



INTERNAL AUDIT DIVISION

REPORT 2025/028

Audit of the implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

The Mission needed to improve the functioning of governance over its CPAS activities to achieve more effective Mission performance assessments and decision-making process.

30 June 2025

Assignment No. AP2024-637-04

Audit of the implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

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 United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). The objective of the audit was to assess the effectiveness of CPAS implementation in MINUSCA. The audit covered the period from 1 January 2021 to 31 December 2024 and included governance of the CPAS process, CPAS results framework and indicators and CPAS data collection and assessments.

MINUSCA prepared a five-year strategy to guide its implementation of mandated activities. Arising from the strategy, the Mission developed a Mission Plan and a CPAS results framework to incorporate key performance indicators. However, MINUSCA needed to enhance the functioning of CPAS governance bodies established to oversee CPAS implementation and other mission integrated planning activities - the Integrated Planning Team (IPT), and Integrated Planning Monitoring and Review Working Group (IPMR WG). The IPT was not fully functioning to provide the required strategic guidance and monitor recommendations from the CPAS performance assessments. Furthermore, there were inconsistencies in the data provided by the integrated planning focal points resulting in incomplete or inaccurate information in the system. The CPAS performance assessments themselves were not adequately conducted due to missing data and the fact that the performance indicators were not properly defined to accurately measure the targeted strategic activities.

OIOS made eight recommendations. To address issues identified in the audit, MINUSCA needed to:

- Ensure that the IPT meets regularly and provides the required strategic guidance;
- Strengthen the integrated planning focal point system by ensuring that focal points are formally appointed with clear terms of reference and trained appropriately;
- Periodically review the access rights granted in CPAS Platform with a view to aligning those rights with assigned roles and responsibilities;
- Refine indicators in the results framework for effective measurement of intended outcome and intended impact;
- Ensure that Mission components fully align their annual workplans with the Mission Plan to ensure that all efforts contribute to the same goals and objectives;
- Require mission components to enhance information sharing, update missing data and implement measures for escalating cases of non-compliance on data capture;
- Improve and conduct comprehensive CPAS assessments that include analysis of key indicators, and require the IPT to ensure that key personnel and sections are available to provide relevant perspectives; and
- Ensure that recommendations from the CPAS assessments are approved by the senior management and monitored for implementation.

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

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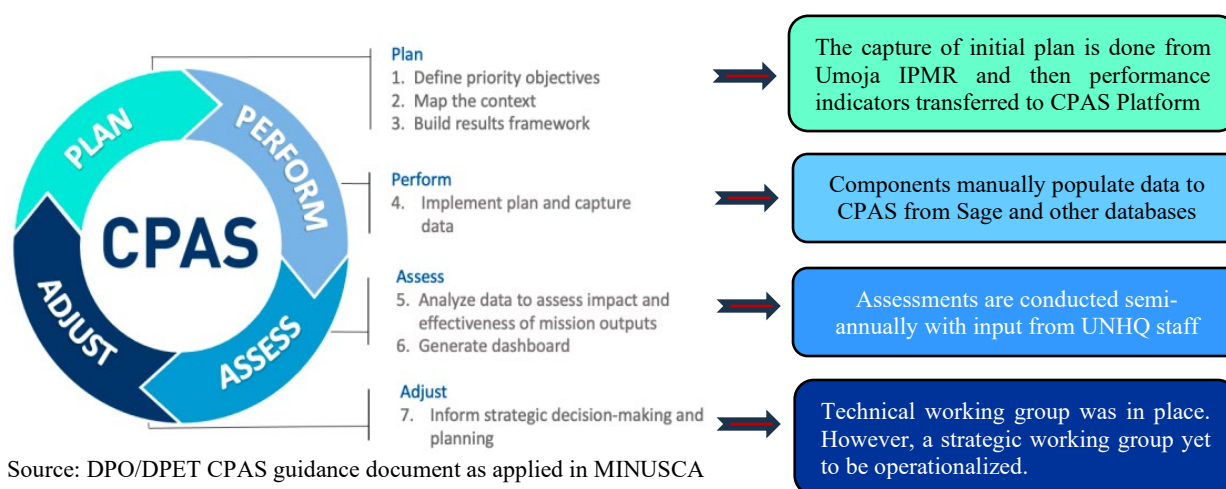
Audit of the implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

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 United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA).

2. CPAS is an integrated, mission-level planning and impact assessment tool that helps missions to strengthen and show their impact towards established goals and strategic objectives. CPAS is designed to help Missions to identify who the Mission needs to influence and how to influence them to have an impact and successfully implement its mandate, focusing on the most decisive elements of highly complex conflict environments. The CPAS impact assessments ought to be informed by quantitative, qualitative and geospatial data, which enables whole-of-mission planning, responsiveness to local context, and evidence-based decision-making that informs operations. The process is highlighted in figure 1.

Figure 1: Comprehensive Planning and Performance Assessment System process



3. The Division of Policy, Evaluation and Training (DPET) within the Department of Peace Operations piloted CPAS in MINUSCA and two other peacekeeping missions in August 2018. As of November 2021, DPET had rolled out CPAS to all peacekeeping missions. 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.

4. MINUSCA established two governance structures, namely the Integrated Planning Team (IPT) and the Integrated Planning, Monitoring and Reporting Working Group (IPMR WG). The IPT, chaired by the Mission Chief of Staff at D-2 level, is a decision-making body that provides strategic guidance and overall oversight into the implementation of the Mission Plan and CPAS. The IPMR WG, chaired by the Senior Planning Officer at P-5 level, is a technical working group that coordinates, monitors, assesses and makes recommendations to the IPT on adjustments required for effective implementation of mandated activities. The CPAS activities are coordinated and implemented through a network of 112 integrated planning focal points. The Joint Mission Planning Unit (JMPU) provides secretariat functions for the IPMR WG.

5. The JMPU is headed by a Chief at the P-5 level who reports directly to the Chief of Staff, and comprises one P-3 international staff, one international United Nations Volunteer and two representatives from the Police and Military.

6. MINUSCA documented its five-year Mission Plan in Umoja (IPMR module) and used a SharePoint-based Information Technology platform (CPAS IT platform) for assessing Mission performance against its mandated activities. Data on Mission activities and incidents (which is input into CPAS IT Platform or the IPMR Module) was collected from respective databases of the sections or obtained from the UniteAware SAGE system, which served as a depository of data on mission activities and incidents in the area of operation.

7. Comments provided by MINUSCA are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

8. The objective of the audit was to assess the effectiveness of the implementation of the CPAS in MINUSCA.

9. This audit was included in the 2024 risk-based work plan of OIOS due to the importance of CPAS in supporting mandate implementation, by making available evidence-based data on the Mission's performance, thereby enhancing decision-making and achievement of the Mission's objectives.

10. OIOS conducted this audit from November 2024 to March 2025. The audit covered the period from 1 January 2021 to 31 December 2024. Based on an activity-level risk assessment, the audit covered high and medium-risk areas in CPAS implementation, which included: (a) governance of the CPAS process; (b) CPAS results framework and indicators; and (c) CPAS data collection and assessments.

11. The audit methodology included: (a) interviews with key personnel involved in CPAS implementation; (b) review of relevant documentation and key processes on CPAS to assess their design and effectiveness; (c) analytical review of CPAS planning and assessment data extracted from (i) Umoja IPMR, (ii) CPAS; and (iii) UniteAware SAGE on recording and reporting of incidents; (d) site visits to office locations in Bangui to verify the collection and aggregation of data on incidents; and (e) random and judgmental sample testing of various reports on incident reporting to verify accuracy and completeness.

12. To assess the reliability of data in CPAS IT Platform, UniteAware SAGE and Umoja (IPMR), OIOS: (a) performed analytical reviews of data and reviewed accuracy of reports generated from the systems; (b) interviewed key MINUSCA personnel to identify and address any data-related issues; and (c) conducted analytical reviews of data in CPAS and UniteAware SAGE to determine completeness and accuracy. Based on the review, OIOS determined that the Mission had not established and implemented adequate measures to ensure that the data was reliable for the purpose of determining the outputs, outcome and impact of the Mission's activities and their subsequent reporting. Discrepancies such as missing data, duplicate records, or data entry errors were brought to MINUSCA's attention, and the Mission noted the issues and has commenced actions to rectify them and prevent recurrence.

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

III. AUDIT RESULTS

A. Governance of the CPAS process

14. The call for support and commitment towards implementation of the Mission Plan, including CPAS, was emphasized by the Special Representative of the Secretary-General (SRSG) in the directive on the implementation of the 2023-2028 Mission Plan dated 23 November 2023. Subsequently, in order to strengthen the CPAS activities in the Mission, the JMPU rallied the Mission components to fully participate in the integrated planning processes by organizing weekly IPMR WG meetings and calling for senior leadership participation in the CPAS activities.

15. However, despite these efforts, OIOS noted that the responsiveness and performance towards the CPAS processes by Mission components¹ was mixed. Mission components generally viewed CPAS as a tool for the JMPU Section's work as opposed to a mission-wide enabler of planning and performance assessment. OIOS noted that this was in large part due to an ineffective functioning of the CPAS governance structures, as explained below:

The Integrated Planning Team did not provide the required strategic guidance

16. In February 2024, MINUSCA established the IPT to oversee the implementation of CPAS. However, despite the Mission developing the terms of reference and defining the composition of the IPT, the IPT did not conduct its bi-weekly meetings in the audit period, nor did it review the CPAS assessments in 2023 and 2024. The Mission indicated that the lack of effective operationalization of IPT was due to changes in the Office of Chief of Staff and committed to taking measures to improve the functioning of the IPT. However, at the time of the audit in March 2025, the IPT had not started meeting regularly.

17. The lack of an effective IPT deprived the CPAS processes of the required strategic leadership. Notably, this might have contributed to the delay in finalizing the 2024 CPAS assessments, a process which took close to four months instead of the benchmarked two weeks. OIOS noted that the need for an effective IPT was emphasized in the 2024 Office for the Peacekeeping Strategic Partnership report on the review of MINUSCA.

(1) MINUSCA should take action to ensure that the Integrated Planning Team meets regularly and provides the required strategic guidance and escalation of matters to senior mission management on the implementation of the Comprehensive Planning and Performance Assessment System.

MINUSCA accepted recommendation 1 and stated that the format and frequency of the Integrated Planning Team (IPT) was being reviewed and it was expected that the IPT would meet every three months to assess key planning issues. The IPT would, in future, include a review of the progress and evolution of the Mission plan and associated processes as well as updates on the CPAS data collection and processes.

The integrated planning focal point system had some significant weaknesses

18. Mission components appointed 112 integrated planning focal points across components to support the effective implementation of CPAS, Results Based Budget (RBB) and other mission planning processes. Through interviews with 30 of the 112 focal points, OIOS noted that the performance and understanding of

¹ For purposes of this report, this refers to the uniformed elements (Military and United Nations Police), as well as all the individual sections and units in MINUSCA.

the roles was mixed. Focal points from substantive sections performed well compared to those from Mission Support sections. For example, out of the 10 sub-objectives (broken down into 104 indicators) that were not assessed due to either lack of data or absence of focal points or key personnel, 7 related to Mission Support functions. Below are some observations from the interviews:

- Most of the focal points from Mission Support sections were not aware that they were designated as planning focal points. This was because the appointment of focal points across the Mission was not formalized: the designation as focal points had not been followed by formal communication including terms of reference outlining roles and responsibilities;
- The roles performed by focal points were not systematically evaluated as part of the individual work plan and appraisal; and
- The Mission did not conduct mission-specific training to induct new focal points, and to complement any learning obtained during the weekly IPMR meetings. While the DPET within the Department of Peace Operations conducted one-hour introductory monthly training on CPAS, these did not effectively address observed knowledge gaps in data capture and analysis.

19. The list of focal points had not been updated since 2022 and included staff that either left the Mission or were reassigned. JMPU acknowledged and stated that the list of active focal points was tracked via the mailing list in Microsoft Outlook. While notably the mailing list was more updated, it still included persons that had either left the mission or no longer performed focal point roles. In addition, Mission had not established a mechanism for periodic alignment of CPAS IT Platform access rights for the users.

20. As a result, 55 per cent of the 112 focal points did not have access to the CPAS IT Platform, which hampered their ability to input data. On the other hand, access rights to CPAS were still active for 10 of the 24 focal points that had left the Mission. Overall, the CPAS had 131 users with different access levels from data viewing, data input to modification of the framework. Of the 131 user access rights, thirty-one were for senior staff who did not have any responsibilities with the CPAS IT Platform.

- (2) MINUSCA should strengthen the integrated planning focal point system by ensuring that focal points: (a) are formally appointed by Mission components with clear terms of reference; (b) duties are incorporated into individual performance discussions and assessments; and (c) receive periodic training that is tailored to mission needs to address observed knowledge gaps and performance weaknesses.**

MINUSCA accepted recommendation 2 and stated that the Joint Mission Planning Unit would ensure that the Mission components endorsed the nomination of all focal points, who would be provided with relevant terms of reference and training to address observed knowledge gaps and performance weaknesses. The Unit would also liaise with the Integrated Mission Training Centre and those that provide briefings and training, including first reporting officers, on the need to include the duties of the planning and reporting focal points in individual workplans.

- (3) MINUSCA should periodically review the access rights granted in the Comprehensive Planning and Performance Assessment System Information Technology Platform with a view to aligning those rights with assigned roles and responsibilities and promptly revoking rights that are no longer required.**

MINUSCA accepted recommendation 3 and stated that the Joint Mission Planning Unit would review access to current systems being used for planning, monitoring and reporting and remove access for those who no longer require it.

Attendance to the weekly IPMR meetings by the focal points was low and the meetings were not consistently conducted

21. The IPMR WG should conduct weekly meetings to, *inter alia*, address operational shortcomings in the implementation of CPAS. The IPMR WG meeting is meant to serve as an integrative-operational planning meeting at which, among others, thematic discussions are held on mission planning including CPAS, possible changes to CPAS indicators are discussed, and data deficiencies identified. It should also serve as a training base for mission planning processes as no specific CPAS training courses are conducted.

22. OIOS noted that the IPMR WG did not hold its meetings consistently during the period October 2023 to January 2025. The IPMR WG held 32 or 49 per cent of the expected 65 meetings, with an extended break of ten weeks from November 2024 to 13 January 2025, during which no meeting was convened. About half of the participants were of the view that the meetings were too frequent, and a much less frequency would help members to better plan and allocate time from their core duties. The IPMR WG could explore possibilities of creating smaller thematic working groups that would discuss matters in detail before bringing them to the IPMR WG, which in turn could help in reducing the frequency of the IPMR WG meetings.

23. The attendance by focal points to the weekly IPMR WG meetings averaged 35 per cent (14 participants against an average expected attendance of forty participants) between October 2023 and January 2025 as per table 1. Twenty-three participants attended less than a third of the meetings during this period, with the majority attending less than three of the 32 meetings in the period.

Table 1: Attendance statistics to IPMR WG meetings by section/office/component

Attendance percentage	Number of sections/offices
0% - 33%	23
34% - 67%	8
68% - 100%	10
Total	41

Source: OIOS analysis of IPMR WG minutes

24. The inability to hold the IPMR WG on a regular basis coupled with the low attendance at these meetings adversely impacted the work of the IPMR WG in addressing instances of missing or incomplete data or refining the CPAS performance indicators. This matter is addressed in recommendation 6 of Section C of this report.

B. CPAS results framework and indicators

The performance indicators in the results framework were not effectively designed

25. MINUSCA developed a five-year strategy that was approved by the SRSG in May 2023, which was aimed at integrating and guiding MINUSCA's interventions to proactively foster an environment conducive to sustainable peace, stabilization, reconciliation and development in the country, in line with the Security Council resolution 2659 of 2022.

26. To operationalize the strategy, MINUSCA developed a Mission Plan identifying its key performance indicators and formulated the CPAS results framework in the CPAS IT Platform for ongoing

monitoring and assessment. The results framework was required to show strategic impacts², stakeholder outcomes, and outputs, and to feature both quantitative and qualitative indicators to effectively track and provide a comprehensive and balanced view of the Mission's performance.

27. The current CPAS results framework had 231 indicators, which were not classified as per CPAS guidelines (as strategic impact, stakeholder outcome and output categories), but rather classified all as "output indicators". The Mission stated that basing its indicators on outputs was much simpler and practical. OIOS review of the indicators showed that despite being classified as output indicators, the indicators were comprehensive and included elements of all three categories. Although the indicators were comprehensive and included elements from all three categories, the required classification would facilitate a more effective and efficient assessment.

28. OIOS noted that the performance indicators were not focused, or specific to effectively demonstrate the Mission's impact of mandated activities. The following was noted:

- Many numeric indicators and too few qualitative factors used - Of the 231 performance indicators, only 13 per cent were qualitative. In addition, about 30 per cent of the indicators, especially qualitative ones, were not specific on how, what was to be measured, and which parameters were to be considered in assessing those indicators, and this subsequently resulted in over 10 indicators not being assessed due to misunderstanding of what was to be measured. Qualitative indicators capture context-specific factors, subjective experiences and nuanced information that quantitative data may overlook. Given the complex operating environment of peacekeeping missions, the DPET encourages use of a good 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.
- Mission tracked too many performance indicators - The number of indicators that the Mission tracked had considerably increased to 231 from 135 previously, as compared to the CPAS guidelines requirement of 30 to 60 indicators. This posed resource constraints for responsible Mission components to effectively collect and analyze relevant data. As a result, 45 of the 231 indicators were not assessed due to lack of data in CPAS.
- Too few indicators depicting Mission efforts and outputs - The substantive objectives had 188 indicators. Of these, only 33 (or 18 per cent) related to MINUSCA operational outputs while the majority are outcome and impact indicators focusing on external developments such as number of armed groups, and number of victims killed, which are the collective efforts of all the stakeholders involved in the implementation of the Mission's specific mandates. Interviews with CPAS focal points and various Mission components indicated the need to update the indicators to include more indicators on mission efforts or activities.
- Lack of clarity of who the lead sections were on some indicators - For 87 of the 231 indicators, there was a conflict on the lead sections between the CPAS results framework and CPAS data. For instance, the CPAS results framework showed that the Justice and Corrections Section was responsible for tracking the number of women incarcerated while the CPAS indicators dashboard

² **Strategic impacts** refer to the change a mission wants to see at the strategic level in mandated areas, for example, a decreased threat posed by armed groups or increased security in strategic areas. To deliver them, the mission develops **stakeholder outcomes**. Stakeholder outcomes is the change in knowledge, position, attitude, capacity or behaviour of stakeholders considered key to bring about a strategic impact. For example, increased capacity and professionalism of the national police to provide security **Outputs** are a final product or service delivered by the mission, designed to bring about a stakeholder outcome and in turn make progress towards the mission's strategic impacts and mandate. For examples training and capacity building provided by the Mission.

showed that the Gender Section was the lead. This lack of a delineation of roles and responsibilities could impact on accountability.

29. As a result of the above weaknesses, MINUSCA could not consistently assess the relevance and effectiveness of the Mission's outputs in delivering outcomes and impact. The above weaknesses were due to inadequate oversight by MINUSCA management as well as inadequate participation by some Mission components in the IPMR WG meetings where these indicators were reviewed. JMPU stated that the IPMR mechanism would continue to review and refine the indicators.

(4) MINUSCA should refine indicators in the results framework for effective measurement of intended outcome and intended impact including: (i) defining the scope of parameters to be included in assessing qualitative indicators to ensure common understanding; and (ii) reviewing and classifying the indicators in order to better reflect Mission activities.

MINUSCA accepted recommendation 4 and stated that the Joint Mission Planning Unit continually improves the quality of the results framework. The current phase of improvement would go some way to address the recommendation.

Mission component workplans were not fully aligned with the CPAS results framework

30. Mission components prepare annual workplans, which are aimed at translating the applicable strategic objectives under their ambit into implementable actions, activities and performance indicators, which ultimately should be reflected in the Mission Plan.

31. A review of the CPAS results framework of seven component workplans out of 15 reviewed for the year 2024-25 showed significant differences in the content and substance of activities and performance indicators. For instance, for the Electoral Section, none of the 16 indicators in the CPAS Framework were in the Section's workplan and for the Conduct and Discipline Section, outputs were different from those in the Mission Plan.

32. This lack of consistency exposed the Mission to risks, including wasted resources, missed opportunities for collaboration and synergy, and reduced overall effectiveness. It could also lead to duplication of effort, conflicts between sections' work, and difficulty in aligning individual section's goals with the organization's overall objectives. The JMPU, however, indicated that the Mission had identified the inconsistencies and had earmarked to harmonize the various components' workplans with the Mission plan in 2026.

(5) MINUSCA should ensure that Mission components fully align their annual workplans with the Mission Plan to ensure that all efforts contribute to the same goals and objectives, thereby maximizing efficiency and effectiveness.

MINUSCA accepted recommendation 5 and stated that the process of aligning component workplans with the Mission Plan was ongoing and would take number of annual cycles before completion. The current work for the 2025-26 budget cycle was underway and good progress had been made in increasing the understanding of the concept of planning, the existence of a Mission Plan and the need to align to it.

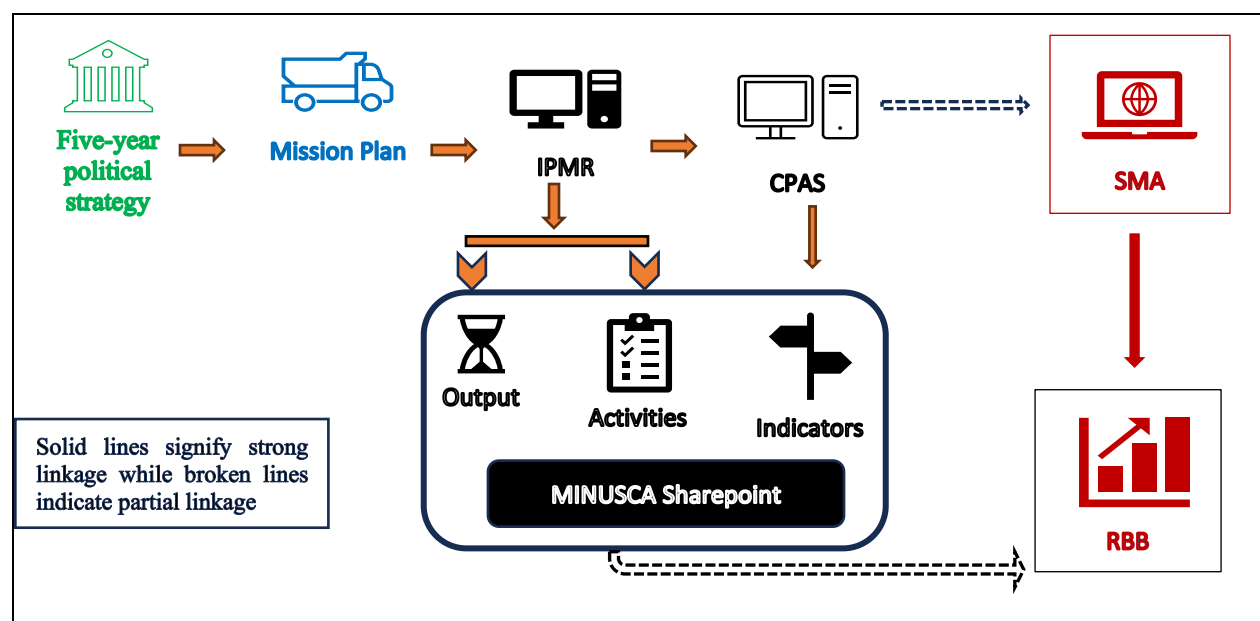
MINUSCA continued to make strides in aligning CPAS results framework and results-based budgeting

33. The Under-Secretary-General for the Department of Peacekeeping Operations and the Controller requested missions to strengthen the impact-orientation of RBBs, including by progressively using CPAS to inform the development of RBB. In particular, and in compliance with the RBB methodology and reporting requirements of the General Assembly, missions were expected to progressively use CPAS indicators to supplement or replace some RBB indicators of achievement to effectively assess progress towards the expected accomplishments and to ensure outputs were resourced.

34. MINUSCA continued to make strides towards aligning CPAS to RBB. The Mission Plan was documented in the IPMR Module of Umoja to ensure that, in addition to the outputs required to implement the Mission Plan, relevant activities to achieve the outputs were also captured, a feature that was not available in the CPAS IT Platform³. CPAS indicators were therefore developed from the Mission Plan and captured in the CPAS IT Platform. In addition, beginning with the fiscal year 2025/26, MINUSCA had started aligning the Mission's outputs under the Mission Plan with the outputs under the RBB framework. The Mission had also created dashboards for 142 projects (\$34.58 million) under the programmatic funds to ensure greater visibility between activities and resource allocation.

35. Figure 2 indicates the linkages between the various planning systems deployed in the Mission.

Figure 2: Alignment of various planning systems in MINUSCA, including CPAS



Source: OIOS depiction of the alignment of CPAS and RBB

36. The Mission has also been collaborating with the Field Operations Finance Division of the Department of Management Strategy, Policy and Compliance to improve the templates for the RBB report and performance report to better alignment CPAS and the RBB.

³ The CPAS IT Platform does not have provision for capturing the related activities required to achieve the outputs. The lowest level in the CPAS IT Platform are outputs and not activities.

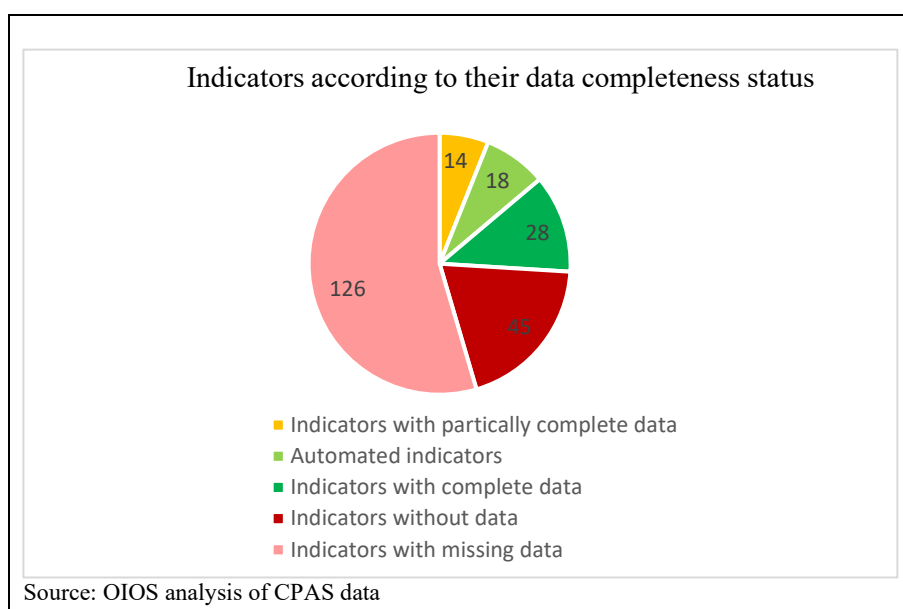
C. CPAS data collection and assessments

CPAS data in the IT Platform was not complete

37. Mission components are required to input their respective data by the tenth of the subsequent month to ensure timely and complete data capture. Any gaps in data are reviewed by the IPMR.

38. MINUSCA monitored 231 indicators, of which 18 (or 8 percent) were automatically updated from SAGE and other databases. Data for the rest of the indicators were inputted manually each month. OIOS noted that significant portion of the data that was input manually was incomplete. For instance, 126 indicators (or 55 per cent) had missing data⁴ while 45 indicators (or 19 percent) had no data at all. While the data currently held in CPAS was useful, the continued deficiencies or gaps in data in the long run would significantly impact decision-making that relies on that data. Figure 3 provides analysis of the 231 indicators according to the status of data input completion.

Figure 3: Status of performance indicators



39. The challenges in collating data were attributed to ineffectiveness of the focal point system as detailed in Section A. However, OIOS also noted that the Mission components did not have adequate databases of historical data on Mission activities and hence their challenges in populating required data into CPAS. The Mission had since embarked on developing inhouse databases that would help in maintaining operational data across Mission components.

40. There was also ineffective coordination among mission components. As noted during the CPAS assessments, information sharing within the Mission remained inadequate, affecting decision-making, coordination, and planning, ultimately undermining the Mission's ability to effectively respond to threats and achieve its objectives. In some cases, relevant sections either did not receive information at all or received it late, resulting in inadequate follow-up interventions. The Joint Mission Analysis Centre and

⁴ Missing data implies that data for a given period was not input at all. Both aggregated (total) and disaggregated (subtotals) data was missing. Incomplete data implies that the aggregated data (overall totals such as number of victims helped) was provided but not the disaggregated data (sub totals such as distribution of the number of victims helped between males and females).

Joint Operations Centre were similarly requested to be more proactive in providing valuable insights which were critical to mission assessment as well as to informing decision-making. Equally, the Field Offices' participation in the integrated mission planning processes was sub-optimal as they barely attended the IPMR or CPAS assessments.

- (6) MINUSCA should: (i) require mission components to complete missing data and to further implement measures for escalating cases of non-compliance on data capture; and (ii) enhance the sharing of information among mission components, including increased leverage on the analyses by the Joint Operations Centre and Joint Mission Analysis Centre.**

MINUSCA accepted recommendation 6 and stated that the matter is an ongoing task. The Joint Mission Planning Unit (JMPU) managed the process on behalf of the Mission Chief of Staff. However, full enforcement remains challenging, as the required data can be difficult for all components to collect and process in a timely manner. The JMPU would continue to monitor this issue in a supportive manner.















CPAS assessments were not conducted regularly or effectively





41. The CPAS Guidelines require assessments to be conducted at least twice per year for medium-to-large sized missions. Similarly, the Political Strategy of the Mission required review of progress towards implementation of the strategy on a bi-annual basis.

42. MINUSCA did not conduct regular CPAS assessments between January 2021 to December 2024, having conducted five out of eight possible assessments. Apart from 2021 when the Mission conducted two assessments, MINUSCA conducted only one assessment for each of the years 2022, 2023 and 2024. There were also no assessments done for the periods October 2021 to December 2021, and January 2023 to June 2023. For the year 2025 however, the Mission had conducted the first assessment in May 2025 and was on course for the second by end of year, as required.

43. Over the past two assessments conducted, the results showed that the Mission was making some progress across the four strategic objectives (mission efforts) as shown in table 2.

Table 2: Overview of Mission progress on implementation of mandated activities

Mission Objectives	April - Sep 2021	Jan - Dec 2022	July - Dec 2023	Jan - Oct 2024
1: Political, peace and reconciliation processes are advanced and democratic institutions are strengthened				
2: The security situation is improved across the country				
3: State authority is sustainably extended and restored in the country				
4: Mission Performance is optimized and fosters a positive legacy	N/A	N/A		

Key:  Deterioration  No Progress  Some Progress  Progress

Source: Mission assessment report

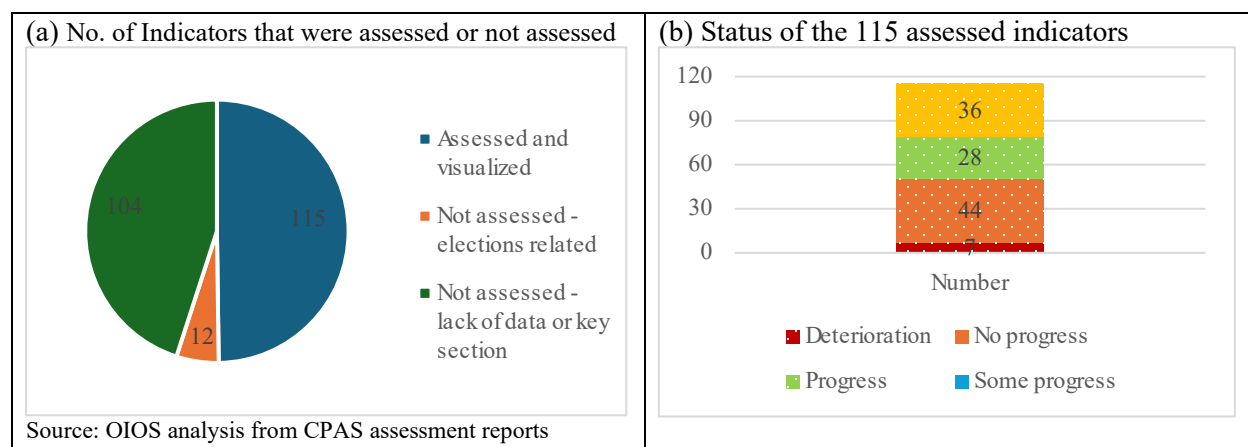
44. OIOS review of the 2024 CPAS assessments showed that of the 231 indicators, only 115 or 50 per cent were assessed as detailed as per the charts in Figure 4. The remainder 116⁵ indicators could not be reviewed or assessed due to lack of data in the CPAS Platform, absence of key sections such as Joint

⁵ Twelve indicators were not assessed because they were election related that were expected to be conducted in December 2025.

Mission Analysis Centre, Civil Affairs, Joint Operations Centre, and Legal Affairs when the respective indicators under their ambit were being discussed. Furthermore, of the 115 indicators that were assessed, 10 were not data-backed as there was no underlying data available.

45. Figure 4 (a) shows how many indicators were assessed and how many were not while Figure 4(b) shows the assessment results of the 115 indicators that were assessed (7 indicated deteriorating results, 44 showed no progress, 36 recorded some progress and 28 showed progress). Some of the indicators that were not assessed included protection of civic space; human rights and freedoms; optimization of political dialogue and effectiveness of democratic institutions; status of forces agreement violations and impediments to freedom of movement; and safety and security of United Nations personnel, its camps and installations.

Figure 4: Assessment of performance indicators



46. OIOS noted through discussions with key personnel and review of assessment reports that some key sections of the Mission did not attend the assessments but were represented by staff with insufficient knowledge of the Mission Plan and planning process. While the list of focal points included professional staff at P5 and P4 levels, in most cases these senior staff abdicated the CPAS assessments and other focal points roles to United Nations volunteers and other lower-level staff. That consequently impacted on the quality of the assessment leading to certain outputs not being assessed. This situation persisted despite the efforts of the JMPU to get all relevant components of the Mission involved in the mission integrated planning processes.

- (7) MINUSCA should: (a) improve and conduct comprehensive CPAS assessments that include analysis of key indicators to provide an accurate narration of mission performance; and (b) require the Integrated Planning Team to ensure that key personnel and sections are available to provide relevant perspectives for indicators under their ambit.**

MINUSCA accepted recommendation 7 and stated that the Joint Mission Planning Unit aimed to conduct CPAS assessments on a biannual basis, with a commitment to improving the outputs and the process at every subsequent assessment. The Unit continues to enhance the impact indicators to enable a more accurate analysis and narrative of the Mission performance. The Unit, in close consultation with The Division of Policy, Evaluation and Training, created the conditions and encouraged all key personnel to attend the biannual assessments to allow sections to provide relevant perspectives for indicators under their ambit. However, it must be caveated that this was an intangible situation to achieve.

The recommendations from the assessment have not been properly followed up

47. OIOS noted that though the assessments raised some recommendations, these recommendations were not approved by the IPT before transmission to the SRSG or systematically tracked to ensure they were subsequently implemented. Some of the recommendations that were made during the 2024 CPAS assessments but not reviewed by the IPT included the following:

- Need to enhance coordination with the Central African Armed Forces to ensure all disarmament activities align with official disengagement and disarmament efforts and fostering community engagement to ensure disengagement and disarmament and reintegration programs are inclusive and transparent;
- Exploring ways of strengthening coordination and collaboration with the United Nations Country Team for effective and comprehensive implementation of mandated activities;
- Need to integrate lessons learned from previous elections, particularly regarding the inclusion of women and youth; and
- Actions for increased demilitarization of the prisons in the country and improvement of living conditions in the field in support of the Mission's decentralization strategy.

48. There was, therefore, no record of how past recommendations were handled and their status. OIOS noted similar recurring issues from previous assessments, and especially the 2023 assessments, such as challenges in data collection, indicators that did not have clear benchmarks, inability to assess outputs due to absence of key personnel, and need for greater integration and coordination within Mission components, which was indicative of non-resolution of systematic issues over time. With the implementation of the Mission Plan, the JMPU initiated action to implement a mechanism for effective tracking of the recommendations and communicating their status of implementation to senior management.

(8) MINUSCA should ensure that recommendations from the CPAS assessments are approved by the senior management and monitored for implementation.

MINUSCA accepted recommendation 8 and stated that the Joint Mission Planning Unit presented the draft report on CPAS assessments to the Senior Leadership for endorsement. The Unit would develop a mechanism to monitor the implementation of the recommendations arising from these assessments.

IV. ACKNOWLEDGEMENT

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

Internal Audit Division
Office of Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Audit of the implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

Rec. no.	Recommendation	Critical/ Important ⁷	C/ O ⁸	Actions needed to close recommendation	Implementation date ⁹
1	MINUSCA should take action to ensure that the Integrated Planning Team meets regularly and provides the required strategic guidance and escalation of matters to senior mission management on the implementation of the Comprehensive Planning and Performance Assessment System.	Important	O	Evidence of effectiveness of the Integrated Planning Team through regular meetings and provision of required strategic guidance on the implementation of the Comprehensive Planning and Performance Assessment System.	30 June 2026
2	MINUSCA should strengthen the integrated planning focal point system by ensuring that focal points: (a) are formally appointed by Mission components with clear terms of reference; (b) duties are incorporated into individual performance discussions and assessments; and (c) receive periodic training that is tailored to mission needs to address observed knowledge gaps and performance weaknesses.	Important	O	Evidence of formal appointment of focal points with clear terms of reference and accountability, and provision of appropriate training to address observed knowledge gaps and performance weaknesses.	30 June 2026
3	MINUSCA should periodically review the access rights granted in the Comprehensive Planning and Performance Assessment System Information Technology Platform with a view to aligning those rights with assigned roles and responsibilities and promptly revoking rights that are no longer required.	Important	O	Evidence of periodic review of access rights with a view to aligning roles and responsibilities, and revocation of access rights no longer required.	30 June 2026
4	MINUSCA should refine indicators in the results framework for effective measurement of intended outcome and intended impact including: (i) defining the scope of parameters to be included in assessing qualitative indicators to ensure common understanding; and (ii) reviewing and classifying the indicators in order to better reflect Mission activities.	Important	O	Evidence of refined performance indicators, definition of scope parameters for qualitative indicators, and classifying of indicators in order to better reflect Mission activities.	30 June 2027
5	MINUSCA should ensure that Mission components fully align their annual workplans with the Mission Plan to ensure that all efforts contribute to the same goals and objectives, thereby maximizing efficiency and effectiveness.	Important	O	Evidence of aligned components workplans with the Mission Plan.	30 September 2027

STATUS OF AUDIT RECOMMENDATIONS

**Audit of the implementation of the Comprehensive Planning and Performance Assessment System in the United Nations
Multidimensional Integrated Stabilization Mission in the Central African Republic**

Rec. no.	Recommendation	Critical ⁶ / Important ⁷	C/ O ⁸	Actions needed to close recommendation	Implementation date ⁹
6	MINUSCA should: (i) require mission components to complete missing data and to further implement measures for escalating cases of non-compliance on data capture; and (ii) enhance the sharing of information among mission components, including increased leverage on the analyses by the Joint Operations Centre and Joint Mission Analysis Centre.	Important	O	Evidence of improved data collection and input, and enhanced sharing of information among components.	30 September 2027
7	MINUSCA should: (a) improve and conduct comprehensive CPAS assessments that include analysis of key indicators to provide an accurate narration of mission performance; and (b) require the Integrated Planning Team to ensure that key personnel and sections are available to provide relevant perspectives for indicators under their ambit.	Important	O	Evidence of improved CPAS assessments through improved attendance, quality and comprehensiveness of analyses.	30 September 2027
8	MINUSCA should ensure that recommendations from the CPAS assessments are approved by the senior management and monitored for implementation.	Important	O	Evidence of senior management approving the CPAS recommendations and monitoring them for implementation.	30 June 2026

⁶ 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.

⁷ 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.

⁸ Please note the value C denotes closed recommendations whereas O refers to open recommendations.

⁹ Date provided by MINUSCA in response to recommendations.

APPENDIX I

Management Response

INTEROFFICE MEMORANDUM

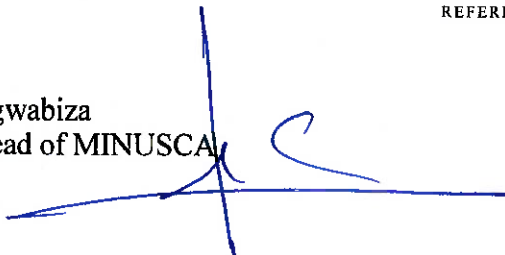
MEMORANDUM INTERIEUR

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

DATE: 23 June 2025

REFERENCE: MINUSCA/ OSRSG/xxx/2025¹²⁰

FROM: Valentine Rugwabiza
DE: SRSG and Head of MINUSCA



SUBJECT: **MINUSCA's comments on the Draft Report on an audit of the implementation of the**
OBJET: **Comprehensive Planning and Performance Assessment System in MINUSCA**
(Assignment No. (AP2024-637-04))

1. With reference to your interoffice memorandum dated 03 June 2025 on the above captioned subject, kindly find attached MINUSCA's comments on the Draft report on an audit of the implementation of the Comprehensive Planning and Performance Assessment System in MINUSCA
2. I take this opportunity to thank your team for the findings and recommendations issued in this audit.

Annex (1): -MINUSCA's comments on the Detailed results of an audit of the implementation of the Comprehensive Planning and Performance Assessment System in MINUSCA

cc: Mr. Ebrima Ceesay Deputy SRSG, MINUSCA
Mr. Renner Onana, Mission Chief of Staff, MINUSCA
Mr. Richard Glass, Senior Planning Officer, MINUSCA
Mr. Seydou Sirpe, Chief Resident Auditor for MINUSCA, Internal Audit Division, OIOS
Ms. Tiphaine Dickson, Risk Management and Compliance Officer, MINUSCA

PRECEDENCE: ROUTINE

CLASSIFICATION OF DOCUMENT: CONFIDENTIAL

MINUSCA
ROUTING SLIP



MINUSCA
FICHE DE TRANSMISSION

Reference: MINUSCA/COS/RMCU/19/2025

TO: Ms. Valentine Rugwabiza
SRSG and Head of MINUSCA

Date: 18 June 2025

CC:

THROUGH: Mr. Renner Onana
Mission Chief of Staff

FROM: Tiphaine Dickson
Risk Management And Compliance Officer

18-06-2025

DRAFTER: Okiror Anthony
Associate Risk Management and Compliance

PURPOSE: For approval

SUBJECT: MINUSCA's Comments on the Draft Report of the Audit on the Implementation of the Comprehensive Planning and Performance Assessment System

REMARKS: The response was initially due on 13 June 2025; however, OIOS and JMPU engaged in a series of email exchanges to address and resolve issues of factual accuracy, which were concluded on 17 June 2025. In view of this, a slight delay in the submission is anticipated to be acceptable.

"required"

Coordinated with or cleared by:

MINUSCA	Coordinated	Cleared		Coordinated	Cleared		Coordinated	Cleared
SRSG	<input checked="" type="checkbox"/>	<input type="checkbox"/>	COS	<input type="checkbox"/>	<input checked="" type="checkbox"/>	DSRSG-P	<input type="checkbox"/>	<input checked="" type="checkbox"/>
O/SRSG	<input type="checkbox"/>	<input type="checkbox"/>	O/COS	<input checked="" type="checkbox"/>	<input type="checkbox"/>	O/DSRSG-P	<input type="checkbox"/>	<input type="checkbox"/>
PAD	<input type="checkbox"/>	<input type="checkbox"/>	BOI	<input type="checkbox"/>	<input type="checkbox"/>	DDR	<input type="checkbox"/>	<input type="checkbox"/>
SCPI	<input type="checkbox"/>	<input type="checkbox"/>	CDT	<input type="checkbox"/>	<input type="checkbox"/>	HRD	<input type="checkbox"/>	<input type="checkbox"/>
Security	<input type="checkbox"/>	<input type="checkbox"/>	FOC	<input type="checkbox"/>	<input type="checkbox"/>	-CP	<input type="checkbox"/>	<input type="checkbox"/>
DSRSG-HC-RC	<input type="checkbox"/>	<input type="checkbox"/>	-FO:	<input type="checkbox"/>	<input type="checkbox"/>	-WP	<input type="checkbox"/>	<input type="checkbox"/>
O/DSRSG-HC-RC	<input type="checkbox"/>	<input type="checkbox"/>	JMAC	<input type="checkbox"/>	<input type="checkbox"/>	Gender	<input type="checkbox"/>	<input type="checkbox"/>
IO	<input type="checkbox"/>	<input type="checkbox"/>	JOC	<input type="checkbox"/>	<input type="checkbox"/>	POC	<input type="checkbox"/>	<input type="checkbox"/>
CAS	<input type="checkbox"/>	<input type="checkbox"/>	Legal	<input type="checkbox"/>	<input type="checkbox"/>	SSR	<input type="checkbox"/>	<input type="checkbox"/>
JCS	<input type="checkbox"/>	<input type="checkbox"/>	PBPO	<input type="checkbox"/>	<input type="checkbox"/>	UNMAS	<input type="checkbox"/>	<input type="checkbox"/>
Electoral	<input type="checkbox"/>	<input type="checkbox"/>	Protocol	<input type="checkbox"/>	<input type="checkbox"/>	DMS	<input type="checkbox"/>	<input type="checkbox"/>
SVRO	<input type="checkbox"/>	<input type="checkbox"/>	JMPU	<input checked="" type="checkbox"/>	<input type="checkbox"/>	O/DMS	<input type="checkbox"/>	<input type="checkbox"/>
UNCT:	<input type="checkbox"/>	<input type="checkbox"/>	RMCU	<input type="checkbox"/>	<input checked="" type="checkbox"/>	DDMS	<input type="checkbox"/>	<input type="checkbox"/>
FC	<input type="checkbox"/>	<input type="checkbox"/>	PC	<input type="checkbox"/>	<input type="checkbox"/>	SCM	<input type="checkbox"/>	<input type="checkbox"/>
DFC	<input type="checkbox"/>	<input type="checkbox"/>	DPC	<input type="checkbox"/>	<input type="checkbox"/>	SD	<input type="checkbox"/>	<input type="checkbox"/>
FCOS	<input type="checkbox"/>	<input type="checkbox"/>						

If no consultation or coordination was made, please clarify why:

Supporting documents:

Management Response

**Audit of the implementation of the Comprehensive Planning and Performance Assessment System in the United Nations
Multidimensional Integrated Stabilization Mission in the Central African Republic**

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	MINUSCA should take action to ensure that the Integrated Planning Team meets regularly and provides the required strategic guidance and escalation of matters to senior mission management on the implementation of the Comprehensive Planning and Performance Assessment System.	Important	Yes	Mission Chief of Staff	30 June 2026	The format and frequency of the of the IPT is currently being reviewed but is it expected the IPT will meet every three months to assess key planning issues. It will, in future meetings include a review of the progress and evolution of the Mission plan and associated processes as well as including updates on the CPAS data collection and processes.
2	MINUSCA should strengthen the integrated planning focal point system by ensuring that focal points: (a) are formally appointed by Mission components with clear terms of reference; (b) duties are incorporated into individual performance discussions and assessments; and (c) receive periodic training that is tailored to mission needs to address observed knowledge gaps and performance weaknesses.	Important	Yes	Chief Mission Officer	30 June 2026	(a) The JMPU will ensure all focal currently nominated focal points are formally endorsed with a clear term of reference. (b) The JMPU will liaise with the IMTC and those that provide briefings and trainings first reporting officers on the need to include the duties of the planning and reporting officers in individual workplans. The JMPU will also inform those nominated focal points of the need for them to include the role in their personal workplans.

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

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

Management Response

**Audit of the implementation of the Comprehensive Planning and Performance Assessment System in the United Nations
Multidimensional Integrated Stabilization Mission in the Central African Republic**

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						However, it is beyond the capability of the JMPU nor the Office of the MCOS to enforce or monitor this. (c) The JMPU will continue to ensure new focal points receive formal training on the systems used and where necessary provide informal training to address observable knowledge gaps and performance weaknesses.
3	MINUSCA should periodically review the access rights granted in the Comprehensive Planning and Performance Assessment System Information Technology Platform with a view to aligning those rights with assigned roles and responsibilities and promptly revoking rights that are no longer required.	Important	Yes	Chief Planning Officer	30 June 2026	The JMPU will review access to current systems being used for planning, monitoring and reporting and remove access for those who no longer require it.
4	MINUSCA should refine indicators in the results framework for effective measurement of intended outcome and intended impact including: (i) defining the scope of parameters to be included in assessing qualitative indicators to ensure common understanding; and (ii) reviewing and classifying the indicators in order to better reflect Mission activities.	Important	Yes	Chief Planning Officer	30 June 2027	JPMU continually improves the quality of the results framework. The current phase of improvement will go some way to address this recommendation. However, it must be caveated that is an intangible situation to achieve. The Mission is to be credited on the progress it makes towards this recommendation as it never achieve perfect indicators and assessment. .

Management Response

**Audit of the implementation of the Comprehensive Planning and Performance Assessment System in the United Nations
Multidimensional Integrated Stabilization Mission in the Central African Republic**

Rec. no.	Recommendation	Critical/ ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
5	MINUSCA should ensure that Mission components fully align their annual workplans with the Mission Plan to ensure that all efforts contribute to the same goals and objectives, thereby maximizing efficiency and effectiveness.	Important	Yes	Chief Planning Officer	30 September 2027	The process of aligning component workplans with the Mission is ongoing and will take number of annual cycles before completion. The current work for the P26 cycle is underway and good progress is being made in increasing the understanding of the concept of planning, the existence of a Mission Plan and the need to align to it.
6	MINUSCA should: (i) require mission components to complete missing data and to further implement measures for escalating cases of non-compliance on data capture; and (ii) enhance the sharing of information among mission components, including increased leverage on the analyses by the Joint Operations Centre and Joint Mission Analysis Centre.	Important	Yes	Mission Chief of Staff	30 September 2027	(i) This is an ongoing task. The JMPU manages this process on behalf of the MCOS and it is difficult to fully enforce noting the data can be difficult for all components to collect and process in a timely manner. This will be managed in a sympathetic manner to
7	MINUSCA should: (a) improve and conduct comprehensive CPAS assessments that include analysis of key indicators to provide an accurate narration of mission performance; and (b) require the Integrated Planning Team to ensure that key personnel and sections are available to provide relevant perspectives for indicators under their ambit.	Important	Yes	Mission Chief of Staff	30 September 2027	(a) JMPU aims to conduct CPAS assessments on a regular (currently every 6 months) and seeks to improve the outputs and the process at every subsequent assessment. JMPU is continually improving the impact indicators and therefore the analysis to provide an accurate narration of mission performance.

Management Response

**Audit of the implementation of the Comprehensive Planning and Performance Assessment System in the United Nations
Multidimensional Integrated Stabilization Mission in the Central African Republic**

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						<p>(b) JMPU, in close consultation with the NY CPAS Team, creates the conditions and encourages all key personnel to attend the biannual assessments and creates the environment to allow sections to provide relevant perspectives for indicators under their ambit.</p> <p>However, it must be caveated that is an intangible situation to achieve. The Mission is to be credited on the progress it makes towards this recommendation as it never achieve perfect attendance and analysis.</p>
8	MINUSCA should ensure that recommendations from the CPAS assessments are approved by the senior management and monitored for implementation.	Important	Yes	Chief Planning Officer	30 June 2026	JMPU presents the draft report to the Senior Leadership for endorsement. JMPU will develop a monitoring process.