

Independent Assessment of South Sudan's
Recovery Mapping and Analysis (CRMA) project
United Nations Development Programme
Bureau for Crisis Prevention and Recovery
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Acronyms

BCPR	Bureau for Conflict Prevention and Recovery
CRMA	Crisis and Recovery Mapping and Analysis
CSAC	Community Security & Arms Control project
CSO	Civil Society Organization
DSRSG	Deputy Special Representative of the Secretary-General
GIS	Geographic Information System
GRSS	Government of the Republic of South Sudan
HC	Humanitarian Coordinator
HQ	Headquarters
IFS	Instrument for Stability (EU)
IMWG	Information Management Working Group
M&E	Monitoring & Evaluation
MOFEP	Ministry of Finance, Commerce, Investment and Economic Planning
NBS	National Bureau of Statistics
NGO	Non governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
PBF	Peacebuilding Fund
PPSU	Programme and Partnership Support Unit
RC	Resident Coordinator

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Introduction, background and executive summary

This assessment of the Crisis Recovery Mapping and Analysis (CRMA) in South Sudan was undertaken at the behest of UNDP's Bureau for Crisis Prevention and Recovery (BCPR) in June-July 2014 by an independent consultant (Kristoffer Nilas Tarp) with the support of the UNDP South Sudan country office and namely Judith Omondi, UNDP's past CRMA Coordinator.

The CRMAⁱ is a planning and information management support and capacity building initiative established in South Sudan with the aim of strengthening governance through the provision of planning and decision making tools. The project was initiated by UNDP Sudan in 2007 with support from BCPR and DFID. The project in South Sudan separated from the project in Sudan at independence in July 2011. CRMA has in its first phase in South Sudan assisted in compiling geo-referenced state-by-state maps of human security and socio-economic recovery risk data, and supported regular updating and information sharing through a network of state and non-state recovery and development actors, to help assure access to socio-economic data for analysis and strategic planning. The ultimate objective of the CRMA process is to support the development of national capacities to better analyse and strategically target interventions in a conflict sensitive and inclusive manner; and to help assess the impact of the government's actions. The project also aims to contribute to the development of overall national capacity to develop and manage national statisticsⁱⁱ.

According to the Terms of Reference the objective of this assessment is to: “*assess the results, achievements, challenges and lessons learned of the CRMA to date; and to identify key elements of a project providing socio-economic and other data relevant for crisis response and early recovery in a geographical information system-based package that could gain support from donors to follow up on the CRMA project. The issues of conflict sensitivity, relevance, and sustainability will be in particular focus given the on-going conflict and the limited amount of Government resources*”.

The assessment combined desk research with a mission in South Sudan during which semi-structured interviews were held with key CRMA stakeholders and partners (see annex 1). Missions to Eastern Equatoria and Warrap States had to be cancelled due to logistical and security challenges at the time of the mission. Key documents from these two states, where conflict analysis and socio-economic mapping have contributed directly to state-level planning processes were reviewed as part of the desk review.

The assessment found that there is a strong need for a tool similar to the CRMA. The centrally managed and collectively sourced data repository is a unique and innovative tool that holds great potential in terms of bridging humanitarian and development activities, enhancing aid effectiveness and to ensuring that planning and programming is conflict sensitive if not peacebuilding-oriented. The current crisis has only made this need more profound.

However, the current CRMA has not been widely used by the range of stakeholders that could potentially have benefitted from its sophisticated maps and data analysis opportunities. The unsatisfactory impact on decision-making, planning and programming within and outside UNDP

both relates to the technological constraints of the old system and to an inability of the project's stakeholders to elevate the CRMA to a more strategic level at which the platform received the attention and support it would've needed to reach its fullest potential – which is a significant one. The departure of the CRMA's primary donor was a direct consequence of this fundamental challenge.

The results achieved on the government side in terms of capacity development and the CRMA's positive impact on state-society relations and direct impact on State-level strategic planning processes is also unknown to most stakeholder outside of UNDP.

The stocktaking of the current achievements and challenges of the CRMA as well as inputs from key existing and potential stakeholders provides the evidence-base for the second part of this assessment which presents a range of recommendations for a future phase of the CRMA/platform (it is also suggested to change the name). In summary, key recommendations include:

1. Meeting the urgent need for data

As the CRMA data is still critically needed particularly in support of the humanitarian response, the Information Management Working Group should reconvene as soon as possible, the CRMA datasets should be updated and online access provided.

2. Ensuring a stronger strategic profile for the platform

A future platform must be more strategically positioned with a distinct focus on its impact on planning and programming and its ability to bridge humanitarian and development activities while also providing key data on conflict dynamics for conflict-sensitive and peacebuilding programming.

3. Expanding the use of data analysis in decision-making and programming

More specifically this will require an increased focus on utilizing the platform to provide baseline and M&E data particularly at the outcome level. It will also require adding a layer of *who is doing what, where, and when* data in the platform as well as integrating key datasets from previously non-included data producers namely the World Bank.

4. Establishing a network of community monitors for data collection

In response to the current inaccessibility of many parts of South Sudan, it is recommended to establish a network of community monitors at the county level. Through ICT, these monitors would provide information from the communities constituting the county as well as respond to on-going and ad hoc surveys.

5. Guaranteeing fiscal and operational sustainability

It is recommended to enhance the operational sustainability of the platform – the IT system as well as the Information Management Working Group - with a view to ensure its continued operation during times of crisis. If the platform is to take on the critical role suggested in this assessment, it must also transition from being an ad hoc funded project to a more sustainable cost-recovery model.

6. Exploring new technological platforms

A range of new products and technologies have been developed in the GIS, mapping and

analysis arena. A future phase should explore whether some of these tools are better suitable to meet the needs of the users than the current ArcGIS platform.

7. Applying a phased approach to the implementation of the new platform

It is recommended to apply a phased approach through which new structures, components and functionality are implemented in a logical, sequential manner.

8. Sustaining government partnerships and capacity development

Capacity development efforts targeting the National Bureau of Statistics should continue both in support of the management of the future platform but also due to its critical role vis-à-vis a future census and elections.

9. Avoiding duplication and reinventing the wheel

Donors should push back against efforts that seek to duplicate or take over activities currently under the Information Management Working Group and then CRMA. While improvements are necessary, the investments in the CRMA tool and processes and their unique potential to enhance assistance to South Sudan as well as sub-national planning processes should not be ignored.

Key findings and observations

The CRMA in the context of South Sudan

Tragically, the situation since December offers an opportunity for an additional value added of the CRMA. The need for information is more strongly felt than ever, access has become a major issue and there is a need for bridging humanitarian and development activities. Therefore, the future phase of the CRMA will need to be relevant in a context with a short-term humanitarian and crisis focus on stabilization, displacement responses, and emergency livelihoods provision. At the same time interlocutors acknowledged the need to establish tools supporting the expected transition from humanitarian response over recovery activities to an eventual renewed development focus. Some donors are considering how best to re-launch more development and state-building oriented programs in parallel with the delivery of humanitarian assistance.

All interlocutors including government counterparts, UN partners, NGOs and bilateral actors unanimously agreed on the importance of and need for a tool like the CRMA. There is a genuine eagerness among all key stakeholders for information tools to improve planning and programming and the type of visual analysis made possible like CRMA-like tools were considered key to this effect. There is also continued interest from government and international community stakeholders to engage more directly with local communities and the CRMA/CSAC community consultation processes were considered a unique example of such an engagement.

Interlocutors also highlighted the potential of a CRMA-like platform to help prevent duplication and lacking information sharing. This would enable both donors and government actors in guiding their investments into the right types of activities in the most needing and vulnerable communities. Government interlocutors in particular highlighted the need to prevent aid-funded projects from flooding communities that are easily accessible and easy to work in while ignoring more remote and challenging but more needing communities.

Interlocutors on the donor side presented a reasonably novel idea of establishing a conflict analysis resource centre, which would provide conflict-oriented analyses for program design and planning purposes. While the interest among donors seems to be to establish an independent analytical capacity (outside of the government) there was an interest in exploring how a future version of the CRMA could provide the needed data.

Interlocutors had different views when it came to the focus and scope of the CRMA. Some felt that UNDP should try to integrate the CRMA better into country office planning and M&E processes and thus focus on UNDP programming. This would mean spending less energy on datasets of less relevance to UNDP programming. Others felt that the CRMA should, as a minimum, serve the wider UN System and become the platform through which the UN System exchanges data, ensures its quality and engage in joint analysis. Others stressed the importance of the CRMA's home within the NBS and its (potentially) instrumental role in guiding government priorities – also at the national level. Others consider the CRMA THE platform for all geo-spatial data analysis in South Sudan and felt that the CRMA should serve the widest possible community

and range of users. The different models applying a focus along this continuum would evidently entail different funding models, different scopes, different branding models, different interaction with partners etc. Aggregating the views on this matter, most interlocutors did seem to think that the CRMA should serve the widest possible audience to provide the best return on investment but also acknowledged that a sustainable funding model would then have to be developed over time.

The CRMA as capacity development and a state-level planning tool and process

At the sub-national levels, CRMA has engaged all 10 states and 74 out of 80 Counties to conduct community level mapping of socio-economic risks and security threats. The best practices from the community consultations have been captured and documented through a comprehensive community consultation toolkit jointly developed with UNDP's Community Security and Arms Control (CSAC) project. The project has also assisted nine out of the 10 states to establish state-level IMWGs with the aim of supporting data management and M&E processes at the subnational levelsⁱⁱⁱ.

The visual presentation and maps generated by the CRMA has helped the NBS – nationally and locally in “demystifying statistics” and providing decision-makers with tools that has helped inform priority-setting and planning. CRMA has helped transform planning processes from top-down to bottom-up and has put in place processes for soliciting community perspectives in a consultative and inclusive manner. The impact has been most evident in the processes around the drafting of the state-level Strategic Plans. In all ten states, CRMA data has been used to map and present community security and development priorities and concerns. While the role of the CRMA in this context is widely appreciated within the government, the impact of the CRMA at the state-level is widely overlooked outside of (and even within) UNDP. In a context like South Sudan, reinforcing the relations between communities and the government at central and local levels would seem to be an important trust-building exercise with the potential to strengthen state-society relations. One interlocutor believed to have observed that CRMA data in some instances was “manipulated” by actors at the local government level to fit pre-defined priorities. While this may be true, it would seem unrealistic to expect that a tool and a process like the CRMA would make local planning processes entirely transparent and demand-driven, which is seldom the case even in highly developed societies. Some interlocutors highlighted that the positive impact on state-society relations i.e. the trust, interaction and dialogue between local communities and various local government actors could have been higher had a broader range of actors – donors, UN agencies and NGOs – fully gotten behind the States' Strategic Plans ensuring that the security and development priorities and challenges defined through the community consultations had been met more effectively and consistently.

Both government stakeholders and external partners confirmed that, through the CRMA project, other donor projects and internal capacity development initiatives, critical capacity had been developed on the government side particularly within the NBS, while the institution is still not entirely self-reliant when it comes to managing the CRMA. Some stakeholders felt that the NBS

should focus on generating precise and accessible data and make it available through the CRMA and other means, while the analysis of data should largely happen outside of the NBS. Others believed that the NBS should provide more analysis or support therewith. Depending on how the conflict develops, the government's involvement could increasingly become problematic. However, almost all stakeholders believe that at this stage, the NBS remains a good and adequately neutral partner also in a future phase of the CRMA. OCHA also works with government counterparts while retaining humanitarian impartiality. In addition, the NBS will play a critical role in a range of future critical state- and peacebuilding milestones including a census and elections, which provides another good reason to sustain the capacity development efforts.

Existing systems of security and development data collection

Interlocutors highlighted that it is the overlay between conflict and development related data that makes the CRMA unique. The overlay helps correlate how conflict and access to social services such as health clinics and schools and infrastructures such as roads and water points can have a mutual positive or negative impact. When data on, for example, natural resources and grazing patterns, is combined with data on violent conflicts, the CRMA provides a unique platform for analyzing the interplay between the different aspects all impacting local conditions. These overlays can also help highlight issues around marginalization and inequities.

Interlocutors confirmed that the CRMA's socio-economic and conflict risk mappings have been successful in informing state-level planning processes including through the generation of visually accessible maps. The maps provided a conflict-sensitive lens to planning and local peace committees used the maps in their dialogue with state governments. CRMA's mapping also decreased the risk of development projects being rejected by local communities, which had happened in the past. The CRMA datasets have also enabled line ministries at the national and local levels to follow development in other sectors. Due to the cross-cutting nature of many development initiatives this has led to a more holistic and comprehensive approach to planning. CRMA data have been used to inform state-level planning processes in all ten states and 74 out of 80 (at the time) Counties and information management working groups have been established in most states. The CRMA socio-economic and conflict risk mappings processes included CRMA staff, the NBS and local government entities and consulted communities, key informants such as local chiefs, women's group, heads of local line ministry department, youth groups. They brought communities at the Payam level into planning processes for the county-level strategic plans for the first time ever^{iv}. Interlocutors provided numerous examples of development intervention that had failed because local communities had not been involved in decision-making processes.

The CRMA has also integrated the data collected as part of the UNDP's Community Security and Arms Control (CSAC) community consultations, which were conducted in 55 counties since its inception in 2009. The CSAC process aimed at identifying the priorities for security-focussed development interventions at the county level and had its own programmatic resources available.

The best practices from the socio-economic and conflict risk mappings process have been captured and documented through a comprehensive community consultation toolkit jointly developed with the CSAC project^v. A process of joint community consultations was piloted at the county level in the volatile counties of Panyijar, Mayiendit, Leer and Koch in the so-called Wunlit Triangle

Building on the data from the CSAC consultations, the CRMA can help visualise that peace looks very different from community to community. Each community deals with different types of risks and challenges relating to conflict and prioritize different ways of addressing them.

Data collection and the Information Management Working Group

Data collection will be extremely challenging for some time in many states and counties as neither community consultations nor traditional data collection processes of geo-tagging infrastructures and undertaking surveys will be possible. Therefore, new data collection methods must be considered. Interlocutors highlighted the need for a more dynamic tracking of incidents of armed conflicts and potentially also violent crime. The CRMA holds such datasets for some areas but they are not updated real-time. The CSAC community consultations data sets provide geo-tagged mapping of security priorities but do not track security incidents on an on-going basis. Such data could be provided by OCHA, UNMISS, NGOs, national authorities and others all providing their respective datasets to the extent that they're not confidential. In some areas the CRMA simply serves as a platform for datasets generated by a range of stakeholders. However, in other areas – for example in the area of rule of law institutions, the CRMA provides the only geo-tagged dataset in South Sudan. The same goes for the datasets on development and security priorities and concerns generated through the CSAC community consultations.

More generally, interlocutors found it critical that a future platform presents real-time and updated data, and that these data can be accessed and updated via the Internet. Some datasets may not need to be updated all that frequently but users will then need to be reassured that the data are still valid through a system of continuous validity confirmations. The CRMA in its previous incarnation was not an online tool and relied on physical media formats such as DVDs or a physical file transfer. This has imposed a number of limitations to the CRMA. The CRMA was intended to be updated every 3 months but due to the complexity of data collection, it normally took 6-8 months before it was deemed relevant to publish a new data set. This in turn meant that the CRMA focussed on reasonably stable and static data types and data that changed with high frequency was not included. The static media format also meant that the ability of the user to independently handle the data for analytical purposes was limited and that the data could not be updated directly by the users. All of this was considered a necessary evil prior to the crisis but will not be accepted in a future version of the CRMA with the current needs for readily accessible and accurate data describing the significantly fluctuating realities on the ground.

IMWG's protocol for data delivery – signed and agreed with each IMWG member – is an effective mechanism for standardizing data and ensuring consistency in the data.

Stakeholders also highlighted the need to merge the CRMA datasets with - *who is doing what where and when* (3W) datasets. An online 3W system had been developed up to the 2013 crisis at the behest of the Resident Coordinator Office. It was however not integrated with the CRMA and was discontinued after the crisis broke out. The disconnection with the CRMA was a necessity as the 3W tool needed to be available online. However, the disadvantage was evidently the lacking linkages to the “needs-oriented” and context-setting datasets (service delivery, community priorities, physical infrastructures etc.) in the CRMA. There were different opinions among interlocutors with regards to whether this layer should and could be provided by the Aid Information Management System (AIMS) managed by the Aid Coordination Office at the Ministry of Finance. Some doubted whether the data in AIMS at this stage would be comprehensive enough in terms of both width (range of actors providing data) and depth (the detail of the data including at the project level) but adding the AIMS data in the CRMA could also provide an additional incentive for donors to report to AIMS.

Key challenges

Interlocutors highlighted the future importance of ensuring adequate sustainability with regards to both funding and operational sustainability. The IMWG has grown into an inter-agency and government architecture that needs to be sustained also in times of crisis. During the December 2013 crisis the IMWG ceased to meet (the resumption of meetings is planned for July 2014) and key staff working on the CRMA had left as the crisis coincided with a transition phase of the project where new resources needed to be mobilised. OCHA, in particular, highlighted the need for contingency planning in such events as the IMWG meetings and the CRMA platform could and should have been of great help throughout the crisis with its comprehensive datasets of relevance to the humanitarian response.

Outside of the CRMA, a number of initiatives relating to data-collection and GIS mapping are currently on-going. The World Bank, for example, has been generating maps on food insecurity through high frequency surveys (FUSE) and has previously been using SMS technology to source consumer price index data. The World Bank has also recently generated maps on donor activities in the areas of food security, core functions, basic services. Early warning systems such as the one lead by the South Sudan Relief and Rehabilitation Commission (SSRRC) and the World Food Program could also generate data layers for the CRMA and the work should be coordinated within the IMWG. It will continue to be a challenge for the post-CRMA platform to ensure that all relevant datasets are integrated and that the platform is considered the default platform for sharing and analysing geo-tagged data in South Sudan.

Stakeholders also highlighted that the potential of the CRMA to support M&E efforts had not been realised sufficiently, if at all. The CRMA's extensive data repository could and should be used as quantitative and qualitative baseline data as well as to track progress against pre-defined indicators particularly at the outcome level. Specific programs and projects could develop their own unique indicators but use the CRMA to monitor progress using the availability of other datasets to assess, for example, the causal effects of developments with other variables. Most

stakeholders emphasised that the CRMA holds the potential to support evidence-based programming but that its potential in this context has not been fully utilized. With a real-time and survey-oriented platform, the qualitative aspects of M&E could be further strengthened. Examples could include the perception of public safety and security in areas where Rule of Law programs are being implemented or monitoring of community resilience through blending qualitative and quantitative measurements, which has previously been the case in the UNDP-led Police Survey and the Rule of Law survey.

While interlocutors appreciated the ability of the CRMA to support reasonably complex geo-spatial data analysis, users also found that the current ArcGIS platform is too complicated to use for non-GIS experts. Interlocutors felt that the complexity of the CRMA was a challenge in terms of their daily use and the ease of generating useful analysis. The wealth of data means that users easily “get lost”. Some mentioned the need for an easier more “Google Earth” inspired interface. They emphasized the need for a lighter way of accessing data including through predefined analyses tailored to different user groups. This scepticism may be grounded more in perceptions rather than reality as the ArcGIS interface is among the simplest on the market. That said, reducing the layers of data would evidently make the tool lighter to work with as would introducing user-defined interfaces.

The consultations revealed that many potential users of CRMA data and analysis are not using the system and that many are not even aware of its existence. The knowledge of the CRMA was particularly weak among bilateral partners, NGOs and civil society organisations many of which could evidently benefit greatly from utilizing the CRMA for planning and programming purposes. Among UN agencies, the CRMA was better known as most agencies participate in the IMWG. However, the IMWG meetings are normally attended by information management staff and the potential strategic use of the CRMA by the programmatic and decision-making layers of UN agencies as well the substantive sections of UMISS was notably unsatisfactory. Also within UNDP, the CRMA has been inadequately utilised and data analysis from the CRMA has not been used to inform decision-making in key programs nor to inform the funding allocations of the South Sudan Recovery Fund which is also administered by UNDP.

Stakeholders pointed to a need for additional analytical capacity in the team managing the CRMA. The sheer availability of data is not perceived as adequate for ensuring that the wealth of information is effectively translated into analysis with a view to inform planning and programming. Stakeholders felt that a more proactive approach to analysing and presenting data would help put the CRMA “on the radar” with those intended to utilise the data in strategic decision-making and priority-setting processes.

Interlocutors also pointed to the need for stronger project management and the need for more strategic leadership with regards to positioning the CRMA within UNDP and in the broader external context. The perception was that the CRMA, being a smaller project, had not received the attention it deserved within UNDP and in UNDP's external engagements and had consequently not been promoted as the innovative and unique reservoir of analytical data that

could and should be utilised in a range of planning and programming contexts. It was felt that UNDP should “lead by example” in terms of making use of the CRMA and that this hadn't been the case.

Recommendations in detail

This section outlines recommendations for a future version of the CRMA based on the findings and observations listed above as well as other ideas emerging during and after the consultations in South Sudan.

As an initial and crosscutting recommendation, donors and other actors should be strongly encouraged to avoid “reinventing the wheel” by funding or starting parallel mapping and data collection processes. While many actors are understandably engaged in data collection for their own programmatic purposes applying their own methodologies, the significant investments in the CRMA datasets and the processes around them do not only represent a sunk cost already paid, but also an excellent basis for building a globally unique platform to support evidence-based planning and programming. Therefore, donors and key stakeholders should ensure that every data collection and mapping exercise is linked in with the IMWG and feeds data into the platform and that every project proposal submitted for approval draws on the data and analysis available through the CRMA/future platform.

Ensure a stronger strategic profile for the platform

First and foremost, it is recommended that a future version of the CRMA will have a stronger strategic positioning within the country office, among UN partners and vis-à-vis external partners - donors in particular. The CRMA is often referred to as a mapping tool or a data repository and only seldom described with its strategic potential as the point of departure. It is recommended that a future CRMA orients itself towards the positive strategic impact of timely and tailored data analysis in a range of planning and programming contexts rather than the data itself. To clearly indicate a departure from business as usual, it is recommended that a new name is agreed upon for the tool, project and process collectively - the platform. If most of the recommendations for a future version listed in this assessment are implemented, a new name could be the *Peace and Development Monitoring Platform* with a tagline along the lines of *evidence-based programming support*. The subset of data dealing with the trust and social cohesion within and between communities could be named the *Social Cohesion Barometer*. It should similarly be stressed, that the platform would offer real-time data in support of bridging the humanitarian-development nexus.

As part of strategic re-positioning of the CRMA, a permanent “home” must be identified on the side of the international community while the system continues to be technically anchored within the NBS. While UNDP is well positioned to manage the CRMA as a project, the Resident Coordinator's Office (RCO) would seem to be better positioned to ensure that the UN System both delivers data to the platform and that analyses continuously feed into UN planning and

priority-setting processes. Increased ownership and usage by the RCO would also help ensure that the platform is not perceived as being an internal UNDP project but simply a UNDP-administered asset of relevance to all actors involved in planning and programming in South Sudan. The RCO is unlikely to have neither the capacity nor the interest in managing the actual project, but it should be explored how the CRMA going forward can be re-positioned as a UN-wide (and beyond) tool under the auspice of the RCO. Links to the humanitarian community would also be facilitated through the role of the DSRSG/RC/HC. In addition, the RCO's links with the SSRF and the PBF portfolio would ensure that recovery and peacebuilding funding allocations from these two instruments are informed by the platform's analyses. Strengthened links with the RCO would also allow senior UN leadership to further draw on the platform's analysis in their dealings with the government, bilateral actors and other stakeholders (depicted in figure 1) and give the platform an entirely different level of visibility.

Within UNDP, the various units should also strive to be the front-runner when it comes to using the platform's data and analysis to guide programming. This would mean using the platform to approach programming across UNDP's units and programmes in a more holistic and strategic way. Geographically focused analysis, for example, could provide a platform for joint livelihoods, conflict prevention, rule of law and governance interventions all drawing on the same understanding of local conflict dynamics and development needs.

Figure 1 Key users and producers of data



Expand the use of data analysis in decision-making, planning and programming

A future platform must serve as the primary collective data source for baselines and M&E activities of programmes within and outside UNDP. This should entail working directly with programmes and partners to identify or generate baseline data of relevance to specific interventions. On-going surveys, perception surveys, consultations, field data collection, government-generated data, as well as mapping of physical infrastructures could all be components of such activities.

The assessment found that the future platform could and should also provide key data and critical analyses for bridging humanitarian and development activities. This again requires that the platform becomes online and can be updated in real-time. The humanitarian community led by OCHA is currently managing various data sets and mapping activities but would like to see many of these activities integrated into the CRMA/successor platform with its enhanced functionality and additional datasets sooner rather than later. Layering data on humanitarian activities with the wealth of data in the CRMA/platform facilitates planning and programming aspects in relation to a gradual transition towards recovery and development activities. The platform's ability to monitor physical infrastructures (for water, education, health etc.) and statistics for the same areas – particularly following the December 2013 crisis – would allow for more effective humanitarian responses. It is recommended that the dialogue with OCHA is resumed as soon as possible and that OCHA becomes a key partner in the efforts to integrate humanitarian data into the platform. The current OCHA information management unit employs staff intimately familiar with the CRMA platform in the Sudan which will be a great asset going forward. The intention would not be to neither duplicate nor take over OCHA's mapping activities but simply to explore how the CRMA can best support OCHA's work and how OCHA-generated or –collected data can best be captured in the CRMA for others to use.

It is highly recommended that the future platform includes data on *who is doing what where and when* in different geographical locations. Ideally this dataset should be as broad and detailed as possible and would help ensure that the international community and government actors are doing the right things in the right places at the right time and would prevent duplication of efforts and lack of coordination. The government's Aid Information Management System could eventually provide this data layer once it reaches the necessary level of maturity and buy-in from all key stakeholders. Until then, the IMWG could collect 3W (who is doing what, where) data (linked with the AIMS efforts) while the stakeholders themselves would be responsible for updating the data on an on-going basis. The overlay of 3W data, community "needs" data, conflict dynamics, socio-economic statistics, as well as data on physical infrastructures would provide a very useful tool for humanitarian and development planning and priority setting. The IMWG should make a dedicated effort to broaden its membership to include more NGOs as well as, on a permanent basis, the World Bank.

The technical capacity of the team overseeing the future platform should be enhanced, as should the capacity to support users with advances data analysis. The team should proactively assist users utilizing the platform for establishing outcome baselines and tracking indicators. Particular

focus should be given to sectors where no other actors are collecting data. As previously suggested, the data collection could be integrated with existing and future early warning systems with a view to develop the capacity of government for disaster preparedness and response. The overlay of early warning data and all the other datasets captured in the CRMA would enable a much more effective and needs-focussed response.

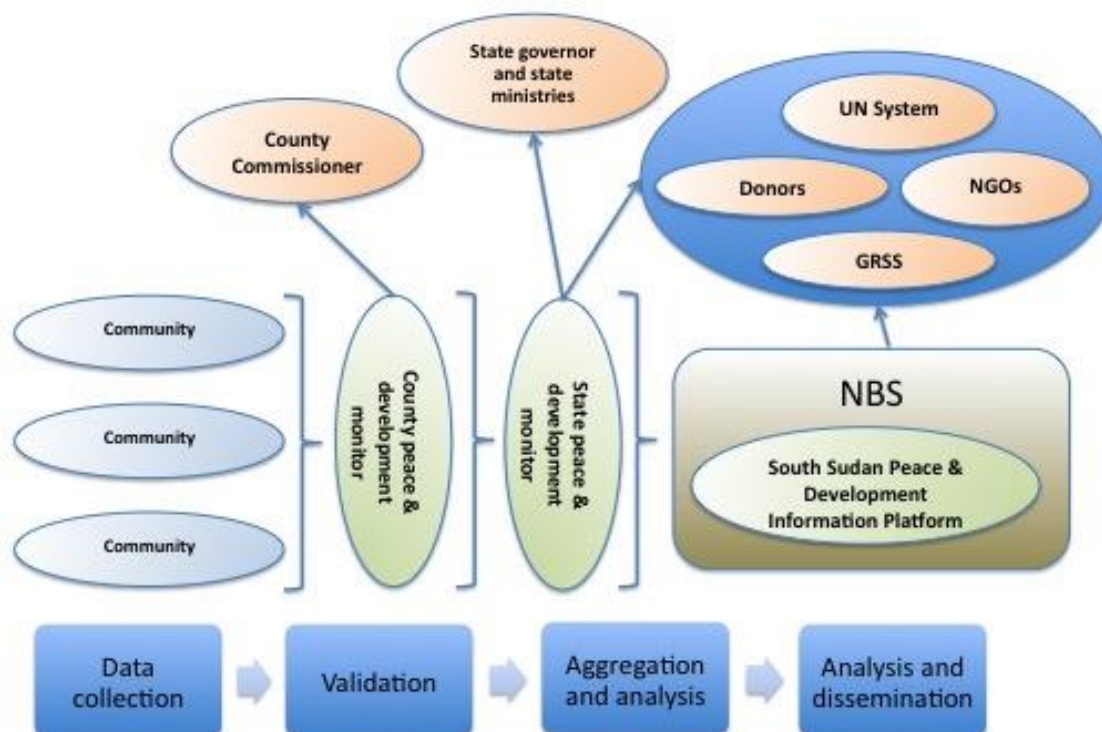
The existing CRMA data set was compiled in late 2013 and was almost ready for publicizing when the crisis broke out in December 2013. Consequently, this dataset can be used as the baseline against which to assess the destruction of infrastructures and changes in perceptions as a consequence of the crisis. The CRMA currently holds data on numerous infrastructures that may no longer exist or be functioning. Further, a future platform should, to the extent possible, map displaced populations as these evidently have had significant impact on local needs. Overlaid with data on socio-economic conditions and service delivery, this would provide a useful picture of communities and populations under stress.

Establish a network of community monitors for data collection

In response to the current (and expectedly future) inaccessibility of many parts of South Sudan, the assessment explored and tested models for collecting data in non-accessible contexts utilizing a combination of local community monitors and technological tools. A concept, which all interlocutors were supportive of, would recruit and train at least one “community monitor” in each of South Sudan’s counties – a County Peace and Development Monitor (CPDM). The CPDM would have to be a resident from that county to manage cultural sensitivities and to avoid any suspicion of external interference. The United Nations National Volunteer scheme could be used for this purpose or an employment modality within the NBS could be financially supported.

The county level, while spanning many communities (at boma and payam levels), was deemed by interlocutors to be a small enough entity to ensure a reasonably representative flow of information. Each CPDM would be equipped with a cell phone or a satellite phone and could send text message or place a call when there are particularly relevant information to report from the county. The monitors could also be reached collectively for perception surveys or specific questions. Each CPDM would receive training in facilitating focus groups, reaching vulnerable populations and excluded groups, on the basics of quantitative and qualitative data collection and, where feasible from a security point of view, geo-tagging. The CPDMs should collect data through mixed methods combining key stakeholder interlocutor interviews, liaison with community groups, organising focus groups, and following local media and debates. In accessible areas, the CPDMs could also help facilitate actual community consultations similar to the ones conducted under CSAC. The CPDM would provide direct advice to the country commissioner when and if relevant.

Figure 2 - National Platform for Evidence Based decision Making – the role of County Peace and Development Monitors



Each CPMD would report to a State Peace and Development Monitor (SPDM). The CPMD would be responsible for data collection and surveys and additional validation and quality assurance of data reported from the CPDMs. The SPDM would, where security permits, be located within the state-level NBS office and would provide analysis to state-level ministries, the governor's office as well as donors, NGOs and UN actors active in the state. The SPDM would receive training in data verification and data analysis. The United Nations International Volunteer Scheme could be used for this purpose.

Establish a National Platform for Evidence Based Decision Making

The SPDM would report to the NBS who, in collaboration with the IMWG would be overall responsible for the CRMA's successor - the **South Sudan National Platform for Evidence Based Decision Making** (potentially with the slogan – “Overlaying community needs, conflict dynamics, infrastructure, economic opportunities, and development activities. The platform would combine the data generated by the network with a range of other data sources as is the case with the CRMA and it would serve a range of users from within and beyond the government. Figure 2 presents a possible structure of the Country Peace and Development Monitor network.

In the context of the current crisis, the future platform should consider conflict-related data a key deliverable and focus on dedicated analysis of the interplay between conflict, service delivery and structural variables. If the suggested network of community monitors is established, the platform

should focus on capturing data related to peace and conflict with a view to identify trend lines and contexts where conflict is growing. On-going and structured surveys combined with community consultations (where possible) should cover issues around perceptions of community safety and security, social cohesion, conflict management mechanisms, trust and state-society relations. These surveys would help identify communities with mounting grievances and perceived insecurity and areas where the perception of relations with the state, or a future peace accord, are deteriorating. Information provided would evidently be highly politicized and not necessarily reflect “reality”. However, perceptions matter greatly in post-conflict societies and are often a primary trigger of localized conflict. A “trust and social cohesion barometer” for South Sudan would help guide peacebuilding and conflict prevention activities and would show useful trend-lines with regards to state-society relations.

Key activities in developing and rolling-out the *National Platform for Evidence Based Decision Making* could include:

- Adding an online module where real-time data can be accessed and, with the right privileges, updated
- Through the piloting of the network of community monitors, produce an analysis of the impact of the resumed fighting on physical infrastructures with a view to replicate the process in other states
- In the state pilot of the network of community monitors, also pilot the use of SMS and other mobile/ICT enabled technology to collect data (mobile geo-tagging, photo, video, voice recordings).
- Use the ICT-enabled network to undertake state-level participatory conflict analysis i.e. using the network to feed into the analysis and validate its findings in real time
- With UNMISS and other data providers, update data layer on settlements and displaced populations
- Organize a series of workshops and capacity development activities (coaching, guidance, trainings etc.) for planning, programming and management staff with external stakeholders (bilateral actors, UN entities, NGOs)
- With the NBS, draft a capacity development strategy for the National Platform Secretariat and state-level NBS offices and GRSS partners to ensure satisfactory use of the data. At the national level, ensure adequate NBS capacity to proactively work with GRSS partners to identify and meet their information needs
- With the NBS, plan and implement a post-crisis update/review of the states' strategic plans including validation workshops at the state level with key counterparts with a view to help the GRSS, donors and other actors prioritise their assistance

Ensure fiscal and operational sustainability

A future platform must evidently be sustainable both financially and operationally. In terms of sustainability, processes must be put in place, which will keep the Information Management

Working Group operational also during crises. Financially, a future program must be robust enough to take the platform to the next stage and become THE platform for data collection and analysis for all stakeholders involved in planning programming in South Sudan. An inadequately ambitious platform could easily tempt actors to develop parallel systems and processes, which would both be a waste of funding and undermine the ambition of bringing all key datasets together in the same platform. The platform should first prove its value added and provide a proof of concept through the initial phases but eventually a cost-sharing model should be developed to ensure financial sustainability once the future platform is fully developed.

Explore new technological platforms

A future phase of the CRMA should explore whether ArcGIS is the most appropriate technological platform going forward. The CRMA relies on proprietary software developed by ArcGIS. Using and customizing ArcGIS represents a significant cost and is thus a challenge vis-à-vis long term sustainability. Since the CRMA platform was developed, a range of new open source and proprietary products have entered the market^{vi}. The CRMA team in the Sudan (UNDP IMU) has recently been through a process of assessing a variety of tools including assessing their functionality, costs, and ease of management. This analysis should inform a decision in South Sudan (OCHA Information Management Unit has the appropriate contacts) on which way to go.

The existing familiarity with the tool is an obvious advantage, which must be weighed against transitioning to a tool with a more easily accessible interface and a lower cost. Key characteristics of the future version should include the possibility for users to access and update data online and the ability to track developments over time. An ideal platform would offer a range of options for customizing the way users access the data through, for example, tailored dashboards, pre-defined reports, pre-defined limitations of data, sectorial entry points etc. In general, it should continuously be considered how users are best incentivized to provide and utilize data. Regardless of the platform, the IMWG platform should ensure that each dataset is equipped with enough meta-data for the user to understand the nature of the dataset – when it was generated, how and by whom. Each of the datasets should have this information available under the “Properties” menu.

Government partnerships and capacity development

The assessment found that the NBS remains the best-suited partner on the government side and that the involvement of the government – also going forward – is a must. The NBS is a reasonably non-political part of the government which is perceived as neutral, whose impartiality doesn't seem to be contested as of yet. Whether the association of the platform with the government could become a liability, for example for data collectors, will depend on how the conflict evolves. However, currently the capacity development efforts vis-à-vis the NBS seem to have yielded good results and will likely provide a good return on investment when a census and elections will eventually need to be carried out.

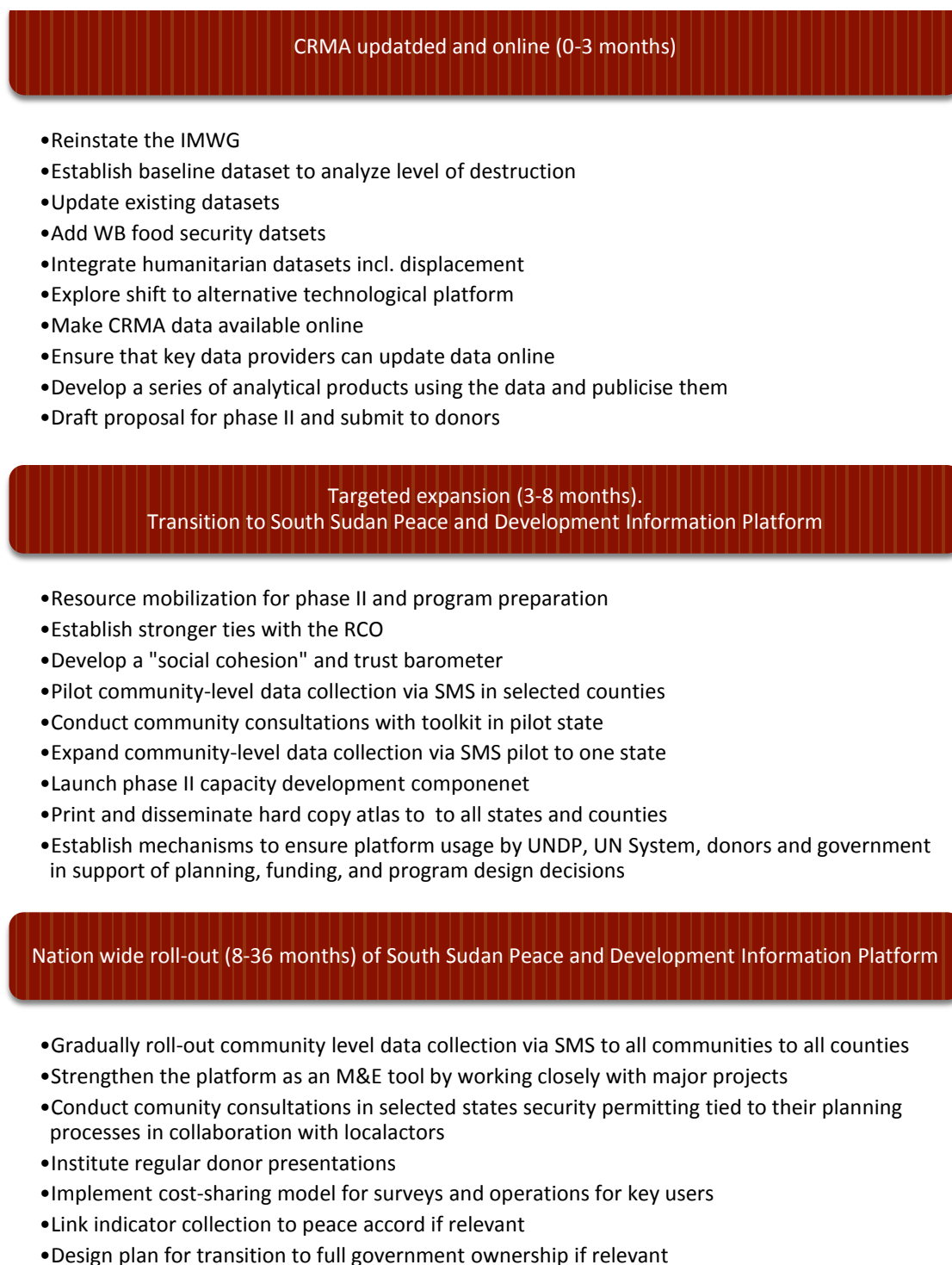
It is recommended that a future project retains a strong capacity development component and continue to strengthen the NBS as an institution and its “vertical” work with state governments, state-level ministries and counties as well as its “horizontal” work with national-level line ministries and agencies. Giving a voice to communities through mapping and illustrating their security and development priorities provides an important connector between communities and different layers of government, which will continue to be of importance as South Sudan goes through years if not decades of intense statebuilding efforts. A future phase could consider drawing on capacities from the region to source long-term capacity development support and if deemed relevant, the existing IGAD initiative could be considered as a modality for doing so.

Apply a phased approach to the implementation of the new platform

This assessment proposes a set of fairly ambitious ideas reflecting the serious challenges with regards to data collection in South Sudan. However, all the proposed activities cannot and should not be implemented all at once. More innovative aspects such as the South Sudan Peace and Development Information Network must evidently be piloted before being scaled up. Also, there is an urgent need to get the CRMA back on track as soon as possible while developing the new project in parallel – because having some data is better than no data.

Figure 3 outlines the proposed phases of the project going forward. The first phase focuses on getting the CRMA updated and online. The second phase will pilot some of the concepts described in this assessment report, while the third and last phase focuses on nation-wide rollout and on making the platform sustainable.

Figure 3 - Proposed roll-out phases of the project going forward



Annex I: Consultation list

Name	Organisation and title
Amanda Serumaga,	Deputy Country Director, UNDP
Ambika Mukund	OCHA
Anil Raj	CSAC , UNDP
Anne Nyambura	SSRF/PBF Secretariat
Axel Pustan	Chief of GIS ,UNMIS
Biplove- Unit Team Leader	Head of Human Development and Inclusive Growth Unit, UNDP
Challa Getachew	Head of PPSU
Charles Agono Mona	Director, GIS, RS and Cartography at NBS
Etambuyu A Gunderson	RCO
Fredrick Mugisha	UNDP senior economist
Judith Omondi	CRMA Coordinator
Kate Manel	Population Services International
Kedir Lalemda	UNV
Key UN agencies meeting	Special meeting with Project Management Team members (UNOPS, UNICEF, UNAIDS, UNHCR, UNWOMEN)
Kirstin Joplin	Conflict Advisor, USAID
Kunal Dhar	Manager, SSRF
Labanya Margaret Mathya Ugila	Director-General, NBS
Lealem Berhanu Dinku	Team Leader, Democratic Governance and Stabilization Unit
Mansouk Moses	Director of Statistics. NBS Central Equatoria State.
Massimo Stella –	IFS manager, EU
Mike Reilly	Program Officer, USAID
Morten Heide	Meeting with Norway
Moses Mabior	Aid Coordination Director, MOFEP
Nicholas Jonga	UNDP Statistician
Paola Piccione	PPSU
Sam Muhumure (via email)	CSAC Project Manager
Sonya Warner	Senior Governance Advisor, DFID
Ticiana Garcia-Tapia	UNICEF
Van Nguyen	Head of South Sudan RCO

Annex II: CRMA Assessment – Interview Guide

Background

- I. Explain about the assessment and its intended use
- II. Role and exposure of interviewee to CRMA

Tools, functionality and usability

- III. What tools are currently deployed in the CRMA and what are experiences to date with regards to ease of data collection, process of data cleansing, utility (actual and potential) of the tools?
- IV. Does the current suite of tools correspond with your needs and priorities of current and potential users?
- V. Could the CRMA be further developed as a platform for participatory M&E using ICT-enabled crowdsourcing or crowdseeding networks?
- VI. Are there other areas, where the CRMA could be of use?
- VII. How does the CRMA align with other similar initiatives?
- VIII. How is integration of CRMA and AIMS data best ensured and how could this integration be used to inform discussions on donor spending?
- IX. Could CRMA be more closely linked to humanitarian responses for example by visualizing early warning and needs assessment data as well as humanitarian response activities (4W tool for the HC function)

Impact

- X. What processes (strategic, planning, budgeting, analyses) are CRMA analyses supporting within each of the key stakeholders? Has CRMA data had an impact on decision-making and policy-setting; priority-setting and planning and has it been used to guide M&E activities? What are good examples of CRMA's impact to this effect?
- XI. To what extent does the CRMA enable stakeholders to apply a conflict lens to analysis, priority-setting, program design and M&E for conflict-sensitivity or peacebuilding considerations and could tools in support of this be strengthened?
- XII. Can the CRMA play a role in supporting peace processes at some or all levels (national, local) for example by providing analyses linked to a future peace accord (resource distribution, development needs, development activities, equity statistics, state-society relations etc.)?
- XIII. Could the CRMA be used to capture issues relating to "nation-building" issues in addition to the focus on state-building?

Process

- I. What are key strengths and weaknesses within different parts of the CRMA process – awareness, data collection, data cleaning, data analysis, dissemination and usage of analyses
- II. Could the work in the IMWG be improved?

- III. What is the reach – actual and potential – of CRMA analyses to local level stakeholders (government, NGOs and civil society, UN field offices etc.) and how could this be expanded?
- IV. Can the next generation of the CRMA further enhance information sharing and help drive integration and collaboration between stakeholders within the government, between the government and international actors, within the international community etc.?

Funding

- V. How could a future generation of the CRMA best be funded, who are interested donors, what are their specific interests and priorities?

Sustainability and capacity development

- VI. How are sustainability and capacity development considerations best addressed going forwards. What are current and planned initiatives and would additional capacity development interventions be needed – potentially drawing on South-South (IGAD-type) models.
- VII. Should and if yes how can the CRMA eventually transition to full government ownership and management?
- VIII. How can the utilization of CRMA-generated analyses by other parts of the GRSS – political and administrative layers – including the Sudan National Legislative Assembly sectorial committees and Budget Sector Working Groups be enhanced (optimizing processes, better understanding of needs, key forums for dissemination, stronger communications strategy etc.)?

ⁱ In this report, the Crisis Mapping Recovery and Analysis tool – the GIS platform with the datasets managed under the Information Management Working Group is referred to as the CRMA. However, many refer to the tool simply as the IMWG while on the government at times refer to it as the ArcReader State Atlas package. When the assessment describes the future tool, it does so by referring simply to the platform or to the South Sudan Peace and Development Information network.

ⁱⁱ Concept note to BCPR, November 2013

ⁱⁱⁱ Concept note to BCPR, November 2013

^{iv} **Strategic Planning Process for Panyijiar County (from the Strategic Plan document)**

The process of developing the Strategic Plan for Panyijiar County took place in several stages. The first stage involved collection of data in 2012, in collaboration with the National Bureau of Statistics (NBS) with support from UNDP. This was done through participatory mapping of community perceptions of socio economic risks and conflicts threats, as well as the collection on existing social services using standard data collection templates. In these consultations, communities identified the key socio economic gaps as well as conflicts that resulted to insecurity and key priority needs for addressing insecurity at the county level. The information obtained from this process was processed and also mapped to reflect the geographical distribution of services as well as human security gaps in the county. The outcome of these consultations and data collection process was used in the development of the Panyijiar Strategic Plan 2012/13 – 2014/15 drafts and also in the identification and implementation of CSAC community security projects in the county.

The second stage involved a second consultation workshop conducted in July 2013, to review the existing county Strategic Plan draft. The consultation brought together a representative group of the community from all Payams and Bomas, county authorities, civil society, NGOs and other development partners who were engaged in validation of data and previous consultation outcomes, as well as in in-depth participatory analysis of problems and prioritization using various tools of Participatory Rural Appraisal (PRA).

County level participatory planning process

During both community consultation workshops, the county was represented by the Commissioner, Executive Director, Traditional Leaders, Sector Directors (health, education, water, agriculture, fisheries, livestock, and public administration), Payam Administrators and representatives of civil society (unions, women's groups and youth groups). These representatives participated in the validation of previous consultations and existing data, which put together through an in-depth review of previous studies, processes and assessments. After the validation,

they participated in an extensive analysis of issues affecting the county using PRA tools, which culminated in the problem analysis, strategic direction as well as formulation of priority interventions.

^v BCPR concept note, November 2013

^{vi} <http://tinyurl.com/mggufrk> and <http://freegis.org/>