



INTERNAL AUDIT DIVISION

REPORT 2025/013

Audit of the civil affairs programme in the United Nations Mission in the Republic of South Sudan

While UNMISS Civil Affairs Division clearly defined strategic priorities and provided support to address conflict, enhance social cohesion, and promote reconciliation, there were some gaps in work plan preparation, supporting documentation for programmatic activities and mechanisms for addressing follow-up action points from final project reports.

14 June 2025

Assignment No. AP2024-633-08

Audit of the civil affairs programme in the United Nations Mission in the Republic of South Sudan

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of the civil affairs programme in the United Nations Mission in the Republic of South Sudan (UNMISS). The objective of the audit was to assess the adequacy and effectiveness of the implementation of the civil affairs programme in UNMISS. The audit covered the period from July 2021 to December 2024 and included a review of: (a) strategic and work planning; (b) workplan implementation; and (c) monitoring and evaluation.

UNMISS clearly defined civil affairs strategic priorities, aligned with the Mission mandate. It established coordination mechanisms with internal and external peace actors and provided support to address conflict, enhance social cohesion, and promote reconciliation in local communities, including addressing threats from climate change impacts on affected populations. However, there were some gaps in the preparation of work plans for field offices, as well as supporting documentation for programme activities and mechanisms for addressing follow-up action points from final project reports.

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

- Implement mechanisms to ensure that Civil Affairs Division's multi-year work plan is updated annually to ensure it remains relevant, responsive to current conditions and aligned with evolving UNMISS and Transitional Government priorities and objectives.
- Ensure that Field Offices' work plans take into consideration the political context, conflict dynamics and specific conditions in their respective areas of responsibilities and include specific, measurable and realistic activities and outputs with completion timelines clearly articulated.
- Take measures to enforce the Department of Peace Operations/Department of Operational Support guidelines on proper documentation supporting programmatic activities.
- Ensure the file plans of SharePoint platforms of the Civil Affairs Division reflect its respective functions and activities and take action to transfer all relevant information/documents currently on staff personal computers to their respective SharePoint platforms.
- Take measures to improve the activities tracking tools for effective monitoring of individual programmatic activities and documenting the reasons for cancelled/delayed/postponed projects.
- Ensure that adequate mechanisms are in place for addressing follow up action points from final project reports with lessons learned factored into future decision-making processes.
- Conduct an evaluation of its 2021-2024 civil affairs programme and establish procedures to ensure recommendations from assessments are implemented.

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 civil affairs programme in the United Nations Mission in the Republic of South Sudan

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of the civil affairs programme in the United Nations Mission in the Republic of South Sudan (UNMISS).

2. Security Council resolution 2567 (2021) requested UNMISS to support the Government of South Sudan in the areas of: protection of civilians, creation of conditions conducive to the delivery of humanitarian assistance, and implementation of the Revitalized Agreement on Resolution of the Conflict in South Sudan (R-ARCSS – hereinafter referred to as the Revitalized Agreement) of 2018 and the peace process to prevent South Sudan from returning to civil war, build durable peace at the local and national levels, and to support inclusive and accountable governance and free, fair, and peaceful elections.

3. The UNMISS Civil Affairs Division (CAD) is responsible for engaging and coordinating with other Mission components and other relevant partners to improve the efforts of the Mission to protect civilians and build durable peace; manage conflicts between communities; support the implementation of the peace process; and promote reconciliation, social cohesion, and peaceful co-existence. The programmatic part of civil affairs work is guided by the Department of Peace Operations and Department of Operational Support (DPO/DOS) Civil Affairs Handbook and Guidelines on mandated programmatic activities funded through peacekeeping assessed budgets. The guidelines provide direction on the planning, implementation, management, monitoring and evaluation of programmatic activities, as a tool for mandate implementation in peacekeeping operations.

4. The CAD is headed by a Chief at the D-2 level who reports to the Deputy Special Representative of the Secretary-General/Political and is supported by a team of 102 staff members including 31 international staff, 40 United Nations Volunteers, and 31 national staff. Five posts were vacant at the time of the review (2 in Juba, 1 in Malakal Field Office, 1 in Torit Field Office, and 1 in Wau Field Office) for which the recruitment processes were in progress.

5. UNMISS operational budgets and expenditures excluding staff salaries for the civil affairs programme for fiscal years 2021/22, 2022/23, and 2023/24 are shown in Table 1 below.

Table 1 -UNMISS operational budgets and expenditures for the civil affairs programme for fiscal years 2021/22, 2022/23, and 2023/24

<i>Fiscal years</i>	<i>2021/22</i>	<i>2022/23</i>	<i>2023/24</i>
Budget	\$1 113 300	\$984 100	\$982 100
Expenditure	(995 564)	(873 377)	(931 163)
Surplus/(deficit)	\$117 736	\$110 723	\$50 936

Source: UNMISS Budget & Finance Section

6. The Mission uses the Umoja (the Organization's Enterprise Resource Management) system to record funds disbursed for implementation of programmatic activities and the corresponding expenditures, based on approved financial reports including portfolio of evidence received from Field Offices and other implementing partners. The CAD and other substantive components of the Mission use the Strategic Management Application (SMA) in Umoja to capture information on actual performance indicators of accomplished activities each quarter for tracking/monitoring their progress and reporting purposes. CAD also uses an Excel-based tracking tool to monitor the implementation progress of programmatic activities,

capturing key project lifecycle data, including timelines, delays, and follow-up actions. The tracking tool is restricted to approved CAD staff only.

7. Comments provided by UNMISS are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

8. The objective of the audit was to assess the adequacy and effectiveness of the implementation of the civil affairs programme in UNMISS.

9. This audit was included in the 2024 risk-based work plan of OIOS due to operational risks related to management of the civil affairs programme in UNMISS.

10. OIOS conducted this audit from October 2024 to March 2025. The audit covered the period from July 2021 to December 2024. Based on an activity-level risk assessment, the audit covered higher and medium risks areas in the civil affairs activities, which included: strategic and work planning, workplan implementation, and monitoring and evaluation.

11. The audit methodology included: (a) interviews with key personnel; (b) review of relevant documentation; (c) analytical review of data related to implemented programmatic activities to identify anomalies, trends, assess performance and identify risks, and (d) sample testing of 45 activities in the three selected Field Offices of Juba, Bor, and Yambio, for completeness and adequacy of evidence of activities.

12. OIOS assessed the reliability of data related to the implementation of programmatic activities by: (a) reviewing existing documentation and the Access Database/Excel tracking tool used to generate the data; and (b) interviewing UNMISS CAD personnel knowledgeable about the data. Additionally, OIOS traced a random sample of data to source documents. Based on this assessment, OIOS concluded that the data were sufficiently reliable for the purpose of addressing the audit objectives.

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

III. AUDIT RESULTS

A. Strategic and work planning

Civil Affairs Division had clearly defined strategic priorities

14. The DPO/DOS policy directive on civil affairs requires the Head of CAD to play a crucial role in providing strategic vision, setting priorities and responding flexibly to meet programme objectives. The Head is also required to contribute to the development of the Mission Concept/Mission Plan. OIOS review noted that CAD contributed to the development of the Mission Plan of 15 November 2021 which aimed at operationalizing the UNMISS three-year vision for the 2021-2024 period, as directed through Security Council resolution 2567 (12 March 2021).

15. CAD in alignment with the UNMISS Mandate and its 2021-2024 strategic vision, developed (through a consultative process with Civil Affairs field teams, heads of field offices, local communities, national and international peace actors) three strategic priorities as follows: (a) promoting peace through support to the implementation of the R-ARCSS at the subnational level and addressing local communal conflicts, (b) advancing reconciliation and social cohesion, and (c) providing support to the stabilization of

communities under threat from the effects of climate change. These were documented in a brief strategy document for the Division and further refined in the overall 2021-2024 Divisional three-year work plan ¹.

Need to improve annual workplan development

16. The DPO/DOS Civil Affairs Handbook requires the Division's annual work plans to: (a) draw from the multi-year strategy or concept of operations; (b) map out the activities that will be undertaken yearly to achieve civil affairs objectives; (c) identify timeframes, use of resources and specify key indicators for measuring impact and progress; and (d) be based on deliberations from an annual retreat of the civil affairs staff.

17. OIOS review noted that CAD developed an overall three-year work plan for the Division, which mapped out activities/outputs under three priority areas. However, the overall three-year work plan was not annually updated to ensure it remained relevant and responsive to current conditions and aligned with the evolving priorities and objectives of UNMISS and the Transitional Government.

18. Each of the 10 Field Offices was required, as stipulated in the overall Divisional work plan, to develop their own work plan, adapting activities in the divisional work plan taking into consideration the respective political context, conflict dynamics and specific conditions in their area of responsibility and all such activities in the Field Offices work plans had to contribute to the indicators of achievement in the Division's Results-Based Budget. However, a review of CAD Field Offices' work plans for the period 2021-2024 noted the following:

- Two of the 10 Field Offices did not provide any work plans for OIOS' review indicating that they did not have any documented work plans. None of the other 8 Field Offices' work plans were reviewed and approved by CAD management at UNMISS headquarters in Juba.
- Five of the eight Field Offices which provided their work plans for OIOS' review did not, as required, adapt activities in the divisional work plan to develop their own work plans, taking into consideration their respective political context, conflict dynamics and specific conditions in their areas of responsibilities. These work plans were identical to the overall Divisional work plan except for the indicators of achievement which were different. Further, these five Field Offices' work plans did not identify timeframes for the completion of activities.
- Only three of the eight Field Offices have tried to adapt the activities in the overall Divisional work plan to prepare their own work plans. However, each of them used a different work plan template/format. Also, these work plans were incomplete as indicators of achievement/outputs were either missing or were unclear while timelines for the completion of activities, and partner organizations that will be involved in the delivery of the activities were not indicated.

19. The above occurred as CAD did not seek guidance from the Strategic Planning Unit on the development of the work plan and CAD management did not require Field Offices to submit their work plans for review and approval. This happened despite instructions in the UNMISS SRSG 2021 Inter-Office Memorandum to all Mission components to seek for support as needed from the Strategic Planning Unit in the implementation of the Mission Vision and Plan, refining their respective work plans and contributing to the relevant monitoring and assessment frameworks.

¹ CAD has subsequently developed another multi-year strategy for the three-year period from July 2024 to June 2027 which includes five strategic priorities.

20. Shortcomings in work plan development by Field Offices deprived the Division the ability to transparently demonstrate that unique circumstances within field locations were adequately incorporated in the planning and implementation of programmatic funds use.

- (1) UNMISS should implement mechanisms to ensure that Civil Affairs Division’s multi-year work plan is updated annually to ensure it remains relevant, responsive to current conditions and aligned with the evolving priorities and objectives of UNMISS and the Transitional Government.**

UNMISS accepted recommendation 1 and stated that it would update the multi-year workplan to ensure relevance to the evolving situation and priorities of UNMISS and the transitional Government.

- (2) UNMISS should ensure that all Civil Affairs Division Field Offices’ work plans are developed taking into consideration the political context, conflict dynamics and specific conditions in their respective areas of responsibilities and include specific, measurable and realistic activities and outputs with completion timelines clearly articulated.**

UNMISS accepted recommendation 2 and stated that it has liaised with Field Offices to develop workplans based on their specific contexts. This activity is to be completed by 31 July 2025.

Civil Affairs Division established coordination mechanisms with internal and external peace actors

21. The DPO/DOS Civil Affairs Handbook requires Civil Affairs Officers to coordinate CAD activities with United Nations force, police and civilian components within the Mission, and other external actors with common objectives engaged in the development and humanitarian activities in the United Nations Country Team and other multilateral coordination structures. The areas of coordination may include information-sharing and analysis, negotiating decisions and implementing joint activities.

22. To advance its coordination and partnership efforts, UNMISS CAD established a Partnership and Fundraising Cell at its Juba headquarters in June 2022. OIOS review of the Cell’s work plan, project documents, and discussions with staff highlighted the following key coordination activities:

- In July 2022, UNMISS formed a Task Force to enhance engagement with South Sudanese CSOs. CAD, serving as lead and Secretariat, coordinated meetings, prepared agendas and reports, and ensured follow-up on action points. The Task Force met regularly ahead of each of the nine quarterly engagements with UNMISS leadership from July 2022 to December 2024. It also facilitated capacity-building activities for CSOs as needed.
- CAD supported peace efforts involving government authorities, traditional leaders, and humanitarian partners. For example, in collaboration with the South Sudan Council of Churches, CAD organized: two Juba-based dialogues for political leaders (August 2022, December 2023), a state-level forum (December 2022), and community trauma-healing workshops in Tambura (August–October 2023).
- CAD collaborated on several joint initiatives, including: the “Twic-Ngok Youth Engagement” project (December 2024) developed with multiple United Nations agencies and the Ministry of Peacebuilding to foster dialogue and trust among youth from both communities. Furthermore, in September 2023, CAD, alongside other UNMISS components, UNDP, and government ministries, supported the Local Government Board in organizing the National

Conference for Traditional Leaders. This followed three regional conferences in 2022 across Greater Bahr el Ghazal, Greater Upper Nile, and Greater Equatoria.

Women, peace, and security priorities were integrated in Civil Affairs Division activities

23. Security Council resolution 2567 (2021) requested UNMISS to implement women, peace and security (WPS) priorities including ensuring the full, equal, and meaningful participation of women in all aspects of operations. In this regard, OIOS review noted that throughout the period under review, CAD carried out various activities in all the 10 states that were aimed at strengthening the capacities of women's civil society organizations working on conflict prevention as well as activities aimed at women participation in peace negotiations at the local level. For instance, a review of quarterly progress reports on Women, Peace, and Security indicated that during the last four quarters ending December 2024, CAD supported a total of 210 local conflict management and reconciliation initiatives where 84 (40 per cent) participants were women.

24. CAD also facilitated participation of women in various local peace initiatives aimed at promoting women's meaningful participation in local conflict resolution and contributing to reconciliation efforts for peaceful co-existence. In this context, CAD during the last four quarters ending 31 December 2024, supported a total of 34 initiatives where, out of 10,657 total participants, 5,614 (52 per cent) were women. Also, CAD systematically provided inputs to the Mission WPS Quarterly Progress Report as required.

B. Workplan implementation

Civil Affairs Division implemented planned activities, which were adequately reported in the Results Based Budget

25. OIOS analysis of CAD's activities showed that CAD implemented its planned activities aligned with CAD's three strategic priorities, namely: (a) promoting peace through support for R-ARCSS implementation at the subnational level and addressing local communal conflicts, (b) advancing reconciliation and social cohesion, and (c) supporting community stabilization against climate change effects. The activities were adequately reported in the annual RBB report, detailing the number of planned and completed activities/outputs, along with explanations for any variations. Table 2 below provides examples of CAD's planned and completed activities for the 2023/24 fiscal year.

Table 2: Examples of planned and implemented activities in 2023/24 RBB report on the component 1: Protection of civilians

Planned activities	Number of planned activities	Number of completed activities	Remarks
Expected accomplishment 1.1: Enhanced protection of civilians through political engagement and processes			
Provision of support for the development of conflict management, reconciliation and social cohesion strategies at the community level, including in conflict-prone areas, to protect civilians.	22	205	Meetings, which were organized based on actual situations on the ground, addressed civil-military relations, communal conflicts and cross-border conflict issues as they arose.
Expected accomplishment 1.2: Improved protection for civilians under threat of physical violence, irrespective of the source of violence, with specific protection for women and children			

Provision of support for the mapping of risks and threats to strengthen early warning, early response and situational awareness to protect the civilian population.	150	178	Joint field missions with other substantive sections and the Force
Expected accomplishment 1.3: Secure environment for the safe and voluntary return and reintegration of internally displaced persons and refugees			
Organization and conduct of 150 joint field missions to assess the conflict environment at possible return sites and 10 workshops on conflict management, sensitization and confidence-building with communities at return sites to provide support for resolving conflicts between host communities and returnees, including in the opposition-controlled areas.	150	145	Joint field missions with other components were conducted

26. Other activities undertaken by CAD during the period under review included conflict mapping in conjunction with UNDP; conflict management training and social cohesion activities targeting youth, women, and organized forces in return areas; through training, empowering local and traditional authorities to resolve land and property issues between returnees and receiving communities; conducting peace education campaigns for women, youth, elders, and CSOs in both government and opposition areas; facilitating civil-military dialogues to address protection concerns; and promoting trust and confidence through sports and cultural activities between military/police/organized forces and host communities.

Local-level liaison and representation were established

27. Civil Affairs Officers are required to build wide networks in order to: (a) report on the local situations and feed into a wider understanding and analysis of conflicts in the context of peacebuilding; (b) build relationships with key actors who can affect the peace process; (c) plan joint activities or seek inputs on activities planned by the Mission; and (d) demonstrate the Mission's commitment to reach out to areas beyond the capital.

28. CAD had deployed 102 staff across the 10 field offices under a strategy where more staff were deployed to states with higher security needs like Central Equatoria, Jonglei, and Upper Nile which have experienced significant conflicts in recent years, to manage these challenges and ensure safe and effective operations. For example, CAD deployed 25 and 11 staff to Juba and Bor, respectively.

29. The Mission also had a pool of 46 Community Liaison Assistants (CLAs) and 86 Language Assistants across the 10 field offices under the management of the respective Heads of Field Offices to assist the various substantive offices as needed for their activities in the local communities. Through interviews with CLAs and Language Assistants and physical observation during field trips to Juba, Bor, and Yambio Field Offices, OIOS noted that the CLAs and Language Assistants assisted CAD in the establishment of local community alert networks (for early warning) to contribute towards the promotion of social cohesion in communities through sensitization sessions; and they served as interpreters working with the various substantive and military components at the field office level, as needed.

30. CAD Headquarters and each of the 10 Field Offices had also established and maintained regular contact with civil society organizations, government institutions, non-governmental organizations, religious institutions, women and youth associations in their respective areas of operations. In addition, CAD personnel in Field Offices participated in Monthly Patrol Plan (MPP) coordination meetings convened by the respective Field Integrated Operations Centres (FIOCs) to jointly plan and implement (when necessary)

activities with other mission components in remote locations. Upon completion of field trips, Civil Affairs Officers prepared and shared situational field trip reports with CAD Headquarters in Juba and the respective Field Integrated Operations Centres for triangulation/deconflicting of any security incidents reported.

UNMISS implemented activities to address conflict, enhance social cohesion and reconciliation, and build confidence in the political process

31. CAD provided support to address conflict, enhance social cohesion and reconciliation, and build confidence in the political process, as detailed below:

- CAD has systematically gathered information on potential conflicts in each of the 10 States, analyzed them and mapped conflicts hotspots to guide their interventions to address the drivers of communal conflicts. This mapping identified key conflict issues/challenges, the underlying causes (across locations), and made recommendations to resolve the issues. To further improve this process, in December 2023, UNMISS in conjunction with UNDP initiated a joint conflict mapping exercise to ensure more efficient consolidation of efforts and delivery as one United Nations.
- During the period 2021-2024, CAD implemented several activities (255 in total) with a cost of \$1,357,707, in Juba and across the 10 Field Offices in support of local communities to: (a) manage conflicts; (b) enhance social cohesion and reconciliation; and (c) build confidence in the political process, as shown in Table 3:

Table 3 - Number of activities related to conflict management, social cohesion, reconciliation, and confidence building implemented during 2021-2024

<i>Thematic areas</i>	<i>Total number of activities implemented</i>	<i>Total cost in US\$</i>
Conflict management	98	490,170
Social cohesion	95	516,942
Reconciliation	24	170,344
Confidence building (dissemination of Revitalized Peace Agreement)	38	180,251
Total	255	1,357,707

Source: UNMISS Civil Affairs Division programmatic activities database 2021-2024

- Several other activities (66 in total with a cost of \$307,784) related to various cross-cutting thematic areas contributing to conflict management, social cohesion, reconciliation, and building confidence in the peace process were also undertaken during the period 2021-2024.

32. CAD support contributed to the signing of 67 local peace agreements/resolutions/commitments between communities across the 10 states during the period from July 2021 to December 2024, a key performance indicator for its programme expected accomplishment (enhancement of peaceful co-existence, reconciliation and social cohesion at the community level). However, despite these CAD interventions and support to the Government, as well as high level Mission leadership engagements at the national level, intercommunal conflicts were still recurring.

Support was provided to the stabilization of communities under threat from the effects of climate change

33. Security Council resolutions 2625 (15 March 2022), 2677 (15 March 2023), and 2729 (29 April 2024) required UNMISS to conduct an analysis of risks associated with climate change that may adversely impact peace and security in South Sudan, and implementation of the UNMISS mandate.

34. UNMISS, in coordination with other United Nations entities, established a United Nations Working Group on Climate Change, Peace and Security in December 2021 to develop and implement a comprehensive climate and security strategy. The Chair and Secretariat of the Working Group were made up of representatives from UNMISS CAD and UNDP and had responsibility for overall coordination, ensuring substantive and logistic preparation of meetings, and providing periodic reports on its activities to the Mission senior leadership.

35. Prior to August 2022, the Working Group did not meet as frequently as required. However, with the arrival of the Senior Climate Change and Security Advisor in August 2022 to lead the UNMISS CAD Climate Peace and Security Cell, the functioning of the Working Group improved, as it met frequently in accordance with its terms of reference. In total 10 meetings of the Working Group were held during the period from August 2023 to December 2024 in which UNMISS CAD actively participated through co-chairing of meetings, preparation of meeting minutes, and systematically following up on issues/action points/recommendations from previous meetings until resolved.

36. OIOS review of relevant reports and discussions with CAD personnel indicated that in accordance with its overall work plan (2021-2024), CAD carried out no-cost activities (meetings, seminars) to raise awareness on effects of climate change and the need to develop and implement mitigation approaches to limit practices which negatively contribute to climate change. In addition, CAD and partners also supported the Government of South Sudan in developing and implementing the 2024 Flood Preparedness and Response Plan aimed at addressing flood risks, promoting peaceful coexistence, and enhancing preparedness and response efforts:

- Conflict Sensitivity Analysis: CAD in conjunction with *UNCT and other partners*, integrated conflict sensitivity analysis into the Flood Preparedness and Response Plan and collaborated with State Level Flood Mitigation Taskforces to develop mitigation strategies and coordination mechanisms.
- Community Awareness and high ground identification: CAD supported state and county authorities in messaging and conducting sensitization activities, including 13 awareness activities, 431 risk-related activities, and 66 community sensitization activities. In addition, CAD worked with state flood management committees to identify 246 high grounds across 64 counties for community relocation. UNMISS facilitated peace dialogues to prevent conflicts in these areas.
- Dashboard Establishment and training: CAD helped establish a Flood Management and Conflict Sensitivity Dashboard, a database to track early warnings on flood alerts, flood-related displacement alerts, flood-related insecurity alerts, and flood impacts in different locations and the response actions to mitigate the outbreak of conflict. It also provided training on climate, peace, and security, targeting government institutions and CSOs.

Need to improve documentation of activities including use of the SharePoint Platform

(a) Absence of key supporting documents for activities

37. UNMISS was required to record and archive all project documents including project progress reports (narrative and financial) for review purposes. OIOS review of the completeness and adequacy of records of a sample of 45 of 115 programmatic activities that were implemented during the audit period (2021-2024) in selected Field Offices (Juba, Bor, and Yambio) noted that while progress reports were systematically prepared and available on file, there was an absence of some other key documents - for 15 out of 45 activities implemented with total cost amounting to \$90,744.36, attendance sheets recording the identity and presence of individuals who participated at these activities were not available for review. In addition, one purchase order, nine low value acquisitions and six quotations amounting to \$128,408.32 for catering services awarded to vendors were missing and could not be provided for review. Implemented programmatic activities for the selected samples are shown in Table 4 below.

Table 4 -Implemented programmatic activities for the 45 samples out of 115 in selected Field Offices of Juba, Bor and Yambio during 2021-2024

<i>Thematic areas</i>	<i>Number of Activity Reviewed</i>	<i>Total amount (\$)</i>
Community Engagement Strategy, Dissemination, Reconciliation	10	69,726.97
Conflict management Reconciliation	17	124,637.01
Capacity building	3	49,796.19
Social Cohesion	3	7,041.53
	12	71,292.94
Total	45	322,494.64

Source: UNMISS Civil Affairs Division programmatic activities database 2021-2024

(b) Inefficient use of SharePoint platform

38. UNMISS Information Management Unit (IMU) provided training in October 2023 on information labelling, filing and clean-up to designated staff in all UNMISS components including CAD headquarters in Juba and each of the 10 Field Offices, with a view to ensure that each component's newly created records and records migrated from the old network drives to the new SharePoint Online platform. Yet, CAD offices' SharePoint Online platforms were not up to date, as staff did not systematically and in a structured/organized manner upload their information/documents in their respective SharePoint platforms to preserve institutional memory, improve sharing and facilitate retrieval of information.

39. Instead, most of the staff were still maintaining pertinent documents and reports generated through the performance of their duties such as Concept Notes, capacity building/training/workshops documents, activity reports, and minutes of meetings attended with CAD partners on their individual computer hard drives that did not have adequate security controls and backup system. Also, some folders created and maintained in the CAD offices' SharePoint platforms did not contain any records or were not aligned with the functions and activities of their respective offices, as required.

40. The above occurred because CAD did not: (a) enforce compliance of all staff to the records management requirements; (b) develop and implement structured file plans that reflect the functions and activities of its headquarters and Field Offices as guided by the United Nations Peacekeeping File Classification Scheme; and (c) ensure trained staff by the Information Management Unit, in turn also provided training to all other Division staff in the use of the platform. Inadequate record-keeping and archiving procedures may result in the loss of vital operational documents, institutional memory and records necessary to inform future operations and actions. Also, due to lack of enforcement and untimely

verification of supporting evidence, there was a risk that misuse of programmatic funds may not be timely detected.

- (3) UNMISS should take measures to enforce the Department of Peace Operations/ Department of Operational Support guidelines on proper documentation of supporting evidence including substantive reports.**

UNMISS accepted recommendation 3 and stated that it would enforce these measures by instructing all Field Offices to document and properly upload the documents on SharePoint and would monitor compliance through quarterly checks as portfolio of evidence.

- (4) UNMISS should: (a) with the assistance of the Information Management Unit ensure the file plans of SharePoint platforms of the Civil Affairs Division reflect its respective functions and activities; (b) take action to transfer all relevant information/documents currently on staff personal computers to their respective SharePoint platforms.**

UNMISS accepted recommendation 4 and stated that it would enforce these measures by instructing all Field Offices to ensure uploading all relevant documents on SharePoint through periodic compliance checks of Field Offices' SharePoint uploads to institutionalize good documentation practices.

C. Monitoring and evaluation

The activities tracking tool lacked critical information on the progress of project implementation

41. UNMISS was required to implement a tracking tool with timelines for planned and actual implementation of programmatic activities in order to have updated information on the progress of implementation. After implementing each programmatic activity, the respective Field Offices are also required to prepare financial and substantive reports/final project reports highlighting project details such as achieved objectives, achieved outcomes, lessons learned and follow-up action points.

42. OIOS review noted that although the CAD RBB Cell maintained an excel database to monitor the progress of programmatic activities, it did not capture details of the timeframe for each project such as the respective dates of: approval of the projects by the vetting committee; approval of the project fund; release of project advances; and the submission of both substantive and financial reports after the completion of the activities. Due to this, CAD was not able to effectively monitor the critical phases of activities and take suitable mid-course corrective actions. Also, the excel database did not capture the reasons for projects that were either cancelled, postponed or delayed (62 projects in 2021/22, 1 project in 2022/23, and 3 projects in 2023/24).

43. Additionally, while final project reports highlighted lessons learned and follow-up actionable points, these were not adequately monitored to ensure identified implementation issues were timely addressed. Information on implementation dates and officials responsible for follow-up were missing in these reports. As a result, there were 106 follow-up actionable points in total that were not adequately implemented for the selected 3 Field Offices (33 in Juba, 33 in Bor, and 40 in Yambio).

44. The above occurred because CAD did not enforce the DPO/DOS guidelines on the implementation of appropriate monitoring tools. Due to lack of enforcement of the guidelines, there was a risk that future project planning and decision-making may suffer due to the absence of historical data and reasons behind

previous project outcomes. Documenting these reasons helps in creating a transparent, accountable, and efficient project management process.

- (5) UNMISS should take measures to improve the activities tracking tools for effective monitoring of individual programmatic activities and documenting the reasons for cancelled/delayed/postponed projects.**

UNMISS accepted recommendation 5 and stated that this is already being done through the existing Access database, and that it will continue to ensure consistent tracking of programmatic activities to capture project lifecycle data, including timelines, delays, and follow-up actions, if feasible.

- (6) UNMISS should ensure that adequate mechanisms are in place for addressing follow up action points from final project reports with lessons learned factored into future decision-making processes.**

UNMISS accepted recommendation 6 and stated that this is achieved by ensuring that new Programmatic Activities take into consideration previous efforts and resolutions, and that it will continue enforcing existing mechanisms and create a dashboard in each Field Office to track implementation of follow-up actions from final project reports.

Need to establish procedures to ensure implementation of recommendations from programme assessments

45. The DPO/DOS guidelines on programmatic activities required UNMISS CAD to conduct an evaluation of the impact of its programme after completion to assess its qualitative impact. Programmes may be evaluated through self-evaluation or United Nations internal resources, if available. Mission leadership may also consider including an independent evaluation of the impact of the programme after completion to assess effectiveness.

46. UNMISS did not conduct a programme evaluation for its 2021-2024 multi-year plan. CAD personnel indicated that the Section conducted assessments of certain aspects of its work during the course of the programme. In total, five individual assessments were conducted which included:

- Internal assessment (through the Comprehensive Performance Assessment System) of the impact of CAD activities on intercommunal violence for the fiscal year 2021/22,
- Internal assessment conducted by CAD office on the impact of the Covid-19 pandemic on its programmatic activities in South Sudan (July 2022),
- A consultancy assessment on the impact of CAD's work on the governance and peacebuilding architecture in the Republic of South Sudan (May 2024),
- Consultancy research on the impact of CAD engagement in promoting youth in peacebuilding and governance (March 2023), and
- A consultancy study on the development of UNMISS transhumance strategy (September 2023).

47. Although the assessment reports made several recommendations to improve CAD future programming, action plans for the implementation of those recommendations were not developed for four of the five assessments reviewed. CAD commented that implementation of recommendations from consultancy assessments are part of the ongoing CAD programmatic activities but could not provide adequate evidence of this.

- (7) UNMISS should: (a) conduct an evaluation of its 2021-2024 civil affairs programme; and (b) establish procedures to ensure recommendations from assessments are implemented.**

UNMISS accepted recommendation 7 and stated that due to the lack of funding for an external evaluation, it would undertake an internal self-evaluation of the 2021-2024 Civil Affairs Programme in Q4 2025 using desk review, Comprehensive Performance Assessments data and annual retreat reports, and that it will work with Field Offices to ensure recommendations from assessments are implemented by sharing the final reports with Field Offices and receiving feedback on implementation.

IV. ACKNOWLEDGEMENT

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

Internal Audit Division
Office of Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Audit of the civil affairs programme in the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical ² / Important ³	C/O ⁴	Actions needed to close recommendation	Implementation date ⁵
1	UNMISS should implement mechanisms to ensure that Civil Affairs Division's multi-year work plan is updated annually to ensure it remains relevant, responsive to current conditions and aligned with the evolving priorities and objectives of UNMISS and the Transitional Government.	Important	O	Receipt of annual update of the Civil Affairs Division's multi-year work plan, demonstrating its continued relevance, responsiveness to current conditions, and alignment with the evolving priorities and objectives of UNMISS and the Transitional Government.	8 December 2025
2	UNMISS should ensure that all Civil Affairs Division Field Offices' work plans are developed taking into consideration the political context, conflict dynamics and specific conditions in their respective areas of responsibilities and include specific, measurable and realistic activities and outputs with completion timelines clearly articulated.	Important	O	Receipt of evidence that all Civil Affairs Division Field Offices have developed work plans that reflect the political context, conflict dynamics, and specific conditions in their respective areas of responsibilities and include specific, measurable and realistic activities and outputs with completion timelines clearly articulated.	31 July 2025
3	UNMISS should take measures to enforce the Department of Peace Operations/ Department of Operational Support guidelines on proper documentation of supporting evidence, including substantive reports.	Important	O	Receipt of evidence that measures to ensure proper documentation of supporting evidence, including substantive reports have been implemented.	30 November 2025
4	UNMISS should: (a) with the assistance of the Information Management Unit ensure the file plans of SharePoint platforms of the Civil Affairs Division reflect its respective functions and activities; (b) take action to transfer all relevant information/documents currently on staff personal computers to their respective SharePoint platforms.	Important	O	Receipt of evidence that: (a) the file plans of the Civil Affairs Division's SharePoint platforms accurately reflect its respective functions and activities; and (b) all relevant information and documents currently stored on staff personal computers have been transferred to their respective SharePoint platforms.	30 November 2025

² Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

³ 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.

⁴ Please note the value C denotes closed recommendations whereas O refers to open recommendations.

⁵ Date provided by UNMISS in response to recommendations.

STATUS OF AUDIT RECOMMENDATIONS

Audit of the civil affairs programme in the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical ² / Important ³	C/O ⁴	Actions needed to close recommendation	Implementation date ⁵
5	UNMISS should take measures to improve the activities tracking tools for effective monitoring of individual programmatic activities and documenting the reasons for cancelled/delayed/postponed projects.	Important	O	Receipt of evidence of enhanced activity tracking tools for the effective monitoring of individual programmatic activities and for documenting the reasons for cancelled/delayed/postponed projects.	30 June 2025
6	UNMISS should ensure that adequate mechanisms are in place for addressing follow-up action points from final project reports, with lessons learned factored into future decision-making processes.	Important	O	Receipt of evidence that the Mission has implemented adequate mechanisms for addressing follow-up action points from final project reports, with lessons learned factored into future decision-making processes.	30 November 2025
7	UNMISS should: (a) conduct an evaluation of its 2021-2024 civil affairs programme; and (b) establish procedures to ensure recommendations from assessments are implemented.	Important	O	Receipt of: (a) a copy of the internal self-evaluation report of the 2021–2024 Civil Affairs Programme; and (b) evidence that the Mission has established procedures to ensure recommendations from assessments are implemented.	30 November 2025

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 Civil Affairs Programme in the United Nations Mission in the Republic of South Sudan (Assignment No. AP2024-633-08)**

1. UNMISS acknowledges receipt of the draft report from OIOS on an Audit of the Civil Affairs Programme in the United Nations Mission in the Republic of South Sudan.
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
Ms. Leda Limann, UNMISS
Ms. Hiroko Hirahara, UNMISS
Ms. Daniela Wuerz, UNMISS
Ms. Sintija Steinite, UNMISS

Management Response

Audit of the civil affairs programme in the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNMISS should implement mechanisms to ensure that Civil Affairs Division's multi-year work plan is updated annually to ensure it remains relevant, responsive to current conditions and aligned with the evolving priorities and objectives of UNMISS and the Transitional Government.	Important	Yes	Civil Affairs Officer, CAD	08 December 2025	CAD will update the multi-year workplan to ensure relevance to the evolving situation and priorities of UNMISS and the transitional Government. This will be done during the Annual CAD retreat held in the last quarter of the calendar year. The retreat creates a conducive platform for reflection, projection and refinement of the workplan.
2	UNMISS should ensure that all Civil Affairs Division Field Offices' work plans are developed taking into consideration the political context, conflict dynamics and specific conditions in their respective areas of responsibilities and include specific, measurable and realistic activities and outputs with completion timelines clearly articulated.	Important	Yes	Civil Affairs Officer, CAD	31 July 2025	CAD has liaised with FOs to develop workplans based on their specific contexts. To be completed by 31 July 2025.
3	UNMISS should take measures to enforce the Department of Peace Operations/ Department of Operational Support guidelines on proper documentation of supporting evidence, including substantive reports.	Important	Yes	Civil Affairs Officer, CAD	30 November 2025	CAD will enforce these measures by instructing all FOs to document and properly upload the documents on SharePoint. CAD will monitor compliance through quarterly checks as portfolio of evidence.

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

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

Management Response

Audit of the civil affairs programme in the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
4	UNMISS should: (a) with the assistance of the Information Management Unit ensure the file plans of SharePoint platforms of the Civil Affairs Division reflect its respective functions and activities; (b) take action to transfer all relevant information/documents currently on staff personal computers to their respective SharePoint platforms.	Important	Yes	Civil Affairs Officer, CAD	30 November 2025	CAD will enforce these measures by instructing all FOs to ensure uploading all relevant documents on SharePoint through periodic compliance checks of FO SharePoint uploads to institutionalize good documentation practices.
5	UNMISS should take measures to improve the activities tracking tools for effective monitoring of individual programmatic activities and documenting the reasons for cancelled/delayed/postponed projects.	Important	Yes	Civil Affairs Officer, CAD	30 June 2025	This is already being done through the existing Access database. CAD will continue to ensure consistent tracking of programmatic activities (PAs) to capture project lifecycle data, including timelines, delays, and follow-up actions, if feasible.
6	UNMISS should ensure that adequate mechanisms are in place for addressing follow-up action points from final project reports, with lessons learned factored into future decision-making processes.	Important	Yes	Civil Affairs Officer, CAD	30 November 2025	This is achieved by ensuring that new PAs take into consideration previous efforts and resolutions. CAD will continue enforcing existing mechanisms and create a dashboard in each FO to track the implementation of follow-up actions from final project reports.
7	UNMISS should: (a) conduct an evaluation of its 2021-2024 civil affairs programme; and (b) establish procedures to ensure recommendations from assessments are implemented.	Important	Yes	Civil Affairs Officer, CAD	30 November 2025	Due to the lack of funding for an external evaluation, CAD will undertake an internal self-evaluation of the 2021-2024 Civil Affairs Programme in Q4 2025 using desk review, CPAs data and annual retreat reports. CAD will work with FOs to ensure recommendations from assessments are implemented by

Management Response

Audit of the civil affairs programme in the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						sharing the final reports with FOs and receiving feedback on implementation.