



## **INTERNAL AUDIT DIVISION**

### **REPORT 2018/146**

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**Audit of disarmament, demobilization  
and reintegration in the United  
Nations Organization Stabilization  
Mission in the Democratic Republic of  
the Congo**

**The Mission needed to strengthen its  
management of the disarmament,  
demobilization and reintegration programme  
and community violence reduction projects**

**24 December 2018  
Assignment No. AP2017/620/03**

# **Audit of disarmament, demobilization and reintegration 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 disarmament, demobilization and reintegration (DDR) in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). The objective of the audit was to assess the efficiency and effectiveness of the implementation of the DDR programme and community violence reduction (CVR) projects in MONUSCO. The audit covered the period from 1 January 2016 to 31 March 2018 and included a review of strategic planning and management, public sensitization and outreach, disarmament operations, CVR projects, and gender responsiveness.

MONUSCO had developed procedures for DDR and CVR and used various sensitization tools to raise awareness among its target audience. However, the Mission needed to strengthen its management of the DDR programme and CVR projects.

OIOS made 13 recommendations. To address the issues identified in the audit, MONUSCO needed to:

- Support a comprehensive review of the national DDR programme and develop and implement a coordinated and integrated DDR and CVR strategy with external partners;
- Develop a comprehensive communication strategy, in coordination with the Strategic Communication and Public Information Division, that is based on its updated assessment and analysis of the conflict and security situation and includes adequate sensitization campaigns to support DDR and CVR activities;
- Establish, in coordination with other relevant Mission components, realistic performance and process indicators and targets of the DDR programme;
- Assign a Unit or individual(s) the responsibility for the monitoring and evaluation of the DDR programme to assess progress of implementation and make necessary adjustments for improvement;
- Allocate its budget for key activities planned by the DDR Section to ensure they are implemented in a timely manner and require the DDR field offices to submit monthly reports on sensitization activities to the Public Sensitization and Outreach Unit to assess the impact of sensitization activities on local communities and make needed improvements;
- Review and issue directives on the process of disarming armed combatants, including relevant directives to military personnel at field offices, and provide training to Mission staff on safely disarming combatants in areas without a military presence;
- Conduct regular inspection of its weapons and ammunition storage facilities and provide training to the relevant personnel to minimize safety and security risks and coordinate with the United Nations Mine Action Service to ensure that collected weapons and ammunition are timely destroyed;
- Develop a structured DDR database or well-organized Excel spreadsheets with all the required fields and develop and implement procedures to ensure that data input is complete and accurate to support effective and efficient DDR programme operations;
- Review and update its guidance on CVR projects to ensure that it captures all aspects of project design, implementation and reporting, and provide training where necessary;
- Provide adequate guidance to quality assurance and management teams and the Project Review Committee to ensure that project proposals are effectively reviewed, and all issues raised are addressed in a timely manner;

- Analyze the time taken to implement projects and implement appropriate measures, and train staff on project management and monitoring to ensure that CVR projects are timely implemented and systematically monitored and reported;
- Develop and implement a sustainability plan for CVR projects in coordination with the United Nations Country Team, national authorities and other external partners to ensure that implemented projects provide long-term and sustainable impact to communities and beneficiaries; and
- Develop and implement an action plan to conduct a comprehensive annual evaluation of the CVR programme to assess its impact and sustainability and identify lessons learned.

MONUSCO accepted the recommendations and has initiated action to implement them.

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# **Audit of disarmament, demobilization and reintegration 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 disarmament, demobilization and reintegration (DDR) in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO).

2. The United Nations Security Council resolutions 2348 (2017) and 2409 (2018) mandate MONUSCO to: provide advice and assistance to the Government of the Democratic Republic of the Congo (GoDRC) in the DDR of Congolese combatants not suspected of any war crimes or human rights violations in line with a community violence reduction (CVR) approach; and support to the disarmament, demobilization, repatriation, resettlement and reintegration process to return and reintegrate foreign combatants not suspected of any war crimes or human right violations and their dependents in their countries of origin or a receptive third country.

3. In 2004, the GoDRC established the national DDR I programme and replaced it in 2008 with the DDR II programme. The objective of both programmes was to achieve stability in eastern DRC through the DDR process. During the implementation periods of DDR I and II programmes, 111,053 ex-combatants, including 4,524 female ex-combatants, were demobilized and 83,360 ex-combatants were reintegrated<sup>1</sup>. Due to the continued instability in eastern DRC, the GoDRC, in collaboration with MONUSCO and other stakeholders, developed a national DDR III plan in 2014, with the same objective of stabilizing the security situation in the eastern DRC through the DDR process. The plan targeted the demobilization and reintegration of 8,542 ex-combatants, including 1,221 female ex-combatants. However, the achievement of the plan's objectives has been impacted by poor living conditions and frequent violent incidents in the reinsertion camps in Kitona and Kamina, contributing to ex-combatants leaving the camps without being reintegrated and discouraging others from demobilizing. In addition, a slow integration process, the lack of sustainable economic reintegration programmes, reluctance of armed groups to join the national DDR programme, and insufficient funding were among other factors that have resulted in lower than expected numbers of Congolese combatants surrendering.

4. As part of the DDR programme, the Mission implemented CVR projects, which are short-term security and stabilization projects that include, but are not limited to, high labour-intensive public works, short-term employment, vocational skills/training outreach and social mobilization, as well as the prevention of sexual gender-based violence and promotion of gender equality. During 2016/17 and 2017/18, MONUSCO implemented 63 CVR projects valued at \$6 million in the country. These projects had a monetary threshold of \$100,000 and \$300,000 in 2016/17 and 2017/18 respectively and were required to be implemented within one year.

5. The MONUSCO DDR programme is governed by key strategic and policy guidance from the Organization's series of integrated DDR standards (IDDRS), which represent the agreed policies and procedures of the United Nations for preparing and executing DDR programmes in peacekeeping operations.

6. The MONUSCO DDR Section is responsible for overseeing the disarmament and reintegration of Congolese and foreign combatants. The DDR Section, based in Goma, has eight field offices and is headed by a Chief at the P-5 level who reports to the Deputy Special Representative of the Secretary-General

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<sup>1</sup> Source: 2014 National DDR III Plan

(DSRSG), Protection and Operations. The Section is comprised of a Project Support Unit, Central Finance Unit, Operations Unit, Reporting and Analysis Unit, and Public Sensitization Outreach (PSO) Unit. The Project Monitoring Unit (PMU), which reports to the Office of the DSRSG, Protection and Operations, is not part of the DDR Section but oversees the implementation of CVR projects. In the fiscal year 2017/18, the Section had 129 approved posts consisting of 24 international and 93 national staff and 12 United Nations volunteers. The approved budgets for the DDR Section for the fiscal years 2016/17 and 2017/18 were \$13 million and \$9.4 million, including \$3 million and \$5 million for CVR projects, respectively.

7. Comments provided by MONUSCO are incorporated in italics.

## **II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY**

8. The objective of the audit was to assess the efficiency and effectiveness of implementation of the DDR programme and CVR projects in MONUSCO.

9. This audit was included in the 2018 risk-based work plan of OIOS due to the operational and reputational risks related to implementation of the DDR programme and CVR projects.

10. OIOS conducted this audit from March to August 2018. The audit covered the period from 1 January 2016 to 31 March 2018. Based on an activity-level risk assessment, the audit covered risk areas relating to DDR and CVR activities which included: strategic planning and management; public sensitization and outreach; disarmament operations; CVR projects; and gender responsiveness.

11. The audit methodology included: interviews with key personnel; review of relevant documentation; analytical review of data; random sample testing of 33 of 63 CVR projects for timely and effective implementation; and visits to DDR and CVR project sites in Bukavu, Bunia, and Goma.

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

## **III. AUDIT RESULTS**

### **A. Strategic planning and management**

The Mission needed to further support the review of the national DDR programme and update its strategy

13. MONUSCO is required to develop and implement an integrated DDR or related strategy in coordination with the relevant mission components and national counterparts. The national DDR plan requires the GoDRC, in collaboration with MONUSCO and donors, to conduct a mid-term review of the plan within two years of its implementation to validate or adjust the national DDR programme.

14. The DDR Section developed a DDR-CVR strategy in July 2016. However, the strategy was not fully effective as adequate resources had not been assigned to ensure it was based on a comprehensive conflict and security analyses, and developed in consultation with national counterparts, international partners, civil society organizations and community leaders. The strategy also did not incorporate sustainable CVR priority intervention areas.

15. To improve integration and coordination of the DDR programme, MONUSCO assigned a DDR Officer to the Implementation Unit of the national DDR programme (UEPNDDR) to work closely with national DDR authorities and participate in UEPNDDR weekly meetings. In July 2017, the DDR Section

started holding monthly meetings with United Nations agencies and non-governmental organizations (NGOs) on the implementation of CVR projects. However, MONUSCO's coordination and planning with external partners needed to improve because:

- It had not provided sufficient support to the GoDRC to conduct a comprehensive review of the national DDR plan. In July 2018, MONUSCO conducted an internal review of its support to the national DDR programme; however, this review did not fully cover the effectiveness of the national programme. The Mission advised that a joint evaluation of the national DDR programme by the GoDRC and World Bank was launched in September 2018;
- While UEPNDDR was arranging meetings, OIOS' review of minutes relating to nine of them showed that discussions were mainly focused on the number of demobilized and reintegrated ex-combatants and not on challenges and actions needed to improve the national DDR programme. The meetings also did not discuss the parallel CVR programme, which is a core activity of the Mission;
- A United Nations Country Team (UNCT) DDR task force had not been established to ensure integrated planning and implementation of DDR/CVR activities. Additionally, MONUSCO had not established formal coordination mechanisms among DDR field offices, UEPNDDR, NGOs, and United Nations agencies although some ad hoc meetings were held; and
- The DDR Section held meetings with United Nations agencies and NGOs to share information on the mitigation of violence at community levels through well-defined CVR projects. Only summaries of the meetings were included in weekly or monthly DDR reports, which precluded OIOS from assessing the effectiveness of these meetings in building effective partnership on CVR projects. In addition, there were no terms of reference for the meetings to clarify the purpose and expectations of the meetings.

16. The above resulted because insufficient attention had been given by the DDR Section to: establish adequate planning and coordination mechanisms with external stakeholders on DDR and CVR activities; and dedicate adequate resources to develop its DDR strategy by incorporating sustainable CVR priority intervention areas. A comprehensive review of the national DDR programme by the GoDRC with the support of MONUSCO and strengthened coordination with external stakeholders would contribute to the achievement of the national DDR objectives and mitigate the risk of inefficient planning, unnecessary duplication of efforts and resources, and fragmented approaches to implementing programmatic activities. An updated national plan would also help MONUSCO to better align its DDR/CVR strategy to provide the necessary advice and assistance to the national DDR programme, as well as a basis for assessing the relevance, sustainability and impact of CVR projects implemented.

**(1) MONUSCO should: (a) support a comprehensive review of the national demobilization, disarmament and reintegration (DDR) programme; and (b) develop and implement a coordinated and integrated DDR and community violence reduction strategy with external partners.**

*MONUSCO accepted recommendation 1 and stated that it would support a comprehensive review of the national DDR programme. The recommendations of the current joint DPKO-World Bank evaluation of the national DDR programme would be a good starting point for a review of the national programme to be supported by MONUSCO. MONUSCO will develop and implement a coordinated and integrated DDR and CVR strategy in consultation with national and international partners. Recommendation 1 remains open pending receipt of evidence of: (a) review of the national*

DDR programme with the support of MONUSCO; and (b) development and implementation of a coordinated and integrated DDR and CVR strategy with external partners.

Need to develop a communication strategy to support the DDR programme

17. The IDDRS require the DDR Section to develop and implement a DDR communication strategy in coordination with the Strategic Communication and Public Information Division (SCPID) and national counterparts to raise awareness among DDR participants and beneficiaries and encourage combatants to join the programme.

18. The DDR Section had not developed a specific communication strategy on CVR projects. Instead, in August 2017, the Section developed and implemented two sensitization strategies namely a DDR social media enhanced strategy and sensitization material-use and distribution strategy. However, the sensitization strategies did not include key elements of a communication strategy such as targeted primary and intermediary audiences, the intended behavioral/attitudinal changes and a time-bound implementation plan with indicators, outputs and outcomes. This was because these strategies were not developed in coordination with SCPID and national counterparts and were not based on the Mission's updated assessment and analysis of the conflict and security situation. The lack of an adequate communication strategy could limit the public awareness of DDR and CVR operations and adversely impact the success of the DDR programme.

**(2) MONUSCO should develop a comprehensive communication strategy, in coordination with the Strategic Communication and Public Information Division, that is based on its updated assessment and analysis of the conflict and security situation and includes adequate sensitization campaigns to support disarmament, demobilization, and reintegration and community violence reduction activities.**

*MONUSCO accepted recommendation 2 and stated that it will review its past and current communication strategies and produce a comprehensive communication strategy. Recommendation 2 remains open pending receipt of the communication strategy for DDR and CVR activities.*

Need to establish realistic performance and process indicators and targets for the DDR programme

19. The DDR Section, in order to manage its activities, is required to identify performance and process indicators and targets.

20. The Mission's result-based budget (RBB) established performance targets to demobilize and repatriate ex-combatants and their dependents and destroy related weapons. However, the DDR Section's performance management process needed to be improved. For example, in fiscal year 2016/17, the Mission demobilized 339 of the planned 1,000 Congolese ex-combatants; destroyed 249 of the planned 1,500 weapons; and repatriated 706 of the planned 1,000 foreign ex-combatants and their dependents. Also, OIOS' review of the supporting documentation showed that the Mission did not achieve the reported 706 repatriations but 441 against the target of 1,000. A similar trend was also noted for 2017/18 as the Mission demobilized 711 of the planned 1,000 Congolese ex-combatants; destroyed 319 of the planned 1,000 weapons; and repatriated 911 of the planned 1,000 foreign ex-combatants and their dependents. The Mission expected a shortfall against targets for 2018/19. The Mission explained that a reduction in military operational activities against armed groups made it difficult to achieve the disarmament and repatriation targets over the past three years.

21. Despite non-achievement of disarmament and repatriation targets, the DDR Section did not revise its performance indicators and targets to be more realistic. The Mission's targets for 2017/18 and 2018/19



continued to be, for example: demobilization of 1,000 Congolese ex-combatants; and the repatriation of 1,000 foreign ex-combatants and their dependents.

22. The above resulted as the DDR Section did not have a current strategy for its DDR programme, which should be addressed by implementing recommendation 1. The DDR Section had also not adequately coordinated with the military and other components of the Mission to harmonize their activities and thus establish realistic performance targets, taking into account various factors external to the DDR Section and the Mission that could impact the effectiveness of the DDR programme. As a result, the Section was continuing to report underperformance, which could reflect negatively on the DDR programme.

**(3) MONUSCO should, in coordination with other relevant Mission components, establish realistic performance and process indicators and targets of the disarmament, demobilization, and reintegration programme.**

*MONUSCO accepted recommendation 3 and stated that this concern has been addressed in the budget submission for fiscal year 2019/20 with regard to realistic indicators. MONUSCO had made reasonable assumptions about what the political and security situation would look like in the next fiscal years. Recommendation 3 remains open pending receipt of evidence of establishment of realistic performance targets in coordination with other relevant Mission components.*

#### Need to clarify roles and responsibilities for monitoring and evaluation

23. Monitoring and Evaluation (M&E) is a crucial tool for effective DDR programme planning and implementation. The DDR Section created a M&E Unit in September 2017, and the Unit drafted an M&E work plan. However, shortly after its establishment, management of the DDR Section decided to abolish it and assigned the M&E responsibilities of the DDR programme to the PMU, a Unit that was not part of the DDR Section. However, PMU advised that it did not conduct any M&E activities of the DDR programme and its work related to DDR was that of analyzing CVR monitoring reports and preparing monthly updates on the status of CVR projects.

24. As a result, there were no M&E results during the audit period to assess the progress being made in implementing the DDR programme, or objectively verifying its outcomes and impact and adjust the DDR work plan if necessary. Instead the DDR Section was mainly monitoring the implementation of its activities through documenting its accomplishments and other achievements in daily and weekly field reports, from which it prepared its monthly reports and submitted to the DSRSG, Protection and Operations. OIOS' review of five monthly reports showed that they contained mainly DDR and CVR outputs such as the number of: ex-combatants demobilized and repatriated; weapons and ammunition collected and destroyed; and CVR projects approved. However, the reports lacked any analytical assessment of shortfalls and outcomes and did not propose any remedial actions to address the lower DDR outputs.

25. The above resulted as management had not placed sufficient significance on M&E activities in assessing the DDR programme, or providing the staff of the PMU with adequate direction on their roles and responsibilities related to this area of their work. As a result, the DDR Section was not systematically keeping track of its achievements, making needed adjustments to improve the DDR programme, and ensuring accountability for effective and efficient use of funds.

**(4) MONUSCO should assign a Unit or individual(s) the responsibility for the monitoring and evaluation role of the disarmament, demobilization and reintegration programme to assess progress of implementation and make necessary adjustments for improvement.**

*MONUSCO accepted recommendation 4 and stated that a small M&E Unit that needs reinforcement has been established within the DDR Section. The Unit had started conducting regular monitoring and evaluation of activities. The Unit will further develop a monitoring system that will inform management and facilitate corrective action. Recommendation 4 remains open pending receipt of evidence that the M&E Unit is effectively monitoring and evaluating DDR operations.*

## **B. Public sensitization and outreach**

### Communication and outreach activities needed improvement

26. The MONUSCO standard operating procedures (SOPs) on the DDR sensitization programme required the PSO Unit to distribute sensitization materials to the local population; assess sensitization operations and their impact on communities to raise awareness among DDR participants and beneficiaries; and publicize to the local communities how CVR projects could contribute to stabilization and violence reduction.

27. To raise public awareness, the DDR Section used many sensitization tools to reach its targeted audience, including through radio programmes, conducting video interviews, issuing leaflets and flyers and use of social media. The Section communicated sensitization messages in Kiswahili, French, and Kinyarwanda languages. However, the Mission needed to improve its level of messaging as there was a significant shortfall against the planned 2016/17 RBB outputs, as follows: the sensitization campaigns achieved 48 of the 100 planned new radio programmes, only 36 of 500 radio interviews were conducted, and 29,670 out of the planned 1.4 million leaflets were distributed. The Mission explained that it changed its approach to target the radio interviewees to only high-level ex-combatants, causing the low number of radio interviews achieved.

28. Also, OIOS visits to three DDR field offices indicated the need to improve communication and outreach activities. For example:

- In Bukavu, the portable radios had not been operational due to lack of repairs, and thousands of leaflets/flyers were kept in the stores and not distributed.
- In Bunia, sensitization activities to the local communities were not conducted for three years due to the lack of a dedicated staff, as well as a local language specialist needed to update materials. There was also no radio operator for the mobile radio station.
- In Goma, five of the nine mobile radio stations were out of order, and some field sites did not have mobile radio stations. Sensitization leaflets for remote locations had not been dropped off by aircraft since 2015.

29. Further, despite repeated reminders, field offices did not comply with the requirement to submit to the PSO Unit, monthly reports on their sensitization activities. The monthly reports were an important requirement for the PSO Unit to assess the impact of sensitization activities on local communities and provide feedback to field offices to make necessary improvements.

30. The above resulted due to logistical challenges as well as budgetary constraints, including not appropriately planning the allocation of funds to implement planned activities. For instance, the approved operational budget of \$98,257 for 2017/18 for PSO activities was only available to the PSO Unit in December 2017, impacting on the ability of PSO to timely procure the needed equipment. Once the budgeted funds became available, PSO allocated all its 2017/18 operational budget to print sensitization

materials and purchase communication equipment, without allocating funds for the distribution of materials. This happened as the DDR Section did not subdivide the approved \$98,257 budget into all individual PSO activities. In addition, the Section did not enforce the requirement for the submission of monthly sensitization reports by field offices, adversely affecting the DDR Section's ability to assess the impact of its sensitization activities on local communities. These limited the public awareness of DDR and CVR operations and reduced effectiveness of the sensitization programme.

**(5) MONUSCO should: (a) allocate its budget for key activities planned by the Disarmament, Demobilization, and Reintegration (DDR) Section to ensure they are implemented in a timely manner; and (b) require the DDR field offices to submit monthly reports on their sensitization activities to the Public Sensitization and Outreach Unit to assess the impact of the sensitization activities on local communities and make needed improvements.**

*MONUSCO accepted recommendation 5 and stated that it has allocated sufficient funds in the fiscal year 2019/20 budget to allow timely implementation of key activities of the DDR Section. It will also use a thorough monitoring system and review quarterly status of activities. Also, it will require its DDR-CVR field teams to submit monthly reports on sensitization activities through the respective heads of offices. Recommendation 5 remains open pending receipt of evidence that DDR budget allocation is effectively and timely utilized for planned sensitization and outreach activities, and DDR field offices are submitting monthly reports to the PSO Unit.*

## **B. Disarmament operations**

### Need to promulgate directives for disarmament operations to mitigate safety risks

31. The IDDRS require MONUSCO to develop and implement disarmament procedures for weapons, ammunition and explosives collected during the DDR process to ensure they are handled consistently and that only military, police or any suitably qualified, experienced and trained personnel disarm combatants.

32. MONUSCO had drafted SOPs in November 2017 but they had not been approved and as a result, field offices were following different procedures in disarming combatants. For example: (a) in Bukavu surrendered combatants had to disarm themselves and hand over their weapons and ammunition to the DDR field staff because MONUSCO military personnel were of the view that they were only required to provide security to DDR camps and not to disarm surrendered combatants; and (b) in Bunia and Goma, DDR staff disarmed surrendered combatants and handed over the weapons and ammunition to military personnel, although the staff were not trained in disarmament.

33. The above inconsistencies happened as the DDR Section, in developing its draft SOPs had not coordinated with the military component to enable the Mission's Force Headquarters to issue directives to military personnel on how to execute the disarmament process. Also, DDR staff had not been trained on disarming combatants exposing themselves and others to safety risks during the disarmament process, particularly in locations that did not have military presence.

**(6) MONUSCO should: review and issue directives on the process of disarming armed combatants, including relevant directives to military personnel at field offices; and provide training to Mission staff on safely disarming combatants in areas without a military presence.**

*MONUSCO accepted recommendation 6 and stated that it will review past and current guidance, directives and SOPs and issue revised ones with a provision for training civilian and military*

*personnel. The DDR Section will consult relevant internal and external partners. MONUSCO will consult with coordinators of the joint DPKO-Office of Disarmament Affairs' project on "Effective weapons and ammunition management in a changing DDR context". Recommendation 6 remains open pending receipt of the updated directives on reception and disarmament of ex-combatants and evidence of training to relevant Mission staff on disarming ex-combatants.*

#### Need to strengthen storage and destruction of weapons and ammunition

34. The IDDRS require MONUSCO to implement various measures for storage and safeguarding of weapons and ammunition prior to destruction and implement procedures to destroy all collected weapons and ammunition to avoid misuse and to build up confidence in the DDR process.

35. OIOS visits to all three weapons and ammunition storage facilities in transit camps in Bukavu, Bunia and Goma showed that: (a) weapons and ammunition facilities did not have dual key security/access procedures to prevent one DDR staff from having sole access to stockpile of weapons, and there were no logbooks maintained of staff entering and exiting the facilities; (b) weapons and ammunition reports were not regularly updated; (c) magazines were stored together with weapons in the same location or boxes; (d) weapons were not properly marked with identification numbers; and (e) all national DDR staff responsible for managing weapons and ammunition at the facilities had not been trained on weapons identification, marking, storage and security. Additionally, all three storage facilities did not have basic fire safety equipment such as thermometers (for monitoring the room temperature to reduce the risk of ammunition explosions), fire alarms, smoke detectors and fire extinguishers.

36. Also, an analysis of all collected weapons and ammunition showed that they were not timely destroyed. As at 31 March 2018, all 78 weapons with their ammunition had been in the Bunia storage facility for an average of five years, and all 296 weapons with their ammunition in Goma and Bukavu had been in the storage facilities for an average of one year.

37. The above occurred because MONUSCO did not conduct regular inspections of its weapons and ammunition storage facilities and did not effectively coordinate with the United Nations Mine Action Service (UNMAS) for the timely destruction of collected weapons and ammunitions. As a result, there was an increased risk of theft or misuse of the weapons and ammunition as well as safety risk to personnel in and around the storage facilities.

**(7) MONUSCO should: (a) conduct regular inspections of its weapons and ammunition storage facilities and provide training to the relevant personnel to minimize safety and security risks; and (b) coordinate with the United Nations Mine Action Service to ensure that collected weapons and ammunitions are timely destroyed.**

*MONUSCO accepted recommendation 7 and stated that after the issuance of the new guidance and training, it will conduct regular inspections of its weapons and ammunition storage facilities and provide training to relevant personnel. The Mission will coordinate with UNMAS, ensure that unserviceable weapons are destroyed in a timely manner, and on a regular basis. Recommendation 7 remains open pending receipt of the weapons and ammunitions storage inspection reports, including evidence that corrective actions have been taken.*

#### Need for a management information system to ensure integrity of the data and allow better decision-making

38. The IDDRS require the use and maintenance of a management information system for registering combatants and tracking the collection and destruction of weapons and ammunition to ensure an effective DDR programme.

39. The DDR Section had not developed and implemented an effective DDR database to record data on registration of ex-combatants, collection and destruction of weapons and ammunition, and repatriation of foreign ex-combatants for accurate reporting and decision-making purposes. The Mission was using Excel spreadsheets to record data, and OIOS identified weaknesses as follows:

- The 2016/17 registration spreadsheet that contained 662 ex-combatants: had duplicated data for 12 ex-combatants; mistakenly recorded 29 ex-combatants who re-entered the DDR programme as newly registered ex-combatants; and did not contain the dates of birth of beneficiaries, which was a key control attribute to identify remobilized ex-combatants and their dependents. The entry dates of 98 ex-combatants (both Congolese and foreign) and their dependents were incorrect as their recorded entry dates were after their exit dates from the programme;
- The entry dates of 64 of 451 foreign ex-combatants (or 14 per cent) were erroneously recorded in the 2016/17 repatriation spreadsheet as these dates exceeded their repatriation dates by an average of 12 months, which made it difficult to determine timeliness of the Mission's repatriation activities; and
- The spreadsheets used to record surrendered weapons and ammunition varied between field locations. For instance, while the spreadsheets of the DDR field office in Goma had 35 data fields, those of the Bunia and Bukavu field offices had 13 and 7 data fields respectively. As a result, key data was missing from the spreadsheets of the Bunia and Bukavu field offices. For example, data such as the date weapons were received, and the types of weapons and ammunitions handed over were omitted from the spreadsheets which affected the accountability of the weapons and ammunition.

40. The DDR Section had not considered it a priority to develop a structured DDR database or well-organized Excel spreadsheets to ensure data could be filtered and consolidated for informing decision-making and for reporting purposes. The Section also did not develop and implement procedures to ensure the completeness and accuracy of the data inputted. Poor data management impacted on the effectiveness and efficiency of planning and monitoring of DDR operations as further elaborated in this report.

**(8) MONUSCO should develop a structured disarmament, demobilization, and reintegration (DDR) database or well-organized Excel spreadsheets with all the required fields and develop and implement procedures to ensure that data input is complete and accurate to support effective and efficient DDR programme operations.**

*MONUSCO accepted recommendation 8 and stated that it will update its current DDR-CVR database system. As preliminary steps, MONUSCO will devise and maintain a "clean" Excel datasheet for fiscal year 2018/19 which is updated monthly with data provided by the field teams; and clean-up the existing Excel spreadsheets provided by the field teams for records up to 30 June 2018 before consolidating them into one master datasheet. The recruitment of a database officer was ongoing. In the long-term, MONUSCO will look into leveraging information technology with a view to identifying options for a management information system that will improve planning and decision-making. Recommendation 8 remains open pending receipt of evidence of an adequate structured database or well-organized Excel spreadsheets implemented for DDR programme activities.*

## D. Community violence reduction projects

### Need to review and update the Mission's procedures for CVR projects

41. To provide guidance on the implementation of CVR projects, MONUSCO developed mission-specific SOPs in October 2016 and revised them in April 2018. OIOS' review of the April 2018 SOPs, which were not yet approved by Mission leadership, showed that they were overly complicated and lengthy. The 26 project templates were also in English and therefore, French-speaking implementing partners had difficulties fully understanding and complying with the requirements. OIOS was advised that the onerous requirements were discouraging other Mission sections from participating in the CVR programme as they had not received training in designing projects that were aligned with CVR objectives. For instance, the DDR Section rejected project proposals of other sections as they did not include ex-combatants as beneficiaries.

42. Mission management explained that the DRR Section should not have used the draft 2018 SOPs and that the Section would revert to the 2016 CVR procedures. However, OIOS noted that the 2016 SOPs also needed to be improved, as they did not capture: all aspects of CVR-project implementation such as the screening of project proposals to ensure they were aligned with the DDR/CVR mandate, assessment of implementing partners' technical and financial capacities; and roles and responsibilities of newly created units such as the Project Support and Central Finance Units.

43. The above occurred because management of the DDR Section did not have time to adequately consult with relevant internal stakeholders, such as heads of offices, DDR field offices and PMU to update the 2016 CVR SOPs, and it was in a rush to expedite the use of the 2018 SOPs for the approval and implementation of the 2017/18 CVR projects. The absence of adequate guidance contributed to the control weaknesses discussed in this report such as inadequate monitoring and project delays.

**(9) MONUSCO should review and update its guidance on community violence reduction projects to ensure that it captures all aspects of project design, implementation and reporting, and provide training where necessary.**

*MONUSCO accepted recommendation 9 and stated that it has started reviewing and updating its guidance on CVR as a preliminary step. On a longer-term basis, this product will be revised and informed by the current development of a new CVR module as part of the IDDRS review being undertaken by the Inter-Agency Working Group on DDR (LAWG-DDR) as well as the development of a global CVR SOP by Headquarters. Recommendation 9 remains open pending receipt of updated and approved guidance on CVR projects and evidence of its implementation.*

### Need to effectively review the quality of project proposals

44. Implementing partners, with support from heads of offices and DDR field teams submitted CVR project proposals to the DDR quality assurance and management teams (QAMTs) at field offices prior to them recommending the project to the Project Review Committee (PRC) in Goma for further review and approval.

45. OIOS' review of approved CVR project proposals for 33 (valued at \$3.6 million) out of 63 (valued at \$6 million) showed that 18 of them did not define expected results and indicators and project impact and sustainability and/or omitted specific needs of women and children. For example: (a) the expected indicator for one project was "four main results to be achieved" without specifying the actual results; and (b) the expected impact of another project was "eradication of armed groups" which was unrealistic and not

achievable. There were also 15 other project proposals, which were being implemented even though the PRC raised concerns that needed to be addressed such as to consider gender perspectives and to conduct feasibility studies. There was no evidence that PRC concerns were addressed.

46. The above was attributed to an inefficient project proposal review process, as QAMTs were not provided adequate time (at least two days) to review proposals, and PRC meetings were not formally scheduled. It was also because the Mission had not provided adequate guidance relating to the functioning of the PRC and QAMTs, and responsible staff had not been trained on reviewing project proposals. As a result, there was a risk that projects selected for implementation were poorly executed, delayed in implementation, not sustainable and did not achieve intended impact on communities.

**(10) MONUSCO should provide adequate guidance to quality assurance and management teams and the Project Review Committee to ensure that project proposals are effectively reviewed, and all issues raised are addressed in a timely manner.**

*MONUSCO accepted recommendation 10 and stated that as part of the preliminary guidance developed on CVR, specific ones will be developed for QAMTs and PRC. Recommendation 10 remains open pending receipt of evidence of adequate guidance and oversight of the functioning of QAMT and PRC, and that issues raised are timely and effectively addressed.*

Projects were not adequately monitored and completed within agreed timelines

47. The Mission is required to closely monitor CVR projects by reviewing and verifying data included in the financial and narrative project reports submitted by implementing partners, and by conducting regular site visits during project implementation and when the project is completed.

48. The Mission was not adequately monitoring the implementation of CVR projects. OIOS' review of 19 of the 36 projects completed in 2016/17 showed the following: (a) in 2 cases, additional installments were made prior to receipt of the required financial reports and in another case, full payment of \$98,885 was made to a partner, seven months before completion of a road construction project; (b) in 11 cases, the required site monitoring visit reports were not available; and (c) in 7 of the 10 cases related to infrastructure projects, the Engineering Section did not participate in the project closure and site evaluation visits, as required, and as a result, handover certificates had not been provided.

49. Also, Mission personnel were recommending in the monitoring and engineering reports of 6 of the 19 projects reviewed that implementing partners be paid the next installment with no specific observations or comments to justify this. All the monitoring reports showed progress in terms of percentage of outputs completed without linking the project implementation to initial objectives and indicators.

50. There were delays in project implementation, as an analysis of: (a) the 19 projects approved in 2016/17 showed that it was taking an average of five months from the initial site visit to the start of projects; and (b) 12 completed projects showed that they took four months longer than their agreed-upon duration. Similar trends were noted in 2017/18, with already 20 of the 44 projects approved in 2017/18 being delayed. This included 17 projects valued at \$1.8 million that should have been completed in 2017/18, but the DDR Section only submitted the memoranda of understanding (MoUs) to the Director of Mission Support in May 2018 because of the prolonged time taken to prepare and review project proposals. Due to the late submission and approval of MoUs, MONUSCO requested approval from the Controller to carry forward the \$1.8 million, but this was not granted as it was contrary to the International Public Sector Accounting Standards and the Financial Regulations and Rules. As a result, the 17 projects were not implemented in fiscal year 2017/18, and the Mission had to redeploy related CVR funds to other areas.

51. The above resulted because management did not give adequate attention to ensure systematic project monitoring and reporting process and did not analyze the reasons for project delays and take timely corrective actions. Also, DDR staff were not properly trained on project management, resulting in ineffective review of project financial records and DDR staff had inadequate understanding of the monitoring requirements. Poor project monitoring also increased the risk of implementing poor-quality projects, as needed remedial action was not taken in a timely manner, and loss of funds available to the CVR programme, as already demonstrated in the paragraph above.

**(11) MONUSCO should: analyze the time taken to implement projects and implement appropriate measures; and train staff on project management and monitoring, to ensure that projects are timely implemented and systematically monitored and reported.**

*MONUSCO accepted recommendation 11 and stated that within the DDR Section, a small M&E Unit has started conducting regular monitoring and evaluation of activities. This Unit will develop a monitoring system that will inform management and facilitate corrective action. The Unit will work closely with the Reporting and Analysis capacity and management. Recommendation 11 remains open pending receipt of evidence of timely project implementation and systematic monitoring of and reporting on CVR projects.*

Need to ensure that implemented projects are sustainable

52. As CVR projects should contribute to long-term sustainability, the Mission is required to consult with relevant local authorities and community leaders during project planning. An analysis of the 36 CVR projects approved in 2016/17 showed that 22 of them had specific short-term objectives, such as construction of roads, bridges and markets that were not tied to income-generating or maintenance activities to sustain the projects and/or its beneficiaries. For one project, a recommendation by the Engineering Section and PMU that the implementing partner establish a maintenance committee to manage a road construction project in Goma was not implemented and OIOS observed that the road was in a deplorable condition.

53. Visits to four ongoing and three completed projects, including four infrastructural projects, in Bunia, Bukavu and Goma and interviews with ex-combatants indicated that projects were mainly focused on cash-for-work activities without consideration of long-term benefits. Ex-combatants informed OIOS that projects were not linked to skills they acquired in the reinsertion camps in Kamina and Kitona. DDR field offices indicated that these projects were implemented as a stop-gap measure to temporarily occupy ex-combatants.

54. The above resulted as MONUSCO had not developed a sustainability plan in coordination with the UNCT to ensure long-term and sustainable impact of projects. As a result, there was an increased risk that the CVR projects may not effectively contribute to long-term violence reduction and stabilization of communities.

**(12) MONUSCO should develop and implement a sustainability plan for community violence reduction projects in coordination with the United Nations Country Team, national authorities and other external partners to ensure that implemented projects provide long-term and sustainable impact to communities and beneficiaries.**

*MONUSCO accepted recommendation 12 and stated that it will develop, in consultation with the UNCT, national authorities and other external partners, a plan to link short-term CVR projects to other long-term initiatives led by developmental actors. MONUSCO has no capacity to ensure that the CVR projects will provide long-term sustainability. Future CVR projects will be designed to lay*



*the foundation for localized and small-scale initiatives that may enable longer-term stabilization, recovery and reconstruction. Recommendation 12 remains open pending receipt of a sustainability plan for CVR projects and evidence that projects designed and implemented by MONUSCO consider the long-term and sustainable impact on communities and beneficiaries.*

#### Need to conduct an annual evaluation of CVR programme

55. The DDR Section is required to conduct a comprehensive annual evaluation of the CVR programme to assess the impact and sustainability of CVR projects and identify lessons learned. In July 2018, the DDR Section recruited a consultant to conduct a thematic evaluation of the 2016/17 infrastructural projects and was required to assess and explore issues of dynamics, relationship strengths and weaknesses, accountability, sustainability and contribution to the overarching CVR strategy. This review was still in progress at the time of the audit.

56. However, the Section had not initiated a comprehensive evaluation of all 2016/17 projects mainly due to the delayed completion and financial closure of all 2016/17 projects. As a result, the Mission was not able to use best practices and lessons learned in planning, budgeting and implementing the 2017/18 projects.

**(13) MONUSCO should develop and implement an action plan to conduct a comprehensive annual evaluation of the community violence reduction programme to assess its impact and sustainability and identify lessons learned.**

*MONUSCO accepted recommendation 13 and stated that it will develop and implement an action plan to conduct comprehensive annual evaluation of its CVR programme. Recommendation 13 remains open pending receipt of the action plan on the annual evaluation of CVR projects and evidence of implementation of the plan.*

#### MONUSCO was taking action related to a poorly performing implementing partner

57. MONUSCO, in accordance with the MoU with its implementing partners, can terminate the agreement at any time by providing the partner with a written notice of a breach of the agreement, and to request the partner to return any unused funds. MONUSCO in July 2017 had barred one implementing partner due to its failure to adequately implement a CVR project. However, apart from a PMU list showing the barred implementing partner, MONUSCO had not formally communicated the termination of the agreement to the partner or sought any recovery of the advance payment. The Mission advised that it had included procedures in its revised CVR SOPs on the termination and recovery of funds from poorly performing partners. MONUSCO was also in the process of recovering the unused portion of the \$28,888 made to the partner. Based on the actions being taken by the Mission, OIOS did not make a recommendation.

## **E. Gender responsiveness**

#### Need for an effective implementation of gender responsiveness in the DDR and CVR programmes

58. The DDR Section is required to: integrate a gender perspective into CVR projects in accordance with prescribed guidelines; liaise with the Gender Affairs Unit to ensure project proposals are gender responsive; and conduct gender-responsive monitoring and evaluation to determine the gender impact of the DDR and CVR programmes.

59. The DDR Section had developed implementation guidelines on gender perspectives in DDR and CVR programmes and a gender-sensitive screening form and indicators and six sex-disaggregated attributes for evaluating DDR camp facilities. However, the DDR Section had not submitted CVR project proposals to the Gender Affairs Unit to ensure that the proposals were gender responsive. In addition, the DDR Section did not conduct adequate gender-responsive monitoring and evaluation of the DDR and CVR programmes. For example, for the period 1 January to 31 March 2018, the Section only reported data for one of the six sex-disaggregated attributes on the evaluation of DDR camps and did not monitor five of the seven DDR gender-sensitive indicators due to lack of tools to capture the required information. Also, during field monitoring of CVR projects, the DDR Section did not involve a field representative of the Gender Affairs Unit to verify whether implementing partners were complying with any gender requirements in the implementation of their projects.

60. The above occurred because of the absence of a gender focal point in the Section. The current gender focal point, although appointed in January 2018, had not yet participated in the training on gender-sensitive indicators provided by the Gender Affairs Unit. OIOS would review this issue in-depth in its audit of gender affairs programme and gender responsiveness in MONUSCO; therefore, OIOS did not make a recommendation in this report.

#### **IV. ACKNOWLEDGEMENT**

61. 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.

*(Signed)* Eleanor T. Burns  
Director, Internal Audit Division  
Office of Internal Oversight Services

## STATUS OF AUDIT RECOMMENDATIONS

## Audit of disarmament, demobilization and reintegration in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>2</sup> / Important <sup>3</sup>	C/ O <sup>4</sup>	Actions needed to close recommendation	Implementation date <sup>5</sup>
1	MONUSCO should: (a) support a comprehensive review of the national demobilization, disarmament and reintegration (DDR) programme; and (b) develop and implement a coordinated and integrated DDR and community violence reduction strategy with external partners.	Important	O	Receipt of evidence of: (a) review of the national DDR programme with the support of MONUSCO; and (b) development and implementation of a coordinated and integrated DDR and CVR strategy with external partners.	30 April 2019
2	MONUSCO should develop a comprehensive communication strategy, in coordination with the Strategic Communication and Public Information Division, that is based on its updated assessment and analysis of the conflict and security situation and includes adequate sensitization campaigns to support disarmament, demobilization, and reintegration and community violence reduction activities.	Important	O	Receipt of the communication strategy for DDR and CVR activities.	31 March 2019
3	MONUSCO should, in coordination with other relevant Mission components, establish realistic performance and process indicators and targets of the disarmament, demobilization, and reintegration programme.	Important	O	Receipt of evidence of establishment of realistic performance targets in coordination with other relevant Mission components.	31 December 2018
4	MONUSCO should assign a Unit or individual(s) the responsibility for the monitoring and evaluation role of the disarmament, demobilization and reintegration programme to assess progress of implementation and make necessary adjustments for improvement	Important	O	Receipt of evidence that the M&E Unit is effectively monitoring and evaluating DDR operations	31 December 2018

<sup>2</sup> Critical recommendations address critical and/or pervasive deficiencies in governance, risk management or control processes, such that reasonable assurance cannot be provided with regard to the achievement of control and/or business objectives under review.

<sup>3</sup> Important recommendations address important (but not critical or pervasive) deficiencies in governance, risk management or control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

<sup>4</sup> C = closed, O = open

<sup>5</sup> Date provided by MONUSCO in response to recommendations.

## STATUS OF AUDIT RECOMMENDATIONS

**Audit of disarmament, demobilization and reintegration in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo**

5	MONUSCO should: (a) allocate its budget for key activities planned by the Disarmament, Demobilization, and Reintegration (DDR) Section to ensure they are implemented in a timely manner; and (b) require the DDR field offices to submit monthly reports on their sensitization activities to the Public Sensitization and Outreach Unit to assess the impact of the sensitization activities on local communities and make needed improvements.	Important	O	Receipt of evidence that DDR budget allocation is effectively and timely utilized for planned sensitization and outreach activities, and DDR field offices are submitting monthly reports to the Public Sensitization and Outreach Unit.	31 January 2019
6	MONUSCO should: review and issue directives on the process of disarming armed combatants, including relevant directives to military personnel at field offices; and provide training to Mission staff on safely disarming combatants in areas without a military presence.	Important	O	Receipt of a the updated directives on reception and disarmament of ex-combatants and evidence of training to relevant Mission staff on disarming ex-combatants.	31 July 2019
7	MONUSCO should: (a) conduct regular inspections of its weapons and ammunition storage facilities and provide training to the relevant personnel to minimize safety and security risks; and (b) coordinate with the United Nations Mine Action Service to ensure that collected weapons and ammunitions are timely destroyed.	Important	O	Receipt of copies of the weapons and ammunitions storage inspection reports, including evidence that corrective actions have been taken and weapons and ammunition timely destroyed.	31 October 2019
8	MONUSCO should develop a structured disarmament, demobilization, and reintegration (DDR) database or well-organized Excel spreadsheets with all the required fields and develop and implement procedures to ensure that data input is complete and accurate to support effective and efficient DDR programme operations.	Important	O	Receipt of evidence of an adequate structured database or well-organized Excel spreadsheets implemented for DDR programme activities.	31 July 2019
9	MONUSCO should review and update its guidance on community violence reduction projects to ensure that it captures all aspects of project design, implementation and reporting, and provide training where necessary.	Important	O	Receipt of updated and approved guidance on CVR projects and evidence of its implementation.	31 October 2019

## STATUS OF AUDIT RECOMMENDATIONS

**Audit of disarmament, demobilization and reintegration in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo**

10	MONUSCO should provide adequate guidance to quality assurance and management teams and the Project Review Committee to ensure that project proposals are effectively reviewed, and all issues raised are addressed in a timely manner.	Important	O	Receipt of evidence of adequate guidance and oversight of the functioning of QAMT and PRC, and that issues raised are timely and effectively addressed.	30 April 2019
11	MONUSCO should analyze the time taken to implement projects and implement appropriate measures; and train staff on project management and monitoring, to ensure that projects are timely implemented and systematically monitored and reported.	Important	O	Receipt of evidence of timely project implementation and systematic monitoring of and reporting on CVR projects.	30 April 2019
12	MONUSCO should develop and implement a sustainability plan for community violence reduction projects in coordination with the United Nations Country Team, national authorities and other external partners to ensure that implemented projects provide long-term and sustainable impact to communities and beneficiaries.	Important	O	Receipt of a sustainability plan for CVR projects and evidence that projects designed and implemented by MONUSCO consider the long-term and sustainable impact on communities and beneficiaries.	30 June 2019
13	MONUSCO should develop and implement an action plan to conduct a comprehensive annual evaluation of the community violence reduction programme to assess its impact and sustainability and identify lessons learned.	Important	O	Receipt of a copy of the action plan on the annual evaluation of CVR projects and evidence of implementation of the plan.	30 June 2019

# **APPENDIX I**

## **Management Response**



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## INTEROFFICE MEMORANDUM

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19 December 2018  
Ref.: SRS/922/2018

To: Mr. Daeyoung Park, Chief  
Peacekeeping Audit Services  
Internal Audit Division, OIOS

From: Leila Zerrougui  
Special Representative of the Secretary-General

A handwritten signature in blue ink, appearing to read "Leila", with several horizontal strokes underneath.

Subject: **Mission response to draft report on an audit of disarmament,  
demobilization and reintegration in MONUSCO (Assignment No.  
AP2017/620/03)**

1. Your interoffice memorandum reference OIOS-2018-21 dated 12 December 2018 refers.
2. Attached please find the Mission's response in respect of the recommendations in the draft report of the subject audit. Supporting documents will be provided to the Resident Audit Team only.

Kind regards.

Cc: Mr. David Gressly, Protection and Operations  
Ms. Nancee Oku Bright, Mission Chief of Staff  
Mr. Paul Buades, Director of Mission Support  
Mr. Bruno Donat, Chief, DDR Section  
Ms. Kerry Zillner, Audit Focal Point  
Mr. Daniel Maier, Head, Strategic Planning Cell  
Mr. James Okwakol, Chief Resident Auditor for MONUSCO, OIOS  
Ms. Cynthia Avena-Castillo, Professional Practices Section, Internal Audit Division, OIOS

Attachment: Appendix I - Management Response

## Management Response

## Audit of disarmament, demobilization and reintegration in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	MONUSCO should: (a) support a comprehensive review of the national demobilization, disarmament and reintegration (DDR) programme; and (b) develop and implement a coordinated and integrated DDR and community violence reduction strategy with external partners.	Important	Yes	Chief, Demobilization, Disarmament and Reintegration (DDR/RR)- Community Violence Reduction (CVR)	April 2019- expected start date          March 2019	(a) MONUSCO will support a comprehensive review of the national disarmament, demobilization, and reintegration programme (PNDDR). The recommendations of the current joint DPKO-World Bank evaluation of the PNDDR would be a good starting point for a review of the national programme to be supported by MONUSCO. At this stage, it is not known who would lead such a review of the Congolese Government-led national programme.  (b) MONUSCO will develop and implement a coordinated and integrated DDR and community violence reduction (CVR) strategy in consultation with national and international partners.
2	MONUSCO should develop a comprehensive communication strategy, in coordination with the Strategic Communication and Public Information Division, that is based on its updated assessment and analysis of the conflict	Important	Yes	Chief, DDR/RR-CVR and Director of Public Information Division (PID)	March 2019	MONUSCO will review its past and current communications strategies with regards to DDR/RR-CVR and produce a comprehensive one.

<sup>1</sup> Critical recommendations address critical and/or pervasive deficiencies in governance, risk management or control processes, such that reasonable assurance cannot be provided with regard to the achievement of control and/or business objectives under review.

<sup>2</sup> Important recommendations address important (but not critical or pervasive) deficiencies in governance, risk management or control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.



## Management Response

## Audit of disarmament, demobilization and reintegration in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
	and security situation and includes adequate sensitization campaigns to support disarmament, demobilization, and reintegration and community violence reduction activities.					
3	MONUSCO should, in coordination with other relevant Mission components, establish realistic performance and process indicators and targets of the disarmament, demobilization, and reintegration programme.	Important	Yes	Chief, DDR/RR-CVR	December 2018	MONUSCO has addressed this concern raised and is compliant with this recommendation. This concern has been addressed in the budget submission for fiscal year 19-20 with regards to realistic indicators already developed.  MONUSCO has made reasonable assumptions about what the political and security situations would look like in the next fiscal years.
4	MONUSCO should assign a Unit or individual(s) the responsibility for the monitoring and evaluation role of the disarmament, demobilization and reintegration programme to assess progress of implementation and make necessary adjustments for improvement	Important	Yes	Chief, DDR/RR-CVR	December 2018	MONUSCO has addressed this concern raised and is compliant with this recommendation.  A small Monitoring and Evaluation (M&E) Unit, albeit that needs reinforcement, has been established within the DDR/RR-CVR Section and has started conducting regular monitoring and evaluation of activities.  This unit will further develop a monitoring system that will inform management and facilitate corrective

## Management Response

## Audit of disarmament, demobilization and reintegration in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						action.
5	MONUSCO should: (a) allocate its budget for key activities planned by the Disarmament, Demobilization, and Reintegration (DDR) Section to ensure they are implemented in a timely manner; and (b) require the DDR field offices to submit monthly reports on their sensitization activities to the Public Sensitization and Outreach Unit to assess the impact of the sensitization activities on local communities and make needed improvements.	Important	Yes	Chief, DDR/RR-CVR	December 2018  January 2019	MONUSCO has addressed this concern raised and is compliant with this recommendation.  (a) MONUSCO has allocated sufficient funds in fiscal year 19-20 budget to allow timely implementation of key activities of the DDR/RR-CVR Section. It will also use a thorough monitoring system to take any timely corrective measures, and review quarterly the status of activities.  (b) MONUSCO will require its DDR/RR-CVR field teams to submit monthly reports on their sensitization activities through the respective Heads of Offices.
6	MONUSCO should: review and issue directives on the process of disarming armed combatants, including relevant directives to military personnel at field offices; and provide training to Mission staff on safely disarming combatants in areas without a military presence.	Important	Yes	Chief, DDR/RR-CVR, Programme Manager, United Nations Mine Action Service (UNMAS), Force Commander	July 2019	MONUSCO will review past and current guidance, directives and SOPs and issue revised ones, with a provision for training of both civilian and military personnel. The DDR/RR-CVR Section will consult in-Mission with the Force; UNMAS, United Nations Police and others, and also with relevant external partners.  DDR/RR-CVR standard operating

## Management Response

## Audit of disarmament, demobilization and reintegration in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						<p>procedures (SOPs) already developed on Reception, Safekeeping and Transfer of Combatants and Dependents of Armed Groups; Handling, Storage and Destruction of Weapons, Ammunition and Explosives will provide a basis for updating and approval.</p> <p>MONUSCO will also consult with coordinators of the joint DPKO-Office of Disarmament Affairs' project on "Effective weapons and ammunition management in a changing DDR context" and look into training using the newly published manual by the project.</p>
7	MONUSCO should: (a) conduct regular inspections of its weapons and ammunition storage facilities and provide training to the relevant personnel to minimize safety and security risks; and (b) coordinate with the United Nations Mine Action Service to ensure that collected weapons and ammunitions are timely destroyed.	Important	Yes	Chief, DDR/RR-CVR, Programme Manager, UNMAS, Force Commander	Ongoing	<p>Reference is made to comments of row 6 above. After the issuance on new guidance and training, MONUSCO will conduct regular inspections of its weapons and ammunition storage facilities and provide training to relevant personnel.</p> <p>MONUSCO will, in coordination with UNMAS, ensure that unserviceable weapons are destroyed in a timely manner, and on a regular basis.</p>
8	MONUSCO should develop a structured	Important	Yes	Chief,	March 2019	MONUSCO will update its current

## Management Response

## Audit of disarmament, demobilization and reintegration in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
	disarmament, demobilization, and reintegration (DDR) database or well-organized Excel spreadsheets with all the required fields and develop and implement procedures to ensure that data inputted is complete and accurate to support effective and efficient DDR programme operations.			DDR/RR-CVR	July 2019	<p>database system in use for DDR/RR-CVR.</p> <p>As preliminary steps, MONUSCO will devise and maintain a "clean" (one unique nomenclature of data entries across DDR/RR-CVR) Excel datasheet for fiscal year 18-19 which is updated monthly with data provided by the field teams; clean-up the existing sheets provided by the field teams for records up to 30 June 2018 before consolidation into one master datasheet. The recruitment of a database officer is ongoing.</p> <p>In the long-term, MONUSCO will look into leveraging information technology with a view to identifying options for a MIS that will improve planning and decision-making.</p>
9	MONUSCO should review and update its guidance on community violence reduction projects to ensure that it captures all aspects of project design, implementation and reporting, and provide training where necessary.	Important	Yes	Chief, DDR/RR-CVR	April 2019  October 2019	<p>MONUSCO has started reviewing and updating its guidance on CVR as a preliminary step.</p> <p>On a longer-term basis, this MONUSCO product will be revised and informed by the current development of a new CVR module as part of the IDDRS review being undertaken by the Inter-Agency Working Group on DDR (IAWG-</p>

## Management Response

## Audit of disarmament, demobilization and reintegration in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						DDR) as well as the development of a global CVR SOP by Headquarters.
10	MONUSCO should provide adequate guidance to quality assurance and management teams and the Project Review Committee to ensure that project proposals are effectively reviewed, and all issues raised are addressed in a timely manner.	Important	Yes	Chief, DDR/RR-CVR and Chief, PMU	April 2019	Reference is made to comments provided in row 9 above. As part of the preliminary guidance developed on CVR, specific ones will be developed for the quality assurance and management teams and the Project Review Committee.
11	MONUSCO should ensure that projects are timely implemented and systematically monitored and reported by: analyzing the time taken to implement projects and implementing appropriate measures; and training staff on project management and monitoring.	Important	Yes	Chief, DDR/RR-CVR	April 2019	Reference is made to comments in Row 4 above.  Within the DDR/RR-CVR Section, a small M&E Unit, albeit that needs reinforcement, has been established within DDR/RR-CVR Section and has started conducting regular monitoring and evaluation of activities.  This unit will further develop a monitoring system that will inform management and facilitate corrective action.  Within the Section, it will work closely with the Report and Analysis capacity and management
12	MONUSCO should develop and implement a sustainability plan for community violence reduction projects in coordination with the United Nations	Important	Yes	Chief, DDR/RR-CVR	June 2019	MONUSCO will develop, in consultation with the United Nations Country Team (UNCT), national authorities and other external

## Management Response

## Audit of disarmament, demobilization and reintegration in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
	Country Team, national authorities and other external partners to ensure that implemented projects provide long-term and sustainable impacts to communities and beneficiaries.					<p>partners, a plan to link short-term CVR projects to other longer-term initiatives led by development actors.</p> <p>It is important to note that MONUSCO has no capacity to ensure that the CVR projects will provide long-term sustainability. MONUSCO future CVR projects will be designed to lay the foundation for localized and small-scale initiatives that may enable longer-term stabilization, recovery and reconstruction.</p>
13	MONUSCO should develop and implement an action plan to conduct a comprehensive annual evaluation of the community violence reduction programme to assess its impact and sustainability and identify lessons learned.	Important	Yes	Chief, DDR/RR-CVR	June 2019	MONUSCO will develop and implement an action plan to conduct comprehensive annual evaluation of its CVR programming.