



INTERNAL AUDIT DIVISION

REPORT 2025/012

Audit of the United Nations Mission in the Republic of South Sudan support for delivery of humanitarian assistance

While providing support for the delivery of humanitarian assistance in the face of significant challenges, UNMISS needed to address some gaps in the process and the quality of portfolio of evidence of the support activities

13 June 2025

Assignment No. AP2024-633-07

Audit of the United Nations Mission in the Republic of South Sudan support for delivery of humanitarian assistance

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of the United Nations Mission in the Republic of South Sudan (UNMISS) support for delivery of humanitarian assistance. The objective of the audit was to assess the adequacy and effectiveness of management of UNMISS support for the delivery of humanitarian assistance. The audit covered the period from 1 January 2023 to 31 December 2024 and included (a) coordination and planning; (b) implementation of support activities; and (c) reporting of support activities.

UNMISS in liaison with the humanitarian actors established the coordination and information sharing mechanisms that formed the basis for effective identification and planning of support activities necessary for the delivery of humanitarian assistance. While faced with challenges and operational impediments due to the evolving nature of the humanitarian and security situation and other operational impediments in South Sudan, UNMISS has provided the planned support activities. However, UNMISS needed to address some gaps in the process relating to ensuring regular attendance of relevant members in coordination meetings, issues with inaccurate reporting and the quality of portfolio of evidence of the activities.

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

- Ensure participation in the Civil-Military Advisory Group of the UNMISS representatives, including those from the Police component, and Office of Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator.
- Liaise with the United Nations Office for the Coordination of Humanitarian Affairs to ensure timely submission of Military and Civil Defense Assets (MCDA) requests and periodic reconciliation of respective MCDA databases.
- Implement a formal mechanism for receiving and vetting requests for humanitarian support by the Formed Police Units.
- Ensure the Police Component humanitarian support activities are supported by appropriate evidence, including task orders and after-action reports.
- Ensure the number of humanitarian support activities in the Missions' reports are accurately captured and cross-checked against the portfolio of evidence maintained by the Military and Police Components.

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

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Audit of the United Nations Mission in the Republic of South Sudan support for delivery of humanitarian assistance

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of the United Nations Mission in the Republic of South Sudan (UNMISS) support for delivery of humanitarian assistance.
2. South Sudan recently experienced above-average rainfall and resultant floods, macroeconomic shocks, disease outbreaks, increased sub-national violence and an influx of refugees and returnees due to the conflict in Sudan. The totality of these events resulted in about 6 million people¹ across the country needing humanitarian assistance as of December 2024.
3. The United Nations Security Council (UNSC) in resolutions 2677 (2023) and 2729 (2024) mandated UNMISS, in close coordination with humanitarian actors, to contribute to the creation of the security conditions conducive for the timely delivery of humanitarian assistance. This entailed UNMISS facilitating all humanitarian personnel to have full, safe, and unhindered access to all those in need, consistent with the United Nations guiding principles of humanitarian assistance, including humanity, impartiality, neutrality, and independence. In practice, UNMISS is required to provide escort and on-site security services in support of the humanitarian actors.
4. Between 1 January 2023 to 31 December 2024, UNMISS support for the delivery of humanitarian assistance, inter alia, involved: (a) holding coordination meetings with the humanitarian actors, (b) conducting safety verifications of helicopter sites and airstrips, (c) escorts of humanitarian convoys, (d) executing riverine, short and long distance patrols and (e) survey of humanitarian sites to detect explosive ordnances to ensure safety of humanitarian actors' installations and equipment necessary for mandated tasks.
5. The Office of the Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator (ODSRG/RC/HC) in UNMISS was responsible for ensuring appropriate liaison and coordination between UNMISS military, police and civilian components and humanitarian actors in providing logistical assistance for the delivery of humanitarian assistance.
6. Support for the delivery of humanitarian assistance is governed by the guidelines on the use of Military and Civil Defense Assets (MCDA)² to Support United Nations Humanitarian Activities in Complex Emergencies promulgated in March 2003, Guidelines for Coordination between Humanitarian Actors and UNMISS promulgated in 2022, and the Standard Operating Procedures for the request of MCDA by Humanitarian Actors in South Sudan.
7. The MCDA database (a spreadsheet), is used to record and track requests for support by the Mission's Military component. The database was kept on the Mission Sharepoint portal and was restricted to authorized staff in the Civil-Military Coordination (CIMIC) Section (U9).
8. Comments provided by UNMISS are incorporated in italics.

¹ As reported in the Secretary-General's report to the United Nations General Assembly dated 25 January 2025.

² MCDA, as defined in the 1994 "Oslo Guidelines", "comprises relief personnel, equipment, supplies and services provided by foreign military and civil defense organizations for international humanitarian assistance

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

9. The objective of the audit was to assess the adequacy and effectiveness of management of UNMISS support for the delivery of humanitarian assistance.
10. This audit was included in the 2024 OIOS risk-based work plan due to the reputational and operational risks associated with UNMISS support for the delivery of humanitarian assistance.
11. OIOS conducted this audit from December 2024 to February 2025. The audit covered the period from 1 January 2023 to 31 December 2024. Based on an activity-level risk assessment, the audit covered higher and medium-risk areas in the management of UNMISS support for the delivery of humanitarian assistance, which included: (a) coordination and planning; (b) implementation of support activities; and (c) reporting of support activities.
12. The audit methodology included: (a) interviews of key personnel involved in providing support to the humanitarian actors and the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) liaison officer, to assess the extent and effectiveness of support provided; (b) review of Mission reports and minutes of coordination meetings to ascertain if activities that support the delivery of humanitarian assistance were appropriately identified, planned, implemented and correctly reported on; (c) random sampling of 30 out of 151 and 60 out of 235 requests for support from humanitarian actors for the Military and Formed Police Units (FPU), respectively, to verify if the requests were reviewed, approved and appropriately acted upon in line with organizational guidelines; and (d) assessment of the client's data management systems, including the MCDA database.
13. To assess the reliability of the MCDA database, OIOS traced a random sample of 30 support requests to MCDA request forms from humanitarian actors. Based on the assessment, OIOS determined that the MCDA request data was accurately captured in the database.
14. The audit was conducted in accordance with the Global Internal Audit Standards.

III. AUDIT RESULTS

A. Coordination and Planning

Need to ensure all the Civil-Military Advisory Group members attend the coordination meetings

15. The 2022 Guidelines for coordination between UNMISS and the humanitarian actors require the establishment of the Civil-Military Advisory Group (CMAG) as a strategic coordination mechanism for policy and operational advice on civil-military matters.
16. OIOS interviews with UNMISS staff involved in providing or coordinating support to the humanitarian actors and review of two CMAG meeting minutes showed that the CMAG was appropriately established and was chaired by UNOCHA³ with representatives from UNMISS military liaison office, CIMIC Section, Military Operations Section (U3), Police component, Protection, Transition and Reintegration Section (PTR) and ODSRSG/RC/HC.
17. Interviews with CMAG participants from UNMISS indicated that monthly meetings were duly held. However, UNOCHA stated the CMAG meeting minutes were not prepared due to the sensitive nature of the matters that were discussed. UNOCHA only started preparing meeting minutes in September 2024

³ UNOCHA was designed focal point for the Mission's engagement with the humanitarian actors at national and state level.

based on an OIOS audit recommendation for the country office⁴. A review of the two meeting minutes for September and October 2024 showed that CMAG adequately discussed matters relating to MCDA requests, humanitarian updates, and shared information on military patrolling activities, quick-impact projects and joint flood response plans. OIOS noted that pertinent action plans were raised in the October 2024 meeting which UNMISS and the humanitarian actors needed to implement. These included sharing patrol plans, status of main supply route maintenance, and update on internal guidance on possible support UNMISS could provide to evacuate civilian casualties after mass casualty incidents, considering the International Committee of the Red Cross' limited capacity.

18. However, OIOS review, and subsequent interviews of attendees noted that representatives from the Police Component and the Office of the DSRSG/RC/HC never attended the CMAG meetings despite being key players in supporting the humanitarian actors. This was because they were not invited due to management oversight. It was also observed that PTR and Military Liaison Office representatives did not attend the September and October 2024 meetings.

19. The absence of key CMAG members may have limited the information sharing necessary for adequate support to humanitarian actors.

(1) UNMISS, in liaison with the United Nations Office for the Coordination of Humanitarian Affairs, should ensure participation in the Civil-Military Advisory Group of the UNMISS representatives, including those from the Police component, and Office of Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator.

UNMISS accepted recommendation 1 and stated that the Office of the DSRSG/RC/HC has formally designated a representative to the Civil-Military Advisory Group (CMAG) and stands ready to participate in its meetings once convened. The Police Component also strongly supports the establishment of a collaborative platform such as the CMAG and underscores the importance of including Police Component in the pre-planning of humanitarian-related activities.

Operational coordination mechanisms between UNMISS and humanitarian actors were in place

20. The Guidelines for Coordination between Humanitarian Actors and UNMISS also require the humanitarian actors to participate in UNMISS internal coordination meetings and for UNMISS to also participate in the humanitarian cluster meetings when invited.

21. OIOS review of the coordination guidelines and the terms of references and meeting minutes for the Operational Coordination Committee (OCC) and Integrated Response Planning (INREP) showed that UNMISS in liaison with humanitarian actors established the coordination and information sharing mechanisms that formed a basis of UNMISS planning of support activities as follows:

(a) UNMISS operational internal coordination

22. The humanitarian actors through UNOCHA regularly participated in UNMISS key operational internal coordination meetings and briefed the meetings on humanitarian updates and concerns. For instance, UNOCHA attended 51 (65 per cent) of 78 INREP and 52 (85 per cent) of 61 OCC meetings during the audit period. Given that the two meetings had similar agenda items, UNOCHA's attendance was satisfactory.

23. Both the INREP and OCC meetings provided recommendations to Mission senior management on potential responses to early warning concerns, with a focus on protection of civilians, human rights, or humanitarian issues. Other operational coordination mechanisms humanitarian actors participated in as

⁴ OIOS report number 2024/052

required, included Crisis Management Team, Crisis Management Working Group and Headquarters Joint Protection Working Group for contingency planning for civilian protection and humanitarian crises.

24. UNMISS and humanitarian actors also coordinated at state level through extended senior management, Area Security Management Team, state-level task force on solution, and field joint protection team meetings to address concerns of mutual interest including security of humanitarian personnel, protection of civilian and humanitarian issues. Moreover, UNMISS also shared information with the humanitarian actors through UNOCHA daily situation reports, incident flash reports and weekly Joint Mission Analysis Centre reports.

(b) UNMISS participation in humanitarian clusters meetings

25. Through interviews with PTR staff and review of correspondence between UNMISS and humanitarian actors, OIOS ascertained that UNMISS through PTR, United Nations Mine Action Service, and Child Protection Unit participated in protection cluster and inter-cluster coordination group meetings convened by the humanitarian actors as and when requested.

Annual and monthly planning of humanitarian support activities were appropriately conducted

26. Based on risk assessment and through the coordination and information sharing mechanisms with humanitarian actors, UNMISS components such as the Military, Police, Joint Mission Analysis Centre, Security, Communications and Public Information and United Nations Mine Action Service, identified and planned for humanitarian support activities in its result-based budget (RBB) as indicated later in this report.

27. To support efficient and effective implementation of the activities planned in the RBB, Mission components prepared monthly work plans that were aligned with the result-based budget. For instance, the Military prepared monthly patrol plans that broke down the tasks necessary to achieve the overall activities in the RBB. The monthly patrol plans were prepared at sector level and consolidated and approved at the Force Headquarters level. OIOS review noted that the implementation of the patrol plans was monitored by Sector Commanders and Operations Section(U3) at the Force Headquarters monthly and patrol reports were used to update the Mission RBB report.

28. Furthermore, OIOS review of the portfolio of evidence supporting actions taken by UNMISS showed that the Military patrols plans considered the changing humanitarian and security situation on the ground. Moreover, to assure effective humanitarian support, the Military patrol plans were shared, discussed and agreed in the Monthly CMAG meetings with the humanitarian actors as indicated above.

29. In addition to activities in the RBB, UNMISS planned and executed ad hoc activities as need arose including; (a) clearing humanitarian areas and supply routes of explosive ordnances; (b) undertaking periodic road risk mapping and area security risk assessments to enable the humanitarian actors to conduct their activities safely, (c) real-time radio room tracking of humanitarian convoys to facilitate timely intervention in the event of security incidents, (d) training of humanitarian personnel on safe and secure approaches in field environments, (e) conflict situational briefings for the humanitarian actors, and (f) flood mitigation strategies, including identifying safe zones, construction and maintenance of dykes and provision of logistical support to affected communities.

B. Implementation of support activities

UNMISS implemented planned support activities

30. Table 1 shows the number of planned and completed humanitarian support activities in the 2023/24 fiscal year. OIOS analysis of the military monthly patrol plans and reports, daily situation reports, MCDA

database and Radio Miraya programme grid as well as review of INREP and OCC meeting minutes indicated that the Mission implemented the activities in its RBB, except for the riverine patrols which was affected by various challenges as explained below. Three planned outputs did not have quantifiable expectations as they were expected to be done as and when need arose.

Table 1: Summary of planned and implemented humanitarian support activities in 2023/24 fiscal year

Planned activity	Number of planned activities	Number of completed activities	Remarks
Coordination meetings with humanitarian actors at the national and state levels.	-	127	UNMISS and Humanitarian actors held monthly 24 CMAG, 51 INREP and 52 OCC meetings. Done as and when needed.
Survey and clearance of villages at locations prioritized by UNMISS and humanitarian actors.	400	1,042	Villages/towns were surveyed and cleared.
Verification of helicopter landing sites and airstrips, within 72 hours of tasking by UNMISS.	-	296	Responses to requests for status verification of landing sites and airstrips were provided. Done as and when needed.
Provision of convoy escorts/route-proving for freedom of movement.	-	79	Convoy escorts/route-proofing for safer freedom of movement were provided upon request. Done as and when requested.
Patrol days of the Riverine Unit to facilitate safe movement along the White Nile for the United Nations and other humanitarian agencies.	300	165	Patrol days of the Riverine Unit.
Unit patrol days to facilitate safe access to airfields, roads and other locations for humanitarian agencies.	4,200	7,459	Unit patrol days and 12,194 long and short duration patrol activities were conducted.
“Working Together” one-hour radio programmes focusing on humanitarian activities in collaboration with United Nations agencies and non-governmental organizations.	40	52	One-hour weekly <i>Working Together</i> radio programmes were produced.

UNMISS has adequately responded to the challenges

31. OIOS analysis noted that due to factors outside the control of the Mission and the evolving nature of the humanitarian and security situation and other operational impediments in South Sudan, UNMISS could not always implement military patrolling and escort activities that are essential in broad mandate of supporting in the creation of security conditions conducive for the timely delivery of humanitarian assistance. UNOCHA, in giving humanitarian situation updates, regularly reported prolonged delays or suspensions in providing critical humanitarian assistance due to various challenges. For example, UNOCHA reported in the 21 February 2024 OCC meeting that 13 trucks with humanitarian supplies for about 2,367 internally displaced persons at Rumajak site had reached Abyei area, after two-months delay due to insecurity along the Wau-Abyei route.

32. The most significant challenge UNMISS faced in providing support to humanitarian actors was access denials by host government authorities. While a total of 370 access denials, movement restrictions and other administrative impediments were documented and reported to the UNSC on a monthly basis for high-level resolution, OIOS interviews with the Military Component showed that there were locations that UNMISS and humanitarian actors did not undertake humanitarian activities because past trends indicated

that access would be denied to those locations where there was active fighting involving the government forces. This severely undermined the Mission's ability to protect civilians and support the delivery of critical humanitarian assistance. Other challenges faced by UNMISS in supporting the humanitarian actors included enduring intercommunal fighting and poor road infrastructure.

33. OIOS noted that UNMISS, to mitigate the challenges encountered in providing support:

- Conducted key leadership engagement at various levels of host government and community leadership. For instance, access denials and movement restrictions were a standing agenda item in all the 11 high-level forum meetings between senior officials from UNMISS and host government;
- Established four military temporary operating bases near humanitarian crisis areas to provide security to the civilians and humanitarian actors, and trained 613 humanitarian personnel on safe and secure approaches in field environments as a risk reduction measure;
- Planned long-duration patrols to humanitarian crisis locations that were far from Military camps across the Mission; and,
- Rehabilitated a total of 1,693 kilometres of main supply routes that are used by humanitarian actors in 2023/24 fiscal year in liaison with World Food Programme and the host government.

Need to strengthen controls over approval and reporting of requests for armed escort support

34. UNMISS procedures require the humanitarian actors to complete an MCDA request form 10 working days in advance, that demonstrates humanitarian need and programme criticality. The humanitarian actors also needed to confirm in the form that the use of military resources is a last resort, will provide adequate safety and security to humanitarian workers and will not compromise the humanitarians' ability to operate safely in South Sudan. UNMISS convoy leaders were required to submit a convoy report to the humanitarian logistics cluster through CIMIC Section (U9) to ensure timely updating of MCDA database and compiling of lessons learnt to improve future convoys.

35. OIOS review of military and police support for specific requests by humanitarian actors noted the following:

(a) Support provided by military contingents

36. A review of randomly selected 30 out of 151 MCDA request forms and interviews with CIMIC Section (U9) personnel revealed that the requests by humanitarian actors for military support complied with the criteria outlined in the Mission standard operating procedures. However, OIOS observed that the MCDA forms which were Microsoft word documents, were not signed by CIMIC personnel as proof of review and approval before the requests were submitted to the Military Operations Section (U3) for implementation.

37. Following the audit observation, CIMIC Section (U9) started signing off MCDA forms as evidence of review and approval. UNOCHA also did not submit 25 (or 83 per cent) of the sampled 30 MCDA forms to CIMIC Section (U9) at least 10 working days in advance as required even though the nature of support activities were not urgent. The average time from the request submission to support activity start date was 4 working days.

38. On the other hand, OIOS analysis of the MCDA database showed that:

- The military only implemented 113 (or 75 per cent) out of 151 requests during the audit period because of cancellations of 22 requests (5 requests by the requestors, 2 requests due to lack of

capacity by UNMISS to provide support and for 15 requests the reasons for cancellation were not indicated in the database);

- The convoy leaders did not submit convoy reports to CIMIC Section (U9) for 16 requests to facilitate the updating of the database as required. As of 31 January 2025, the status of the 16 requests had not been updated in the MCDA database for an average of 318 days after their planned implementation date. The CIMIC military staff officer explained that due to non-submission of convoy or after-action reports by the convoy leaders as required, CIMIC Section (U9) had to make several follow-up phone calls to UNOCHA and humanitarian actors before they could confirm whether the requests for support were cancelled or successfully implemented. UNMISS Military component acknowledged the importance of ensuring timely and accurate reporting of convoy movements supporting humanitarian activities and undertook to continue to work with OCHA and relevant stakeholders to strengthen the timely submission and consolidation of convoys reports; and
- UNMISS and UNOCHA did not periodically reconcile the number of MCDA activities. For instance, there were differences in the number of MCDA activities between UNOCHA MCDA annual report for 2024 and UNMISS MCDA 2024 database as shown in table 2.

Table 2: **Differences in reported MCDA requests between UNOCHA and UNMISS records**

Category	UNOCHA MCDA annual report 2024	UNMISS 2024 MCDA database	Difference in reported activities
Cancelled	7	9	(2)
Completed	84	70	14
Total requests	91	79	12

(b) Support provided by Formed Police Units

39. The FPU Coordination Unit did not have an effective system of receiving and approving the requests for FPU support. The FPU support requests were received through emails and phone calls to persons known to the humanitarian actors who in turn referred the requests to Field Office Police Coordinator or Field Office FPU Cell for tasking the FPUs. Moreover, OIOS interviews with personnel from FPU Coordination Unit and Juba Police Field Office revealed that the Police Component did not require humanitarian actors to complete a form that demonstrated that the Mission criteria for the provision of armed escorts or security were satisfactorily met as required by Mission procedures.

40. The above identified deficiencies stem from inadequate management oversight to ensure the military and police complied with Mission procedures governing support for humanitarian activities. As a result, lessons learnt when implementing humanitarian support activities were not captured in the after-action reports to facilitate better planning and execution of future support operations by the military and the humanitarian logistics cluster. In addition, delays and inaccuracy in updating the MCDA database could compromise the accuracy of the Missions' periodic reports and review of effectiveness of military support.

(2) UNMISS should liaise with the United Nations Office for the Coordination of Humanitarian Affairs to ensure timely submission of Military and Civil Defense Assets (MCDA) requests and periodic reconciliation of respective MCDA databases.

UNMISS accepted recommendation 2 and stated that the Office of the DSRSG/RC/HC formally communicated with OCHA in May 2025 to reinforce the need for better coordination on MCDA processes. UNMISS further stated that the Military Component, through CIMIC Section (U9) and

Operations Section(U3)/MOVCON, will continue to coordinate closely with OCHA through participation in regular coordination meetings to improve timeliness of requests submissions, including through regular participation in coordination meetings.

(3) UNMISS should implement a formal mechanism for receiving and vetting requests for humanitarian support by the Formed Police Units.

UNMISS accepted recommendation 3 and stated that the Police Component had established a formal process to ensure structured receipt and vetting of humanitarian support requests involving the FPU as of 16 May 2025. Under this mechanism, OCHA, acting on behalf of the Humanitarian Coordinator, will review all requests to ensure they meet the criteria outlined in the Guidelines for Coordination between humanitarian actors and UNMISS. Once the requests are validated, OCHA will submit the request forms directly to FPU Coordination Unit, copying the requesting organization. This will ensure accountability, proper documentation, and timely coordination between the humanitarian actors and the UNMISS Police Component.

C. Reporting of support activities

41. UNSC resolution 2677 (2023) and 2729 (2024)) on renewal of UNMISS mandate requested the Secretary-General to report to the Council on the implementation of the UNMISS mandate in a comprehensive, written, evidence-based and data-driven analysis report every 90 days. OIOS review of the supporting evidence showed the following:

Insufficient portfolio of evidence for police component activities

42. UNMISS Military Operations Section (U3) and United Nations Mine Action Service maintained an adequate portfolio of evidence of humanitarian support activities conducted, such as the number of long and short duration patrols and clearance of explosive ordnances using daily situation reports. The Civil-Military Coordination (CIMIC) Section (U9) also maintained adequate evidence of force logistics and armed escorts provided to humanitarian actors using MCDA database. The Military Plans and Future Operations Section (U5) used the portfolio of evidence to compile the statistics required by the Political Affairs Division to draft the Secretary-General's report.

43. However, the FPU Coordination Unit did not maintain credible portfolio of evidence for the humanitarian support activities. The humanitarian support activities were not reflected in the daily situation reports that had a provision of reporting on the nature of humanitarian support activities implemented. Moreover, FPU Coordination Unit could not make available for audit review the requisite humanitarian support activities task orders and after-action reports.

44. Moreover, the FPU Coordination Unit reported in its Monthly Performance Review Report (MPRR) that it implemented 235 humanitarian requests in January-September 2024 for armed escorts and on-site security during humanitarian aid distribution at protection of civilian sites and at camps for internally displaced persons. However, OIOS reviews showed that about 190 of the 235 FPU support were security escorts for UNMISS military engineers that were working on UNMISS projects. While such support would indirectly assist humanitarian work, it was incorrectly reported as humanitarian support activities.

(4) UNMISS should implement measures to ensure the Police Component humanitarian support activities are supported by appropriate evidence, including task orders and after-action reports.

UNMISS accepted recommendation 4 and stated that as of 16 May 2025, the UNMISS FPU Coordination Unit had developed formalized procedures that will ensure that all humanitarian support

activities by the Police Component are properly documented and supported by operational orders and after-action reports. UNMISS further stated that upon receiving and acknowledging validated requests, copied to the requesting organization, the Coordination Unit will be forwarding the requests to the respective FPU Cells for implementation.

Inaccuracies in humanitarian support activities in the Secretary-General's report

45. OIOS noted discrepancies between the number of activities in the portfolio of evidence maintained by the Military and the Police components, and the numbers of activities reported in the Secretary-General's report as shown in table 3.

Table 3: Analysis of support activities between the portfolio of evidence and the Secretary-General's report

Portfolio evidence source	Reporting period	Activity reported	No. of activities in portfolio of evidence	No. of activities in the Secretary-General's report	No. of (under)/Over reported activities
Force Monthly Situation Report	1 Jun-31 Aug 2023	Long duration patrols	74	44	(30)
		Short duration patrols	1,564	1,564	Nil
		Force protection	340	591 ⁵	251
	1 Sep-30 Nov 2023	Long duration patrols	218	104	(114)
		Short duration patrols	1,699	1,357	(342)
		Force Protection	629	625	(4)
	1 Dec- 31 Oct 2024	Long duration patrols	1,036	1,804 ⁶	768
		Short duration patrols	5,051	4,856	(195) ⁷
		Force protection	1,908	2,670 ⁸	762
FPU Monthly Performance Review Report	1 Jun-31 Aug 2023	Police protection for engineers and others	69	252	(183)
	1 Sep-30 Nov 2023	Police protection for engineers and others	29	56	(27)
	1 Dec-31 Oct 2024	Police protection for engineers and others	14	49	(35)

46. There was an inadequate review and cross-verification of the number of humanitarian support activities reported in the Missions' reports against the portfolio of evidence. As a result, there was unmitigated risk of inaccurate reports on the extent of the implementation of Mission mandate of supporting the delivery of humanitarian assistance as required by the UNSC resolutions.

(5) UNMISS should take action to ensure the number of humanitarian support activities in the Missions' reports are accurately captured and cross-checked against the portfolio of evidence maintained by the Military and Police Components.

UNMISS accepted recommendation 5 and stated that the Mission deployed the Unite Aware Patrol Management Tool on 1 June 2025 to centrally capture all patrols conducted by Force, FPUs, and integrated teams and ensure consistent tracking and verification of patrols including those supporting humanitarian operations. The Police Component has also instituted a process to ensure each activity is supported by operational orders, after-action reports, and is reflected in daily and weekly statistical reports, culminating in the Monthly Performance Review Report (MPRR). Furthermore, UNMISS

⁵ The number included 251 Force protection activities for UNMISS MOVCON goods in transit.

⁶ The number is as of 15 October 2024

⁷ The difference is attributed to cut-off difference

⁸ This number is as of 15 October 2024

stated that any misclassification of humanitarian support activities in the Mission reports will be addressed through targeted training and operational guidance. Issues related to supervisory oversight, definitional clarity, and missing documentation will be addressed through internal review mechanisms beyond the scope of the patrol tool.

IV. ACKNOWLEDGEMENT

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

STATUS OF AUDIT RECOMMENDATIONS

Audit of the United Nations Mission in the Republic of South Sudan support for delivery of humanitarian assistance

Rec. no.	Recommendation	Critical ⁹ / Important ¹⁰	C/ O ¹¹	Actions needed to close recommendation	Implementation date ¹²
1	UNMISS, in liaison with the United Nations Office for the Coordination of Humanitarian Affairs, should ensure participation in the Civil-Military Advisory Group of the UNMISS representatives, including those from the Police component, and Office of Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator.	Important	O	Receipt of evidence of participation in the Civil-Military Advisory Group of the UNMISS representatives, including those from the Police component, and Office of Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator.	29 August 2025
2	UNMISS should liaise with the United Nations Office for the Coordination of Humanitarian Affairs to ensure timely submission of Military and Civil Defense Assets (MCDA) requests and periodic reconciliation of respective MCDA databases.	Important	O	Receipt of evidence that all non-emergency MCDA requests are submitted to UNMISS at least 10 working days in advance.	2 September 2025
3	UNMISS should implement a formal mechanism for receiving and vetting requests for humanitarian support by the Formed Police Units.	Important	O	Receipt of evidence that requests for humanitarian support by the Formed Police Units are formally received and vetted by OCHA before implementation by UNMISS Police Component.	11 September 2025
4	UNMISS should implement measures to ensure the Police Component humanitarian support activities are supported by appropriate evidence including task orders and after-action reports.	Important	O	Receipt of evidence that police component support activities are supported by appropriate evidence including task orders and after-action reports	11 September 2025
5	UNMISS should take action to ensure the number of humanitarian support activities in the Missions' reports are accurately captured and cross-checked	Important	O	Receipt of evidence that the number of humanitarian support activities in the Missions' reports are supported by the number of activities in the portfolio of evidenced.	31 December 2025

⁹ Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

¹⁰ Important recommendations address those risk issues that require timely management attention. Failure to take action could have a high or moderate adverse impact on the Organization.

¹¹ Please note the value C denotes closed recommendations whereas O refers to open recommendations.

¹² Date provided by UNMISS in response to recommendations.

STATUS OF AUDIT RECOMMENDATIONS

Audit of the United Nations Mission in the Republic of South Sudan support for delivery of humanitarian assistance

Rec. no.	Recommendation	Critical ⁹ / Important ¹⁰	C/ O ¹¹	Actions needed to close recommendation	Implementation date ¹²
	against the portfolio of evidence maintained by the Military and Police Components.				

APPENDIX I

Management Response

UNITED NATIONS

United Nations Mission
in South Sudan




NATIONS UNIES

Mission des Nations Unies
en Soudan du Sud

Date: 11 June 2025

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

From: Mr. Guang Cong, 
Deputy Special Representative to the Secretary-
General (Political) and OiC Head of UNMISS

Subject: **Comments on the draft report on an Audit of the United Nations in the Republic of South Sudan support for delivery of humanitarian assistance (Assignment No. AP2024-633-07)**

1. UNMISS acknowledges receipt of the draft report from OIOS on an Audit of the United Nations in the Republic of South Sudan support for delivery of humanitarian assistance.
2. Please find attached the Mission's comments on the recommendations.
3. Thank you for your consideration and support.

cc: Mr. Nicholas Haysom, Special Representative of the Secretary-General, UNMISS
Lt. Gen. Mohan Subramanian, UNMISS
Ms. Leda Limann, UNMISS
Ms. Victoria Browing, UNMISS
Ms. Daniela Wuerz, UNMISS
Ms. Sintija Steinite, UNMISS

Management Response

Audit of the United Nations Mission in the Republic of South Sudan support for delivery of humanitarian assistance

Rec. no.	Recommendation	Critical ^{1/} Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNMISS, in liaison with the United Nations Office for the Coordination of Humanitarian Affairs, should ensure participation in the Civil-Military Advisory Group of the UNMISS representatives, including those from the Police component, and Office of Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator.	Important	Yes	SLO ODSRSG/RC/HC	29 August 2025	UNMISS agrees with the recommendation. The ODSRSG/RC/HC has formally designated a representative to the CMAG and stands ready to participate in its meetings once convened. The Police Component also strongly supports the establishment of a collaborative platform such as the CMAG and underscores the importance of including UNPOL in the pre-planning of humanitarian-related activities. UNPOL remains committed to contributing to discussions and planning processes within the CMAG to ensure coordinated, inclusive, and effective civil-military engagement in support of humanitarian operations
2	UNMISS should liaise with the United Nations Office for the Coordination of Humanitarian Affairs to ensure timely submission of Military and Civil Defense Assets (MCDA) requests and periodic reconciliation of respective MCDA databases.	Important	Yes	<ul style="list-style-type: none"> SLO DSRSG/RC/HC FCOS/DCOS OPS 	29 August 2025 02 September 2025	ODSRSG/RC/HC formally communicated with OCHA in May 2025 to reinforce coordination on MCDA processes. The Force component, through U9 and U3/MOVCON, continues to coordinate closely with OCHA, including regular participation in

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

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

Management Response

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				<ul style="list-style-type: none"> Chief of UNPOL Operations 	11 September	<p>coordination meetings. In 2024, UNMISS successfully delivered on 100% of MCDA requests received from OCHA – completing 85 out of 91 requests, with the remaining 6 cancelled by OCHA. As of May 2025, 24 MCDA requests have been received and processed accordingly.</p> <p>While UNPOL is currently not part of the MCDA process, it will take the necessary steps to be part of the relevant coordination mechanisms to enhance uniformity in planning, reporting, and operational alignment across all components</p>
3	UNMISS should implement a formal mechanism for receiving and vetting requests for humanitarian support by the Formed Police Units.	Important	Yes	FPU Coordinator	11 September 2025	<p>UNMISS agrees with the recommendation. As of 16 May 2025, a formal process has been established to ensure structured receipt and vetting of humanitarian support requests involving FPUs. Under this mechanism, OCHA, acting on behalf of the Humanitarian Coordinator, reviews all requests to ensure they meet the criteria outlined in the Guidelines for Coordination between Humanitarian Actors and UNMISS.</p> <p>Once validated, OCHA submits the request form directly to the</p>

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						UNMISS FPU Coordination Unit via email at unmiss-unpol-fpu-coordinator@un.org, copying the requesting organization. This process ensures accountability, proper documentation, and timely coordination between humanitarian actors and the UNMISS Police component. Please see the attached
4	UNMISS should implement measures to ensure the Police Component humanitarian support activities are supported by appropriate evidence including task orders and after-action reports.	Important	Yes	FPU Coordinator	11 September 2025	UNMISS agrees with the recommendation. As of 16 May 2025, the UNMISS FPU Coordination Unit has formalized procedures to ensure that all humanitarian support activities by the Police Component are properly documented. Upon receiving and acknowledging validated requests, copied to the requesting organization, the Coordination Unit forwards the request to the respective FPU Cell for implementation. Please see the attachment.
5	UNMISS should take action to ensure the number of humanitarian support activities in the Missions' reports are accurately captured and cross-checked against the portfolio of evidence maintained by the Military and Police Components.	Important	Yes			UNMISS agrees with the recommendation. To enhance the accuracy and traceability of humanitarian support activities, the Mission has deployed the Unite Aware Patrol Management Tool, as of 1 June 2025, to centrally capture all patrols conducted by Force, UNPOL, and integrated teams. This system will facilitate

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				FCOS/DCOS OPS	02 September 2025	<p>consistent tracking and verification of patrols, including those supporting humanitarian operations.</p> <p>The Police Component, as of 16 May 2025, has instituted a process to ensure each activity is supported by operational orders (OPOD), after-action reports (AARs), and is reflected in daily and weekly statistical reports, culminating in the Monthly Performance Review Report (MPRR). Please see the attachment.</p> <p>Force components similarly record their support in daily and monthly reports through force protection elements responding to MCDA requests.</p> <p>Any misclassification will be mitigated through targeted training and operational guidance. Responsibility for correct classification lies with the contributing section. Issues related to supervisory oversight, definitional clarity, and missing documentation will be addressed through internal review mechanisms beyond the scope of the patrol tool</p>