Office of Internal Oversight Services

INTERNAL AUDIT DIVISION

REPORT 2025/060

Audit of implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

MONUSCO needed to ensure key management and oversight activities are conducted, refine indicators and enhance data quality and analyses for effective measurement of the Mission's performance, progress and impact

11 December 2025
Assignment No. AP2025-620-01

Audit of implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of implementation of the Comprehensive Planning and Performance Assessment System (CPAS) in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). The objective of the audit was to assess the effectiveness of the implementation of CPAS in MONUSCO. The audit covered the period from 1 January 2023 to 31 May 2025 and included: management involvement and oversight; CPAS results framework and indicators; data collection; and impact assessment and recommendations.

MONUSCO developed its CPAS results framework which was aligned with the Mission's mandates. However, it did not constitute an Implementation Group, a management-level, decision-making body responsible for managing and overseeing the CPAS process. Consequently, certain management and oversight activities were not conducted, which resulted in gaps in the implementation of the CPAS framework. For example, indicators had not been refined to ensure they accurately measured the impact of the Mission's work, and the results frameworks were not regularly reviewed and updated to reflect emerging developments. Additionally, the impact assessment recommendations were not adequately recorded, assigned and monitored.

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

- Ensure key management and oversight responsibilities are carried out for effective implementation of the CPAS framework.
- Review and update its standard operating procedures on CPAS.
- Ensure that validation of its context analysis is regularly conducted, and the results framework updated accordingly.
- Refine indicators in the results framework for effective measurement of progress towards achievement of strategic impacts and stakeholder outcomes.
- Periodically review the access rights granted to the CPAS Information Technology platform and ensure that all CPAS focal points participate in periodic training.
- Ensure the participation of section chiefs, heads of offices and other key personnel to provide relevant perspectives for indicators under their ambit.
- Ensure Mission components complete missing and outdated data and escalate to senior management, cases of non-compliance on data capture and establish arrangements to reconcile data collected on issues monitored by different sections.
- Ensure that respective section chiefs are consulted on the formulation of recommendations under their ambit, impact assessment reports are reviewed, and recommendations are recorded in the system with timelines for implementation and regularly monitored.

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

CONTENTS

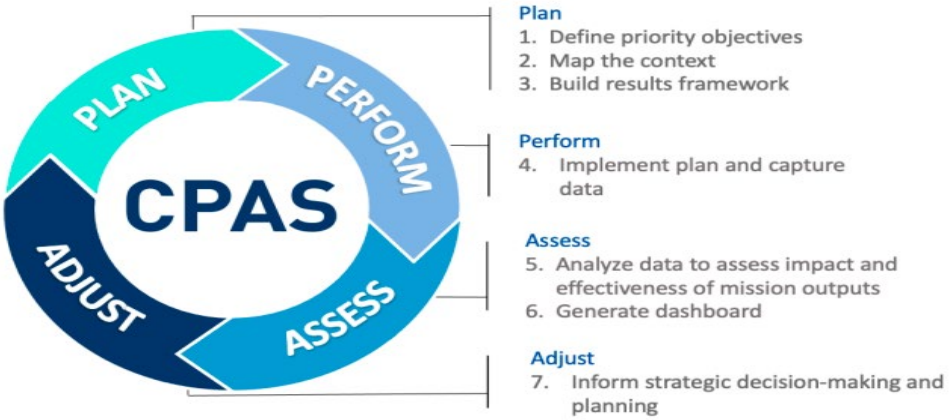
Audit of implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of implementation of the Comprehensive Planning and Performance Assessment System (CPAS) in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO).

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 identify who they need to influence and how to influence them to have an impact and successfully implement their mandates, 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 CPAS process is shown in figure 1.

Figure 1**: Comprehensive planning and performance assessment system process**



Source : DPO/DPET CPAS guidance document

3. The Division of Policy, Evaluation and Training (DPET) within the Department of Peace Operations (DPO) launched CPAS in peacekeeping missions in 2018, on a pilot basis, as a planning and performance assessment tool to assess the collective impact of mission components on mandate implementation. As of November 2021, DPET had rolled out CPAS to all peacekeeping missions and provides ongoing support to MONUSCO in building its CPAS results framework, providing related training and guidance, and assisting in conducting its impact assessments.

4. The Strategic Planning Cell (SPC) is responsible for coordinating CPAS implementation in MONUSCO. This includes managing the development of the Mission's CPAS results framework and overseeing the input of planning and performance-related data in the CPAS Information Technology (IT) platform. SPC is headed by a Senior Planning Officer at the P-5 level who reports directly to the Chief of Staff. The Senior Planning Officer is assisted by two international staff, one at the P-4 level and one at the P-3 level.

5. The implementation of CPAS in MONUSCO is governed by the guidance for peacekeeping personnel on implementing CPAS issued by DPET (CPAS guidance) and the Mission's standard operating procedures on implementing CPAS (MONUSCO CPAS SOP).

6. Comments provided by MONUSCO are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

7. The objective of the audit was to assess the effectiveness of the implementation of CPAS in MONUSCO.

8. This audit was included in the 2025 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.

9. OIOS conducted this audit from March to May 2025. The audit covered the period from 1 January 2023 to 31 May 2025 and included a review of:: (a) management involvement and oversight; (b) CPAS results framework and indicators; (c) data collection; and (d) impact assessment and recommendations.

10. The audit methodology included: (a) interviews with key personnel involved in CPAS implementation; (b) review of relevant documentation and key processes to assess their design and effectiveness; (c) analytical review of data on impact and outcome indicators; (d) review of reports from the CPAS IT platform to assess reliability and completeness of data; and (e) observation of impact assessment meetings conducted in January and April 2025 to assess the involvement of Mission components, including section chiefs and heads of offices.

11. The CPAS planning and performance data is entered directly by focal points in the SharePoint-based CPAS IT platform and additional data is transferred automatically from UniteAware SAGE, a separate database integrated with the CPAS platform. To assess the reliability and completeness of data in the CPAS platform and UniteAware SAGE, OIOS: (a) performed analytical reviews of data and reviewed the accuracy of reports generated from the platform; and (b) interviewed key MONUSCO personnel to identify and address any data-related issues. Based on the review, OIOS determined that the Mission had not established and implemented adequate measures to ensure data reliability for the purpose of determining and reporting the outputs, outcomes and impact of the Mission's activities. The Mission was taking action to address data-related issues.

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

III. AUDIT RESULTS

A. Management involvement and oversight of the CPAS implementation process

Need for key management and oversight activities to be effectively carried out

13. In April 2021, the Special Representative of the Secretary-General (SRSG) called for the establishment of a governance structure for CPAS comprising an Implementation Group with senior representatives from all civilian and uniformed components and field offices, and a CPAS Working Group with the SPC serving as the Secretariat.

14. Interviews with the SPC and CPAS focal points and a review of related documents including the results frameworks and impact assessment reports and recommendations indicated that oversight and managerial responsibilities were not effectively performed as indicated below.

(a) Key responsibilities of the Implementation Group were not performed

15. MONUSCO did not constitute an Implementation Group, which, according to the CPAS guidance, should be a management-level, decision-making body responsible for managing and overseeing the CPAS process and should report directly to Mission leadership.

16. Discussions with SPC indicated that senior leadership was of the view that the responsibilities of this Group would be performed by the Mission Leadership Team (MLT)[1]. However, OIOS noted that some of the intended responsibilities were not performed. These included: (a) reviewing and refining drivers and indicators of performance; (b) validating the Mission's performance and providing direction and guidance to the Working Group; (c) reviewing and allocating impact assessment recommendations; and (d) reviewing the Mission's results frameworks. This resulted in gaps in the implementation of the CPAS framework and limited the effectiveness of CPAS as a mission-wide enabler of planning and performance assessment, and to facilitate informed decision-making.

(b) The Working Group did not effectively perform its responsibilities

17. MONUSCO constituted the CPAS Working Group in 2021 comprising 49 focal points from substantive sections and staff of the SPC, with an overall responsibility to support implementation of CPAS in the Mission. Until October 2024, the Working Group convened meetings biannually and thereafter, quarterly, to assess the Mission's progress in implementing mandated tasks. Interview with the SPC and a review of the results frameworks and impact assessment reports indicated that the Group contributed to promoting an understanding of CPAS concepts and methodology through awareness-raising meetings and participation in impact assessments. However, it did not effectively perform its key responsibilities due to inadequate oversight. The responsibilities included: (a) supporting Mission components in quarterly data collection against indicators; (b) ensuring the completeness of data prior to the impact assessments; and (c) supporting the development and revision of the results frameworks, as discussed later in the report.

(c) The CPAS Secretariat coordinated activities but needed to ensure that the Mission updates its standard operating procedures

18. The SPC, as the CPAS Secretariat, oversaw the day-to-day management of the CPAS process and coordinated various CPAS-related activities including formulation of the results frameworks. With support from DPET, SPC organized and coordinated eight impact assessment exercises during the audit period. OIOS review of related impact assessment reports and observation of two impact assessment exercises showed that SPC effectively coordinated these exercises and prepared the assessment reports which were submitted to the Chief of Staff. SPC also sent regular reminders to all focal points before each assessment on the need to enter data by the deadline.

19. Nevertheless, the Mission needed to revise its CPAS SOP to ensure that it provides sufficient guidance to all stakeholders in implementing CPAS. For example, the current SOP does not provide adequate guidance on the formulation, review and monitoring of recommendations, and how to conduct the RED (Relevance, Extent and Duration) analysis. The RED analysis should be used to assess the relevance,

[1] MLT comprises the SRSG, Deputy SRSG – Protection and Operations, Deputy SRSG -Resident/Humanitarian Coordinator, Mission Chief of Staff (MCOS), Director of Mission Support, Director – Political Affairs Division (PAD), Director - Strategic Communication and Public Information Division (SCPID), Force Commander and Police Commissioner.

extent and duration/sustainability of the Mission's response to the needs and problems of identified target groups/stakeholders. However, due to ineffective monitoring by SPC and inadequate oversight by the senior management, impact assessment recommendations, intended to strengthen operations for intended impact, were not implemented nor followed up on. As of 31 March 2025, a total of 76 recommendations were outstanding, 37 of which were outstanding for more than two years, 24 for one year and 15 for less than one year.

(1) MONUSCO should implement measures to ensure key management and oversight responsibilities are carried out for effective implementation of the Comprehensive Planning and Performance Assessment System framework.

MONUSCO accepted recommendation 1 and stated that it had reinforced measures to strengthen management and oversight of the CPAS framework. CPAS impact reports were submitted to the Leadership Team through the Chief of Staff and recommendations are reviewed by a Coordination and Planning Group, with dedicated sessions on the implementation of recommendations, as needed. The most recent quarterly CPAS impact report has been finalized and was being processed and submitted under the new arrangements.

(2) MONUSCO should review and update its standard operating procedure on the Comprehensive Panning and Performance Assessment System (CPAS) to provide clear guidance on specific aspects of CPAS implementation.

MONUSCO accepted recommendation 2 and stated that the SOP, which was intended to be reviewed annually, was under revision and the draft updated version had been shared with CPAS focal points for additional input and comments prior to finalization.

B. CPAS results framework and indicators

Need to regularly validate the context analysis and consistently revise the results framework

20. The CPAS guidance requires the Mission to formulate a results framework to regularly assess progress in mandate implementation. The results framework defines how the Mission aims to influence local dynamics and stakeholders to implement its mandate, clearly linking the Mission's work to impact-oriented goals. The framework should be agile and adjusted in response to major changes in the Mission's operating environment.

21. In 2021, MONUSCO organized a dedicated exercise involving all Mission components to identify and document key stakeholders and their characteristics, and drivers and actors of change with the ability to significantly influence change in the Mission's environment. These factors were documented in various documents including the Mission mandate, concept and budget documents. The results of this exercise were used to formulate the Mission's first results framework developed in May 2021. The results framework included the following strategic impact areas which were aligned with the Mission's mandates as stipulated in Security Council resolutions 2717 (2023) and 2765 (2024): (a) reduced presence and activity of armed groups threatening the civilian population in the Kivus and Ituri, through direct Mission interventions; (b) enhanced national capacity to protect civilians, resolve conflicts, deliver justice, and meet international human rights obligation; and (c) all segments of society can participate in an inclusive democratic space, promoted, and protected by relevant DRC institutions. The results framework was subsequently amended in April 2023 to include an outcome on enhanced coordination between MONUSCO, the armed forces of DRC (FARDC), and the East African Community Regional Force (EACRF) following the deployment of EACRF in November 2022 to help restore peace and stability in eastern DRC.

22. However, the results framework was not updated in August 2024 to include the Mission's additional mandate to support forces deployed under the Southern African Development Community Mission in DRC (SAMIDRC), as per Security Council resolution 2746 of 6 August 2024. Although this support was discussed during the MLT meeting held on 14 August 2024, the results framework was not updated accordingly. The Mission explained that the SAMIDRC support was included in the broader context of neutralizing armed groups and that the support framework for SAMIDRC had not been developed. However, OIOS notes that the SRSG had issued a memo with key initial deliverables and procedures to guide the Mission's mandated support to SAMIDRC including the establishment of a robust compliance mechanism to prevent, investigate, address and report on allegations of human rights violations and abuses. OIOS is of the view that the instructions issued by SRSG provided a basis for inclusion in the results framework.

23. The above gap was due to the absence of a process for regular validation of the Mission's context analysis as required by the MONUSCO CPAS SOP. Such an exercise should be conducted every six months and used to inform changes to the results framework. Inadequate oversight, as indicated above in Section A, also contributed to the above gap.

(3) MONUSCO should ensure that validation of its context analysis is regularly conducted, and the results framework updated accordingly.

MONUSCO accepted recommendation 3 and stated that validation of the context analysis would be conducted on a regular basis, and the results framework updated accordingly. Context analysis would be a continuous process, drawing on sources such as the Secretary-General's reports and Joint Mission Analysis Centre assessments. However, given the Mission's dynamic environment, the framework may not always capture every change at a given moment, but efforts would be made to ensure it remained as accurate and up to date as possible.

<u>The results framework and results-based budgets were aligned but work plans could be improved by aligning outputs with the framework</u>

24. The CPAS guidance requires MONUSCO to strengthen the impact-orientation of its results-based budgets (RBBs), including by using CPAS strategic impacts and outputs to inform the development of RBB components and outputs. The guidance also requires outputs in the results framework to be incorporated into the work plans of relevant Mission divisions/sections.

25. OIOS review of the results framework and the RBB for 2024/25 showed that they both reflected the Mission's mandated priority objectives which related to the protection of civilians and support to stabilization and strengthening of state institutions. The key outputs in the results framework were generally aligned with the outputs in the RBB, and the Mission was taking further steps to ensure complete alignment between the RBB and CPAS frameworks.

26. MONUSCO had also implemented the practice of developing divisional/sectional work plans aimed at translating strategic objectives into implementable actions and activities. However, there was a need for consistency in section/component work plans to ensure all efforts contribute to the same goals and objectives, thereby maximizing efficiency and effectiveness. The outputs in the work plans for 2 out of 7 sampled functional divisions and sections across the Mission were not aligned with the outputs in the results framework. For example, although the 2024/25 work plans of the Political Affairs Division and the Child Protection Section reflected mandated tasks, they were missing relevant outputs needed to accomplish the objectives and achieve intended outcomes. On the other hand, the work plan for the Disarmament,

Demobilization, Reintegration and Stabilization Support (DDR&SS) Division clearly defined the expected accomplishments, objectives, expected outcomes and quantified outputs.

27. MONUSCO explained that the Resident Coordinator-Humanitarian Coordinator pillar was developing a template and SPC would ensure that all sections have work plans in place by October 2025, aligned with the Mission's results framework. As the Mission was taking action, OIOS does not make a recommendation in this regard.

Need to establish relevant and effective indicators

28. The CPAS guidance requires MONUSCO to establish indicators for all intended impacts and outcomes to demonstrate the extent to which a strategic impact or stakeholder outcome has been achieved. Impact indicators measure the change the Mission wants to see at the strategic level in mandated areas and outcome indicators measure changes in the attributes of stakeholders that are key to bringing about a strategic impact.

29. The Mission's first results framework, developed in 2021, contained 74 indicators. Overtime, the number of indicators has changed to 82 in 2022 and 127 in 2023, 124 in 2024 and 109 in 2025. However, OIOS analysis of the indicators showed that they are not always focused and specific to adequately measure progress and demonstrate the Mission's impact on mandated activities, as shown in table 1. Furthermore, during the impact assessment conducted in April 2025, participants noted the need for indicators to state concrete results of the Mission's intervention and not merely measure the number of mechanisms the Mission was putting in place.

Table 1: **Examples of impact indicators that may not adequately measure progress**

No	Indicator	OIOS observation
1	Number of operational conflict resolution structures, disaggregated by location and by those that include at least 30 per cent women and where women have adequate influence over proceedings.	The indicators could focus more on the change that the structures could accomplish.
2	Number of information exchange mechanisms operational.	The indicators could focus on what should be achieved by these mechanisms.
3	Number of coordination mechanisms operational.	
4	Number of information exchange mechanisms operational.	
5	Number of security forces deployed.	The indicators could focus on what the security forces/operations should accomplish.
6	Number of FARDC active operations.	

30. Indicators were not appropriately reviewed and refined to ensure they were relevant for measuring the Mission's progress. If not addressed, this will preclude effective measurement of the Mission's performance for appropriate corrective action.

(4) MONUSCO should refine indicators in the results framework for effective measurement of progress towards achievement of strategic impacts and stakeholder outcomes.

MONUSCO accepted recommendation 4 and stated that the process of refining indicators would be carried out in close consultation with relevant sections and stakeholders to ensure that indicators are specific, measurable, and aligned with the Mission plan and sections' work plans.

C. Data collection

Need to monitor access rights to the CPAS platform and provide relevant training to all focal points

31. MONUSCO had a total of 49 focal points and alternates to support the implementation of CPAS, including data entry and analysis, and ensure the contributions of their respective components/sections are effectively reflected in the mission-wide tool.

32. OIOS analysis of access rights and logs for the CPAS IT platform during the audit period showed that 29 of 49 focal points (59 per cent) were not granted access to the platform to enter data. Of the 20 focal points who had access rights, 10 (50 per cent) had never logged onto the platform to enter data resulting in incomplete / missing data on indicators as explained later in this report.

33. In addition to the 20 focal points, there were also 59 individuals who had been granted access to enter data into the system. This included four from the Board of Auditors and one from the United Nations Office in Geneva with data entry rights even though they were not MONUSCO staff. There was also one staff member who had left the Mission in March 2024 but still had access to the system. The remaining staff members with data entry rights were staff of the various sections and components to ensure continuity of CPAS activities in the absence of respective focal points.

34. Furthermore, OIOS review of training records on CPAS and discussions with focal points showed that 31 of the 49 focal points had not attended any of the six training sessions conducted by DPET. Low participation was partly due to lack of enforcement measures by the Mission, and the inability of some staff to attend because of competing priorities. Also, the delivery of the trainings in English presented a challenge for focal points who were only proficient in French. During the training held on 12 May 2025, the facilitators from DPET indicated that they would provide training materials in French to staff who could not attend training sessions conducted in English.

(5) MONUSCO should: (a) periodically review the access rights granted to the Comprehensive Planning and Performance Assessment System (CPAS) Information Technology platform with a view to aligning those rights with assigned roles and responsibilities and promptly revoking rights that are no longer required; and (b) ensure that all CPAS focal points participate in periodic training.

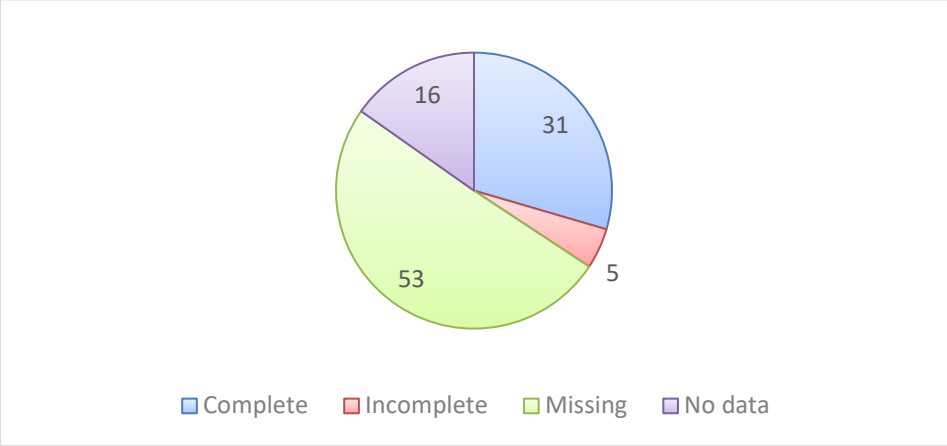
MONUSCO accepted recommendation 5 and stated that access rights in the CPAS IT platform would be reviewed biannually to ensure alignment with assigned roles and responsibilities and to promptly revoke rights no longer required. It would also ensure that all CPAS focal points participate in the periodic training provided by DPET.

Need for timely data input in the CPAS platform

35. Effective implementation of the CPAS framework requires the availability of reliable and verified data. Focal points are required to enter data against indicators for each month by the 15th day of the following month.

36. OIOS reviewed a report on missing indicator data from the CPAS IT platform as of 31 May 2025 and noted that only 31 of the 105 indicators had complete data entered in the CPAS IT platform including 6 indicators under human rights for which data was obtained from an external system. Figure 2 shows the status of data for all indicators in the platform.

Figure 2: **Data completeness of indicators in the CPAS platform**



Source: Report on missing indicator data from the CPAS IT platform

37. For the 53 indicators with missing data, data was required for a total of 1,840[2] periods from the time the indicators were added in the platform. However, data for 447 periods had not been entered. No data had been entered for 16 indicators, and data for 5 indicators was incomplete as they did not include all relevant locations to ensure completeness of reporting. Further analysis of sections with missing data showed that civil affairs (15), human rights (8) and joint mission analysis centre (7) had the highest number of indicators with missing or no data.

38. OIOS also reviewed the data used for the impact assessment held in April 2025 and noted that the data for 7 of 42 indicators had not been updated through 31 March 2025, as required for the assessment, as shown in table 2.

Table 2**: Outcome indicators for which data was not up to date as of 31 March 2025**

No	Indicator	Data up to date as of
1	Number of civilians killed by armed groups	14 March 2025
2	Number of arms marked according to international standards	30 April 2024
3	Number of documented grave violations against children in armed conflict attributed to state security forces	31 January 2025
4	Number of documented violations and abuses committed by State and non-State actors related to political rights and freedom of assembly and expression	31 January 2025
5	Number of engagements, meetings, good offices or activities held in support of the meaningful participation of women in partial legislative and local elections	31 December 2024
6	Number of MONUSCO political engagements in support to the Luanda process	31 December 2024
7	Number of instances of hate speech and incitement to hostility documented	31 December 2024

39. Furthermore, there was no arrangement to reconcile data collected on issues monitored by different sections, and with separate methodologies. For example, data on child protection could be collected by both the Human Rights Section, Child Protection Section, Force and Police and each of the sections/components could be using different methodologies. MONUSCO conducted an after-action review in November 2022

[2] For each of the 53 indicators, OIOS calculated the number of months from the time the indicator was entered in the CPAS platform to the cut -off date of 30 April 2025, the last month in the audit period for which data should have been entered. This amounted to 1,840 months for the 53 indicators.

and identified such a need. OIOS' interview with SPC indicated that due to competing priorities, the Mission had not put in place such a mechanism.

40. Incomplete data was caused by inadequate monitoring of data input activities to ensure data was entered by the due date and lack of measures for escalating to senior management, cases of non-compliance on data capture. Inaccurate/incomplete data impedes accurate assessments of the Mission's performance, which is critical for effective mandate implementation.

(6) MONUSCO should: (a) require Mission components to complete missing and outdated data and implement measures for escalating to senior management, cases of non-compliance on data capture; and (b) establish arrangements to reconcile data collected on issues monitored by different sections.

MONUSCO accepted recommendation 6 and stated that as part of the quarterly CPAS preparatory process, the Mission components would be required to update missing or outdated data, with escalation measures for non-compliance reinforced in the revised SOP. SPC would coordinate data reconciliation across sections and overlaps and discrepancies would be addressed to ensure coherence and reduce duplication.

D. CPAS impact assessment and recommendations

The Mission conducted impact assessments regularly but there was a need for participation of heads of offices/sections

41. The impact assessment is an internal evaluation of the Mission's progress in implementing its mandate. The assessment uses indicator data and staff expertise to assess the efficacy and impact of the Mission's work and make recommendations on how to strengthen operations. Effective impact assessment requires the participation of senior staff from various sections and availability of reliable and verified data.

42. MONUSCO had conducted eight impact assessments, with assistance from DPET staff, since the finalization of the initial results framework in 2021. The first assessment was conducted in May 2022 and the most recent one in April 2025. OIOS interviewed SPC staff and reviewed attendance records for the sessions held in January and April 2025 to assess the extent of staff participation. OIOS noted that the impact assessments were well-attended with an average of 60 participants at the operational level (technical staff) from both uniformed and civilian components. However, section chiefs and heads of field offices, responsible for ensuring that the activities of the respective sections/offices support the implementation of the Mission's mandate, did not regularly participate in these meetings. For example, 23 section chiefs and the heads of Bunia, Beni and Goma field offices were consistently not present in the meetings. Only three section chiefs from the civilian component and one unit chief from the Force participated in the January 2025 session, and only the unit chief from the Force participated in the April 2025 session.

43. The above occurred as the participation of section chiefs and heads of offices was not mandatory. OIOS noted that the invitation from SPC to focal points regarding participation in the impact assessments only encouraged section chiefs to attend. This adversely affected the quality of discussions and effectiveness of impact assessments. OIOS noted that some key questions posed by attendees and DPET facilitators could not be answered due to the absence of senior staff during the impact assessment. For example, there were questions on the decreasing trend in the number of patrols in both Ituri and North Kivu provinces even though the Mission's ability to patrol in Ituri had not been curtailed by the rebel invasion as was the case in North Kivu. However, due to the absence of senior personnel from the Force and Police, no explanation was provided during the impact assessment.

(7) MONUSCO should enhance Comprehensive Planning and Performance Assessment System impact assessments by requiring the participation of section chiefs, heads of offices and other key personnel to provide relevant perspectives for indicators under their ambit.

MONUSCO accepted recommendation 7 and stated that Mission leadership would develop an inter-office memorandum instructing all section chiefs and heads of offices to ensure the effective participation of their sections. They would be held fully accountable for their section's contributions, including active involvement in the review of indicators and the validation of the context analysis. Their participation would be factored into the overall CPAS impact assessment process to ensure greater accuracy and ownership.

Need for effective implementation and monitoring of recommendations

44. Recommendations are one of the most critical elements of the impact assessment as they present an opportunity for Mission staff to propose solutions to challenges or ways to strengthen the Mission's impact that MLT can act on.

45. As of 31 March 2025, SPC in collaboration with focal points had formulated 76 recommendations resulting from the eight impact assessments. OIOS analysis of the recommendations showed that 6 of the 76 recommendations were from the impact assessment conducted in January 2025 but had not been recorded in the CPAS platform. For the remaining 70 recommendations, the implementation dates and action required to implement them were not recorded, and for 7 out of 70 recommendations, sections responsible for implementation had not been identified.

46. All the 76 recommendations were outstanding as of 31 March 2025. Of the 76 recommendations, 37 were outstanding for more than two years, 24 were outstanding for one year, and 15 were outstanding for less than one year. There was no update in the CPAS IT platform of ongoing actions taken and the results accomplished. Figure 3 shows the number of recommendations outstanding for each section.

Figure 3: **Number of outstanding recommendations per section as of 31 March 2025**[3]

Source: Recommendation report from the CPAS platform and impact report for January 2025

[3] "Other" category includes 13 recommendations not assigned to any section and 6 recommendations each assigned to the following: Arms and Natural Resources Advisory Cell, Mission Support Division, Integrated Office, Integrated Operational Office, Office of the Deputy SRSG and Office of the Chief of Staff

47. The outstanding recommendations included key activities towards implementation of the Mission's mandate. These included the need to: (a) focus on the reform of the defence sector to strengthen the FARDC to push back armed groups and hold positions where MONUSCO withdraws; (b) support new parliamentarians with modern tools and capacities to adopt laws that are fit for purpose; and (c) enhance good offices and advocacy towards the establishment of a national coordination mechanism for security sector support.

48. There was no evidence that the recommendations were discussed and agreed with the respective section chiefs responsible for implementation. This resulted in a lack of ownership of the recommendations. Also, although the CPAS Secretariat prepared impact reports containing a summary of the findings and recommendations, and these were submitted to the Mission Chief of Staff, there was no indication that all proposed recommendations were reviewed and endorsed by the MLT. Of the seven impact assessment reports prepared by the Secretariat, the MLT only deliberated on two and assigned recommendations to relevant sections.

49. Ineffectiveness in the implementation of impact assessment recommendations prevents the Mission from timely addressing operational challenges which may impede progress on mandated activities. As shown in table 3, the Mission's performance ranged from no progress to deterioration on impact area 1, strong progress to some progress on impact area 2 and some progress to no progress on impact area 3.

Table 3: **Trend analysis of the Mission's performance since the inception of CPAS**

Strategic impact area	October 2021-March 2022	April – September 2022	October 2022-March 2023	April - September 2023	Nov 2023-April 2024	May 2024-October 2024
1. Reduced presence and activity of armed groups, militias and armed elements threatening the civilian population.						
2. Enhanced national capacity to protect civilians; resolve conflicts related to ethnic groups, land and natural resources; deliver justice; and meet international human rights obligations.						
3. All segments of society, including women, can participate, in an inclusive democratic space, promoted and protected by relevant DRC institutions.						

Strong progress -  Some progress -  No progress -  Deterioration - 

(8) MONUSCO should ensure that: (a) respective section chiefs are consulted on the formulation of recommendations under their ambit; (b) impact assessment reports are reviewed and recommendations are endorsed by senior management; and (c) recommendations are recorded in the system with timelines for implementation, and are regularly monitored.

MONUSCO accepted recommendation 8 and stated that the workflow would be formalized in the revised SOP. The recommendations would be formulated in consultation with section chiefs, reviewed and endorsed by the respective pillars and then submitted to the Leadership Team via the Mission Chief of Staff. All endorsed recommendations would be entered into the platform with timelines for implementation and would be monitored regularly.

The Mission had started using the CPAS results in reporting and strategic communications

50. The CPAS guidance requires MONUSCO to use CPAS data and analysis to report on the impact of its work. The data and analysis can be used to inform reports of the Secretary-General, create fact sheets and data-based handouts to support briefings to the Security Council, and Mission messaging. In January 2025, the SRSG requested SPC to utilize more evidence-based analysis and data visuals to strengthen the impact orientation of the Secretary-General's reports and ensure that integrated, mission-wide analysis forms the basis of all main sections of the report.

51. OIOS review of the fact sheets used for the Security Council briefing for the period ending 31 March 2025 indicated that they were compiled using CPAS data and analysis particularly on the mining areas controlled by armed groups and the revenues generated from minerals. The data and analysis also indicated an increase in human rights violations by armed groups and state actors. Following the impact assessment in April 2025 and to inform the upcoming report of the Secretary-General in June 2025, SPC in coordination with Mission components and assistance from DPET, populated the outline of the Secretary-General's report using CPAS data and finalization of the report was in progress at the time of the audit.

52. On the other hand, OIOS' review indicated that the use of CPAS impact data and analysis in strategic communications was still a work in progress. SPC explained that it had engaged SCPID staff and advised SCPID to leverage CPAS data and analysis in strategic communications to focus on the impact of the Mission's interventions.

IV. ACKNOWLEDGEMENT

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

Internal Audit Division
Office of Internal Oversight Services

ANNEX I

STATUS OF AUDIT RECOMMENDATIONS

Audit of implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical[4]/ Important[5]	C/ O[6]	Actions needed to close recommendation	Implementation date[7]
1	MONUSCO should implement measures to ensure key management and oversight responsibilities are carried out for effective implementation of the Comprehensive Planning and Performance Assessment System framework.	Important	O	Receipt of evidence of strengthened management and oversight of the CPAS framework whereby CPAS impact reports are consistently submitted to the Leadership through the Chief of Staff and recommendations reviewed within the Coordination and Planning Group, with dedicated sessions on the implementation of recommendations if necessary.	30 December 2026
2	MONUSCO should review and update its standard operating procedure on the Comprehensive Panning and Performance Assessment System (CPAS) to provide clear guidance on specific aspects of CPAS implementation.	Important	O	Receipt of evidence of an approved SOP on CPAS.	30 December 2026
3	MONUSCO should ensure that validation of its context analysis is regularly conducted, and the results framework updated accordingly.	Important	O	Receipt of evidence that validation of the context analysis is conducted on a regular basis, drawing on sources such as the Secretary-General's reports and Joint Mission Analysis Centre assessments, and the results framework updated accordingly to ensure it remains as accurate and up to date as possible.	30 December 2026
4	MONUSCO should refine indicators in the results framework for effective measurement of progress towards achievement of strategic impacts and stakeholder outcomes.	Important	O	Receipt of evidence of refined indicators that are specific, measurable, and aligned with the Mission Plan and Sections' workplans.	30 December 2026
5	MONUSCO should: (a) periodically review the access rights granted to the Comprehensive Planning and Performance Assessment System (CPAS) Information Technology platform with a view to aligning those rights with assigned roles and responsibilities and promptly revoking rights that are no longer required; and (b) ensure that all CPAS focal points participate in periodic training.	Important	O	Receipt of evidence of biannual review of access rights within the CPAS platform and alignment with assigned roles and responsibilities, and receipt of evidence that CPAS focal points participate in the periodic training provided by DPET.	30 December 2026

ANNEX I

STATUS OF AUDIT RECOMMENDATIONS

Audit of implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical[4]/ Important[5]	C/ O[6]	Actions needed to close recommendation	Implementation date[7]
6	MONUSCO should: (a) require Mission components to complete missing and outdated data and implement measures for escalating to senior management, cases of non-compliance on data capture; and (b) establish arrangements to reconcile data collected on issues monitored by different sections.	Important	O	Receipt of evidence of: (a) completion of missing and outdated data and inclusion of escalation measures for non-compliance in the revised SOP, and (b) establishment and implementation of arrangements to reconcile data collected on issues monitored by different sections.	30 December 2026
7	MONUSCO should enhance Comprehensive Planning and Performance Assessment System impact assessments by requiring the participation of section chiefs, heads of offices and other key personnel to provide relevant perspectives for indicators under their ambit.	Important	O	Receipt of evidence of participation of all Section Chiefs and Heads of Offices in the CPAS impact assessment and their active involvement in the review of indicators and the validation of the context analysis.	30 December 2026
8	MONUSCO should ensure that: (a) respective section chiefs are consulted on the formulation of recommendations under their ambit; (b) impact assessment reports are reviewed and recommendations are endorsed by senior management; and (c) recommendations are recorded in the system with timelines for implementation, and are regularly monitored.	Important	O	Receipt of evidence of:(a) inclusion of the workflow on recommendations in the revised SOP, (b) formulation of recommendations in consultation with section chiefs and review and endorsement by senior management, and (c) complete recording of recommendations in the system and regular monitoring.	30 December 2026

[4] 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.
[5] 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.
[6] Please note the value C denotes closed recommendations whereas O refers to open recommendations.
[7] Date provided by MONUSCO in response to recommendations..]

APPENDIX I

Management Response

MONUSCO

Mission de l'Organisation des Nations Unies pour la Stabilisation en République démocratique du Congo
United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

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INTEROFFICE MEMORANDUM

Date: 16 October 2025
Ref: SRSG.DMS.MONUSCO-2025-00995

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

From: Bintou Keita
De: SRSG

Subject: **Mission comments on the recommendations in the Draft Report on the audit of the Implementation of the Comprehensive Planning and Performance Assessment System in MONUSCO (Assignment No. AP2025-620-01)**
Objet:

1. Thank you for your interoffice memorandum dated 30 September 2025 (Ref: OIOS-2025-01883) forwarding the Draft Report on the subject audit.

2. As indicated in the attached Appendix I, the Mission has already initiated actions for some recommendations to ensure that mechanisms are in place to implement them within the target dates provided. The Mission will share with the Audit Team the progress of implementation for each recommendation for verification, until actions are completed and recommendations closed.

3. Your support is much appreciated.

Best regards.

Cc: Ms. Fatoumata Ndiaye, Under-Secretary-General for OIOS
Ms. Soraya Adouane, Mission Chief of Staff
Ms. Nicoleta Verestiuc, Director of Mission Support, MONUSCO
Mr. Riccardo Maia, MONUSCO
Mr. Daniel Maier, Senior Mission Planning Officer, MONUSCO
Ms. Judith Atiagaga, Audit Focal Point, MONUSCO

APPENDIX I

Management Response

Audit of implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical[1]/ Important[2]	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	MONUSCO should implement measures to ensure key management and oversight responsibilities are carried out for effective implementation of the Comprehensive Planning and Performance Assessment System framework.	Important	Yes	Mission Chief of Staff	30 December 2026	The following measures have been reinforced to strengthen management and oversight of the CPAS framework: CPAS Impact Reports are submitted to the Leadership through the Chief of Staff and recommendations reviewed within the Coordination and Planning Group (CPG), with dedicated sessions on the implementation of recommendations if necessary. The most recent quarterly CPAS Impact Report (May–July) has been finalized and is currently being processed and submitted under these new arrangements.
2	MONUSCO should review and update its standard operating procedure on the Comprehensive Panning and Performance Assessment System (CPAS) to provide clear guidance on specific aspects of CPAS implementation.	Important	Yes	Chief, Strategic Planning Cell	30 December 2026	The SOP, which was intended to be reviewed annually, is currently under revision. A first draft of the updated version has been completed and is being shared with CPAS focal points for additional input and comments prior to finalization.
3	MONUSCO should ensure that validation of its context analysis is regularly conducted, and the results framework updated accordingly.	Important	Yes	Chief, Strategic Planning Cell	30 December 2026	Validation of the context analysis will be conducted on a regular basis, and the results framework updated accordingly. Context analysis will continue to be a continuous process,

[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.

APPENDIX I

Management Response

Audit of implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical[1]/ Important[2]	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						drawing on sources such as the Secretary-General's reports and JMAC assessments. Given the Mission's dynamic environment, the framework may not always capture every change at a given moment, but efforts will be made to ensure it remains as accurate and up to date as possible.
4	MONUSCO should refine indicators in the results framework for effective measurement of progress towards achievement of strategic impacts and stakeholder outcomes.	Important	Yes	Chief, Strategic Planning Cell	30 December 2026	The process of refining indicators in the results framework to ensure more effective measurement of progress towards the achievement of strategic impacts and stakeholder outcomes will be carried out in close consultation with relevant sections and stakeholders to ensure that indicators are specific, measurable, and aligned with the Mission Plan and Sections workplan.
5	MONUSCO should: (a) periodically review the access rights granted in the Comprehensive Planning and Performance Assessment System (CPAS) Information Technology platform with a view to aligning those rights with assigned roles and responsibilities and promptly revoking rights that are no longer required; and (b) ensure that all CPAS focal points participate in periodic training.	Important	Yes	Chief, Strategic Planning Cell	30 December 2026	(a) Access rights within the CPAS platform will be reviewed biannually to ensure alignment with assigned roles and responsibilities and to promptly revoke rights no longer required. (b) MONUSCO will also ensure that CPAS focal points participate in the periodic training provided by DPET.

APPENDIX I

Management Response

Audit of implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical[1]/ Important[2]	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
6	MONUSCO should: (a) require Mission components to complete missing and outdated data and implement measures for escalating to senior management, cases of non-compliance on data capture; and (b) establish arrangements to reconcile data collected on issues monitored by different sections.	Important	Yes	Chief, Strategic Planning Cell	30 December 2026	(a) As part of the quarterly CPAS preparatory process, the Mission components will be required to update missing or outdated data, with escalation measures for non-compliance reinforced in the revised SOP. (b) SPC will coordinate data reconciliation across sections. Overlaps and discrepancies will be addressed to ensure coherence, reduce duplication, and provide a reliable evidence base for the quarterly assessments.
7	MONUSCO should enhance Comprehensive Planning and Performance Assessment System impact assessments by requiring the participation of section chiefs, heads of offices and other key personnel to provide relevant perspectives for indicators under their ambit.	Important	Yes	Mission Chief of Staff	30 December 2026	The Mission leadership will develop an Inter-Office Memorandum (IOM) instructing all Section Chiefs and Heads of Offices to ensure the effective participation of their sections. They will be held fully accountable for their section's contributions, including active involvement in the review of indicators and the validation of the context analysis. Their participation will be factored into the overall CPAS impact assessment process to ensure greater accuracy and ownership.
8	MONUSCO should ensure that: (a) respective section chiefs are consulted on the formulation of recommendations under	Important	Yes	Chief, Strategic Planning Cell	30 December 2026	The workflow will be formalized in the revised SOP:

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Management Response

Audit of implementation of the Comprehensive Planning and Performance Assessment System in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical[1]/ Important[2]	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
	their ambit; (b) impact assessment reports are reviewed and recommendations endorsed by senior management; and (c) recommendations are recorded in the system with timelines for implementation, and are regularly monitored.					(a) The recommendations will be formulated in consultation with Section Chiefs; (b) Reviewed and endorsed by the respective pillars and then submitted to the leadership via the MCOS; and (c) All endorsed recommendations will be entered into the system with timelines for implementation and will be subject to regular monitoring.