



## **INTERNAL AUDIT DIVISION**

### **REPORT 2024/029**

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#### **Audit of implementation of the Comprehensive Planning and Performance Assessment System (CPAS) in the United Nations Mission in the Republic of South Sudan**

**Inadequate management oversight and lack of adequate and experienced staffing resources hindered the effective implementation of CPAS. As a result, the Mission could not realize the full benefits of implementing CPAS.**

**28 June 2024**

**Assignment No. AP2023-633-08**

# **Audit of implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Mission in the Republic of South Sudan**

## **EXECUTIVE SUMMARY**

The Office of Internal Oversight Services (OIOS) conducted an audit of the implementation of the Comprehensive Planning and Performance Assessment System (CPAS) in the United Nations Mission in the Republic of South Sudan (UNMISS). The objective of the audit was to assess the efficiency and effectiveness of the implementation of CPAS in UNMISS. The audit covered the period from July 2020 to September 2023 and included: a) management oversight and organizational structure for implementing CPAS; b) CPAS results framework; and c) and CPAS impact assessments.

UNMISS established the CPAS Implementation Group which was supported by working groups. It has developed a results framework and conducted impact assessments. However, UNMISS did not adequately strengthen oversight for implementing CPAS, incorporate context analysis in its impact assessments, refine indicators in its CPAS results framework, enhance data collection and analysis in its CPAS IT platform, or strengthen the link between its outputs, outcomes and impact.

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

- Strengthen the management oversight and organizational structures for the implementation of the CPAS and ensure that the CPAS working groups comprise appropriately trained personnel with adequate knowledge and capacity to perform CPAS-related roles;
- Take steps to ensure mission components take greater ownership of CPAS including conducting impact assessments with adequate involvement of heads of field offices and heads of sections/units;
- Refine indicators in the CPAS results framework to effectively measure intended outcomes and impact;
- Develop a data collection and analysis plan to collate the CPAS data and monitor the data input and analysis in the CPAS information technology platform; and
- Leverage its existing conflict-related analytical capacities and information to include contextual analysis in its CPAS impact assessment process.

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

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# Audit of implementation of the comprehensive planning and performance assessment system in the United Nations Mission in the Republic of South Sudan

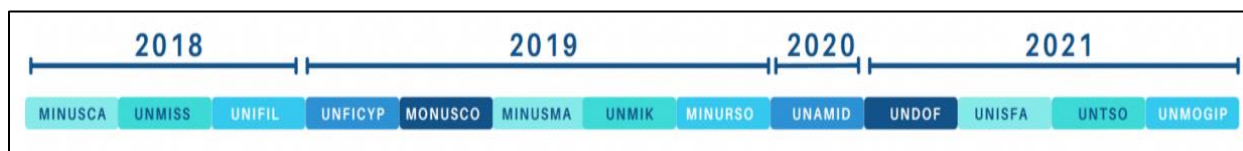
## I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of the implementation of the Comprehensive Planning and Performance Assessment System (CPAS) in the United Nations Mission in the Republic of South Sudan (UNMISS).

2. United Nations peacekeeping missions play pivotal roles in advancing global peace and security. In March 2018, the Secretary-General launched the Action for Peacekeeping initiatives to strengthen peacekeeping operations. Critical to this was the need to improve how peacekeeping missions assess and show their outcomes<sup>1</sup> and impacts<sup>2</sup>. This is necessary as the missions navigate increasingly complex political and security landscapes that are affected by many actors, within rapidly changing operational contexts. Action for Peacekeeping initiatives made it a priority to better understand a peacekeeping mission's contribution to change and evaluate its performance.

3. The Special Committee on Peacekeeping Operations requested the development of an integrated performance policy framework that includes comprehensive and objective methodologies based on clear and well-defined benchmarks to measure and monitor peacekeeping performance. It also requested the collection of centralized performance data to improve the planning and evaluation of peacekeeping missions. Security Council resolution 2436 (2018) reaffirmed support for developing such a framework. In response, the Division of Policy, Evaluation and Training (DPET) within the Department of Peace Operations piloted CPAS in UNMISS and two other peacekeeping missions in August 2018 as a planning and performance assessment tool. It aimed to enable missions to assess their operating environment, determine their desirable impact, and assess progress toward their strategic goals. DPET envisioned that by utilizing data and analysis to monitor impact over time, missions were able to assess performance, inform future plans and help mission leadership make decisions on mandated tasks. As of November 2021, DPET had rolled out CPAS to all peacekeeping missions (see figure 1). CPAS performance data and analysis are captured in the SharePoint-based Information Technology platform (IT platform).

Figure 1: Timeline of CPAS roll-out to all peacekeeping missions



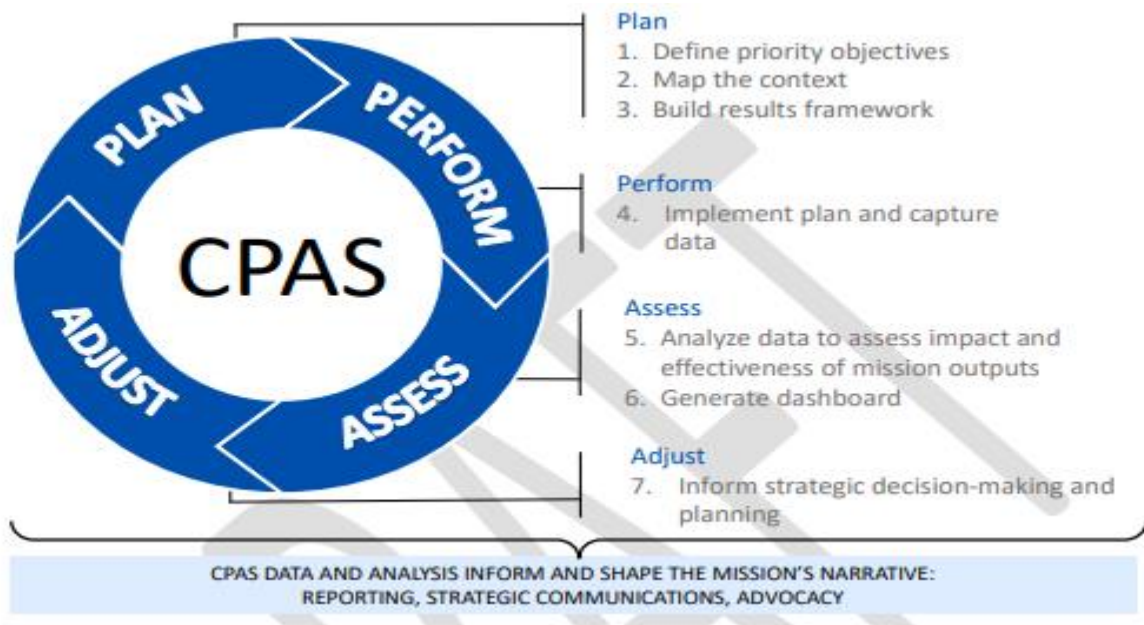
Source: DPET report-taking stock four years after the launch

4. CPAS is designed to help Missions to identify who the Mission needs to influence and how to influence them, in order to have an impact and successfully implement its mandate, focusing on the most decisive elements of highly complex conflict environments. The initial CPAS methodology had three main elements, including: context mapping; results framework and impact assessments. The process is highlighted in figure 2.

<sup>1</sup> Outcome is the influence the Mission needs to exert on key external stakeholders to achieve the intended impact.

<sup>2</sup> Impact is the high-level change the Mission is trying to bring about in order to achieve its priority objectives.

Figure 2: The CPAS cycle



Source: DPET CPAS implementation guidance document

5. In November 2019, UNMISS established a CPAS Implementation Group (Implementation Group) to oversee the implementation of CPAS in the Mission. Chaired by the Chief of Staff, the Implementation Group included representatives from all Mission components, with the Strategic Planning Unit (SPU) acting as the Secretariat. SPU was responsible for: (a) coordinating the overall CPAS implementation in the Mission; (b) facilitating the work of the CPAS working groups (working groups); (c) custodianship of performance assessments; and (d) managing the implementation of the related IT platform. SPU was headed by a chief at the P-5 level who reported directly to the Chief of Staff. The Chief of SPU was assisted by two international staff and one United Nations Volunteer personnel.

6. DPET provided ongoing support to the Mission in building its CPAS results framework, providing related training and guidance, and assisting in conducting its impact assessments.

7. Comments provided by UNMISS are incorporated in italics.

## II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

8. The objective of the audit was to assess the efficiency and effectiveness of the implementation of CPAS in UNMISS.

9. This audit was included in the 2023 risk-based workplan of OIOS due to the criticality of CPAS in assessing the impact of implementing the Mission's mandate.

10. OIOS conducted this audit from September to November 2023. The audit covered the period from July 2020 to September 2023. Based on an activity-level risk assessment, the audit covered higher and medium-risk areas in the implementation of CPAS, which included: (a) management oversight and organizational structure for the implementation of CPAS; (b) CPAS results framework; and (c) CPAS impact assessments.

11. The audit methodology included: (a) interviews with key personnel to gain relevant insights on the implementation of CPAS; (b) review of relevant documents supporting the implementation of CPAS to determine how effective the implementation has been; (c) analytical review of data related to the 2021-22 and 2022-23 performance assessments; and (d) sample testing of CPAS-related data and reports for the 2021-22 and 2022-23 periods to determine if they were in line with CPAS guidance.

12. The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.

### **III. AUDIT RESULTS**

#### **A. Management oversight and organizational structures for the implementation of the CPAS**

##### Need to strengthen the performance of management oversight and other organizational structures for the implementation of CPAS

13. The Implementation Group was responsible for ensuring that CPAS had been established to effectively operationalize the mission vision and provide regular updates on mission performance. Other responsibilities of the Implementation Group as per its terms of reference included: (i) exercising overall leadership and providing necessary support and resources for CPAS implementation; (ii) reviewing and endorsing context maps, results frameworks, and impact assessments; (iii) following-up on the implementation of recommendations; and (iv) realigning Mission priorities based on impact assessments and approved recommendations.

14. The Implementation Group was supported by four working groups, which were technical-level groups comprising CPAS focal points from UNMISS substantive sections<sup>3</sup> and uniformed components. The working groups were chaired by representatives of lead responsible sections<sup>4</sup> such as Political Affairs, Civil Affairs, Human Rights Divisions and Rule of Law and Security Institutions Section and were responsible for: building the results framework; conducting impact assessments; and formulating recommendations to enhance the Mission's performance in mandate delivery. From July 2020 to September 2023, the Implementation Group met three times to review and endorse the Mission's CPAS results framework and impact assessment reports. During the same period, the working groups also met three times. The terms of reference for Implementation Group and Working Group indicated that meetings would be held as and when needed.

15. A review of the Implementation Group and working groups' terms of reference, minutes of meetings, CPAS indicator, and impact assessment reports showed that the two groups did not effectively perform their CPAS-related roles. For example, the Implementation Group sometimes endorsed impact assessment reports that had inadequately formulated recommendations, which were not supported by detailed data and analysis, and were not assigned responsible sections or target implementation dates. Also, updates on the progress of the implementation of recommendations were not captured in the IT platform, and the Implementation Group did not follow up on their implementation. Furthermore, impact assessment recommendations were not submitted to the heads of components for approval, as required.

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<sup>3</sup> Substantive sections include: (a) divisions such as Political Affairs, Civil Affairs, Electoral Affairs and Human Rights; (b) sections such as Rule of Law and Security Institutions, Communications and Public Information, and Protection, Transition, Reintegration; and (c) units such as Gender Affairs and Child Protection.

<sup>4</sup> Lead-responsible sections are primarily responsible for tracking and reporting on key impact and outcome indicators.

16. The Mission had 17 CPAS focal points who were part of the working groups, including 6 staff who were either new or inexperienced, without the required depth of knowledge of the Mission’s operations or its context to support thorough analysis and develop robust recommendations for Mission leadership. Although required by the CPAS results framework, due to inadequate supervision, focal points of some key components did not input data and analysis in the CPAS IT platform.

17. OIOS review of CPAS indicators and impact assessment reports, and interviews with 9 heads of divisions and field offices, 6 chiefs of sections/units and 6 focal points further indicated a lack of ownership of CPAS in UNMISS. Heads of field offices indicated that they were not part of the process; and some heads of divisions/sections/units did not provide inputs into data analysis or impact assessments or supervise the work of focal points. Interviewees noted that if the impact assessments were conducted bi-annually with adequate involvement of heads of field offices and heads of sections/units, this would assist in fostering greater ownership of the assessments. While DPET’s primary role during the pilot phase was to facilitate the implementation of CPAS in missions, the inability of the focal points to adequately play their roles even after two years meant that DPET had to be more heavily involved in developing the Mission’s CPAS results framework and conducting its impact assessments. The SPU, due to staff turnover, resource constraints and other competing priorities, had not yet reached the stage where they could independently conduct this facilitation role effectively.

18. The Mission’s reliance on DPET while not significantly increasing its own capacity to conduct the CPAS assessments impacted the effective implementation of CPAS in UNMISS. For example, there were significant delays, averaging 90 days, in finalizing the impact assessment reports. Due to extensive consultation, the preparation of impact assessment reports for the 2022-2023 fiscal year, which started in June 2023, were not completed five months later when it should have been done in one month, thereby diminishing the usefulness of impact assessment reports as the report did not timely inform mission planning or priority setting processes. Another consequence was that impact assessments conducted lacked contextual analysis as further discussed under the Section on impact assessments.

19. Inadequate management oversight and lack of adequate and experienced staffing resources hindered the effective implementation of CPAS. As a result, the Mission could not realize the full benefits of implementing CPAS, as highlighted in this report.

<p><b>(1) UNMISS should strengthen the management oversight and other organizational structures for the implementation of the Comprehensive Planning and Performance Assessment system (CPAS) by: (a) ensuring adequate supervision of the data input and analysis work of the CPAS focal points in; and (b) ensuring that the CPAS working groups comprise appropriately trained personnel with adequate knowledge and capacity to perform CPAS-related roles.</b></p> <p><i>UNMISS accepted recommendation 1 and stated that it expected to fully implement the recommendation by 30 June 2025. Evidence of training provided to the focal points will be made available.</i></p> <p><b>(2) UNMISS should take steps to ensure mission components take greater ownership of of the Comprehensive Performance Assessment System, including conducting impact assessments with adequate involvement of heads of field offices and heads of sections/units.</b></p> <p><i>UNMISS accepted recommendation 2 and stated that while heads of sections were already involved in CPAS impact assessments, UNMISS will strengthen that involvement and also involve heads of field offices as feasible during the assessment process. The Mission would like to note that the impact assessment sessions themselves are primarily conducted by the CPAS working groups (under the lead</i></p>
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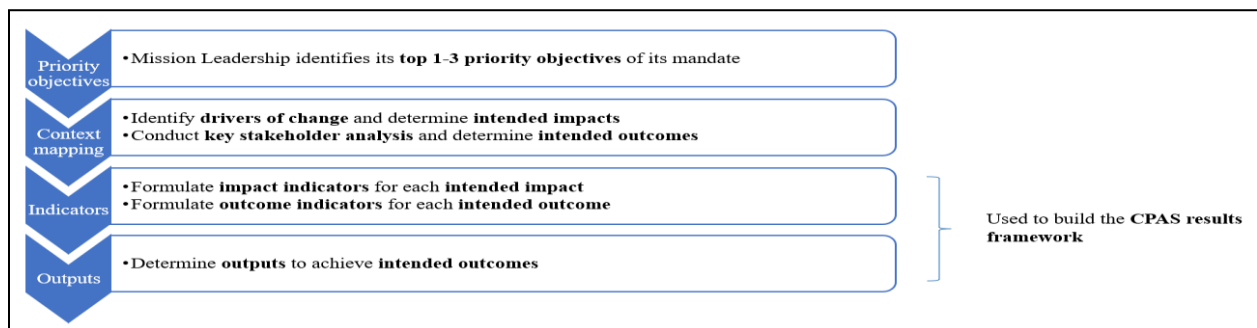
of the Strategic Planning Unit), which are composed of working/technical-level focal points rather than heads of sections/heads of field offices.

## B. CPAS results framework

UNMISS eliminated some critical processes in its current methodology resulting in negative impact

20. The draft CPAS Implementing Guidance issued in August 2020 required missions to identify top priority objectives and conduct context mapping exercises to identify drivers of change and key stakeholders and related intended impact and outcomes, formulate impact and outcome indicators, and determine outputs to achieve intended outcomes, as depicted in figure 3 below.

Figure 3: Representation of the original CPAS methodology



Source : DPET guidance document

21. Following representations from UNMISS and other missions, DPET agreed to remove the requirement for identification of priority objectives and instead required missions to identify their respective intended impacts, which were deemed similar to the priority objectives. Also, DPET discontinued the requirement for context mapping as a standalone concept and instead required that local dynamics and key external stakeholders were central to discussions during the annual impact assessment workshop sessions. These changes were not updated in the guidance document. However, OIOS noted some deficiencies in the implementation of CPAS emanating from the removal of the requirements, as highlighted below.

### Need to refine indicators in the Mission's CPAS results framework

22. Impact and outcome indicators are imperative for UNMISS to assess its performance and progress towards its priority objectives and to demonstrate the impact of its mandated activities. These indicators should be quantitative, qualitative, focused, clear and specific.

23. The Mission's first CPAS results framework, developed in May 2019, included 112 indicators. The large number of indicators posed significant constraints for responsible Mission components with limited staffing resources to effectively collect and analyze relevant data and conduct impact assessments. To address this, UNMISS, with support from DPET, streamlined its CPAS results framework in February 2023, reducing and refining the indicators to 47, consisting of 11 impact and 36 outcome indicators. The reduction in indicators was in line with the Implementation Group's recommendation in December 2022 for the SPU in consultation with Mission components to refine the CPAS indicators. However, OIOS review of these 47 indicators revealed some deficiencies, as discussed below.

24. Some indicators were inadequately defined, making it difficult to assess the Mission's performance or the impact of its mandated activities. For example:



- The level of engagement among political parties was one of the impact indicators formulated to track progress by relevant national actors in the implementation of benchmarks enshrined in the “Revitalized Agreement<sup>5</sup>”. However, the Mission did not specify the type and frequency of engagements.
- Sexual and gender-based violence survivors accessing rehabilitation services was one of the outcome indicators to track progress towards accountability for human rights violations and ensure access to justice for victims. However, this indicator was broad because while UNMISS could track the physical protection and legal aspects relating to sexual and gender-based violence, the Mission could not track progress towards other aspects of victims’ support such as psychosocial and medical support, as these fell under the purview of other United Nations Agencies.
- Three out of the five impact areas of the results framework relating to enhancing peace and security through the implementation of benchmarks in the Revitalized Agreement had impact and outcome indicators grouped, making it difficult to understand the link between impact indicators and specific outputs or outcomes.
- Only 4 (or 9 per cent) of the 47 impact and outcome indicators in the results framework were qualitative. Given the complex operating environments of peacekeeping missions, it is considered better practice to use a combination of quantitative and qualitative indicators to accurately reflect the different dynamics in the Mission’s operating environment and provide a comprehensive and balanced view of the Mission’s performance.

25. Interviews with CPAS focal points indicated the need to update the indicators based on additional experience gained through collecting data for these indicators in previous reporting periods. Indicators that were not appropriately formulated increased the risk that the Mission may not appropriately measure its progress and effectively demonstrate its impact in the implementation of its mandate.

**(3) UNMISS should refine indicators in the comprehensive planning and performance assessment system results framework to effectively measure intended outcomes and impact.**

*UNMISS accepted recommendation 3 and stated that, while noting that the effective measurement of outcomes and impact will always be difficult in a peacekeeping environment, the Mission will continue to regularly review and refine the CPAS indicators to maximize effective measurement and assessment of outcomes and impact areas. The next comprehensive review of the framework will be carried out following the development and adoption of the Mission’s multi-year strategic vision.*

## **C. CPAS impact assessments**

### Need to enhance data collection and analysis in the CPAS Information Technology platform

26. The CPAS implementation guidelines require UNMISS to report on the implementation of the Mission’s mandate using the data collected and analyzed through CPAS. Regular data collection and analysis are essential in measuring the progress of mandated tasks, tracking key performance indicators, determining the impact of mandated activities, and identifying issues that need to be addressed to ensure successful mandate delivery.

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<sup>5</sup> The Revitalized Agreement is an agreement between the transitional government of South Sudan, opposition groups, political parties and other stakeholders, aimed at ending the conflict and setting the country on a path towards sustainable peace.

27. UNMISS identified lead and supporting Mission components to input data and conduct analysis in the IT platform on a monthly or quarterly basis for the 47 outcome and impact indicators. However, a review of the platform's 2022/23 indicator reports showed deficiencies in the Mission's data collection and analysis, as below:

- No data was provided for 21 (or 45 per cent) of 47 impact and outcome indicators, including the Mission's 4 qualitative indicators. As of 6 November 2023, data had not been updated in the IT platform on an average of 340 days for 7 (or 64 per cent) of the 11 impact indicators, and 136 days for 28 (or 78 per cent) of the 36 outcome indicators. The requirement was for data to be input in the CPAS IT platform at least once every quarter.
- Data provided in the IT platform for 11 (or 23 per cent) of 47 impact and outcome indicators, in the form of figures, graphs and charts, were not supported by any analysis.
- The data and analysis provided by the Mission for 17 (or 36 per cent) of 47 impact and outcome indicators for the 2022/23 reporting period was significantly incomplete. For example, for two indicators (i.e., the number of displaced population and returnees and the number of casualties related to intercommunal violence), data and analysis were only included for August 2022 and June 2023, respectively.

28. The Mission had not established procedures for sharing CPAS-related information among relevant Mission components. Interviews with focal points indicated that supporting sections did not always provide information pertinent to lead substantive sections responsible for data collection and analysis relating to impact and outcome indicators. This hampered the availability of complete data and prevented effective analysis.

29. Moreover, UNMISS had not established mechanisms to capture data to accurately show its impact on local decision-makers and influence on the peace process. For example, in 2021/22, the Mission tracked two indicators to gauge state-level officials' knowledge of the National Policy on Returns and Reintegration. However, there was no detailed analysis to show whether this was achieved in the 2021/22 impact assessment reports as the Mission assumed that because the policy was launched in October 2019, governors, county commissioners and chief administrators in all states would be familiar with this policy.

30. UNMISS relied on national authorities' data for tracking CPAS indicators, but the lack of adequate data governance at the national level often compromised data integrity. Sensitive issues like sexual and gender-based violence had unreliable data due to under-reporting. Moreover, the substantive sections in different field offices maintained conflicting figures for the same events such as intercommunal violence-related incidents or casualties. In October 2023, the Mission designated field-integrated operating centers as the sole authority for reporting incidents and casualties in their respective areas to address this.

31. The data integrity issues occurred partly because UNMISS had not established adequate mechanisms to monitor data input and analysis in the IT platform due to other operational priorities of relevant Mission components. Although it is better practice for entities to prepare a data collection and analysis plan that determines the frequency, data sources, and medium through which data should be collected for the indicators, the Mission lacked such a plan to identify and collect relevant data, including using existing data sources in the Mission. This resulted in ineffective impact assessments, as extensive data and analysis did not support resulting recommendations from the assessments.

**(4) UNMISS should develop a data collection and analysis plan to collate the comprehensive planning and performance assessment system (CPAS) data and monitor the data input and analysis in the CPAS information technology platform.**

*UNMISS accepted recommendation 4 and stated that it would implement the recommendation by 30 June 2025.*

Need to incorporate adequate context analysis in impact assessments

32. UNMISS is required to undertake a comprehensive analysis of its operating environment, recognizing the evolving nature of political, security, social and other dynamics. This involves performing context mapping to identify the main drivers of change and the relevant external stakeholders who influence key dynamics in the country to engage them to achieve the desired impact. Context mapping must be an ongoing process that serves as the basis for the Mission to develop and refine its CPAS results framework.

33. In January 2019, DPET facilitated a context mapping and stakeholder mapping exercise to develop the Mission's first CPAS results framework. DPET advised missions to discontinue context mapping as a standalone concept to streamline implementation. Instead, missions are required to incorporate context analysis during the CPAS impact assessment sessions conducted at the end of each performance cycle for each of its indicators. However, with 112 indicators in its CPAS results framework for 2021/22 and 47 indicators in 2022/23, it was impractical to obtain detailed relevant contextual information, and conduct the required analysis on all these indicators within the two-day time frame allocated for the impact assessment discussions. Context mapping and analysis enhance the readability and understanding of CPAS impact assessment reports and provide the context within which the Mission's impact and outcomes are achieved.

34. Furthermore, a review of 2020/21 and 2021/2022 impact assessment reports showed that they lacked the necessary contextual information to enrich an understanding of underlying trends affecting the impact of the Mission's mandated activities. The reports lacked: (a) a snapshot of the conflict setting, including potential risk drivers such as regional dynamics, political developments, and economic and security situation in South Sudan; (b) description of drivers of change; (c) stakeholder analysis identifying key actors, their motivations and factors influencing their decision-making around the conflict; (d) conflict dynamics; and (e) underlying assumptions.

35. UNMISS had established conflict-related analytical capacities within the Joint Operations and Joint Mission Analysis Centres, which could support the Mission's context analysis in its CPAS impact assessments. For example, the Centres periodically report on situational awareness, conflict analysis and early warning reporting. However, UNMISS had not leveraged these capacities in its CPAS impact assessments. Inadequate reflection of the Mission's context impedes UNMISS' ability to effectively reflect and provide the right context about the progress of achievement of priority objectives.

**(5) UNMISS should leverage its existing conflict-related analytical capacities and information to include contextual analysis in its comprehensive planning and performance assessment system impact assessment process.**

*UNMISS accepted recommendation 5 and stated that the Mission has incorporated conflict analysis and information provided by the Joint Operations Centre and Joint Mission Analysis Cell during the current impact assessment conducted 16 to 19 April 2024 and will continue to implement the recommendation in future impact assessments.*

The Mission could align impact assessments to key planning and reporting timelines, and reporting at all levels

36. In its Mission Concept issued in June 2023, UNMISS expressed its intention to use the results framework as a basis to inform the formulation of the Mission's budget and assess its integrated performance on mandate implementation. Data and analysis drawn from CPAS should inform reporting at all levels, including to Member States.

37. The Mission's impact assessments were conducted annually at the end of the relevant budget year rather than on an ongoing basis, and the information therein could, therefore, not adequately complement its budget formulation process and the key reports on the progress of mandate implementation, such as the quarterly Secretary-General reports and mid-year and annual Results-based Budgeting budget performance reports.

38. Although the CPAS results framework and the RBB framework had some common data and information, UNMISS had not adequately used synergies from such information as each was treated as a separate and distinct exercise. While the CPAS results framework followed the Mission's five tracks of engagement in its Strategic Vision 2021-2024, the RBB framework was structured around the four core components of the Mission's mandate.

39. Also, the development of intended impacts, outcomes and outputs, and related indicators in the CPAS results framework did not inform the formulation of RBB elements, such as expected accomplishments, indicators of achievement and outputs. The inability to leverage information between the CPAS and RBB framework could preclude the Mission from strengthening the link between the Mission's impact and the resources required to maximize the impact through the Mission's outputs. Alignment of the frameworks would also provide synergistic benefits. As a good practice, the United Nations Integrated Stabilization Mission in the Central African Republic, by ensuring data and analysis were input into CPAS on an ongoing basis, had taken steps to align the frameworks. UNMISS could leverage the experience gained in this regard.

40. UNMISS acknowledged the need to align the CPAS results framework with crucial planning and reporting process and had initiated action to ensure the alignment. Actions taken included identifying commonalities such as contextual information that could be used in all the frameworks, and continuous and more regular input and analysis of data in CPAS. Therefore, OIOS did not make a recommendation.

#### **IV. ACKNOWLEDGEMENT**

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

Internal Audit Division  
Office of Internal Oversight Services

## STATUS OF AUDIT RECOMMENDATIONS

**Audit of implementation of the comprehensive planning and performance assessment system in the United Nations Mission in the Republic of South Sudan**

<b>Rec. no.</b>	<b>Recommendation</b>	<b>Critical<sup>6</sup>/ Important<sup>7</sup></b>	<b>C/ O<sup>8</sup></b>	<b>Actions needed to close recommendation</b>	<b>Implementation date<sup>9</sup></b>
1	UNMISS should strengthen the management oversight and other organizational structures for the implementation of the Comprehensive Planning and Performance Assessment system (CPAS) by: (a) ensuring adequate supervision of the data input and analysis work of the CPAS focal points in; and (b) ensuring that the CPAS working groups comprise appropriately trained personnel with adequate knowledge and capacity to perform CPAS-related roles.	Important	O	Receipt of evidence of implementation and training provided to the focal points.	30 June 2025
2	UNMISS should take steps to ensure mission components take greater ownership of of the Comprehensive Performance Assessment System, including conducting impact assessments with adequate involvement of heads of field offices and heads of sections/units.	Important	O	Receipt of evidence of mission components taking greater ownership of the CPAS and involvement of the heads of sections and heads of field offices in the impact assessments.	30 June 2025
3	UNMISS should refine indicators in the comprehensive planning and performance assessment system results framework to effectively measure intended outcomes and impact.	Important	O	Receipt of evidence of implementation.	30 June 2025
4	UNMISS should develop a data collection and analysis plan to collate the comprehensive planning and performance assessment system (CPAS) data and monitor the data input and analysis in the CPAS information technology platform.	Important	O	Receipt of a data collection and analysis plan to collate the CPAS data.	30 June 2025
5	UNMISS should leverage its existing conflict-related analytical capacities and information to include contextual analysis in its comprehensive	Important	O	Receipt of evidence of incorporation of conflict analysis and information provided by the Joint Operations Centre and Joint Mission Analysis Cell in the impact assessments.	30 June 2025

## STATUS OF AUDIT RECOMMENDATIONS

**Audit of implementation of the comprehensive planning and performance assessment system in the United Nations Mission in the Republic of South Sudan**

Rec. no.	Recommendation	Critical <sup>6</sup> / Important <sup>7</sup>	C/ O <sup>8</sup>	Actions needed to close recommendation	Implementation date <sup>9</sup>
	planning and performance assessment system impact assessment process.				

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<sup>6</sup> Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

<sup>7</sup> Important recommendations address those risk issues that require timely management attention. Failure to take action could have a high or moderate adverse impact on the Organization.

<sup>8</sup> Please note the value C denotes closed recommendations whereas O refers to open recommendations.

<sup>9</sup> Date provided by UNMISS in response to recommendations.



# **APPENDIX I**

## **Management Response**



Date: 25 June 2024

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

From:  Nicholas Haysom   
Special Representative of the Secretary-General  
United Nations Mission in the Republic of South Sudan

Subject: **Response to the draft report of an audit of Implementation of the Comprehensive Planning and Performance Assessment System (CPAS) in the United Nations Mission in the Republic of South Sudan (Assignment No. A2023-633-08)**

1. UNMISS gratefully acknowledges receipt of the draft report dated 10 June 2024.
2. UNMISS accepts all recommendations. An action plan for the implementation of the recommendations is provided in the enclosed annex as requested. The action plan includes comments on factors that will influence implementation.
3. I would like to thank OIOS for the conduct of the audit, which is helping the Mission strengthen its assessment of its impact through a more effective and efficient CPAS process.

cc: Ms. Victoria Browning, Director of Mission Support, UNMISS  
Mr. Aggrey Kedogo, Chief Service Delivery, UNMISS  
Ms. Daniela Wuerz, Chief Business Analytics and Compliance, UNMISS  
Ms. Tina Pihl, Senior Mission Planning Officer, UNMISS  
Ms. Oanh-Mai Chung, Substantive Audit Focal Point, UNMISS

Ms. Fatoumata Ndiaye, Under-Secretary-General for Internal Oversight Services  
Mr. Laud Botchwey, Chief Resident Auditor for UNMISS, Internal Audit  
Division, OIOS

Mr. Xin Zhou, Professional Practices Section, Internal Audit Division, OIOS



## Management Response

## Audit of implementation of Comprehensive Planning and Performance Assessment System in the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNMISS should strengthen the management oversight and other organizational structures for the implementation of the Comprehensive Planning and Performance Assessment system (CPAS) by: (a) ensuring adequate supervision of the data input and analysis work of the CPAS focal points in; and (b) ensuring that the CPAS working groups comprise appropriately trained personnel with adequate knowledge and capacity to perform CPAS-related roles.	Important	Yes	Head of SPU	30 June 2025	The Mission accepts this recommendation and will aim to implement it by 30 June 2025.
2	UNMISS should take steps to ensure mission components take greater ownership of the Comprehensive Performance Assessment System (CPAS), including conducting impact assessments with adequate involvement of heads of field offices and heads of sections/units.	Important	Yes	CoS, Head of SPU, heads of substantive sections, heads of field offices	30 June 2025	While heads of sections are already involved in CPAS impact assessments, UNMISS will strengthen that involvement and also involve heads of field offices as feasible during the assessment process. The Mission would like to note that the impact assessment sessions themselves are primarily conducted by the CPAS working groups (under the lead of the Strategic Planning Unit), which are composed of working/technical-level

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

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

## Management Response

## Audit of implementation of Comprehensive Planning and Performance Assessment System in the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						focal points rather than heads of section or heads of field office.
3	UNMISS should refine indicators in the comprehensive planning and performance assessment system (CPAS) results framework to effectively measure intended outcomes and impact.	Important	Yes	Head of SPU	30 June 2025	UNMISS will continue to regularly review and refine the CPAS indicators to maximize effective measurement and assessment of outcomes and impact areas. The next comprehensive review of the framework, including its indicators, will be carried out following the development and adoption of the Mission's multi-year strategic vision requested by the Security Council in its resolution 2729 (2024). UNMISS would like to note that the effective measurement of outcomes and impact will always be difficult in a peacekeeping environment.
4	UNMISS should develop a data collection and analysis plan to collate the comprehensive planning and performance assessment system (CPAS) data and monitor the data input and analysis in the CPAS information technology platform.	Important	Yes	Head of SPU	30 June 2025	The Mission accepts this recommendation and will aim to implement it by 30 June 2025.
5	UNMISS should leverage its existing conflict-related analytical capacities and information to include contextual analysis in its comprehensive planning and performance assessment system (CPAS) impact assessment process.	Important	Yes	Head of SPU, heads of section	30 June 2025	UNMISS incorporated conflict analysis and information provided by JOC and JMAC during the impact assessment conducted 16 to 19 April 2024 and will continue to implement

Management Response

Audit of implementation of Comprehensive Planning and Performance Assessment System in the United Nations Mission in the Republic of South Sudan

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						this recommendation in future impact assessments.