now be tracked. There have been a few incidents in which UNHCR vehicles were recovered after a theft. They further noted that people in Chad are now aware that UNHCR cars have a VTS, and this has discouraged stealing.

There are still some concerns regarding the analysis of VTS data. For instance, everyone in the security unit has access privileges to the data, but many are not using the system (i.e., they have forgotten their password or have not logged in). Therefore, the security unit is not optimally using the platform to monitor vehicles. Finally, partners expressed interest in having access to the VTS platform so that they might track their own vehicles.

FleetWave is also not being used optimally. Most of those who were trained on FleetWave have left the operation, and the only person left with FleetWave knowledge is the head driver. The head driver stated he does not understand all of FleetWave's functions, however, and has limited time to input data into the

system. Further, the FleetWave platform is currently available only in English, which is not optimal in a French-speaking country.

Environmental Footprint

Drivers attended a training session in 2013 during which they learned about fuel saving techniques (e.g., turning off the engine while waiting, reducing speed). Consulted drivers noted they usually do not leave the engine running. However, VTS data indicate Chad is one of the countries with greatest number of idling incidents. Between January and April of 2018, a total of 7,415 incidents were recorded.

Colombia Country Brief

This country brief presents the findings of the field visit to Colombia, conducted the week of April 23, 2018. The purpose of this country brief is to examine how the Global Fleet Management (GFM) has functioned in the country since 2014. More precisely, it explores the costs and benefits of the new GFM rental and insurance schemes for the UNHCR country operation compared to the prior system. In terms of efficiency, this country brief examines perceptions related to lead time for vehicle replacement, the fleet management systems and structure, and the presence—or lack—of clear fleet management lines of accountability and communication channels. Finally, this country brief examines the extent to which the introduction of the GFM has enhanced the safety of UNHCR drivers, staff, and partners.

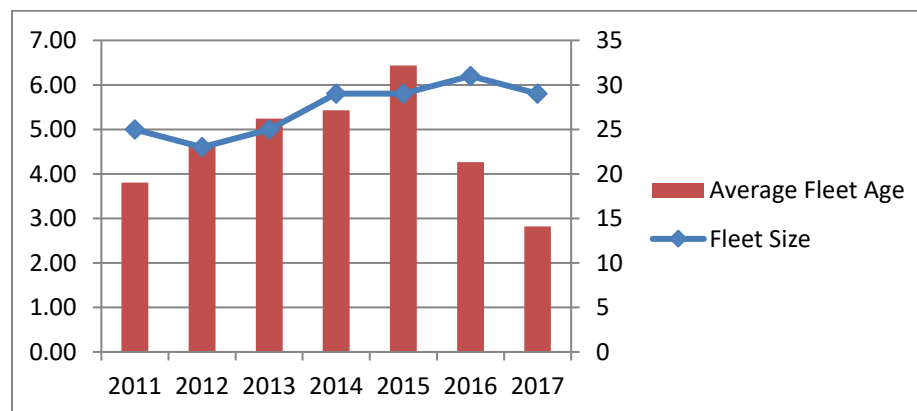
The evaluation team visited the UNHCR main office in Bogota and one field office in Medellin. Overall, the team consulted 27 UNHCR stakeholders, consisting of those listed below.

- Fourteen (14) UNHCR country staff: The Fleet Coordinator, program assistants, finance and administration associates, administrative assistants
- Thirteen (13) UNHCR drivers

Description of the Light Vehicle Fleet

The overall fleet age gradually increased between 2011 and 2015 and began sharply decreasing in 2016, when the country operation started fleet renewal. The average fleet age in 2017 was 2.82 years. Fleet size increased until 2016 and then decreased to 29 vehicles in 2017. In June 2018, the fleet size was 25 light vehicles (administrative vehicles only).

Figure vi.4 Average Colombia Fleet Age and Size



GFM Costs and Benefits

In Colombia, GFM allows the country operation to procure vehicles locally. This is due to certain import restrictions and the time it would take to register an imported vehicle in Colombia. The operation purchases vehicles from the local Toyota dealership, which offers a Toyota model (Prado TX) found in the GFM catalogue. Vehicles are purchased using GFM funds and GFM rents them out to the operation. In 2018, the country operation has paid USD 146,323 in vehicle rental fees.

UNHCR administrative staff noted that GFM forced the Colombia operation to pay attention to the fleet. Before GFM, the main office did not know how many vehicles were in the country, the condition of those vehicles, or anything else about them. With the introduction of GFM, the operation performed a vehicle inventory and realized there were more vehicles than were needed. When a new International

Administrative Officer arrived in 2015, the operation completed a rightsizing exercise. Subsequently, the fleet was renewed and reduced, as explained above.

Administrative staff and drivers noted the fleet renewal brought in the more fuel-efficient Toyota Prados. The Prados also use diesel, which is cheaper than petrol. Data show a 23% reduction in the overall operating costs in 2016 and an additional 2% in 2017.

Table vi.1 Data on Operating Costs (in Colombian pesos)

YEAR	COMBUSTIBLE IN PESOS	PREVENTIVE MAINTENANCE IN PESOS	CORRECTIVE MAINTENANCE IN PESOS	TOTAL IN PESOS	NUMBER OF KM	PESOS / KM	PERCENT REDUCTION
2015	151,505,909.87	173,549,593.12	17,782,888.08	342,838,391.07	341,086	1,005.14	
2016	97,951,401.80	107,187,034.72	22,577,069.00	227,715,505.52	295,630	770.27	-23%
2017	93,769,052.00	94,802,625.13	19,422,385.00	207,994,062.13	275,484	755.01	-2%
Total	357,810,599.67	381,684,602.97	59,794,342.08	799,289,544.72	1,033,031.00	773.73	

All stakeholders agreed the Toyota Prados TX meet the operation's needs in both urban and rural areas. These vehicles are well adapted to the rough Colombian roads. Interviewees have noticed an improvement in vehicle quality since 2014. All vehicles are now equipped with winches, which are useful in muddy areas. Stakeholders mentioned the Prados have a few drawbacks. Rims need to be changed often, as the standard Prado rims are not strong enough for the hazardous terrain. A few drivers expressed the need for snorkels on the vehicles, but as these are not standard GFM equipment, it would be the operation's responsibility to provide them.

Insurance

Before GFM, the country operation insured vehicles locally for all risk and third-party liability. Now, GFM fully insures all of the vehicles in Colombia. In 2018, the operation is paying GFM a total of USD 13,500 for insurance. In the past, it was difficult for the country office to deal with certain Colombian insurance companies because they had cumbersome processes and tried to find reasons to not reimburse claims. Administrative staff highlighted that there is an entity inside UNHCR representing the country offices in insurance matters and that the GFM is more efficient and willing to reimburse claims.

Stakeholders mentioned the GFM insurance system has a few weaknesses. The delay in processing and approving claims is too long, according to interviewees. On a few occasions, the operation has had to ground a vehicle and rent a different one for use while GFM approved a repair. It can be difficult to obtain the documents GFM requests, given the local context, resulting in unwarranted delays.

Between 2014 and 2017, the Colombia operation submitted 15 claims, of which 13 were approved. Of the claims that were rejected, 100% did not have the required documentation. During that same time period, the number of reported incidents increased from 2 in 2014 to 10 in 2017.

Vehicle Disposal

Interviewees believed the country office in Colombia has managed vehicle sales efficiently. They contracted an auctioneer following a call for tender, and this auctioneer can evaluate vehicles and has legal advisors in case of buyer complaints. They used this auctioneer for all five auctions and the process worked well.

Replacing cars has been complicated in Columbia. Lead times were reported as being too long, especially in Medellin and Pasto, where it can take up to four months to receive a new vehicle. In Colombia, the

government limits the number of cars a United Nations agency may have to 31. As UNHCR had reached their quota of 31 cars, they had to sell some before they could order new ones. This resulted in a six-month replacement process: selling the old cars, ordering new ones, and mounting the diplomatic plates on the new cars once they arrived (which can take time in Colombia). From the time the old cars were sold until the new ones arrived, the office had to rent vehicles. It cost around USD 47,000 for 2015-2016. This should not occur again because they now have 26 cars, which lets them buy and register five new cars before selling old vehicles.

Stakeholders were also dissatisfied with GFM keeping the revenues from vehicle disposals without contributing financially to the sales process.

Fleet Management Roles and Responsibilities

Roles and responsibilities for fleet management are well defined in the main office in Bogota. When the new Administrative Officer assumed his position in 2015, he took the initiative to better define fleet management roles and responsibilities. These roles and responsibilities are currently shared between three staff members: 1) the International Administrative Officer, 2) one national finance officer, and 3) the head driver. All stakeholders noted that this structure has worked well. Interviewees commented that it would be helpful to have a full-time fleet manager, however, given the number of vehicles UNHCR has in Colombia. Additionally, there is no guarantee the next International Administrative Officer will effectively manage the fleet.

Despite the efforts of the Administrative Officer, the evaluation team found that fleet management roles and responsibilities are not as clearly defined in the field offices. There is resistance there, as staff members do not fully understand GFM and its implications. Further sensitization to the GFM, preferably from senior management, would be needed to rectify this.

Administrative staff highlighted that their fleet management workload has increased with the introduction of GFM. This is not because GFM has complicated processes, but rather because no fleet management processes—or very few—had been in place before. Staff noted that these new processes are important and necessary. However, capacities have not increased accordingly, and administrative staff members feel overstretched.

Another issue is that several staff members in the Colombia operation do not speak English while GFM documentation and training is in English. This has complicated communications.

GFM Training

A road safety workshop has been the only GFM training delivered in Colombia. This workshop was offered in the Bogota office, and three staff members, including the head driver and security officer, were trained. The idea was for these staff members to replicate the workshop in the field office, but this did not happen due to a lack of resources and the Colombia operation identifying other priorities.

Overall, the interviewees expressed an interest in additional fleet management capacity building. There is a training program available on the “Learn and Connect” platform. However, many drivers do not have access to the Internet and the modules are in English, while most drivers are fluent only in Spanish. There is a need for additional fleet management training. Drivers have had access to technical workshops offered by the Toyota dealership on the advanced options available with the new 4x4 Prados. Drivers feel sufficiently trained to use these vehicles, and this is one of the benefits of purchasing vehicles locally.

Data Management Systems

As of March 2018, 19 vehicles were equipped with the vehicle tracking system (VTS) in Colombia. In 2018, the Colombia operation has paid USD 8,640 in VTS airtime.

Stakeholders stated they appreciate the VTS because it improves staff security and tracks vehicle locations. Drivers said they were aware of the VTS and tended to reduce their speeds, although there are still some cases of speeding.

With the introduction of GFM, the offices have been more closely managing the fleet. Staff believed the unauthorized use of vehicles has as likely decreased in Bogota because of the VTS system, although they suspected unofficial vehicle use is still continuing, especially in small cities.

Stakeholders said the VTS sometimes lags and does not report locations in real time. Staff reported that lag time varies from several minutes to one hour. The Colombia operation installs its VTS locally and it is unclear to the evaluation team whether this issue could be linked to inadequate local VTS installation.⁴ At the moment, only Bogota has access to the VTS, but field offices expressed an interest in having VTS access as well in order to track their vehicles.

FleetWave is not used in Colombia because the GFM's fleet management training has not yet been rolled out in the country. They use a system called Bitacoras to compile vehicle usage data. Mileage, maintenance, and fuel data are generated periodically, and they use it, to the extent possible, to make decisions about the fleet. Although the data collected is passed through a quality control process, data is not managed consistently. The head driver has a significant workload and data management is not part of his tasks. Administrative staff members reported that the head driver in Bogota does data entry outside of his working hours without compensation, but he is still unable to complete all the work. Stakeholders reported that although the system helps generate important and useful data, data entry and compilation is highly inefficient and is time consuming. FleetWave, in their opinion, would make data management much more efficient and they look forward to using it.

Road Safety

In terms of road safety, all drivers reported being more conscious of and careful about speeding. The VTS reports show that speeding incidents have diminished in recent years. The speed limit in Colombia is 80 kilometres per hour, but drivers are unhappy because traffic moves faster in areas with good road conditions while their speed is limited.

Drivers know about the SOS button but have only activated accidentally.

Environmental Footprint

GFM does not seem to have significantly improved the UNHCR's environmental footprint in Colombia. The local Toyota dealership only offers Prados that use diesel, and although diesel is cheaper, it is worse for the environment than petrol.

Regarding idling incidents, staff members in Bogota do not know how many minutes constitute an idling incident. They said they turn off vehicles when they stop, except in warmer Cucuta, where they leave engines on in order to use the air conditioning.

⁴ Since vehicles are procured locally, VTS installation happens locally.

Kenya Country Brief

This country brief presents the findings of the field visit to Kenya, conducted during the week of May 14, 2018. The purpose of this country brief is to examine how the Global Fleet Management (GFM) has functioned in the country since 2014. More precisely, it explores the costs and benefits of the new GFM rental and insurance schemes for the UNHCR country operation compared to the prior system. In terms of efficiency, this country brief examines perceptions related to lead time for vehicle replacement, the fleet management systems and structure, and the presence—or lack—of clear fleet management lines of accountability and communication channels. Finally, this country brief examines the extent to which the introduction of the GFM has enhanced the safety of UNHCR drivers, staff, and partners.

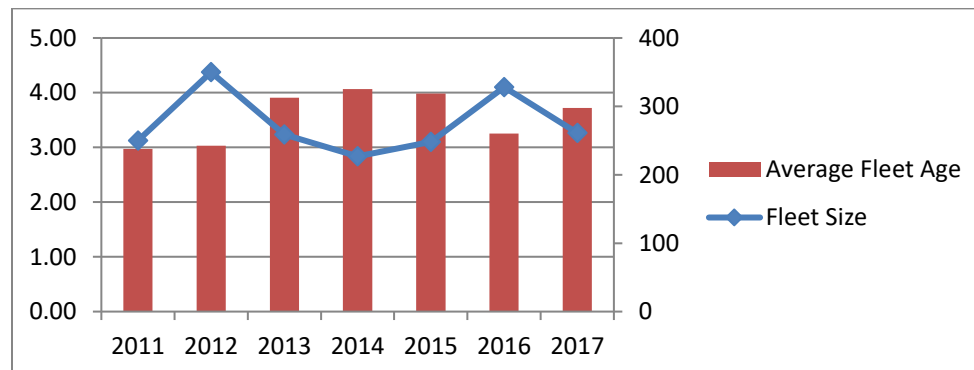
The evaluation team visited the UNHCR main office in Nairobi and one field office in Kakuma. Overall, the team consulted 28 stakeholders, consisting of those listed below.

- Twenty-three (23) UNHCR country staff: administration and finance associates, program officers, the Head of Transportation, the Associate Supply Officer as well as seven (seven) UNHCR drivers
- Five (5) UNHCR partners: Lutheran World Federation (LWF), The International Rescue Committee (IRC), Action Africa Help International (AAH)

Description of the Light Vehicle Fleet

The Kenyan fleet numbers 242 light vehicles, 172 of which are rented under GFM. UNHCR uses a total of 76 vehicles and partners use 166. Out of the 242 vehicles, 241 are Toyota models and only one is a Nissan. UNHCR in Kenya procures all of their vehicles through GFM and does not buy locally. The average fleet age in 2017 was 3.25 years. Stakeholders and partners believed the fleet size is adequate to their operational needs and targets.

Figure vi.5 Average Kenya Fleet Age and Size



GFM Costs and Benefits

In 2017, the operation in Kenya spent USD 5,200 on the vehicle tracking system (VTS), USD 54,810 on rental costs, and USD 5,916 on insurance. The total amount paid per vehicle was about USD 8,000 in 2018. These amounts included the VTS, the lease, and the insurance. In total, the country operation pays approximately USD 1.1 million per year to GFM for the entire fleet, which consists of both administrative and partner vehicles.

Stakeholders expressed their satisfaction with GFM and described positive aspects. For instance, GFM reduces the number of old vehicles in the fleet and has improved the disposal structure.

Car maintenance also functions well in Kenya. In the UNHCR country operation, there is a mechanic who can do maintenance, but service is generally performed by a nearby Toyota dealership. Spare parts are easily available. Vehicle maintenance is well organized, as repairs are tracked in a separate file for each car. In Kakuma, there is a partner-run mechanic workshop that can access original spare parts. Oil changes and preventive maintenance is done in Kakuma, while major repairs have to be done in Nairobi. Stakeholders said repairs are usually finished quickly and cars are maintained in good condition.

Most UNHCR stakeholders liked that GFM rent is a fixed cost because it brings more predictability and control to their operation's budget. They appreciated how the cost of vehicles is amortized over a five-year period. UNHCR stakeholders in Kenya were aware that they probably bought too many vehicles in the past and tended to live above their means. This has apparently improved with GFM, which forces them to plan more wisely. Planning is still imperfect, however, given the limited staff capacity in relation to fleet management.

The evaluation team noted a few drawbacks in regard to GFM. For example, UNHCR staff members were dissatisfied with the Toyota Prados, which they described as being unfit for Kenyan roads. Although they are fuel efficient, staff said the engines are weak and they are too small to meet operational needs. UNHCR stakeholders described how they do not want to ride in the Prados and the vehicles stay parked in the UNHCR lot. UNHCR stakeholders did not know they could return the Prados. They preferred the Toyota LC200, which is more powerful. To avoid vehicles unsuited to the operation's needs, mechanics and drivers should be consulted in the car selection process. In terms of equipment, stakeholders described how all UN vehicles should come with two spare wheels, a footstep, a car canopy, and a winch in order to ensure safety.

Many UNHCR stakeholders in Kenya believed renting under GFM is more expensive than owning vehicles. They believed they were being overcharged, as they pay the list price of a new vehicle but never get to own it. On top of that, they were concerned about the payment of the rent, which starts when the car is being prepared in the hub. It can take up to seven months before they receive a new vehicle in Kenya, so stakeholders believed money is being wasted. There is also a double payment issue that can occur when an old vehicle is replaced with a new one. Finally, because the country operation pays the rent for a full year in January, UNHCR staff did not know GFM could credit the pro-rated amount paid by the operation when a car is replaced before the end of that year.

Finally, both UNHCR staff and partners reported that delays have increased under GFM for car repairs, insurance refunds, lead time to procure new vehicles, and delivery of car parts.

Insurance

Last year, the operation in Kenya spent USD 5,916 on insurance. The cost of the third-party liability insurance is approximately USD 180 per vehicle. Before GFM, the operation had only third-party insurance and they paid for repairs out of their own budget. Stakeholders in Kenya believed the GFM insurance adds value and reduces risk.

The GFM self-insurance system is not always used because of delays in processing claims. UNHCR stakeholders reported insurance claims could take up to two months to be processed. Data show that since 2014, the Kenya operation has made 55 insurance claims: 58% for UNHCR vehicles and 40% for partners.⁵ A total of 32 claims were closed without payment, mainly because the operation did not submit documents on time.

⁵ This information was unknown for one vehicle in the system.

With GFM, all accidents and incidents now appear to be reported, while in the past this was not necessarily the case. There is a good incident reporting procedure. Drivers reported incidents within 48 hours and were aware of the procedure for reporting traffic incidents.

Vehicle Disposal

Some stakeholders in Nairobi considered the five-year disposal rule to be rigid, especially as vehicles are sometimes disposed of even when their mileage is low. UNHCR staff members—more particularly, the drivers—become attached to vehicles and would like to use them for longer periods of time. Before GFM, the country operation disposed of vehicles based on mileage rather than on age. An interviewee reported that he has seen vehicles being disposed of under GFM with only 6,000 kilometres (km) on the odometers. He suggested a technician's input be taken into account when deciding when to dispose of a car. In addition, he said purchase and disposal services are not coordinated, as cars are being disposed of before receiving the new ones, which causes shortages and logistical problems.

One interviewee described how UNHCR country operations do not necessarily understand the disposal policy is intended to benefit the whole organization and not only the country operation. With revenues from disposal, leasing costs will decrease every year. In the end, all GFM revenues stay in the organization, so it is beneficial.

For vehicle disposal the country operation uses public auctions, as they did before GFM. The main difference with GFM is the increased control over the process. An Asset and Fleet Management Section (AFMS) AFMS person in the Regional Service Centre in Nairobi manages the disposal of vehicles. This service is perceived as well organized and profitable. In Kenya, the sale of used GFM vehicles can fetch up to 50% of the list prices of new vehicles, and sometimes even more.

There were nine auctions in Kenya between 2014 and 2017. In 2017, a total of 60 vehicles were sold at prices ranging from USD 7,000 to USD 20,000. The sale of light vehicles in Kenya between 2015-2017 realized net revenues of USD 1,773,212.

When the cars are sold, the money goes into a GFM account. Auctions take place every three months. When disposal has been decided, the vehicles are parked in a yard. Stakeholders believed they should not have to pay the lease from the moment these vehicles are parked, or they should get a refund.

Fleet Management Roles and Responsibilities

The roles and responsibilities for managing the fleet are well understood in Nairobi, but the current structure and resources for managing the fleet seem limited. The country operation does not have sufficient resources for effective fleet management. There is no fleet manager in Nairobi, but there appears to be one in Daddab. The current administrative officer in charge of the fleet in Nairobi has never had fleet management training. This may explain why the number of staff members or the size of the budget determines the fleet size, rather than a careful analysis of needs. The optimal fleet size is unknown.

Systems are in place to manage the fleet, but further capacity building is needed to use FleetWave efficiently and effectively. Fleet Wave has been rolled out but is not being used because UNHCR staff members lack the time to enter and analyze data. Capacities in the Nairobi office are also too limited to adequately analyze fleet management data. VTS reports are also not being used. Stakeholders believed that to date, GFM has provided insufficient training to use these systems effectively.

GFM Training

From August 2 to August 4, 2016, a GFM training workshop was held in Dadaab. No data was provided regarding the number and category of participants. A second workshop was held from September 6 to September 9, 2016, in Kakuma. There were 23 participants from the following categories:

- Senior Management: One (1) participant (Day 1)
- Program Staff: Two (2) participants
- Transportation Manager and Administrative Staff: Five (5) participants
- Dispatchers and Senior Drivers: One (1) participant
- Drivers: Eight (8) participants
- Partners: Six (6) participants, including one from the new vehicle servicing partner

Very few of the stakeholders interviewed for this evaluation attended the GFM training events. Some explained they learn on the job and through documents. Stakeholders said it would be more efficient to train everyone about fleet management instead of only a few staff members from certain job categories. Both UNHCR staff and partners reported that drivers need additional training. For example, they do not know about fuel-saving driving techniques.

Data Management Systems

A total of 300 vehicles out of 349 (including heavy vehicles) are equipped with the FleetWave VTS technology.

The introduction of the VTS system has been positive overall. It improves UNHCR staff security because it tracks UNHCR administrative vehicles in real time. Vehicles may be found more easily if they are stolen. Interviewees found the VTS to be very helpful, especially for security matters, such as speeding. It gives them the data on all vehicles, although these data are not currently being used.

A few areas were identified for improvement. The security unit, managers, and transport unit do not seem to be using the VTS platform to its full potential. For instance, it is not used to monitor partners. The operation does not have the resources to analyze all of the VTS data. Drivers knew about the SOS button in Daddab, but they did not know about it in Nairobi.

An important issue was mentioned during the interviews. The office in Nairobi sometimes receives alerts for vehicles located in Daddab, yet the Daddab sub-office does not get those alerts. On some occasions, alerts are activated for vehicles in the parking lot. The VTS response time was also reported to be too long. One driver described how he pushed the SOS button once and it took two hours before the incident was transmitted. Stakeholders mentioned the VTS often hangs or does not transmit without resetting the system.

Road Safety

Drivers expressed they are sometimes pushed to drive very long distances in one day. For example, a driver said he is sometimes required to drive 800 km in a day, which can lead to fatigue and decreased attention. This seems to indicate that changes are warranted to the way drivers are managed.

Environmental Footprint

GFM has not contributed significantly to decreasing the environmental footprint of the fleet in Nairobi. Since Prados are not appropriate for the conditions in Kenya, the country office is forced to use less eco-friendly vehicles. Most vehicles use diesel and idling incidents are not monitored. Drivers have not been trained on fuel saving techniques. Moreover, one UNHCR stakeholder mentioned that as partners do not have to pay for fuel, there is no strong incentive to change their behaviours to adopt fuel-saving techniques.

Lebanon Country Brief

This country brief presents the findings of the field visit to Lebanon, conducted the week of April 30, 2018. The purpose of this country brief is to examine how the Global Fleet Management (GFM) has functioned in the country since 2014. More precisely, it explores the costs and benefits of the new GFM rental and insurance schemes for the UNHCR country operation compared to the prior system. In terms of efficiency, this country brief examines perceptions related to lead time for vehicle replacement, the fleet management systems and structure, and the presence—or lack—of clear fleet management lines of accountability and communication channels. Finally, this country brief examines the extent to which the introduction of the GFM has enhanced the safety of UNHCR drivers, staff, and partners.

The evaluation team visited the UNHCR main office in Beirut and one field office in Mount Lebanon. Overall, the team consulted 32 stakeholders, consisting of those listed below.

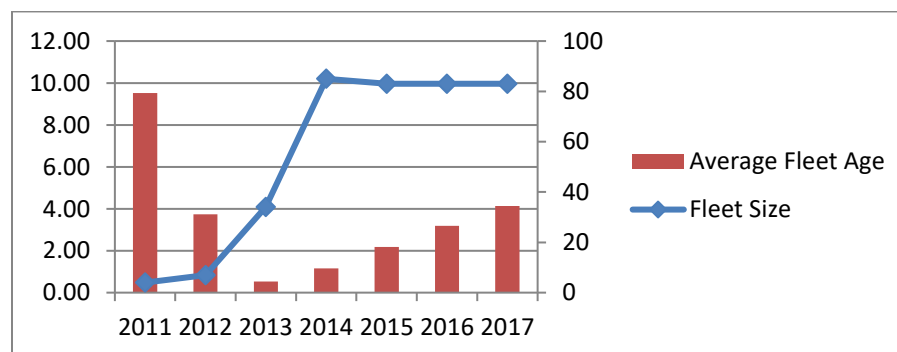
- Thirty-one (16) UNHCR country staff: The Head of Field Office, administrative associates, assistant representatives, supply assistants, others
- Fifteen (15) UNHCR drivers
- One (1) UNHCR partner: Intersos

Description of the Light Vehicle Fleet

Until 2012, the fleet in Lebanon was composed of fewer than ten vehicles. Due to the Syrian refugee crisis in Lebanon, this number grew exponentially in 2013 and 2014 when the operation locally procured two batches of vehicles (i.e., Toyota Prados, Toyota Fortuners) just before the GFM introduction. Until 2018, the Lebanon operation did not need to rent vehicles from GFM.

Currently, Lebanon's fleet is composed of 82 vehicles, of which 62 are for the administration and 20 are for the programmes. Since the majority of the operation's fleet was procured in 2013-2014, the average vehicle age dropped to less than a year in 2013 and has aged accordingly. In 2017, the average fleet age was 4.13 years. At the time of the evaluation team's visit, the operation was preparing to renew its fleet using the GFM rental scheme.

Figure vi.6 Average Lebanon Fleet Age and Size



GFM Costs and Benefits

Since the operation in Lebanon had not yet initiated the GFM rental scheme at the time of the visit, stakeholders could not comment much on its perceived benefits. Overall, stakeholders welcomed the scheme, though some UNHCR staff members in the programme unit were skeptical about realizing great savings.

Although the Lebanon operation was not yet using GFM vehicles, the evaluation team was able to determine the extent to which Prados (currently offered in the GFM catalogue) respond to the needs of staff, drivers, and partners. The team also gathered staff perceptions of the Toyota Fortuner (not part of the GFM catalogue). All consulted stakeholders appreciated the Prados and believed they are fit for Lebanese roads. They reported the Prado drives smoothly in the mountains, is cost efficient due to its low gasoline consumption, and is comfortable and spacious. Conversely, stakeholders did not like the Fortuners as much. Stakeholders noted they have less power than the Prados to navigate through the mountains and they use more gasoline.

At the time of the evaluation, the Lebanese operation had already ordered 25 new Prados from GFM. They were expecting to receive them in two batches: one in July 2018 and the other in September 2018. Consulted stakeholders from Administration and Supply said the ordering process was significantly easier than it had been, because countries are no longer involved in the procurement process. Before GFM, the office had had to perform market research and call for tender. On the other hand, lead times have significantly increased. Delivery can take six to seven months. By way of comparison, the operation could procure a local vehicle immediately when the Toyota dealership had it in stock. If they did not have it, the lead time to receive it from the dealership was two to three months.

Stakeholders reported a need for better communication between GFM and the country offices. GFM has not yet fully explained the GFM rental scheme. A stakeholder explained the GFM system would only work if it were to be endorsed by managers in the field, who need to better understand GFM advantages. At the moment, many field managers prefer to independently plan their vehicle usage.

Insurance

Although Lebanon was not yet under the GFM rental scheme at the time of the field visit, GFM insured all of the vehicles. The operation did not prove the evaluation team an overall cost for the insurance, but the team understood it to be USD 500 per vehicle, annually, as is the case for all other UNHCR vehicles. Most stakeholders appreciated the insurance scheme. Consulted stakeholders noted the insurance price is fair for what is offered and they were particularly pleased with the unlimited claims for minor incidents (e.g., scratches) with no deductibles. They also noted GFM does not try to reject claims, as would for-profit insurance companies.

Despite its many advantages, consulted stakeholders cited some weaknesses in the insurance scheme. For instance, UNHCR staff noted significant delays in receiving repair approvals despite the system improving in the past year. According to statements, it now takes approximately one month for repair approval. Further, stakeholders noted GFM requests extensive documentation (e.g., police reports, an expert report, a copy of the third-party insurance policy, witness reports, a driver's report, estimated repair costs). Finally, all repairs must be made at the approved Toyota dealership, which is less flexible than the previous system under which repairs could be made anywhere.

Despite the complexity of providing the required documents, drivers noted that they understood well the claims submission process. The evaluation team found the incident reporting is well understood as well, and that drivers report incidents proactively and within the established 48-hour time frame. Drivers are aware the safe-driving bonus replaced the no-accident bonus.

Interviewees asserted the three tiers of the GFM insurance system are complicated. It is unclear to stakeholders why a global excess third party liability insurance policy is required in addition to the local third-party insurance policy. Country stakeholders believe this is unnecessary.

Vehicle Disposal

Before GFM, the country office disposed of vehicles either by giving them to the Iraqi operation, transferring ownership to partners, or shipping the vehicles to Dubai for sale. The Dubai shipments had a cost of between USD 1500 and USD 2000 per vehicle.

The disposal process is complex in Lebanon because there is no public auctioneer. Recently, the operation tried to dispose of vehicles through closed bids. Despite two attempts, this process was unsuccessful. The main issue was that many bids did not reach the minimum price sought by UNHCR. As a result, four cars have been parked for the past two years because the operation cannot dispose of them.

The first open auction will take place this year, once the first batch of GFM vehicles is received. Given the prior difficulties with hosting auctions and because no public auctioneer is licenced in Lebanon, GFM suggested an auctioneer from Sudan to auction the vehicles in Lebanon.

There is resistance from management concerning the disposal of vehicles bought by the country office in 2013-2014 because they are still in good condition. Overall, consulted UNHCR staff members believed the five-year disposal policy is too rigid for Lebanon, a small country with good road conditions. There, mileage on vehicles is lower and vehicles stay in good condition for longer periods of time.

Fleet Management Roles and Responsibilities

There is a full-time administrative assistant who focuses exclusively on managing the fleet and fleet focal points in all field offices. Fleet management roles and responsibilities are understood internally and between the country office and GFM. Stakeholders explained that the current structure for managing the fleet could be enhanced by strengthening accountability at a higher level, and also by strengthening the fleet management capacities. For example, there are not enough staff members to ensure adequate fleet data analysis. The fleet focal points in field offices have other administrative tasks and are often junior staff members. Additionally, some of the staff members that were trained in fleet management have moved on to other duties.

GFM Training

From May 23 to May 25, 2016, a training workshop was held in Beirut. No information about the number or categories of participants was provided. Not everyone in the Beirut office took part in the training, and some who did have rotated or left the office. One issue is that the fleet program focal point in Beirut has changed three times in the past six months, so the GFM did not directly train the current program focal point. Overall, stakeholders highlighted the need for more training.

In April 2018, a week before the evaluation team's visit to Lebanon, the Senior Administrative Assistant managing the fleet provided a replicate training to UNHCR partners and office fleet focal points. The training focused mainly on maintenance and accident reporting. A consulted partner confirmed having participated in the training and having learned some safe driving principles (e.g., the need to wear seat belt, harsh braking, safe following distances, speed) and light maintenance (e.g., checking tires). There was also a directive to use gasoline 98 instead of 95, which produces more carbon. In the past, the non-governmental organization (NGO) used gasoline 95 because it was cheaper. The NGO is now in the process of drafting its own standard operating procedures (SOPs) to institutionalize some of the key points from the training.

Data Management Systems

A total of 71 vehicles in Lebanon have a vehicle tracking system (VTS), but partner vehicles are not equipped with this technology. The introduction of the VTS system has generally been positive and has improved road safety and fleet management. The VTS accurately tracks UNHCR vehicles in real time and

has contributed to reducing speeding incidents, thereby improving staff safety. The security unit and field office managers effectively use the VTS platform.

There are a few areas for improvement. Drivers and management expressed concerns about inaccurate speed and location readings. Additionally, despite some corrections, the VTS still drains vehicle batteries, resulting in added costs and safety risks. This is likely due to incorrect local installation, as the vehicles were bought locally. GFM has reportedly been notified of this issue and is taking measures to rectify it.

Systems are in place to manage the fleet, but further capacity building is needed to manage FleetWave efficiently and effectively. UNHCR staff noted that GFM has provided insufficient training for use of the system. In particular, partner information is not being adequately entered. During the recent training, partners were told what type of documents they need to provide for data entry into FleetWave, but consulted partners felt overwhelmed by the amount of information requested.

Road Safety

The VTS has contributed to improved road safety since it incentivizes drivers not to speed. Moreover, drivers who avoid speeding incidents receive a year-end bonus. For this reason, VTS speed measurements need to be accurate. Consulted drivers took this very seriously, and UNCHR office staff in the office emphasized that drivers try to respect the speed limits.

The GFM has contributed, along with other actors, to improving road safety for UNHCR staff and partners in Lebanon. There is strong dissemination of road safety practices in the country office through GFM training, UN training, security monthly quizzes, and other methods. As a result, drivers are aware of and fully respect road safety practices.

Environmental Footprint

The standardization of vehicles is perceived as beneficial for the operation's environmental footprint. The use of Prados contributes to reducing gas emissions because they are more environmentally friendly than the vehicles previously bought. The country office also took initiative to use gasoline 98 instead of 95.

However, idling incidents in Lebanon are still of concern, as drivers often leave the engine running when the vehicle is stopped. Indeed, data shows Lebanon is one of the countries with the most idling incidents between January and April 2018. Drivers acknowledged reluctance to turn off engines, particularly because of high summer temperatures. They also fear turning off engines in risky areas and being unable to turn them back on again, notably because the VTS has been known to drain batteries. There is an SOP in Lebanon that drivers must stay with the vehicle in risky areas, and in these instances, drivers are allowed to keep the engine running for more than 10 minutes.

Carpooling and journey management may contribute to reducing carbon emissions. At the moment, trips are planned using a whiteboard and, sometimes, two half-full vehicles go to the same destination at the same time. The country office wishes to develop a web-based application for day-to-day vehicle usage planning. The application could be used to plan trips and the Senior Driver could dispatch the vehicles. GFM could roll out this best practice to other country offices.

Appendix VII Interview Protocols

INTERVIEW PROTOCOL: Representative and Deputy Representative

Introduction

Universal Management Group, a Canadian consulting firm, has been commissioned by the United Nations High Commissioner for Refugees (UNHCR) to undertake the Evaluation of UNHCR's the Global Fleet Management (GFM)

The main purpose of this global evaluation is to determine (a) the costs and benefits of the new fleet management model implemented since 2014; (b) whether the new model is more efficient than the former one; (c) to identify what were the positive and negative effects that resulted from its adoption by Country Offices; and (d) to identify the effects that the introduction of the GFM may have had on road safety awareness and on environmental impacts.

Data collection activities will include document review, interviews and focus groups at HQ, country and field operation's level. The sample of countries to be visited for data collection purposes include Algeria, Chad, Colombia, Lebanon and Kenya.

Data collected through this interview is **strictly confidential** and its content will only be used by the independent evaluation team in an aggregated manner. As such, it will not be possible to trace back the evidence presented in the evaluation report to any specific individual consulted by the evaluation team.

Please feel free to share any concern about the evaluation or the interview with the evaluation Team Leader and Senior Consultant, Mariane Arsenault (marsenault@universalia.com).

Kindly note that this will be a semi-structured interview; the questions of this protocol will be adapted based on the type of engagement that you have with UNHCR's fleet management and operations.

Would you have any questions, comments or concerns before we start the interview?

Background

- 1) Name:
- 2) Position:
- 3) Years/months in position:
- 4) Years/months involved in UNHCR's fleet management:

High Level Questions

- 5) What are the main changes that have resulted from the introduction of the GFM?
 - a. Could you provide a few examples of procedures, practices or systems that have been simplified or complexified as a result of the GFM?
- 6) What are the main strengths and weaknesses of the GFM in your country?
 - a. Is the GFM relevant and why?
- 7) What are your perceptions on the following key issues:
 - a. The type of vehicles offered by the GFM

- b. The # of vehicles available to your operation
 - c. The timely provision of vehicle request, especially in emergency contexts.
- 8) To your knowledge, has the introduction of the GFM generated cost savings in your operation thus far? Please explain.
- 9) Does the staff managing the fleet in your operation have the required capacity to effectively and efficiency operation under the new GFM? If not, which capacities are most needed?
- 10) Do you have any recommendations for improving fleet management under the GFM?

THANK YOU FOR YOUR PARTICIPATION!

INTERVIEW PROTOCOL: Fleet Managers

Introduction

Universal Management Group, a Canadian consulting firm, has been commissioned by the United Nations High Commissioner for Refugees (UNHCR) to undertake the Evaluation of UNHCR's the Global Fleet Management (GFM)

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Data collection activities will include document review, interviews and focus groups at HQ, country and field operation's level. The sample of countries to be visited for data collection purposes include Algeria, Chad, Colombia, Lebanon and Kenya.

Data collected through this interview **is strictly confidential** and its content will only be used by the independent evaluation team in an aggregated manner. As such, it will not be possible to trace back the evidence presented in the evaluation report to any specific individual consulted by the evaluation team.

Please feel free to share any concern about the evaluation or the interview with the evaluation Team Leader and Senior Consultant, Mariane Arsenault (marsenault@universalia.com).

Kindly note that this will be a semi-structured interview; the questions of this protocol will be adapted based on the type of engagement that you have with UNHCR's fleet management and operations.

Would you have any questions, comments or concerns before we start the interview?

Background

- 1) Name:
- 2) Position:
- 3) Years/Months in Position:
- 4) Years/Months involved in UNHCR's fleet management:
- 5) Is your position solely dedicated to fleet management? If so, what are your roles and responsibilities? (EQ 2.3)
- 6) If not you, is there a fleet manager and/or asset focal point in your operation? What are their roles and responsibilities? (EQ 2.3)

Cost-effectiveness/Cost-benefit analysis

Internal Rental Scheme

- 7) Could you please provide contextual information on the light vehicles in your office?
 - a. How many UNHCR light vehicles are there in your country (both programme and administration fleet)?
 - i. How many of those are rented under the GFM?
 - b. How much does your operation pay in vehicle rental costs per year?

- i. What is the rental price per light vehicle in your organization? (Note if exact or estimate)
- c. Does your organization rent vehicles outside GFM, either for UNHCR or partners?
 - i. Why do you have to rent vehicles outside GFM?
 - ii. If you rent vehicle outside GFM, what is the budget for this in USD?
 - iii. What is the rental price per vehicle?
- 8) Please describe the steps for renting vehicles under the GFM.
- 9) Compared with the decentralized model where Country Offices procured their own vehicles, has the introduction of the GFM's new internal rental scheme contributed to any cost-savings for your country office? **(EQ 1.4)**
 - a. Are there any particular benefits and/or challenges associated with the new rental scheme? If so, please describe.

Insurance Scheme

- 10) Are you familiar with GFM's insurance programme? (EQ 1.7)
- 11) What does your operation pay for insurance cost per vehicle every year? (EQ 1.7)
- 12) Does your operation report vehicle incidents?
 - a. If so, who reports those incidents?
 - b. Have reports/claims increased since the introduction of the GFM? (EQ 1.7)
 - c. Did you get any reimbursement for your claims? (EQ 1.7)
- 13) What have been the main benefits (monetary and non-monetary) of the GFM's new insurance scheme in your country? **(EQ 1.7)**

Vehicle standardization

- 14) To what extent do the new Toyota Land Cruisers respond to the needs of your country? **(EQ 1.8)**
 - a. Are these new models well adapted to the driving conditions (roads/weather) in your region/country?
 - i. If not, can you please provide some examples where these Land Cruisers did not meet your needs?
 - b. Do you think that there might be more appropriate models than Land Cruisers (LC)?
 - i. If so, which ones and why?

Efficiency

Ordering process

- 15) Has the introduction of the GFM simplified the process of ordering vehicles in your country? **(EQ 2.1)**
 - a. **Before 2014**, how much time per year did you spend ordering a vehicle? What tasks were required for you to order vehicles?

- b. On average, how much time per year have you spent **since 2014** ordering vehicles? How have the tasks required for ordering a vehicle been simplified?

Disposal

- 16)** To what extent has the introduction of the GFM simplified the process for disposing of aged light vehicles? **(EQ 2.2)**
 - a. What are the steps required for the country office to dispose of a vehicle under the new GFM? What steps were required for disposing of a vehicle prior to the introduction of the GFM?
 - b. What was the average time to dispose of a vehicle before the introduction of the GFM?
 - c. What is the average time to dispose of a vehicle now?
- 17)** Could you please provide more information on the process for disposing of aged vehicles? **(EQ 2.2)**
 - a. Who decides which vehicles are released for disposal? **(EQ 2.2)**
 - b. Does the country office still have any vehicles older than five years?
 - i. If so, why haven't they been released?
- 18)** Could you please provide more information on the auction process for releasing aged vehicles?
 - a. Have there been any auctions in your operation?
 - b. Are auctions allowed in your country?
 - i. If not, what do you do with old vehicles (i.e. donation to partners, exportation for auction, etc.)?
 - c. If exportation for auction, then what are the costs associated with this?

Fleet Management

- 19)** Could you provide data on the **average age** of all your light vehicles for the period 2011-2017? **(EQ 2.3)**
- 20)** Could you provide data on the mileage of each vehicle your currently have?
- 21)** How do you define an under-utilized vehicle?
 - a. Based on this definition, are there any vehicles that are under-utilized in your operation? If so, how many and why?
 - b. What do you do when there is an under-utilized vehicle? **(EQ 2.3)**
- 22)** To your knowledge, are UNHCR vehicles used outside working hours or for personal purposes?
 - a. Has the introduction of the VTS systems contributed to better monitoring the use of UNHCR vehicles?
- 23)** Has your operation received Fleet Management Training? If so, which training (e.g. Fleet Wave, VTS, etc.) and which staff? **(EQ 2.3)**
 - a. Are you satisfied with the content and quality of the training?

- b. Do staff in your operation have the required capacity to adequately manage their fleet under the GFM? What additional training, if any, would your staff require to adequately manage the fleet?

24) How do you plan your operation's fleet?

- a. Who is involved in the planning and when is the planning usually done?
- b. What criteria are usually considered when planning for vehicles and who takes the final decision on the number of vehicles to be ordered?
- c. Has the planning process changed since the introduction of the GFM and, if so, how?
- d. Has the number of vehicles ever been reduced and, if so, to what extent and why?
- e. How do you use Fleet Wave and VTS to plan your fleet? Have these tools been useful to better determine your operation's optimal fleet size? If not, what could be improved?

25) How do you monitor and report on data related to fleet management? (EQ 2.3 & EQ 2.7)

- a. Have Fleet Wave and VTS systems been rolled out in your country? If so, when were these rolled out?
- b. Has the Fleet Management Plan been finalized and what actions has your operation committed to implement?
- c. Who in your operation enters data into Fleet Wave and how often is this done? If not, which factors impede periodic data entry?
- d. How else do you use Fleet Wave and VTS to plan and manage your fleet?

26) Did the introduction of the GFM allowed field operations to quickly replace aging vehicles? (EQ 2.4)

- a. In your view, has the centralization of vehicle procurement increased or decreased administrative procedures for replacing aging vehicles? Please explain.
- b. Are there any emergencies in your country? Have you received vehicles for emergencies in a timely manner? Has your operation had access to the emergency stockpile offered by GFM?

27) Has the introduction of the GFM increased or decreased the workload in country operations for managing the fleet? (EQ 2.5)

28) Do you feel that the GFM roles and responsibilities of HQ and your country office for fleet management are clear and consistent, or are there points where clarity could be improved? If in need of improvement, what can HQ do to clarify? (EQ 2.9)

Effectiveness

Road Safety

29) How does your operation ensure that road safety is improved? (EQ 3.2)

- a. Have any concrete steps been taken to improve road safety?
- b. How does your operation monitor road safety and who is responsible for this in your operation?

30) Have any staff members participated in a GFM Road Safety Workshop? (EQ 3.2)

- a. Following that workshop, did you notice a difference in the way drivers apply road safety principles?
- b. Please describe.

31) How well (or how frequently) do radio rooms monitor VTS-induced emergency alerts? Do they have the capacity to promptly respond to these alerts?

Environmental Footprint

32) Can you describe any driving practices that drivers have adopted that aim at reducing fuel consumption? (EQ 4.2)

33) Has your operations ever considered using electric and hybrid vehicles? Please explain.

Wrap-up

34) Do you have any recommendations for improving fleet management under the GFM?

THANK YOU FOR YOUR PARTICIPATION!

Appendix VIII List of Consulted Stakeholders

NAME	POSITION	ORGANIZATION	LOCATION
GLOBALLY			
Andreas Reisinger	Fleet Manager, Global Fleet Management, Supply Management and Logistics Service, DESS	UNHCR	Budapest, Hungary
Anna Spindler	Head, Supply Management and Logistics Service, DESS	UNHCR	Budapest, Hungary
Bence Fülöp	Supply Associate, DESS	UNHCR	Budapest, Hungary
Charles Delagarde	Consultant	UNHCR	Budapest, Hungary
Dalma Beres		UNHCR	Budapest, Hungary
Daniel Rideg	Sr. Information Management Associate, Asset & Fleet Management Section, DESS	UNHCR	Budapest, Hungary
Israel Carrizales	XXX, Asset Management Unit, Supply Management and Logistics Service, DESS	UNHCR	Budapest, Hungary
Katalin Csaky	Finance and Insurance Associate, DFAM	UNHCR	Budapest, Hungary
Rita Richter	Chief, Global Fleet Management, Supply Management and Logistics Service, DESS	UNHCR	Budapest, Hungary
Roman Sinchuk	Supply Officer and VTS Project Manager, DESS	UNHCR	Budapest, Hungary
Marcel Van Maastrigt	Senior Evaluator Officer	UNHCR	Geneva, Switzerland
Ritu Shroff	Head of Evaluation	UNHCR	Geneva, Switzerland
Agali Salac	Lead Global Fleet	IFRC	Dubai, UAE
Yaya Camara	Supply Officer	UNHCR	Burundi
Paloma Vora	Head Program Budget Service	UNHCR	Geneva, Switzerland

NAME	POSITION	ORGANIZATION	LOCATION
Zoran Rajkovic	Transport Manger	UNHCR	Serbia
Werner Rohrbach	Head of ICRC Fleet Unit	ICRC	Geneva, Switzerland
IN-COUNTRY			
Algeria			
Amia Mohamed El Amin	Chef de mission	TGH	Tindouf, Algeria
Amine Taibi	Assistant Administration/Financial Officer	UNHCR	Algiers, Algeria
Brahem Brahem Salem	Administrative Assistant	TGH	Tindouf, Algeria
Djillali Yousfi	Senior Telecom Operator	UNHCR	Tindouf, Algeria
El Hadi Bounil		UNHCR	Tindouf, Algeria
François Abiyngoma	Administrateur principal chargé du programme	UNHCR	Tindouf, Algeria
Hardchard Abolelmalek	Logisticien	TGH	Tindouf, Algeria
Karim	Senior Driver	UNHCR	Tindouf, Algeria
Laura Chouteau	Reporting Officer	TGH	Tindouf, Algeria
Mahmoud Hammouni	Admin/Finance Associate	UNHCR	Tindouf, Algeria
Mohamed Salem	CDP Mechanics	TGH	Tindouf, Algeria
Mohammed Mamoun Hussein	Head of Sub Office	UNHCR	Tindouf, Algeria
Rachid Bentebal	Driver	UNHCR	Algiers, Algeria
Redha Sbahiya	Chef Programmes	UNHCR	Algiers, Algeria
Said Nouaoura	Assitant programme chargé de la réception	Croissant Rouge Algérien	Tindouf, Algeria
Suilan Enha	Coordinador	Solidaridad Internacional Andalucia	Tindouf, Algeria
Zita Zombori	Admin/Finance Officer	UNHCR	Tindouf, Algeria
2 partners (names not available)		UNHCR	Algiers, Algeria
Chad			
Abakar Abdoulaye Bourkou	Driver	UNHCR	Haraze, Chad
Abakar Baidjilla Moulla	AFSA/Supply	UNHCR	Haraze, Chad

NAME	POSITION	ORGANIZATION	LOCATION
Abakar Mahamat Seid	Finance and Asset Manager	Commission National d'accueil de réinsertion des réfugiés (CNARR)	N'Djamena, Chad
Abdelhakim Tahir	General Director	ADES	N'Djamena, Chad
Abdoulkerim Mahamat Amadou	Assistant Logistique Sud	ADES	N'Djamena, Chad
Abdoulaye Ousmane Abdoulaye	Administrateur financier principal siège	ADES	N'Djamena, Chad
Abdraman Adjidei	Driver	UNHCR	N'Djamena, Chad
Adoum Moussa Hessoballoh	Driver	UNHCR	Maro, Chad
Ali Azene Lohekane	Supply Associate	UNHCR	N'Djamena, Chad
Ali Bakhit	Driver	UNHCR	N'Djamena, Chad
Alice Ndekezi	Finance and Admin Manager	African Initiatives for Relief and Development (AIRD)	N'Djamena, Chad
Alifa Innocent	Administration and Finance Associate	UNHCR	Goré, Chad
Aminatou Camara	Senior Supply Officer	UNHCR	N'Djamena, Chad
Antoinette Mbaikabal	Assistant Program Officer	UNHCR	Goré Chad
Bakari Bihango Jean-Paul	Program Officer	UNHCR	Goré, Chad
Bertrand Gouatane	Senior ICT Assistant	UNHCR	Maro, Chad
Blandine Dagba	Finance Officer	UNHCR	N'Djamena, Chad
Brahim Issakha Haroun	Supply Associate & Asset Management	UNHCR	N'Djamena, Chad
Chantal Gatama	Senior Programme Officer	UNHCR	N'Djamena, Chad
Charles Branchaud	Field Security Advisor for Eastern Chad	UNHCR	N'Djamena, Chad
Edward G'Dwyere	Deputy Representative (Head of Protection)	UNHCR	N'Djamena, Chad
Georges Menze	Assistant Representative (Operations)	UNHCR	N'Djamena, Chad
Hem-Ah Bely	Assistant Protection Officer	UNHCR	Maro, Chad

NAME	POSITION	ORGANIZATION	LOCATION
Jean-Jacques Mahamat Padja	Supply Associate	UNHCR	N'Djamena, Chad
Khalil Ousman Adam	Driver	UNHCR	N'Djamena, Chad
Mahamat Gougou	Driver	UNHCR	N'Djamena, Chad
Mahamat Issa Ali Haggat	Logistics Assistant (for Eastern Chad)	ADES	N'Djamena, Chad
Mahamat Yosko	Driver and Security Focal Point	International Rescue Committee (Chad Program)	N'Djamena, Chad
Manatouma Olivier Louma	Head of Office	UNHCF	Haraze, Chad
Masketté Elisé Kouleta	Logistics Coordinator	International Rescue Committee (Chad Program)	N'Djamena, Chad
Michel Kalemba Muanasak	Associate ICT Officer	UNHCR	N'Djamena, Chad
Moise Allaramastji Deoljibo	Senior Driver	UNHCR	N'Djamena, Chad
Mupika Paulin	Operator Manager	African Initiatives for Relief and Development (AIRD)	N'Djamena, Chad
Ndingadoum Nadjibaye	Supply Associate	UNHCR	Goré, Chad
Ngaro Oussnm Anglique	Senior	Senior Administrative Assistant	Goré, Chad
Outman Abdraman	Driver	UNHCR	N'Djamena, Chad
Prosper Irambona	Deputy Director for Operations	International Rescue Committee (Chad Program)	N'Djamena, Chad
Ramadane Kodi K.	Driver	UNHCR	Maro, Chad
Rodolphe Rokoula	Field Safety Advisor Associate	UNHCR	N'Djamena, Chad
Samaou Ndjendor	Senior Supply Assistant	UNHCR	Goré, Chad
Yanda Laona	Administrative Assistant	UNHCR	Haraze, Chad
Yotam Kabang	Senior Administrative Finance Assistant	UNHCR	Maro, Chad
	Drivers (8 persons)	UNHCR	Goré, Chad
	Drivers (8 persons)	UNHCR	Goré, Chad

NAME	POSITION	ORGANIZATION	LOCATION
Colombia			
Adan Quiroga	Driver	UNHCR	Bogotá, Colombia
Adolfo Redonde	Driver	UNHCR	Mocoa, Colombia
Aldemar Mejia	Senior Driver and Fleet Coordinator	UNHCR	Bogotá, Colombia
Ana Ortiz	Admin Assistant	UNHCR	Cúcuta, Colombia
Ana Lucía Rosas Santacruz	Protection Associate	UNHCR	Cúcuta, Colombia
Andrea Ruiz	Driver	UNHCR	Medellín, Colombia
Ariel Plata	Driver	UNHCR	Riohacha, Colombia
Carmenza Gómez Cruz	Finance Associate (in charge of supply)	UNHCR	Bogotá, Colombia
Carla Carrillon	Protection Officer	UNHCR	Cúcuta, Colombia
Carolina Munin	UNV Officer	UNHCR	Cúcuta, Colombia
Edwin Camargo	Programme Officer	UNHCR	Cúcuta, Colombia
Eliseo Rivera	Driver	UNHCR	Cúcuta, Colombia
Fausto Quintero	Program Assistant	UNHCR	Cúcuta, Colombia
Fernando Carrillo Galarza	Admin/Finance Officer	UNHCR	Bogotá, Colombia
Franklin Villada	Driver	UNHCR	Arauca, Colombia
Lara Torri	Programme Officer	UNHCR	Cúcuta, Colombia
Leonel Salazar	Driver	UNHCR	Apartado, Colombia
Leovigildo Malaver	Driver	UNHCR	Riohacha, Colombia
Lipcio Diaz	Driver	UNCHR	Pasto, Colombia
Luiz Miguel Gonzales	Admin Assistant	UNHCR	Pasto, Colombia
Luz Dary Duque	Admin Assistant	UNHCR	Medellín, Colombia
Rafael Zavala	Head of Office	UNHCR	Cúcuta, Colombia
Robert Rivadeneira	Driver	UNHCR	Tumaco, Colombia
Rolando Cuesta	Driver	UNHCR	Quibdó, Colombia
Victor Núñez	Driver	UNHCR	Cúcuta, Colombia
William Amaya	Driver	UNHCR	Arauca, Colombia
Willians Vargas	Admin Assistant	UNHCR	Cúcuta, Colombia

NAME	POSITION	ORGANIZATION	LOCATION
Lebanon			
Abdul Rahman El Beyrouti	Driver	UNHCR	Beirut, Lebanon
Ahmad El Hajj	Driver	UNHCR	Beirut, Lebanon
Ali Kabalom	Driver	UNHCR	Beirut, Lebanon
Amer Faraj	Senior Admin/Finance Associate	UNHCR	Mount Lebanon, Lebanon
Bernard Farhat	Supply Assistant	UNHCR	Beirut, Lebanon
Bassel Abul Husn	Sr. Admin Assistant	UNHCR	Mount Lebanon, Lebanon
Bernard Hakim	Senior Driver	UNHCR	Beirut, Lebanon
Charbel Reaiolj	Driver	UNHCR	Beirut, Lebanon
Christian Navfal	Driver	UNHCR	Mount Lebanon, Lebanon
Dania Saffieddine	Admin Finance Officer	UNHCR	Beirut, Lebanon
Emmanuel Gignac	Deputy Representative (Operations)	UNHCR	Beirut, Lebanon
Fadi Kharsa	Associate Programme Officer	UNHCR	Beirut, Lebanon
François Ayoub	Country Logistics Coordinator	Intersos	Beirut, Lebanon
Gaby El Ghoai	Driver	UNHCR	Beirut, Lebanon
Habib Aladel Massih	Driver	UNHCR	Beirut, Lebanon
Hiwot Alemu	FS Admin Associate	UNHCR	Beirut, Lebanon
Houssam Achkar	Driver	UNHCR	Beirut, Lebanon
Khalil Itani	ICT Associate	UNHCR	Beirut, Lebanon
Imad Khalil	Driver	UNHCR	Mount Lebanon, Lebanon
Laura Almirall	Head of Field Office	UNHCR	Mount Lebanon, Lebanon
Luan Osmani	Snr. Administrative Officer	UNHCR	Beirut, Lebanon
Marion Guthrie	Field Safety Advisor	UNHCR	Beirut, Lebanon
Mirsultan Mirzarakhimov	Assistant Representative (Administration)	UNHCR	Beirut, Lebanon
Nadine Fares	Senior Admin Assistant and Fleet Manager	UNHCR	Beirut, Lebanon
Oussama El Natour	Driver	UNHCR	Mount Lebanon, Lebanon

NAME	POSITION	ORGANIZATION	LOCATION
Roy Mouawad	Senior Field Safety Associate	UNHCR	Beirut, Lebanon
Shadi Zaitouni	Driver	UNHCR	Mount Lebanon, Lebanon
Tamer Harkous	Driver	UNHCR	Beirut, Lebanon
Tony Bitar	Driver	UNHCR	Mount Lebanon, Lebanon
Wasim Atat	Assistant Supply Unit	UNHCR	Beirut, Lebanon
Yuri Handayani	Programme Officer	UNHCR	Beirut, Lebanon
Ziad Itami	Driver	UNHCR	Beirut, Lebanon
Kenya			
Ad	Senior driver	UNHCR	Kenya, Nairobi
Albert Katumo	Senior Admin Associate	UNHCR	Kenya, Nairobi
Alex Azito		Action Africa Help international	Kenya, Kakuma
Ali Baraza	Senior driver	UNHCR	Kenya, Nairobi
Ana Maria Rodriguez Barroso	Associate Supply Officer (Asset Management Field Support) Division of Emergency, Security and Supply	UNHCR	Kenya, Nairobi
Barbara Kinyanjui	Finance Associate, Regional Support Hub, East, Horn of Africa and Great Lakes Region	UNHCR	Kenya, Nairobi
Bonface Omenda	Driver	UNHCR	Kenya, Kakuma
Charles Ssekatawa	Senior Field Coordinator	The International Rescue Committee	Kenya, Kakuma
David Kingori	Head of Transportation	UNHCR	Kenya, Nairobi
David Maiyo	Driver	UNHCR	Kenya, Nairobi
Evans Omari	Senior Programme Officer	UNHCR	Kenya, Nairobi
Guyo Ali Golicha	Senior driver	UNHCR	Kenya, Nairobi
Ivana Unluova	Assistant Representative	UNHCR	Kenya, Nairobi
James Andrew	Warehouse Manager	UNHCR	Kenya, Kakuma
Jared Odek	Senior Mechanic/Driver	UNHCR	Kenya, Nairobi

NAME	POSITION	ORGANIZATION	LOCATION
Jesse Ireki Mituki	Assistant Field Safety Officer	UNHCR	Kenya, Nairobi
Jusline Lempaka	Admin Associate, Regional Support Hub, East, Horn of Africa and Great Lakes Region	UNHCR	Kenya, Nairobi
Justine Kahlenje	Transport Supervisor	Lutheran World Federation	Kenya, Kakuma
Laetitia Umunyana	Supply Officer	UNHCR	Kenya, Kakuma
Marco Conte	Programme Officer	UNHCR	Kenya, Nairobi
Modix Arito	Logistics & Procurement officer	Action Africa Help (AAH) international	Kenya, Kakuma
Pauline Macharia	Driver	UNHCR	Kenya, Nairobi
Peter Mbuthia	Assistant Supply Officer	UNHCR	Kenya, Nairobi
Rose Chechem	Driver	UNHCR	Kenya, Kakuma
Samuel Mangeni	Transport Assistant	The International Rescue Committee	Kenya, Kakuma
Sule Adeiza Yakubu	Supply Officer	UNHCR	Kenya, Nairobi
Tayyar Sukru Cansizoglu	Head of the office	UNHCR	Kenya, Kakuma
Tonny Dknoke	Driver	UNHCR	Kenya, Kakuma

Appendix IX Observations on GFM Vehicles: Summary by Country Visited

COUNTRIES	OBSERVATIONS ON GFM LIGHT VEHICLES
Algeria	<p>Larger cars, such as the Land Cruiser and the Nissan Patrol (ZD30), are not adapted to driving conditions in Algiers. They are hard to drive in narrow streets and difficult to park. In the capital, sedans or small SUVs are most useful.</p> <p>Partners said UNHCR did not consult with them about the types of vehicles that would meet their needs. In Tindouf, partners described vehicles having environmental difficulties, mostly related to summer heat and dust clogging the filters. The UNHCR office in Tindouf should advise partners to adapt maintenance to the environment the vehicle is used in. To that effect, filters may have to be changed more frequently in Tindouf than in Algiers. Partners received Nissan Patrols but they believed that the Toyota Land Cruisers would be more adapted to desert weather and they also have cheaper parts that are easier to source.</p>
Chad	<p>UNHCR staff members described the Land Cruisers as well adapted to Chad and good vehicles for difficult conditions. The tires are not fully adapted to the sandy road conditions and wear out quickly. The selection of tires lies with the country operation.</p> <p>Partners also positively ranked the Land Cruisers.</p>
Colombia	<p>UNHCR staff members are satisfied with the Prados, saying they are adapted to all types of terrain. Some felt there is not enough trunk space and there should be a luggage rack. Since Colombia procures all its vehicles locally, the country operation should make sure that these specifications are shared with the local dealership.</p>
Kenya	<p>UNHCR staff and drivers are generally dissatisfied with the Land Cruisers 150, which are not adapted to the terrain. When a driver is assigned an LC 150, it is perceived as a punishment because it is too weak to safely pass other vehicles. In convoys, they are often left behind. They are also not spacious enough. Even though fuel consumption of LC 150 is low, all drivers prefer the LC 200. Kenya has six LC 150 and they are barely used. The Prado was also described as not powerful enough and not adapted for long distances.</p> <p>Vehicles are not needed for the capital and the camps. Fleet managers describe how they want dispatch vehicles anywhere at any time, so vehicles are all-condition equipped.</p>
Lebanon	<p>UNHCR drivers describe the Prado as powerful, comfortable, and superior to the Fortuner previously bought by the operation. Drivers noted that the Prados are also more fuel-efficient, as they use less gasoline than the Fortuners. Prados perform particularly well in Lebanon's mountainous terrain.</p>

Appendix X Evidence on Carbon Emissions

Table x.1 UNHCR Fleet Overview of the Euro Emission Standards and Emissions Analytics Test

MAKE	MODEL	DERIVATIVE	FUEL	ENGINE CC	EURO STAGE*	EQUA MPG**	EQUA ***	EQUA AQ****	EQUA CO**
Nissan	Patrol	STD	Diesel	4,169	N/A	41,9	D	H	A++
Toyota	Camry	XLE	Petrol	2,494	N/A	40,5	C	A	A
Toyota	Corolla	GLI	Petrol	1,798	Euro 3	40,5	C	A	A
Toyota	Hiace	Minibus LWB	Diesel	2,986	N/A	33,7	F	H	A+
Toyota	Hilux	Double Cab	Diesel	2,494	N/A	33,7	F	H	A+
Toyota	Land Cruiser	10 Seat	Diesel	4,164	Euro 1	41,9	D	H	A++
Toyota	Land Cruiser	6 Seat	Diesel	4,164	Euro 1	41,9	D	H	A++
Toyota	Land Cruiser	Double Cab	Diesel	4,164	Euro 1	33,7	F	H	A+
Toyota	Land Cruiser	Single Cab	Diesel	4,161	Euro 1	33,7	F	H	A+
Toyota	Land Cruiser	Prado TX	Diesel	2,986	N/A	41,9	D	H	A++
					Fleet Average	38,3	E+	G	A+

*UNHCR Vehicle Catalogue

The Euro regulates the limits for the emissions of nitrogen oxides (NOx), total hydrocarbon (THC), carbon monoxide (CO), non-methane hydrocarbons (NMHC) and particulate matter (PM) for most vehicle types.

**EQUA MPG

European emission standards do not reflect everyday usage of vehicles for several reasons. The company Emissions Analytics performs emissions tests on real road conditions to test fuel consumption.

*** EQUA CO2

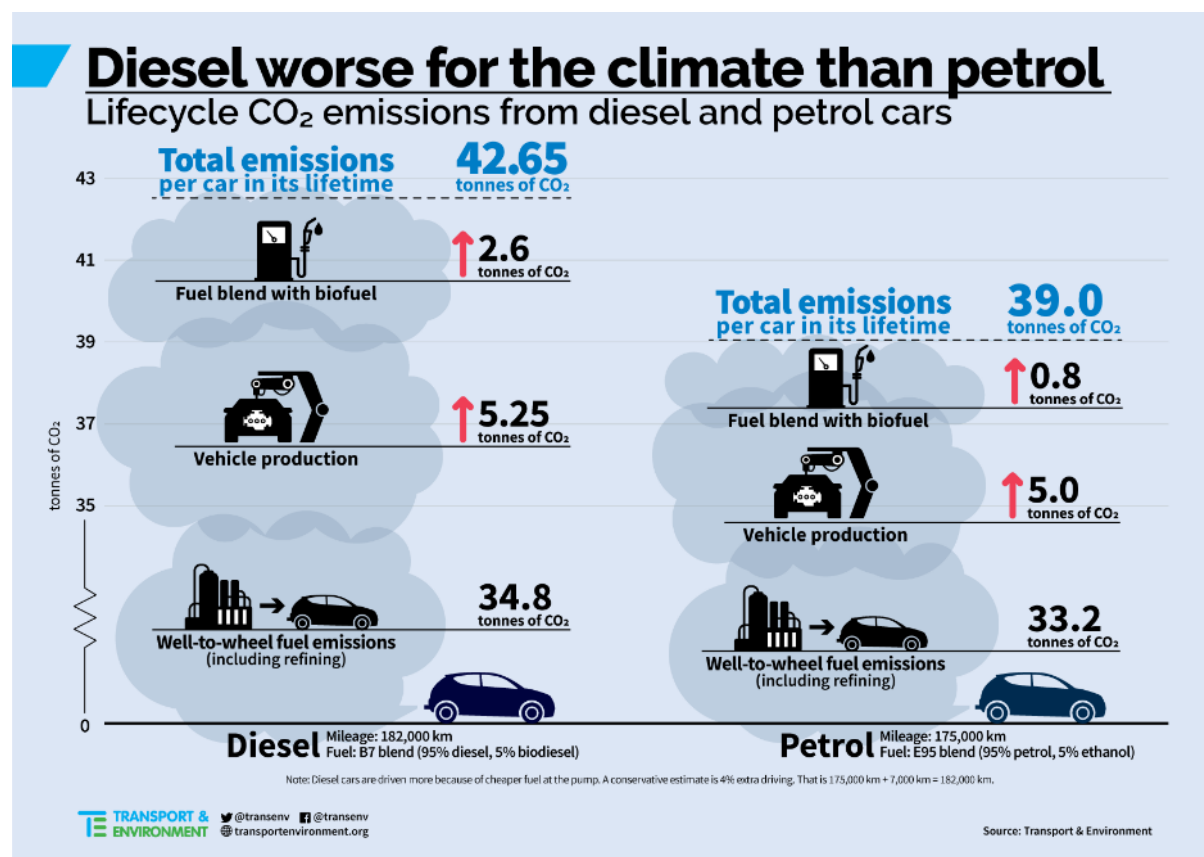
The EQUA Carbon Dioxide Index provides a comparison of the amount of CO₂ emitted during real-world driving, regardless of fuel type. The index ranges from A++ (best) to H (worst).

**** EQUA AQ

The EQUA Air Quality Index is an independent authority testing the impact of car emissions on air quality. It identifies vehicles emitting the lowest quantities of nitrogen oxides (NOx) on a scale from A (best) to H (worst).

***** EQUA CO

The EQUA CO index shows whether cars are legally compliant in real-world operations. Petrol vehicles tested by Emissions Analytics on the road need to achieve a C-rating or better to match the requirements of the 1.0g/km regulated limit. Diesel vehicles must meet the 0.5g/km limit which is identified as an A-rating or above on the EQUA CO Index.

Figure x.1 Lifecycle CO₂ Emissions from Diesel and Petrol Cars

Appendix XI Fleet Management Practices - Comparator Organizations

AREAS	ICRC	IFRC
Fleet	Centralized rental scheme since 2000.	Centralized rental scheme since 1997. The fleet management unit in IFRC was set up as a for profit unit within the organization. This permits IFRC's fleet management unit to make profit and use that profit to reinvest into the vehicle rental scheme.
Staff	4 people to manage the fleet One regional fleet manager in all 6 regions	Team in Dubai to look into strategy, policy development and process, order and prepare the vehicles. Regional Fleet Managers in all 5 regions. They only focus on the fleet Fleet Managers in national societies can also have administrative tasks
Procurement	Centralized model in Geneva with purchases made directly from Toyota in Japan Transportation plus equipment costs are assumed to be 8% of the purchasing cost. 8 models available in the catalogue (Toyota, Peugeot, Renault).	Decision-making shared between Dubai and National Offices One global purchase per year based on needs 8 models available in the catalogue (Nissan and Toyota)
Lead time	Lead time of 3-6 months Governmental procedures and customs can delay the registration. Political and conflict reasons can also delay procurement	Delivery time of about 6 months if coming from manufacturer or 3 months from warehouse
Emergency stock	Vehicles can be dispatched in 24h for emergencies	Stockpile in Dubai for emergencies Vehicles delivered in 2 weeks for emergencies
Data management	Uses FleetWave for stock, accidents and staff, etc. in addition to regular use. Regional Fleet Managers do quality control over data provided by countries Data controllers are employed in Jordan Countries send fuel entries every 3 months VTS is also used.	Uses FleetWave Regional Managers receive and check reports periodically Vehicle tracking is left to the operations, not installed in all the vehicles.

AREAS	ICRC	IFRC
Rent payment	Operations do not pay a rental fee. They pay a monthly depreciation fee representing 1.66% of vehicle value. After 5 years, countries stop paying.	National offices start paying the rent when vehicles are received. Rental is paid on a monthly basis it covers acquisition fees (e.g., transportation), global insurance and overhead, the depreciation is also taken into account as well as the residual value of the vehicles. Equipment provided is standard for all vehicles.
Use of vehicles	Vehicle life has 3 stages: intensive use the first two years, moderate use for the two next years where can is used for shorter missions and safer areas. Last year is for administrative tasks.	
Hubs	5 hubs (Rotterdam, Kigali, Abidjan, Jordan & Thailand)	3 regional logistics units (Dubai, Panama and Malaysia) 3 sub-regional stocks (Zimbabwe, Senegal and Kenya)
Maintenance	Countries with more than 50 vehicles have their own maintenance workshop and employ a fleet manager “Vehicle parts are replaced as a function of the odometer except batteries. Spare parts are purchased by HQ directly from the manufacturer in Japan. They are delivered to the HQ, cross-checked and sent to national delegations”. (INSEAD)	Operations pay for maintenance, fuel, local insurance, spare parts.
Training	Training for drivers is mandatory in first 6 weeks	Drivers trained when starting job. Regional training teams for fleet managers and drivers.
Incentives		Penalty system for drivers to deter over speeding, etc.
Disposal	Policies on disposal 5 years/150,000 km for light vehicles Often National delegations keep their vehicles longer than 5 years. The maximum age of replacement allowed by HQ is 10 years. “More than 50% of the replaced vehicles are older than 5 years and 150,000 km before being sold. Only 5% of the vehicles were replaced following the standard replacement policy.” (INSEAD) Vehicles sold through tender processes or auctions Profits go to the HQ global investment budget Online auctions are more profitable.	Policies on disposal 5 years/150,000 km for light vehicles Uses auctions or direct sales. Also gives vehicle to host government. Vehicles are sent back to Dubai for auctions.

Appendix XII List of Findings

- Finding 1: The evaluation estimated that GFM procurement of light vehicles saved UNHCR approximately USD 8.8 million in 2017 and approximately USD 9.5 million in 2018.
- Finding 2: Prior to GFM, light vehicles were not disposed of through auctions on a regular basis. The sale of light vehicles through public auction brings in more revenue for the organization than direct/private sales.
- Finding 3: The cost of all-risk insurance bought locally is higher than insurance provided through GFM.
- Finding 4: The staff effort required to procure vehicles locally is higher than the effort required to procure them globally through GFM.
- Finding 5: The UNHCR vehicle self-insurance scheme provides low cost, comprehensive insurance coverage for damage and loss. It is a value added for country operations, many of which only had access to local third-party liability insurance or no insurance at all. While the self-insurance fund is not yet being fully utilized, there have been notable increases in the number of incidents reported and claims reimbursed since 2014.
- Finding 6: GFM has contributed to vehicle standardization, and Toyota Land Cruisers meet most operational needs of UNHCR staff and partners in country operations. In a few countries visited, models were not fully adapted to country conditions.
- Finding 7: The vehicle rental paid by country operations, considered to be a fair value by consulted staff, covers nearly all vehicle procurement costs over a five-year period. When combined with revenue generated by vehicle disposal, the total exceeds the original vehicle acquisition cost. In theory, this makes GFM self-sustaining.
- Finding 8: The GFM procurement process for light vehicles has been simplified and standardized and appears to work well overall. Country operations reported some confusion about a few aspects of the process.
- Finding 9: Overall, the average fleet age decreased following GFM's introduction, although there was a sharp increase in 2017 in Europe and Asia Pacific (AP). The evaluation lacked data to confirm a positive correlation between reduced fleet age and lower operating costs.
- Finding 10: Centralized light vehicle disposal within the AMU has led to standardized disposal processes across country operations. The implementation of the disposal policy has led to a significant decrease in unprofitable disposal practices such as Transfer of Ownership and direct sales. Despite this, country operations and UNCHR partners resist returning retired vehicles.
- Finding 11: Centralized disposal within the AMU has had two positive, unexpected results: 1) auctions are used to dispose of other items, and 2) other UN agencies and international non-governmental organizations (INGOs) have utilized GFM's expertise in conducting public auctions. GFM is becoming the expert agency for the disposal of vehicles and other items.
- Finding 12: GFM provides valuable support to country operations and communication is generally fluid during all steps of the vehicle procurement and disposal processes. Operations staff describe areas of uncertainty about GFM processes.

- Finding 13: Drivers know they are being monitored by the VTS and have adopted safer behaviors. The VTS is also useful for emergency alerts or to monitor partner vehicles, but country operations have not yet put in place all the processes to effectively use the tracking system and its data.
- Finding 14: Although the light vehicle disposal process generates revenues, there is a complex process to access these funds and not all revenues have been credited GFM budgets. This impacts GFM functioning.
- Finding 15: Generally, the lead time required to procure vehicles by GFM is shorter than to purchase vehicles locally. There have been delays in procuring new vehicles and country operations are concerned about double charges.
- Finding 16: Light vehicle management does not appear to be an operational priority for country operations. Although some administrators at the HQ level are advocating for better fleet management, the benefits and potential cost savings are not yet clear to staff at all organizational levels.
- Finding 17: There is no consistent staffing structure in place and not enough capacity to manage the fleet in- country. Although GFM processes simplified the ordering and disposal of vehicles, time-consuming fleet management tasks have been added to the workloads of administrative and supply officers.
- Finding 18: In general, UNHCR fleet data management is weak. Data points are generally not recorded and are not considered in relation to advance planning or fleet size.
- Finding 19: Given personnel rotations in country operations, it is difficult to ensure all relevant staff members are trained on fleet management and FleetWave at any given time. GFM training was insufficient as many needs are still unmet and FleetWave is not used systematically.
- Finding 20: GFM has not achieved the Fleet Strategy 2014-2018 objective of reducing its environmental footprint, largely because the objective was overly ambitious. However, GFM and country operations could do more to ensure the use of simple eco-driving techniques and better trip planning.

Appendix XIII List of Recommendations

- Recommendation 1: UNHCR and GFM should develop a clear strategy to enhance recording and analysis. This includes data from country operations on operating costs and data on revenues from disposal of light vehicles and other items.
- Recommendation 2: UNHCR HQ should explore options and make a stronger commitment to set up a fleet management structure in countries and regions. This may include outpost Fleet and Asset Management Positions to the different regions in order to ensure compliance and consistency with regards to rules and procedures.
- Recommendation 3: UNHCR should re-examine the way GFM is set up. GFM should function as a business within UNHCR that brings revenues to the organization, while also using these revenues to be self-sustaining.
- Recommendation 4: GFM should communicate more clearly the benefits of good fleet management and how fleet management is continuously being improved based on customer feedback. This communication should on the one hand focus on the benefits of GFM for the whole organization, not only for country operations, and on the other hand, on how GFM services can be further improved.
- Recommendation 5: Training provided by GFM in country operations should focus on training of trainers to ensure that information is available in operations in a more sustainable manner.
- Recommendation 6: In a context where the UN system is promoting the 'Delivery as One' approach, GFM should explore the possibility of becoming the 'go to' UN agency for public auctions of vehicles and other items.
- Recommendation 7: GFM should do more in-depth analysis and UNHCR as a whole should take more decision actions to ensure that its fleet is gradually becoming more environmentally friendly.