

# Triennial Review of the Evaluation of the contribution of the UNMISS Civil Affairs Division to the reduction of local conflict in South Sudan

27 June 2022

Assignment No: IED-22-008



## INSPECTION AND EVALUATION DIVISION

Function *“The Office shall evaluate the efficiency and effectiveness of the implementation of the programmes and legislative mandates of the Organization. It shall conduct programme evaluations with the purpose of establishing analytical and critical evaluations of the implementation of programmes and legislative mandates, examining whether changes therein require review of the methods of delivery, the continued relevance of administrative procedures and whether the activities correspond to the mandates as they may be reflected in the approved budgets and the medium-term plan of the Organization;”* ([General Assembly Resolution 48/218 B](#)).

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## I. Summary

In 2019, the Inspection and Evaluation Division of the Office of Internal Oversight Services (OIOS-IED) evaluated the contribution of the United Nations Mission in South Sudan (UNMISS) Civil Affairs Division (CAD) to the reduction of local conflict in South Sudan. The present triennial review determined the extent to which the six recommendations emanating from that report were implemented.

The triennial review was conducted through: (a) a review and analysis of biennial progress reports on the status of OIOS recommendations; (b) an analysis of relevant information, documents and reports; and (c) interviews with UNMISS staff.

Based on the analysis of evidence provided and interviews conducted, OIOS determined that all six recommendations were implemented.

## II. Introduction

1. In 2019, the Office of Internal Oversight Services (OIOS) completed an evaluation of the Civil Affairs Division (CAD) of the United Nations Mission in South Sudan (UNMISS) and issued six recommendations. Following three years since the completion of the evaluation, OIOS examined the status of implementation of the six recommendations contained in its evaluation report.
2. The methodology for the triennial review included:
  - i) A review and analysis of progress reports on the status of recommendations, which were monitored through the Teammate+ recommendation tracking database of the OIOS Office of the Under-Secretary-General;
  - ii) An analysis of relevant information, documents and reports obtained from UNMISS on various issues related to the recommendations; and
  - iii) Interviews conducted by telephone with UNMISS staff.
3. The assessment by OIOS also took into consideration broader changes in the operating environment in South Sudan and internal change processes within UNMISS. First, a major shift in the operating environment emerged because of the Revitalized Agreement on the Resolution of the Conflict in South Sudan (R-ARCSS). This was signed in 2018, but only in 2020 did the country revert to the agreed upon ten states and corresponding system of state Governors. Second, several UNMISS leadership positions changed since the OIOS report was issued in 2019, including a new Special Representative of the Secretary General, Deputy Special Representative of the Secretary General-Political, and Director of Civil Affairs. Third, the Security Council renewed the mandate of the Mission in resolution 2567 (2021), in which it called for the Mission to advance a three-year strategic vision. The mandate was renewed again in resolution 2625 (2022). In response, the Mission developed a three-year plan on which Mission components developed their respective strategic plans, including CAD.
4. The report incorporates comments of UNMISS received during the drafting process which are provided in the annex to the present report as a management response. OIOS expresses its appreciation for the cooperation and assistance provided by UNMISS in the preparation of the report.

### III. Recommendations

#### Recommendation 1

##### **Incorporate risk and evidence-based methodology into planning and ensure adequate inclusivity of local conflict reduction efforts**

5. Recommendation 1 reads as follows:

UNMISS leadership should ensure that CAD:

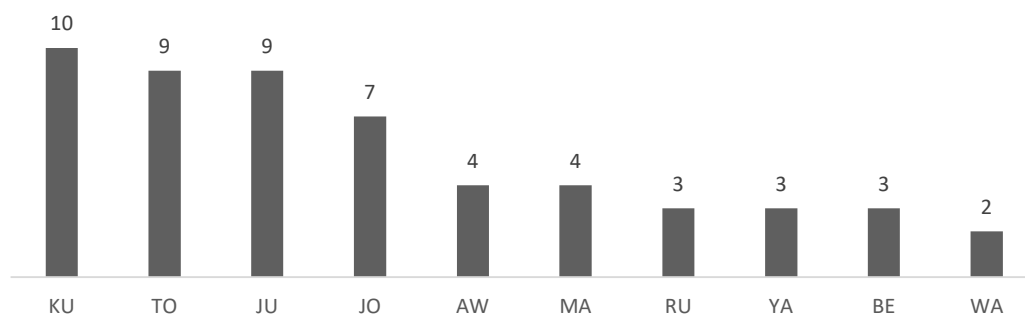
- a) incorporates risk and evidence-based methodology into its planning of activities so that local conflicts that are material, persistent and problematic, especially those related to cattle, are effectively addressed.
- b) ensure adequate inclusivity of its local conflict reduction efforts through engagement with all relevant conflicting communities involved.

**Indicators:** Documented evidence that planned activities are risk-based and make specific reference to the local conflicts they seek to address and the different communities they seek to engage.

##### **CAD incorporated risk and evidence-based methodology into its planning through robust conflict assessment and project vetting procedures (1a)**

6. In July 2018, CAD developed conflict assessment and project vetting procedures to incorporate risk and evidence-based methodology into its activity planning. These included several components, the core of which was a Conflict Assessment Summary Table. The Division noted that this Table was updated at least on a biannual basis, or as needed based on local conflict dynamics by the responsible field office. However, UNMISS provided OIOS with a version updated as of June 2021. As per this version, the Division was tracking 54 conflicts spread out across the ten field offices, with the highest concentration in Kuajok, Torit, Juba/Yei and Bor/Pibor (Figure 1). Each conflict was described in the Conflict Assessment Summary according to its location, actors, root causes, key manifestations, recent interventions, and strategy options.

**Figure 1: CAD Tracked Conflicts, by Field Office<sup>1</sup>**



7. Division leadership issued guidance in 2019 that conflict assessments be inclusive and gender sensitive. Of the 54 conflicts described in the 2021 Conflict Assessment Summary Table, 33 (61 per cent) specifically mention women, girls or gender-based violence and 40 (74 per cent) specifically mention youth.

<sup>1</sup> AW (Aweil FO); KU (Kuajok FO); RU (Rumbek FO); WA (Wau FO); BE (Bentiu FO); JO (Bor FO and Pibor); MA (Malakal FO); TO (Torit FO); JU (Juba FO and Yei); YA (Yambio FO)

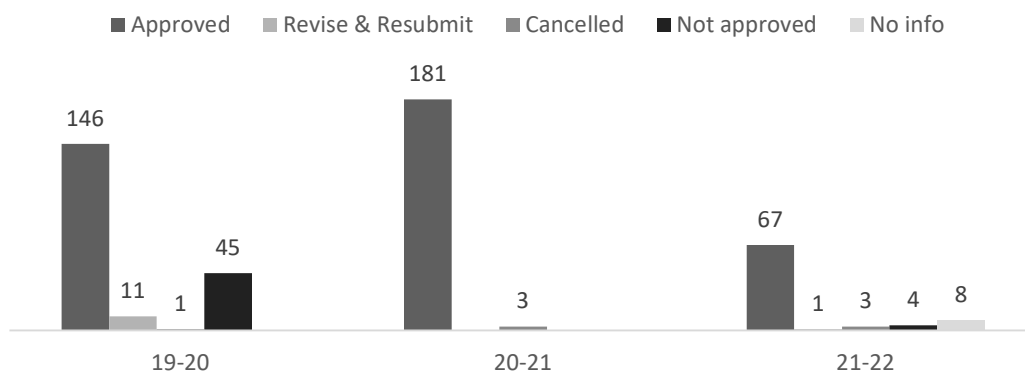
8. The conflict assessments contributed to the Division's vetting process, through which proposed activities were funded from the Division's Regular budget.<sup>2</sup> Programmatic Activity (PA) proposals were submitted by field offices using a Project Concept Note, the template for which was revised in 2019. The Concept Note required that PA proposals be linked to one of the Division's ongoing conflict assessments using a designated serial number as well as one of the Division's current Results-Based Budgeting (RBB) outputs. The template included, among others, a description of the context, the targeted ethnic groups, the project's link to previous interventions by CAD, expected outcomes, and statements on gender sensitivity, youth participation, partnerships and project sustainability.
9. Since the 2018-2019 fiscal year, Division leadership issued periodic guidance that programmatic interventions be aligned with current analyses of key conflict dynamics, build on previous Division interventions, consider women's and youth participation, and include provisions for monitoring and reporting. In 2021, Civil Affairs leadership issued guidance through its staff retreat to further emphasize the importance of a focus on project outcomes, in addition to their alignment with RBB outputs. This emphasis on outcome-focused activities formed part of the Division's shift to three-year planning, starting with its 2021-2024 Strategic Priorities, which placed emphasis on activities that have a direct impact on implementation of the peace process.<sup>3</sup>
10. Project proposals were assessed by the Vetting Committee according to their relevance to the relevant conflict analysis, the Division's strategic priorities and other criteria included in the Project Concept Note. The Committee comprised of two staff based in Mission headquarters in Juba. A minority of projects that were considered urgent or proposed by Division leadership in response to high-level needs received fast track approval without having to wait for review. The Committee met monthly, or sooner, if necessary, to assess proposals and recommend projects for funding, revision, or rejection, and communicated its assessments over email. The decisions to approve, reject or revise were tracked in the Division's project database and in a separate Vetting Committee table. The vetting table provided to OIOS was incomplete, however, and not all Committee comments explaining their decisions were entered into the project database. Out of 470 vetting decisions included in the database since June 2019, 84 per cent were approved, 10 per cent were rejected, and 3 per cent were returned for revision or additional information. Since 2019, there was a decline in the rate of rejections/revisions and an increase in acceptances, with virtually all rejections/revisions taking place in the 2019-20 fiscal year (Figure 2). While the database assessed by OIOS was incomplete, Division staff confirmed the trend and attributed the delays to challenges wrought by the COVID-19 pandemic, as well as increased attention by field offices to submitting proposals better aligned to the Division's conflict analysis.

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<sup>2</sup> At the time of writing of the 2019 OIOS Evaluation, these were referred to as "Special Expenditure Projects" (SEP). Since the 2019-2020 fiscal year, these were referred to as Programmatic Activity (PA) Projects, which can consist of several projects

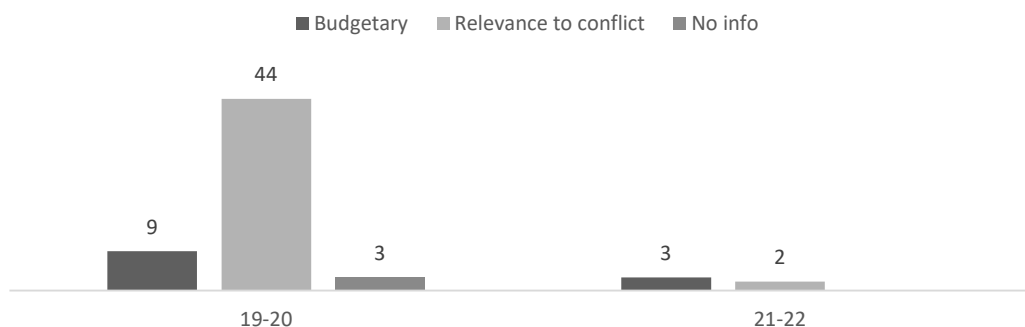
<sup>3</sup> Civil Affairs Division Strategic Priorities 2021-2024

**Figure 2: Vetting Committee Decisions, by Fiscal Year**



11. Reasons provided by the Vetting Committee for non-acceptance or requested revision of PA projects included questions about their relevance to the conflict, the necessity of the proposed activity, the relevance of the targeted population, and budgetary considerations (Figure 3). In some cases, rejected projects were amended and later accepted by the Committee.

**Figure 3: Reasons Cited by Vetting Committee for Rejection or Revision, by Fiscal Year<sup>4</sup>**



12. Once projects were completed, the responsible Civil Affairs Officers were required to submit a Final Project Report, the template for which was also revised in 2019. The template required reporting on actual numbers of women, men and youth reached, outcomes and achievements accomplished specific to gender sensitivity and youth participation. These were then recorded in the Division’s centralized project database and used for various reporting, communications, and strategic planning purposes (see Recommendations 6, para 45).

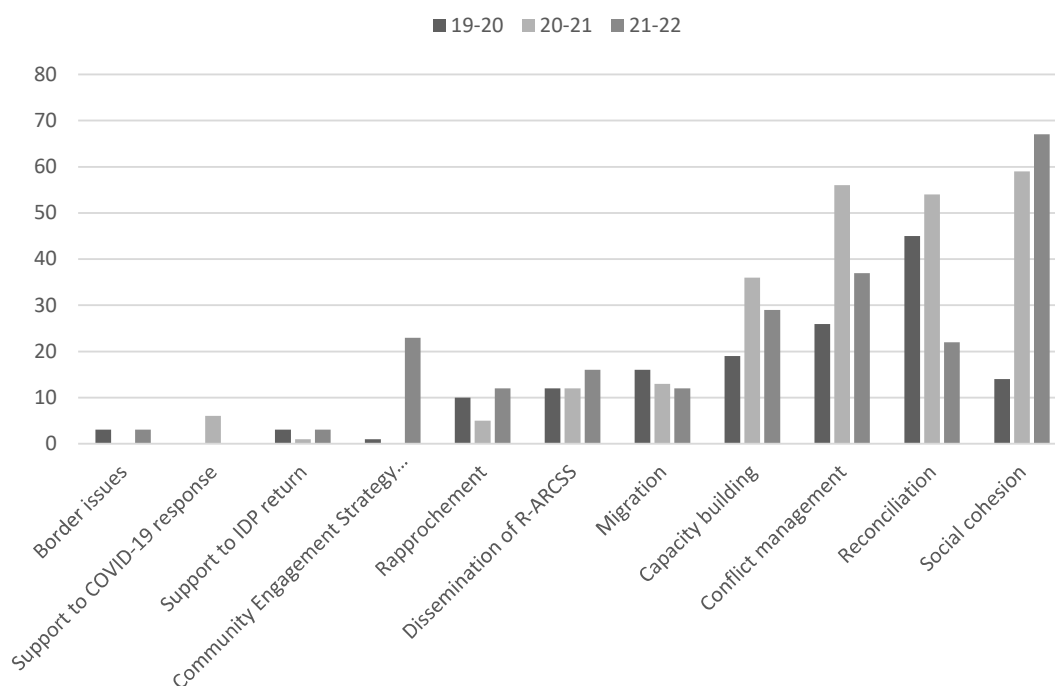
**The Division increasingly turned to conflict management, including attention to cattle-related conflicts (1a)**

13. Over the last three years, the Division increasingly turned to conflict management as a strategic priority, along with support to the implementation of the Revitalized Agreement, advancing political cohesion and promoting trust between parties to the Agreement. Staff interviewed noted that because of the Division’s three-year long strategy, it will be better placed to address root causes of intercommunal conflicts and promote peaceful co-existence and civic and political space at the subnational level. In addition, the Division organised Governors’ Fora in nine states and provided a platform for state government coalitions to identify their priorities through inclusive dialogue with diverse stakeholders including civil society, women, youth and traditional leaders, among others (para 17). Examples of results of this strategy include the work of the Division leading the working group on the situation in Jonglei (para 22). The projects in the database

<sup>4</sup> No project proposals were rejected or returned in the 2020-21 fiscal year

reflected this strategic shift toward social cohesion and conflict management, with a clear year-over-year increasing trend of projects focused on these themes (Figure 4).

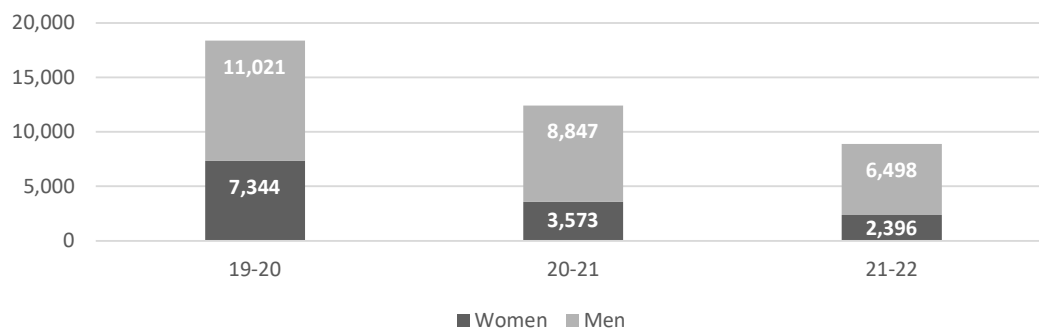
**Figure 4: Thematic Areas of PA Projects, by Fiscal Year**



14. Within this trend toward conflict management and social cohesion, the number of implemented or approved projects addressing cattle increased, with nine in the 2019-20 fiscal year, 19 in 2020-21, and 15 in 2021-22 through April 2022. Cattle-related issues featured in 74 per cent (40 out of 54) of the Division’s conflict-specific assessments, according to the June 2021 summary provided. The Division also provided evidence of analyses and reports on cattle-related issues in its regular and ad-hoc reporting.

15. As a result of its strategic shift toward conflict management, the Division’s project beneficiaries declined year-on-year, as it has prioritized smaller-scale interventions that brought together parties in conflict, rather than larger-scale events for public information or outreach (Figure 5). Additional detail on the breakdown by gender is provided below (see Recommendation 3, Table 1).

**Figure 5: Number of Project Beneficiaries, by Gender and Fiscal Year<sup>5</sup>**



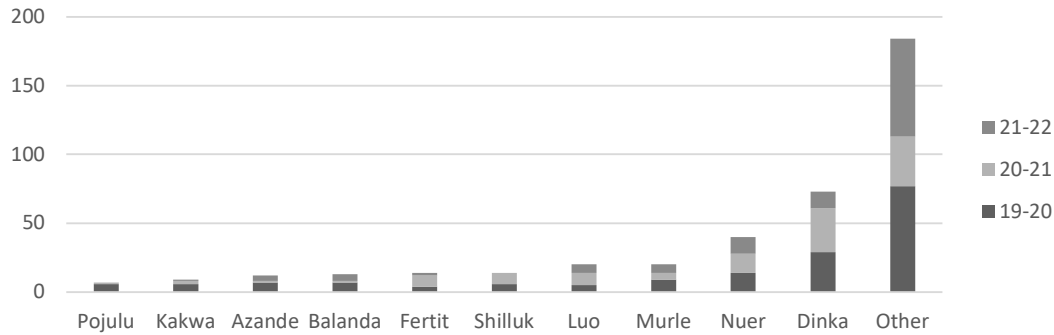
<sup>5</sup> This chart excludes projects larger than 1,000 people such as large dissemination activities or projects related to COVID-19, since these single projects skew the trend data significantly



### Civil Affairs projects were inclusive of diverse ethnic groups (1b)

16. Civil Affairs activities were inclusive of diverse ethnic groups. Since June 2019, 112 different groups were identifiable in the Division’s project database. As the majority ethnic group in South Sudan, the Dinka were the most represented in CAD projects, targeted by 18 per cent of projects, followed by the Nuer (10 per cent), Murle (5 per cent) and Luo (5 per cent) (Figure 6). This reflects a relatively even distribution of PA projects across a diverse range of ethnic groups.

**Figure 6: Number of Ethnic Groups Targeted, by Fiscal Year**



17. The Division also sought to reach a broad geographic spread across South Sudan. OIOS did not analyse the geographic distribution of PA projects, however the Division demonstrated its reach through efforts such as its Grassroots and Governors’ Fora, identified as key activities in its 2021-2024 Strategic Plan. Division leadership also noted the use of combined civilian-military missions throughout the country to access zones with ongoing conflict and a strategic focus on partnership and coordination with United Nations entities and other actors present in South Sudan.

18. Based on the above actions, OIOS assessed the status of this recommendation to be implemented. OIOS notes that the project database could be further developed and continuously updated to enhance the Division’s capacity for analysis and lessons-learning (see Recommendation 6, para 49).

### Recommendation 2

#### Resolve issues related to information sharing between JMAC and Mission components and improve community engagement through adoption of a Mission-wide strategy

19. Recommendation 2 reads as follows:

UNMISS leadership should:

- resolve issues related to information sharing between JMAC and Mission components and sections, in accordance with the Organization’s policy in PK/G/2015.03.1
- improve community engagement through adoption of a clear Mission-wide and holistic strategy to deepen interactions and engagements with all relevant community stakeholders for achieving durable peace at sub-national and national levels.

**Indicators:** Documented evidence of the resolution of the information sharing issue by UNMISS leadership and of improvement of community engagement including the adoption of a Mission-wide community engagement strategy, with use of perception surveys

#### Information sharing across Mission components improved since 2019 (2a)

20. Information sharing across mission components improved since 2019, as reported in interviews with mission staff and demonstrated through documented collaboration. The flow of information from collection to dissemination to decision-making was outlined in the 2021 Standard Operating

Procedures (SOP) on the UNMISS Early Warning and Response System and related concept note and strategy. The SOP and strategy highlighted the importance of field offices, the need for multiple types of coordination for an all-of-Mission approach, the importance of incorporating gender and vulnerable population perspectives, and the role of the Joint Mission Analysis Centre (JMAC) vis-à-vis other Mission offices.

21. In practice, JMAC shared information primarily through written documents and briefings. Written documentation included a weekly threat matrix with assessments of the likelihood and severity of risks across the country, which JMAC shared with CAD beginning in 2021. JMAC also regularly produced location-specific risk assessments and flight recommendations briefings and conducted a monthly meeting on early warning, in which CAD participates. JMAC also provided ad-hoc briefings and analyses as requested by Mission components.
22. A key example of collaboration and coordination between JMAC and CAD included the working group on the situation in Jonglei from February 2022, when an uptick in violence necessitated a coordinated response. The director of CAD led a three-day field mission including JMAC, the Joint Operation Centre (JOC) and the Resident Coordinator's Office to assess the local conflict dynamics and identify strategies for the Mission. Staff interviewed referred to other joint assignments with Mission components, including Political Affairs and Human Rights, carried out in response to requests from Mission leadership.

**CAD developed and disseminated a Community Engagement Strategy and prioritized engagement with communities to enhance social cohesion (2b)**

23. Civil Affairs initiated Mission-wide consultations on the UNMISS Community Engagement Strategy in 2019, but the Strategy remained in draft form. The Division noted that discussions were ongoing at the technical working group level to revise it in view of the new Mission mandate and three-year strategic vision. The draft Strategy provided guiding principles and a description of available approaches, including perception surveys aligned to Mission strategic areas as a monitoring and evaluation approach. These were Mission-wide surveys, the last of which was carried out in 2021, presented to Mission leadership during heads of section meetings and shared more widely with UN entities. The Division documented its engagement with communities through Notes-to-File describing engagement with conflict stakeholders at various levels. The Division also carried out activities to disseminate its strategy, mostly in the 2021-22 fiscal year (see Recommendation 1, Figure 4).
24. Based on the above actions, OIOS assessed the status of this recommendation to be implemented. OIOS notes that the Community Engagement Strategy remains in draft form and encourages the Division to finalize it within the framework of the Mission's three-year strategic vision.

**Recommendation 3**

**Enhance communication between civilians and South Sudanese military and armed groups, enhance efforts to relay security concerns raised by women, and further promote women's meaningful participation**

25. Recommendation 3 reads as follows:

UNMISS leadership should ensure that CAD:

- a) enhance the cooperation and communication between civilians and South Sudanese military and armed groups to respond to and reduce the security concerns raised by the civilian population, especially women;
- b) enhance its efforts to accurately and immediately relay security concerns raised by women (such as those related to freedom of movement, collection of firewood, etc.) to

appropriate Mission components, especially UNMISS leadership and military, and duly followed up;

- c) collaborate with the Gender Unit and/or Gender Protection Advisor, to further promote women's meaningful participation in local conflict resolution mechanisms, especially encouraging a supportive attitude in men towards such participation.

**Indicators:** Documented evidence of the inclusion and implementation of the issues noted above in CAD activities

**The Division implemented civilian-military dialogues, although women's security concerns were more frequently addressed through other types of projects (3a)**

26. To enhance the cooperation between civilians and the military, CAD employed civilian-military dialogues through its rapprochement projects, as well as activities to disseminate the Revitalized Agreement and bring together its signatory parties. The Division periodically reported on its rapprochement projects more broadly, including summary tables to demonstrate broader impacts of its individual projects. Efforts toward improving civilian-military relations also featured in the Division's quarterly and annual reporting. The project database captured a total of 23 civilian-military dialogue projects carried out since June 2019, 16 of which were implemented in the 2019-20 fiscal year, followed by three in 2020-21 and four in 2021-22. Staff interviewed confirmed the declining trend, noting that it was in line with the Division's strategic shift toward addressing intercommunal violence, reflected in Figure 4. Projects to disseminate the R-ARCSS, however, remained constant, with 12 each in 2019-20 and in 2020-21, and 16 in 2021-22. Of the 2021-22 projects, eight also integrated social cohesion activities, again reflecting the Division's strategic shift. As evidence of impact, CAD provided reports and assessments indicating improved civil-military relations, such as in Central Equatoria.<sup>6</sup>
27. Women were present at all civilian-military dialogue projects, representing 32 per cent of total participants, which was in line with the Division's overall PA project goal of 30 per cent. While the inclusion of women's security concerns was not reported by the Division in the specific context of implementing civilian-military dialogues, its other reporting did highlight such concerns (see para 32).

**The Division relayed the security concerns of women to Mission components through its daily reports and assessed conflicts through a gender sensitive lens, but follow-up was not systematically recorded (3b)**

28. The Division's efforts to relay and follow-up on specific incidents and conflicts that concern women occurred primarily through its daily reports, which were provided to the Field Integrated Operations Centre (FIOC) and Heads of Field Offices (HoFOs) and uploaded to the Mission's Situational Awareness Geospatial Environment (SAGE) System (see Recommendation 4, para 41). The Division also conducted weekly meetings at the field office level to coordinate with HoFOs around follow-up on such reports. CAD used unique conflict number codes in its SAGE platform to systematically follow-up on various security concerns, including those related to women. These follow-up actions were not recorded in the Division's own databases, however.
29. Tracking of women's inclusion and security concerns occurred at the conflict assessment and project level. About 11 per cent (52 out of 495) of approved PA projects since June 2019 explicitly mentioned "women", "girls" or "gender" in their description, outcomes or recommended follow-up actions. The Division worked to orient itself toward outcomes with women in mind. Its 2021-24 Strategic Priorities included the importance of women in local level peace mediation. The

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<sup>6</sup> UNMISS CADHQ Consolidated Daily Report - on improved civil military relationship in Lainya County, Central Equatoria (2021-08-05).

Division’s conflict assessment noted the presence of sexual and gender-based violence (SGBV) in 13 out of 54 conflicts (24 per cent). The Division reported quarterly on global Women, Peace and Security (WPS) indicators, which included descriptions of women’s security concerns and the Division’s efforts to address them (para 27) and participated in public events around the theme of gender equality.

30. The Division captured gender specific data points through systematic tracking of the number of men and women participating in its PA projects. It maintained a target of 30 per cent for women’s participation across all its activities, in consideration of the prevailing attitude towards women in the society. Overall, this target was met over the last three fiscal years. However, this included several large projects reaching as many as 90,000 people, such as dissemination of the R-ARCSS or distribution of COVID-19 supplies. As Table 1 highlights, the Division was slightly under its target for the 2020-21 and 2021-22 fiscal years when only counting projects reaching 1,000 people or less. The Division was able to identify projects specifically targeting women through its project database, but the projects were not otherwise coded or sortable according to their relevance to women or gender-related concerns. Projects were inclusive of youth, with 33% youth participation in 2019-20, 55% in 2020-21 and 43% in 2021-22 across all projects. The Division disaggregated youth participation by gender in its project database only for projects specifically targeting youth.

**Table 1: Proportion of Women Participants by Project Size and Fiscal Year**

<b>Women’s Participation by Project Size (in per cent)</b>				
	<b>500 and less</b>	<b>1,000 and less</b>	<b>5,000 and less</b>	<b>90,000 and less</b>
<b>2019-20</b>	39	40	39	41
<b>2020-21</b>	30	29	40	40
<b>2021-22</b>	28	27	36	36

**The Division mainstreamed a gender-sensitive approach to further promote women’s meaningful participation in local conflict resolution mechanisms (3c)**

31. The Division mainstreamed a gender-based approach through a series of strategic initiatives. In 2019, it developed a gender mainstreaming guidance note in collaboration with the Gender Affairs Unit, which it shared with field offices in combination with the Unit’s 2019 Gender Equality and WPS Resource Package. The guidance note provided conceptual, operational, reporting and planning guidance related to the inclusion of women and women’s concerns. The Division’s guidance to field offices repeatedly stressed the importance of women’s inclusion and gender sensitivity in project planning, implementation, and reporting. The Division provided a range of reports discussing the inclusion of women in conflict resolution to demonstrate implementation of this guidance, however, no evidence pointed to increases in the supportive attitude in men of women’s participation.
32. In its WPS reporting, the Division reported quarterly on Pillars One and Two,<sup>7</sup> highlighting its initiatives in relation to local conflict resolution and capacity development events for women in conflict management, reconciliation and social cohesion. The latest report, covering the first quarter of 2022, addressed a broad range of activities including engaging women leaders, supporting the formation of women’s fora, and supporting women’s empowerment programs. It also referred to specific security concerns of women including SGBV, early marriage and rape.

<sup>7</sup> WPS Pillar 1 – Prevention: Mission-led initiatives that are aimed at strengthening the capacities of women’s civil society organizations working on conflict prevention; WPS Pillar 2 – Participation: Women’s participation in peace negotiations at the local level

33. Based on the above actions, OIOS assessed the status of this recommendation to be implemented. OIOS encourages the Division to further enhance, systematize, and streamline data collection and management to make reporting more efficient and enhance the Division's capacity to analyse lessons-learned across its activities. OIOS also notes the importance of encouraging a supportive attitude in men of women's participation in conflict resolution.

#### **Recommendation 4**

##### **Ensure that UNMISS CAD improves its information gathering efforts by further widening its sources of information**

34. Recommendation 4 reads as follows:

UNMISS leadership should ensure that UNMISS CAD improves its information gathering efforts by further widening its sources of information including the government and a cross-section of society.

**Indicators:** Documented evidence of increased engagement with diverse, non-government sources for information gathering.

##### **Within an overall strategic expansion in partnerships, JMAC developed Mission-wide guidance on information for Early Warning and Response while CAD provided guidance on engagement with civil society organizations (4a)**

35. JMAC developed the SOP and strategy on Early Warning and Response (para 20) as guidance to facilitate the synchronisation of information requirements and collection across the Mission.
36. CAD did not provide documented evidence of a systematic increase in the diversity of sources for information gathering because this data is not being tracked systematically. However, the Division demonstrated strategic efforts toward this goal and provided ad-hoc documentation of reports and activities where such engagement did occur.
37. As part of the Expected Accomplishment 1.4 in the RBB, "Enhancement of peaceful coexistence, reconciliation and social cohesion at the community level", the Division engaged national and local stakeholders, including state and county authorities, traditional leaders, community leaders, opinion makers, academia, civil society, women, youth and faith-based organizations. The Mission provided guidance and facilitated discussion around such engagement during its staff retreats where relations with civil society and other partners featured prominently. Discussions were held around the topics of "CAD Relations and Cooperation with Civil Society" and "External Partnerships", during which staff presented on, and discussed the opportunities and challenges of working with diverse actors. Enhancing relationships with civil society featured in several action points, recommendations, and best practices, for example: "There is a need to support generating information and evidences (*sic*) between CSO and UNMISS offices. Also, to create a contact list which can be shared and actors/partners can contact each other directly, without mediation of CAD HQ." The Division maintained a list of key interlocutors, including civil society organizations, as part of its key leadership engagement strategy, most recently updated in March 2022.
38. Such a perspective aligned closely with the Division's 2021-24 Strategic Priorities, notably its emphasis on establishing a nexus between the subnational and national, and on strengthening, partnerships. CAD leadership cited examples of recent key partnerships which they mentioned as having enhanced engagement with the United Nations Development Programme (UNDP), the Food and Agricultural Organization (FAO) and others. CAD staff interviewed noted guidance from Division leadership about ensuring a diversity of voices in their conflict analyses and reporting. A key example of such engagement with civil society included the grassroots forum covering diverse ethnic groups (discussed in para 17).

39. Based on the above actions, OIOS assessed the status of this recommendation to be implemented.

#### **Recommendation 5**

##### **Ensure that UNMISS better integrates the work of Civil Affairs into the Mission's responsibilities and enhances communication of the Division's information**

40. Recommendation 5 reads as follows:

UNMISS leadership should ensure that:

- a) it better applies and integrate the work, role, and strategic value of CAD into the Mission's wider mandated responsibilities;
- b) CAD leadership enhance communication of the Division's knowledge on local conflicts, dynamics, CAD results and impact to Mission leadership in a regular and proactive manner.

**Indicators:** Documented evidence of appropriate actions by UNMISS and CAD leadership to address these concerns.

##### **CAD was valued within the Mission for its activities and information sharing (5a)**

41. CAD provided examples where its information on intercommunal conflict trends was shared widely and, in some cases, led directly to actions taken by the Mission, most recently in Jonglei (see Recommendation 2, para 22). Civil Affairs also engaged regularly with the SAGE system, with 1,692 logins and 2,664 incidents uploaded to the system in the 12 months between June 2021 to May 2022. Mission staff interviewed noted the value of this information not only for its quantity, but also for its quality and utility as insight into subnational trends. Other Mission staff noted the value of Civil Affairs information for public communications and engagement with community members, where the Division's accomplishments around resolving conflicts and promoting social cohesion could provide evidence of the Mission's broader accomplishments. CAD also provided documented evidence of appreciation by senior Mission leadership of its activities and analysis.

##### **Civil Affairs engaged with Mission leadership through established and ad-hoc reports and meetings (5b)**

42. Civil Affairs provided evidence of both recurring and ad-hoc reports and meetings to demonstrate its engagement with the Mission at diverse levels. These included:

- a) Daily reports, uploaded to SAGE;
- b) Updated conflict assessments, shared with Mission leadership and sections;
- c) Summary action reports, which illustrated the Division's activities and impacts, and which were shared with Mission leadership and sections;
- d) Periodic code cables prepared for Mission leadership to send to New York, including reports on individual hotspots and broader trends;
- e) Ad-hoc reports on emerging hotspots;
- f) Monthly meetings of the Director of CAD with the Head of Mission focused mainly on briefing the latter on the upcoming month's activities and priorities for the Division; and
- g) Weekly meetings between the Director of CAD and the Deputy Head of Mission at the meetings of the Political Pillar.

43. Based on the above actions, OIOS assessed the status of this recommendation to be implemented.

## Recommendation 6

### **Ensure that UNMISS enhances information and data systems, strengthens monitoring, increases efforts in follow-up, and delivers messages to reduce local conflict using all available channels**

44. Recommendation 6 reads as follows:

UNMISS leadership should:

- a) ensure that information and data systems, including SAGE, are optimally configured to report on the results and outcomes achieved.
- b) strengthen the capacity of CAD to better monitor, assess and report on the results of their daily work.
- c) increase its efforts in following up on the relevant and specific local conflict issues and challenges raised by participants and communities.
- d) use all possible channels to deliver messages for reducing local conflict, including radio, churches, sports and cultural events, town hall meetings, and creating content for UNMISS Public Information Office.

**Indicators:** Documented evidence of appropriate action by CAD to address these issues

### **CAD maintained a project database and contributed to SAGE, although it would benefit from more systematic data tracking across a wider range of strategic priorities (6a, 6b, 6c)**

45. In addition to updating its project templates (see Recommendation 1, para 8), Civil Affairs maintained a comprehensive database in Microsoft Access on its daily, weekly and thematic reports and PA projects. The database was used to prepare various reports and to plan activities linked to previous efforts. Both the Vetting Committee e-mails and project design and reporting templates from 2019 fed into this database. For the period of June 2019 to May 2022, the database contained 641 entries of all PA projects submitted, rejected, or approved, along with notes on their outcomes, descriptions of follow-up priorities, names of ethnic groups involved, core themes addressed and more. For file management, the Division migrated to SharePoint in 2021 from a shared drive, which made file sorting, sharing, and retrieval more efficient. In June 2022, the Division began to work with the Office of the Chief of Staff to transfer its project database into a SharePoint platform to create a dashboard allowing for more dynamic analysis.
46. In 2019, the Division hired an external consultant to train its staff on report writing, monitoring and impact evaluation, and provided written guidance based on this training to Team Leaders in all field offices.
47. The Division uploaded its daily reports from all field offices to the SAGE system and began the process of reporting to the Comprehensive Planning and Performance Assessment System (CPAS) (see Recommendation 5, para 41). As a result, the Division eliminated duplication of report dissemination. Based on this change, all interested Mission components could access these reports on a single platform. Averaging submission of 222 conflict per month over the last 12 months, CAD was the second highest contributor of the Mission to SAGE, which provided dynamic and up-to-date information for conflict trend analyses. The transition to CPAS was ongoing and expected to take until at least the end of 2022. Guidance was issued to staff beginning in 2021 to deliver data on a quarterly basis to feed into the CPAS platform. Division staff noted the advantages of the new platform in allowing it to report on a broader range of outcomes than they could with the existing RBB system.
48. The project database, SharePoint filing system, SAGE platform and monthly communal casualty statistics calculated by the Division provided data and information sources from which it could extract information and findings relevant for its regular and ad-hoc reporting and analysis. These

regular and ad-hoc reporting needs included quarterly reports based on the Division's monthly analysis of violence trends, biannual public reports summarizing the Division's work, POC threat briefs, code cables, thematic reports on intercommunal violence, conflicts related to cattle and joint assessments (para 22).

49. However, the Division's current data and information management systems did not fully meet its needs to channel its analyses into more system-wide policy directives, as reported by staff interviewed. OIOS analysis of the data systems confirmed that further development and standardization of data tracking and storage would enable deeper and more efficient analysis and learning on topics of strategic importance to the Division: for example, how many ethnic groups have been targeted, which activities have led to which outcomes over time, how the Division has involved different partners, and more. These sorts of questions would require more uniform and systematic data entry rules and procedures and additional coding of projects. Such analytical capacity would support the Division's priorities around developing a more outcome-focused approach to its work.

#### **The Division used multiple channels to deliver messages for reducing local conflict (6d)**

50. Civil Affairs field offices worked with the Mission's Public Information Office on communications and content of various forms, distributed through the UNMISS website, social media, UN Radio and local media. The Division ran its own programme on UN Radio for which the Public Information Office provided training and guidance. As evidence of the impact of its messaging, the Division provided examples of its public reporting and descriptions of projects that included public outreach. The reporting of project outcomes by staff through the project templates also provided content for its public messaging. The Public Information Office benefitted from this content, although Mission staff reported that more tailored information about specific PA project successes would facilitate communications and engagement with communities, particularly for addressing broader questions about what the Mission has accomplished in South Sudan.
51. Based on the above actions, OIOS assessed the status of this recommendation to be implemented. CAD is encouraged to further enhance data tracking and entry into its project database and pivot from a reporting-centric information management system to one better leveraged for real-time analysis of trends and outcomes.

## **IV. Conclusion**

52. Overall, OIOS determined that CAD had made substantial efforts to implement all six recommendations. However, for Recommendation 2, the Division is encouraged to finalize its Community Engagement Strategy in view of the Mission's three-year strategic vision. For Recommendation 3, CAD is encouraged to further enhance, systematize and streamline data collection and management to make reporting more efficient and enhance the Division's capacity to analyse lessons-learned across its activities. OIOS also notes the importance of encouraging a supportive attitude in men of women's participation in conflict resolution. Furthermore, to embed the gains achieved with the implementation of Recommendation 6, CAD is encouraged to pivot from a reporting-centric information management system to one better leveraged for real-time analysis of trends and outcomes.





To: Mr. (Eddie) Yee Woo Guo, Director  
Inspection and Evaluation Division, OIOS

DATE: 23 June 2022

FROM: *for* Nicholas Haysom *NH*  
Special Representative of the Secretary-General and Head of Mission  
United Nations Mission in the Republic of South Sudan

SUBJECT: Management Response to the Draft Report on the Triennial Review of the 2019 Evaluation of the Contribution of the United Nations Mission in South Sudan Civil Affairs Division to the Reduction of Local Conflict in South Sudan (Assignment No. IED-22-XXX)

1. We acknowledge receipt of your memo dated 13 June 2022 and the draft report on the triennial review of the 2019 evaluation of the contribution of the United Nations Mission in the Republic of South Sudan (UNMISS) Civil Affairs Division to the reduction of local conflicts in South Sudan.
2. UNMISS appreciates the professionalism exhibited by OIOS in the course of the evaluation and the review. The Mission is pleased to learn that OIOS assessed that all six recommendations from the original evaluation have been implemented and takes note of the additional comments and recommendations.
3. I would like to thank OIOS for the continued support provided to the work of UNMISS.

Cc: Mr. Guang Cong, UNMISS  
Mr. Paul Egunsola, UNMISS  
Ms. Hazel De Wet, UNMISS  
Mr. Mike Dzakuma, UNMISS  
Ms. Elizabeth Gregory, UNMISS  
Ms. Srilata Rao, OIOS