



INTERNAL AUDIT DIVISION

REPORT 2025/099

Audit of the management and support of the comprehensive planning and performance assessment system by the Department of Peace Operations

DPO needed to significantly enhance mission capacity to support the implementation of the comprehensive planning and performance assessment system

30 December 2025

Assignment No. AP2024-600-01

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EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of the management and support of the comprehensive planning and performance assessment system (CPAS) by the Department of Peace Operations (DPO). The objective of the audit was to assess the efficiency and effectiveness of DPO management and support of CPAS to facilitate the assessment and tracking of the impact of peacekeeping missions (PKMs). The audit covered the period from January 2022 to March 2025 and included: (a) CPAS results framework and impact assessments; (b) PKMs capacity to implement CPAS; and (c) administrative management of CPAS by the Division of Policy, Evaluation and Training (DPET) in DPO.

DPET established a team to directly support PKMs in the day-to-day management of CPAS, including in updating CPAS results frameworks, conducting impact assessments semi-annually, and delivering training. As reported by DPET, by 31 March 2025, PKMs had conducted 79 impact assessments and used the results in briefings to the Security Council. However, PKMs leadership and other relevant organizational units in DPO needed to be more fully engaged in CPAS processes to ensure they focus on strategic priority areas. Gaps in mission-wide integrated planning and development of effective indicators for the results framework, non-availability and inadequate quality of data to assess the impact of PKMs, and weak formulation of recommendations during impact assessments affected the effective implementation of CPAS. In addition to providing further guidance and training in these areas, DPET needed to develop a strategy for longer term support arrangements for CPAS, and implement its CPAS funding strategy to sustain support in the short-term.

OIOS made six recommendations. To address issues identified in the audit, DPO needed to:

- Strengthen mechanisms to facilitate effective collaboration between relevant DPO organizational units and PKMs on CPAS implementation.
- Follow up periodically with PKM leadership to promote their engagement in ensuring the CPAS results frameworks and impact assessments reflect their priorities and that they provide prompt feedback on impact assessments recommendations.
- Provide guidelines on integrating civilian and uniformed capacities in mission planning.
- Finalize the CPAS policy and strengthen related guidance for its effective implementation.
- Strengthen the integration of the CPAS information technology platform with relevant existing data sources to optimize efficiency.
- Develop and implement a strategy in the long-term for PKMs to perform critical CPAS-related tasks with minimal support from DPET and implement the strategy to secure sustainable funding.

DPO accepted the recommendations but has not yet initiated actions to implement them. Actions required to close the recommendations are indicated in Annex I.

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I. BACKGROUND

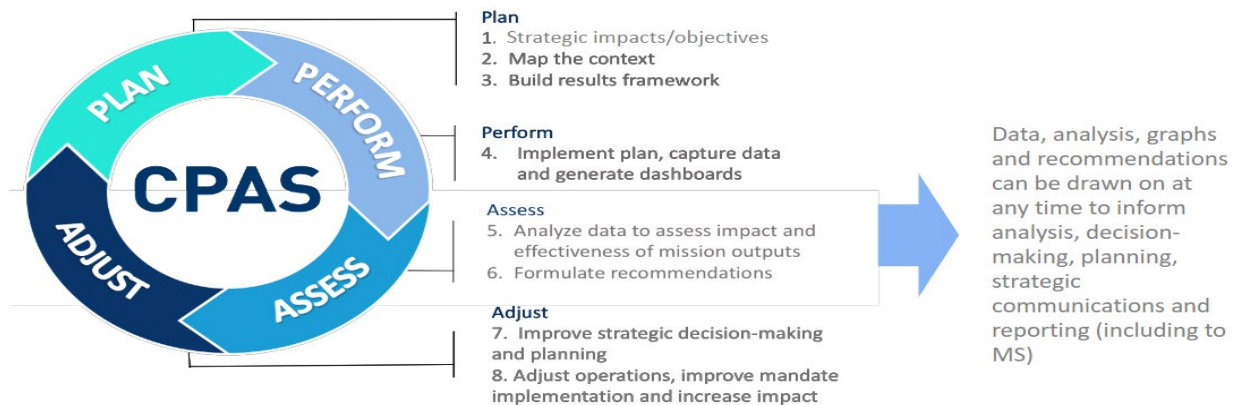
1. The Office of Internal Oversight Services (OIOS) conducted an audit of the management and support of the comprehensive planning and performance assessment system (CPAS) by the Department of Peace Operations (DPO).

2. CPAS is a comprehensive tool that allows peacekeeping missions (PKMs) to evaluate their operating environment systematically, identify precisely the influence they aim to have, and assess progress towards these goals using data and analysis. It was developed by DPO in response to a request¹ by the Special Committee on Peacekeeping Operations in March 2018, for the Secretariat to develop an integrated performance policy framework to consistently assess the performance and impact of PKMs. This was reaffirmed by the Security Council in its resolution 2436 (2018).

3. In August 2018, the Division of Policy, Evaluation and Training (DPET) in DPO launched CPAS as an integrated system to enable PKMs to have the required data to: (a) assess their operating environment; (b) develop a whole-of-mission plan for mandate delivery; and (c) use the data to conduct impact assessments to inform senior management for subsequent planning and decision-making and to strengthen reporting to Member States on their impact, strategy and operational challenges. To utilize CPAS, each mission was required to develop a CPAS results framework,² outlining how the mission intends to influence the context³ to implement its priority objectives, and the actions needed to achieve that influence. CPAS impact assessments are conducted semi-annually, using data obtained from CPAS information technology (IT) platform. The assessments also include recommendations to strengthen operations.

4. The CPAS methodology is shown in figure 1.

Figure 1: Comprehensive planning and performance assessment system methodology



Source : DPO/DPET CPAS guidance document

¹ A/72/19

² In April 2025, DPO and the Departments of Political and Peacebuilding Affairs and Operational Support issued guidelines on the mission concept and mission plan, which replaced the CPAS results framework with the mission plan results framework as the basis for CPAS performance assessments

³ Context is the prevailing environment in which a mission operates and includes the political, security, social and economic situation impacting the mission's ability to achieve its mandate.

5. DPET initially piloted CPAS in three PKMs in August 2018, and the roll-out of the system to all 13 PKMs existing then, was completed by November 2021, as shown in figure 2.

Figure 2: **Timeline of CPAS roll-out to peacekeeping missions⁴**



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

6. The CPAS IT platform was envisioned to allow maximum integration and interoperability with other United Nations data systems and enable users to store and analyze data against specific impact indicators, conduct impact assessments, and track related recommendations. It features an interactive dashboard for PKMs to monitor their progress against the indicators. According to DPET, as of 31 March 2025 over 100,000 impact data points had been entered on the platform, which had been used to inform discussions during 79 impact assessments and produced 29 CPAS fact sheets presented during briefings to the Security Council.

7. The Evaluations Team in DPET is responsible for supporting the implementation and management of CPAS by PKMs. Its responsibilities include: (a) providing policy guidance on the implementation of CPAS; (b) facilitating the development and updating of CPAS results frameworks and conducting of CPAS impact assessments; (c) supporting missions to produce fact sheets included in Security Council briefings; (d) providing regular training courses on the CPAS methodology; and (e) providing technical support for the CPAS IT platform. The Evaluations Team is headed by a Chief at the P-5 level, who reports directly to the Director, DPET. The Chief is supported by two P-4s, three P-3s, one P-2, one GS-6 staff, two junior professional officers and two gratis personnel.

8. DPET anticipated a 2 to 4-year timeline for implementing CPAS, with funding for its pilot and roll-out being obtained primarily from extrabudgetary resources. Since the inception of CPAS in 2018, 10 Member States had contributed approximately \$8.1 million for its management as of December 2024, accounting for over 80 per cent of its funding. Together with funds from the support account, total funding of CPAS implementation at Headquarters as of that date amounted to \$9.9 million. The Chief of the Evaluations Team and the GS staff were funded by the support account.

9. Comments provided by DPO are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

10. The objective of the audit was to assess the efficiency and effectiveness of the management and support of CPAS to facilitate the assessment and tracking of the impact of PKMs.

⁴ Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA), United Nations Mission in South Sudan (UNMISS), United Nations Interim Force in Lebanon (UNIFIL), United Nations Peacekeeping Force in Cyprus (UNFICYP), United Nations Organization Stabilization Mission in the Democratic Republic of Congo (MONUSCO), United Nations Interim Administration Mission in Kosovo (UNMIK), United Nations Mission for the Referendum in Western Sahara (MINURSO), United Nations-African Union Mission in Darfur (UNAMID), United Nations Disengagement Observer Force (UNDOF), United Nations Interim Security Force for Abyei (UNISFA), United Nations Truce Supervision Organization (UNTSO) and United Nations Military Observer Group in India and Pakistan (UNMOGIP).

11. This audit was included in the 2024 risk-based work plan of OIOS due to the criticality of CPAS in assessing the impact of PKMs in the implementation of their mandates.

12. OIOS conducted this audit from September 2024 to April 2025. The audit covered the period from January 2022 to March 2025 and reviewed: (a) CPAS results framework and impact assessments; (b) PKMs' capacity to implement CPAS; and (c) administrative management of CPAS by DPET.

13. The audit methodology included: (a) interviews with key personnel; (b) review of relevant documentation; (c) analytical review of performance data in CPAS for five sampled PKMs (MINUSCA, MONUSCO, UNFICYP, UNISFA and UNMISS); (d) focus group discussions with four of the five sampled PKMs; and (e) sample testing of 6 out of 39 impact assessments conducted by sampled PKMs. OIOS also conducted three audits of the effectiveness of CPAS implementation in UNMISS, UNFICYP and MINUSCA (report nos. 2024/029, 2024/033 and 2025/028). The audit of CPAS implementation in MONUSCO that was ongoing at the time of the audit was recently completed (2025/060). Observations from these audits are referred to in this report, where relevant.

14. To assess the reliability of data relating to CPAS, OIOS (a) performed analytical review of data in the CPAS IT platform to detect obvious errors in accuracy and completeness; (b) reviewed related documentation, including CPAS impact assessments; and (c) collaborated with DPO personnel to identify and address any data-related issues. Discrepancies such as missing data, duplicate records, or data entry errors were brought to DPO's attention. Based on the review, OIOS determined that the data was sufficiently reliable to address audit objectives.

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

III. AUDIT RESULTS

A. CPAS results framework and impact assessment

Missions developed CPAS results frameworks with DPET's assistance but there were deficiencies in their development

16. During the period covered by the audit, the CPAS results framework was a key requirement for missions to implement CPAS. It comprised three levels: the mission's strategic impact,⁵ planned stakeholder outcomes,⁶ and outputs,⁷ with related indicators to track and demonstrate progress in implementing the mission's mandate. As required by the April 2025 guidelines on the mission concept and mission plan, the mission plan results framework will replace the CPAS results framework as the basis for the CPAS performance assessment. OIOS observations on the CPAS results framework will be useful in implementing the new guidelines.

17. As of March 2025, all sampled PKMs had developed and updated their CPAS results frameworks with initial assistance from DPET. However, the above-mentioned three mission audits conducted by OIOS,

⁵ Strategic impact relates to the change a mission wants to see at the strategic level in mandated areas. For example, a decreased threat posed by armed groups.

⁶ Stakeholder outcome relates to the change in knowledge, position, attitude, capacity or behaviour of stakeholders considered that is key to bringing about a strategic impact. For example, increased capacity and professionalism of the national police to provide security.

⁷ Output is the product or service delivered by the mission, designed to bring about stakeholder outcome and make progress towards the mission's strategic impacts and mandate. For example, capacity-building training for police.

focus group discussions and review of the sampled PKMs' CPAS results frameworks indicated deficiencies in the development of CPAS results frameworks, as detailed below:

- (a) Lack of active engagement in CPAS implementation by other key DPO organizational units and PKMs leadership

18. PKMs collaborated with other key organizational units in DPO in addition to DPET, for strategic guidance on mandate implementation. For example, the Integrated Operational Teams (IOTs) within DPO provide integrated, dedicated strategic advice and support to PKMs, including guidance during their strategic planning and budgeting cycles, as well as finalizing periodic Secretary-General's reports on mission performance. The Office of Military Affairs (OMA) and the Police Division (PD) also provide technical advice and oversight and develop relevant policy and guidance documents for PKM uniformed components. While IOTs participated in bi-weekly CPAS meetings and in developing the CPAS results framework and conducting impact assessments, OMA and PD were not always involved in critical CPAS processes, such as providing strategic input in formulating CPAS indicators and the CPAS results framework, despite having the appropriate expertise. This limited DPO-field collaboration in CPAS implementation. Also, the IOTs, OMA and PD had no access to the CPAS IT platform, although DPET had provided related training. DPO senior management emphasized the importance of involving various key personnel and units to ensure CPAS benefits are fully realized; however, it had not developed formal mechanisms to facilitate their active engagement in implementing the CPAS. DPET indicated that they were in discussions with PKMs on IOTs' access to CPAS.

19. Moreover, effective CPAS implementation requires active engagement of mission leadership to: (i) provide strategic guidance and direction for developing the CPAS results framework; (ii) provide guidance prior to impact assessments of strategic priority areas requiring focus; and (iii) promptly review and provide feedback on the relevance of recommendations from the assessments and actions needed for their implementation. While mission leaderships endorsed the CPAS results framework and impact assessment reports, they generally did not engage actively with CPAS focal points prior to or during the development of the CPAS results framework and conduct of impact assessments to ensure that the framework and assessments were focused on their evolving strategic priorities or to provide feedback on the recommendations. This resulted in products that sometimes did not meet their expectations and hindered institutionalization of CPAS.

(1) DPO should strengthen mechanisms to facilitate effective collaboration between its relevant organizational units and peacekeeping missions in the implementation of the comprehensive planning and performance assessment system.

DPO accepted recommendation 1.

(2) DPO should follow up periodically with leadership in peacekeeping missions to promote their engagement in the comprehensive planning and performance assessment system (CPAS) processes to guide the focus of CPAS results frameworks (until replaced with a mission plan results framework under the new guidelines) and impact assessments to ensure that they reflect their priorities and provide prompt feedback on impact assessments recommendations.

DPO accepted recommendation 2.

(b) Inadequate integration of mission planning activities

20. It was envisioned that the CPAS results frameworks would be aligned with mission planning documents such as the mission concept, political strategy, mission plan, and results-based budgeting (RBB) framework. The implementation of CPAS would empower PKMs to assess the progress made in implementing mission plans.

21. Of the five sampled PKMs, only MINUSCA had developed a mission plan. In the absence of a mission plan, the other PKMs utilized the CPAS results framework as their central planning document, even though the framework was not intended to replace mission planning. This is because while the framework outlined missions' strategic impact and stakeholder outcome with respective indicators, outputs, and responsible lead and support sections, it omitted key elements of a plan (such as the mission coordination and communication mechanisms, support requirements and basis for resource allocation).

22. A 2018 capacity review conducted by DPO identified systemic challenges across PKMs, including the absence of formalized structures to conduct mission-wide integrated planning. Focus group discussions with sampled PKMs indicated that these challenges persisted. For instance, UNISFA lacked dedicated planning capacity to conduct mission-wide planning. Missions that had dedicated planning capacity faced constraints due to their workload. For example, while MONUSCO's Strategic Planning Unit had three approved posts, only one post was filled at the time of the audit, with the staff member tasked with managing multiple planning and performance assessment tools and frameworks. Although the Unit became fully staffed in January 2025, DPET indicated that the ratio of planners to operations was inadequate, considering the size of the Mission.

23. Additionally, at the time of the audit, four of the five sampled PKMs had not integrated their uniformed and civilian planning capacities. A recently concluded OIOS audit of CPAS implementation in MONUSCO (report 2025/060) indicated that in April 2021, the Special Representative of the Secretary-General had called for the establishment of a governance structure for CPAS comprising an implementation group with senior representatives from civilian and uniformed components and field offices. However, the group was not constituted. Lack of integration between uniformed and civilian capacity reduced coordination and limited CPAS data sharing among both components.

24. While the results framework of the five sampled PKMs had some alignment between the planning documents (where available), MINUSCA was the only PKM that had all the planning documents and had ensured coherence between them. Moreover, differences in the timing of CPAS processes and issuance of various documents, such as the Secretary-General's reports on mission performance and missions' budgets and budget performance reports limited the extent to which PKMs were able to utilize the CPAS results framework and the results of impact assessments in their preparation. DPO and senior management of the Department of Management Strategy, Policy and Compliance (DMSPC) emphasized the need to align the CPAS results framework with the RBB framework to strengthen the impact orientation of RBB. This alignment was intended to progressively use data generated from CPAS to inform the development of RBB frameworks, thereby ensuring that resource allocation reflected mission priorities and adaptability to emerging opportunities and challenges. DPO commented that as CPAS processes were on different timelines with other planning and reporting processes, DPET was working with PKMs to identify missions' preferences for alignment. For example, UNFICYP and MONUSCO align their CPAS impact assessments with the Secretary-General's reporting cycles.

25. OIOS discussions and review indicated that missions did not have robust policies and guidelines for mission planning during the audit period. As noted earlier, the guidelines on mission concept and mission planning were finalized in April 2025. The guidelines provide broad linkages between CPAS processes and mission planning, including RBB. OIOS anticipates that DPET will, as part of its evaluation

activities, review the implementation of the guidelines and does not make a recommendation in this regard at this time. Meanwhile, there was a need to strengthen integration between civilian and uniformed planning capacities. While DPO was updating the United Nations policy on integrated assessment and planning issued in February 2023, the policy did not include detailed guidance in this area.

(3) DPO should provide guidelines on integrating civilian and uniformed planning capacities to enhance mission-wide integrated planning.

DPO accepted recommendation 3 and stated that integration may not be possible in all peacekeeping operations.

DPET assisted missions in conducting the impact assessments, however, there were limitations to their effectiveness

26. The CPAS impact assessment is an internal evaluation of the mission’s progress towards mandated objectives, using data, indicators and staff expertise to inform the assessment and make recommendations to strengthen operations.

27. Focus group discussions, the three PKM audit reports on CPAS, and interviews indicated that DPET provided support to PKMs during field visits and virtually. This support included help in drafting impact assessment reports, generating infographics, preparing data visuals for reporting and taking stock of the available data to select relevant data sets to be used in the assessments. DPET also engaged IOTs and DPO regional desks and helped incorporate their feedback into the impact assessments and Security Council fact sheets.

28. However, inadequacies in: (a) results framework including weak indicators; (b) data collection quality assurance process for the CPAS impact assessments; and (c) formulation and follow up of recommendations limited the effectiveness of impact assessments as outlined in the report.

B. Peacekeeping missions’ capacity to implement CPAS

DPET enhanced the CPAS training programme, but further guidance was needed

29. The feasibility study preceding the implementation of CPAS highlighted the need for existing PKM staff to develop new skills for effective CPAS implementation through training in performance assessments (including performance indicator development), and data management and visualization. A subsequent review conducted by DPO in 2021 highlighted significant gaps in mission planning and data analytics capabilities, reinforcing the need for the development of these skills. In response, DPET provided bi-monthly training on the CPAS methodology, as well as refresher training prior to impact assessment exercises, and targeted training for uniformed personnel to enhance their awareness of CPAS.

30. Despite these efforts, PKM personnel have not been sufficiently equipped with the necessary skills for independent CPAS implementation, as discussed below:

(a) Development of indicators in the results framework needed improvement

31. The DPET guidelines on implementing CPAS included a step-by-step guide on setting strategic impacts and building/updating the results framework. Its annexes included two examples of a results framework as well as additional guidance on developing strong indicators.

32. Missions in general populated the necessary elements for their frameworks as intended, and mostly, there was some alignment between the strategic impact, stakeholder outcome and output. However, OIOS noted that some of the outcome indicators described in missions' CPAS results frameworks were not supported by underlying outputs. For example, for MONUSCO, the outcome indicator of “# of gender responsive operations and measures made by security forces” was not supported by any gender responsive related outputs such as workshops organized for security forces or other types of engagements on gender response. OIOS also noted that as shown in the example frameworks in the guidelines, the indicators were not SMART,⁸ as they lacked baseline measurements and targets with specified timelines. Additionally, the indicators were predominantly quantitative, granular in detail, and largely operational in nature, resulting in a substantial number of indicators. For example, MINUSCA had 233 indicators. This strained limited staffing resources in collecting data related to the indicators, hindered comprehensive analysis of key issues, and limited focus on the strategic priorities relevant to mission leadership. Moreover, indicators lacked input from senior management on the strategic direction of missions.

33. DPO commented that time-bound indicators do not always make sense in peacekeeping contexts because mission objectives often depend on unpredictable political and security developments beyond the mission's control, making rigid timelines impractical and potentially misleading. DPO also added that quantitative indicators were preferable because of their clarity, measurability, and consistency in most cases, and that relying mostly on qualitative indicators would place considerable additional burden on missions and render the application of CPAS overly labour-intensive. Moreover, qualitative information and contextual analysis were incorporated during impact assessments. Nevertheless, DPET acknowledged that missions may require additional training and tools, such as a checklist, in implementing the methodology.

(b) Inadequate validation of CPAS data

34. Maintaining high-quality CPAS data is crucial for conducting accurate data analyses, gaining valuable insights, developing effective strategies, and making informed decisions to achieve mandated objectives. Accordingly, PKMs are required to maintain data that is accurate, complete and relevant.

35. While some PKMs had standard operating procedures or terms of reference that codified data validation processes, these processes were not adequately and comprehensively developed to provide evidence of verification of the accuracy, completeness, consistency, and timeliness of data both before and after entry in the CPAS IT platform. For example, data collected by PKMs was not consistently corroborated against external sources such as national institutions or other United Nations system entities. DPET performed some basic reviews of data prior to supporting impact assessments to ascertain the extent of data entry in CPAS; however, no further reviews were conducted by PKMs to detect and resolve any data discrepancies across various systems on a timely basis to ensure data integrity.

36. OIOS review noted that the CPAS IT platform contained incomplete data, which may hinder effective analyses and assessments. For example, as of 31 March 2025, there was no data to measure 43 (or 10 per cent) of a total of 424 indicators for MINUSCA, MONUSCO, and UNISFA for an average of eight months, including 8 indicators for which data was missing for periods ranging from 12 to 36 months. (Data was more complete in the case of UNFICYP.) DPET explained that some missions retained dormant indicators that may be relevant again in the future, and some indicators were cyclical, for example those relating to elections. However, focus group discussions indicated the absence of formal data quality management processes to identify and address data inconsistencies and errors. DPO acknowledged that collecting and verifying data in the complex conflict environment of PKMs was challenging. It stated that in the broader United Nations, there were gaps in strategy, policy and guidance on the collection and use of

⁸ Specific, measurable, achievable, relevant and time-bound

data, as well as low levels of data literacy among peacekeeping personnel. Nevertheless, since applying the CPAS methodology, missions have improved their data analytics practices by collaborating with colleagues across their missions for integrated analysis of various data sets.

37. OIOS also noted that DPO had not provided adequate guidance for PKMs to develop structured data collection plans to identify data sources and collection methods to track related indicators in the CPAS results framework that is tailored to their needs. The inadequacy of data quality processes may undermine the reliability of CPAS-generated impact assessment reports and analytics generated from the CPAS IT platform. Moreover, data inaccuracies and omissions may affect PKMs’ decision-making, increasing the Organization’s exposure to reputational risks and compounding operational challenges.

(c) Impact assessment recommendations were not properly formulated and lacked timelines for implementation

38. Effective recommendations should be clear, specific, and achievable, with defined objectives, timelines, and responsibilities. CPAS guidelines emphasize that recommendations should be as specific as possible and include designated sections responsible for their implementation.

39. However, some CPAS recommendations from the impact assessments were unclear, and most did not specify who was responsible for their implementation and target dates for implementation. There was also no evidence of prioritization of recommendations based on urgency, feasibility, or strategic impact. For example, a recommendation requiring immediate action had been outstanding for 925 days. It did not specify the unit responsible for its implementation and despite the stated urgency, there was no update on how, when or whether it was implemented.

40. Moreover, there was no formal follow-up and reporting mechanism on the implementation status of these recommendations. Consequently, most of the recommendations in the CPAS IT system remained outstanding. Of the 426 outstanding recommendations, 369 were outstanding for more than two years. On average recommendations were outstanding for 1,247 days (3.4 years). Table 1 shows the number of outstanding recommendations by mission.

Table 1: Outstanding recommendations by mission as of August 2025

Mission	No. of recommendations outstanding	Average days outstanding
MINUSCA	103	1,147
MONUSCO	71	812
UNFICYP	178	1,615
UNISFA	28	551
UNMISS	46	1,138
Total	426	

Source: CPAS recommendation report

(d) Need to manage access rights to CPAS IT platform

41. PKMs managed the granting of access to their respective CPAS IT platforms. Table 2 shows the number of personnel granted access and usage statistics for sampled PKMs.

Table 2: PKM personnel granted access to the CPAS IT platform and frequency of usage as of 31 March 2025

Peacekeeping missions	No. of PKM personnel granted access to CPAS	Percentage of users who accessed CPAS within 0-3 months	Percentage of users who accessed CPAS within 3-6 months	Percentage of users who accessed CPAS within 6-41 months	Percentage of users who never accessed CPAS
MONUSCO	74	32.4%	11%	23%	34%
UNFICYP	38	42.1%	16%	21%	21%
UNISFA	48	25%	15%	42%	19%
MINUSCA	130	42%	31%	31%	19%
Total number of personnel	290	37%	11%	29%	23%

Source: DPET CPAS user reports

42. Only about 37 per cent of PKM personnel in the missions sampled who had been granted access to the CPAS IT platform accessed it in the three months to March 2025, while another 23 per cent had never accessed the system (26 per cent had not accessed CPAS for over a year). These included: (a) CPAS focal points with responsibility for inputting data and conducting analyses in the system; (b) personnel performing critical reporting and communication-related functions; and (c) heads of substantive services, sections and units, who are responsible for providing critical oversight and supervision of CPAS data entry and analysis, and contribute to the in-depth analyses required to contextualize mission operations effectively. DPET commented that access had been granted to some staff as backup focal points, and that while some senior mission personnel may not actively use the system, it made sense for them to have access.

43. Additionally, approximately 12 users (4 per cent of CPAS users) who had been granted access to the system were no longer assigned to their original missions, raising questions about the effectiveness of access management. While access was supposed to be discontinued within one month of departing the mission, OIOS' review identified personnel who continued to have access to the system even though they had departed the mission for much longer.

44. PKMs had not assessed the continuing relevance of providing access to PKM personnel. This is because DPET, in coordination with PKMs, did not develop guidelines for granting and managing access rights to the CPAS IT platform. This limited PKMs' ability to enhance the quality and usage of CPAS products by responsible staff who are primary users of CPAS and compromised the confidentiality and security of sensitive performance data.

45. Overall, DPET needed to strengthen guidance on: (a) data collection plans and methods to facilitate the identification of relevant data sources and track progress of performance indicators; (b) processes for timely data verification and quality enhancement in the CPAS IT platform; (c) granting and managing access to the CPAS IT platform; and (d) formulating clear recommendations and the importance of following up and updating senior management on the status of implementation of recommendations. The policy on CPAS remained in draft as of the time of the audit, and DPET needed to consider the need for additional guidance when finalizing the policy.

(4) DPO should ensure the Division of Policy, Evaluation and Training finalizes the policy on the comprehensive planning and performance assessment system (CPAS) and strengthens related guidance for the effective implementation of CPAS to achieve its objectives.

DPO accepted recommendation 4.

Inadequate integration of CPAS data with existing PKM data sources

46. PKMs generate substantial amounts of data from all aspects of their operations; however, they are maintained in different files and locally developed databases. A review conducted by DPO in 2018 estimated that approximately 80 per cent of PKMs maintained data and information in Microsoft Word or Excel files, typically stored on individual staff computers. DPET indicated that CPAS had assisted, to some extent, in centralizing and integrating PKM data, especially those that were relevant to assessing missions' impact. CPAS was therefore integrated with SAGE,⁹ on an as needed basis; human rights databases in MONUSCO, MINUSCA and UNMISS; and community events and hate speech databases in UNFICYP. It was also integrated with selected databases that were external to the United Nations.

47. However, while DPET and PKMs had evaluated and updated their inventory of databases and data on an ongoing basis following assessments, support visits, new initiatives and on mission requests to identify and integrate those that could fulfill CPAS data requirements for analyses and assessments, DPET had not yet conducted a comprehensive review of all databases and data maintained by PKMs to explore further integration.

(5) DPO should, in coordination with peacekeeping missions, further strengthen the integration of the comprehensive planning and performance assessment system information technology platform with relevant existing data sources to optimize efficiency.

DPO accepted recommendation 5.

C. Administrative management of CPAS

Need to secure sustainable funding to support the management of CPAS

48. At the inception of CPAS, DPO anticipated utilizing extrabudgetary funding in the short-term to fund the piloting and roll-out of the system, expected to last 2 to 4 years, with the assumption that PKMs would maintain a cadre of qualified staff with the requisite technical, planning, and analytical skills to operate the system. However, inadequate mission planning and data management capacities, as well as frequent staff turnover with prolonged vacancies in the strategic planning units of PKMs, necessitated DPET to provide significant support for CPAS management beyond its roll-out period, as shown in table 3 below.

Table 3: DPET support provided to PKMs on critical CPAS-related tasks as of March 2025

Mission	Updating CPAS results frameworks	Conducting impact assessments	Collecting and analyzing data	Preparing infographics for Secretary-General's reports	Preparing Security Council fact sheets	No. of in-person support visits
MONUSCO	Yes	Yes	Yes	Yes	Yes	4
UNISFA	Yes	Yes	Yes	Yes	No	3
UNFICYP	Yes	Yes	Yes	Yes	Yes	6
MINUSCA	Yes	Yes	Yes	Yes	Yes	6
UNMISS	Yes	Yes	Yes	No	No	2

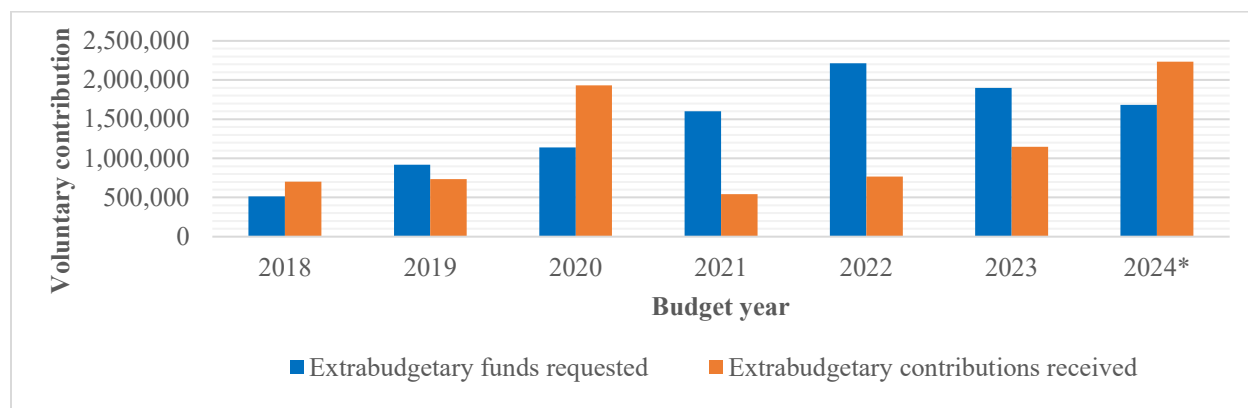
Source: DPET presentations

⁹ The Situational Awareness Geospatial Enterprise system was developed and is maintained by DPO to record security incidents

49. While DPET had determined the capacity needed to support PKMs in implementing CPAS, over 80 per cent of CPAS-related expenses, including staff costs, travel, and consultancy, were funded through extrabudgetary resources, with the remainder funded by the support account. The significant reliance on voluntary contributions required DPET to dedicate its limited staffing resources to: (a) identify potential donors; (b) develop a fundraising strategy; (c) prepare presentations and hold meetings with donors; and (d) follow up to develop bespoke project proposals aligned with donor priorities. This impacted on their ability to perform core CPAS functions effectively.

50. Despite continued efforts to secure funds for CPAS management, the current funding level was insufficient compared to DPET's resource needs (see figure 3). Additionally, due to the unpredictable nature of extrabudgetary funding with voluntary contributions fluctuating on a monthly and yearly basis, staff were often placed on short-term temporary contracts, which were frequently extended on a monthly basis. This practice had a significant impact on staff morale and led to an increase in related administrative tasks, resulting from contract extensions and re-hiring of staff.

Figure 3: Comparison of DPET CPAS budget to the voluntary contributions for the period 2018 to 2024



Source: DPET voluntary contributions reports

*Some contributions received in 2024 were related to funding for 2025

51. While DPET had developed a strategy for securing more sustainable funding, it had not yet been implemented. Moreover, DPET had not developed and implemented a long-term strategy to enable PKMs to perform critical CPAS-related tasks independently. Focus group discussions revealed that withdrawal of support from DPET could significantly impact CPAS implementation, resulting in reduced planning and data analytics capacity, as well as the loss of performance/impact assessment expertise.

(6) DPO should: (a) develop and implement a strategy to enable, in the long-term, peacekeeping missions to perform critical tasks related to the comprehensive planning and performance assessment system (CPAS) with minimal support from the Division of Policy, Evaluation and Training (DPET); and (b) implement the strategy to secure sustainable funding in the short-term to support the management of the CPAS in DPET.

DPO accepted recommendation 6.

CPAS utilization could be further broadened

52. PKMs utilized CPAS to assess their performance and demonstrate impact by tracking and monitoring the indicators in the CPAS results framework. In addition, OIOS noted that the DPO Gender Unit utilized the CPAS IT platform to track and monitor 15 indicators related to Secretariat-wide gender, women, peace, and security goals. CPAS also supported mandates like the Integrated Performance Policy

Framework and contributed to key priorities such as the Action for Peacekeeping Plus initiative aimed at refocusing peacekeeping with more targeted mandates and to mobilize support for political solutions and better equipped and trained forces.

53. However, DPO had not considered the advantage of further use of CPAS to other DPO components (such as the United Nations Mine Action Service, OMA and PD) or other relevant Secretariat entities such as special political missions, which may also benefit from using CPAS to assess performance and to demonstrate the impact of their work. While DPO indicated that possible expansion of CPAS to other Secretariat entities was not within its authority, DPO could explore the possibility of expanding its use for other DPO activities for enhanced planning and performance assessment in wider peace operations.

IV. ACKNOWLEDGEMENT

54. OIOS wishes to express its appreciation to the management and staff of DPO and selected PKMs for the assistance and cooperation extended to the auditors during this assignment.

Internal Audit Division
Office of Internal Oversight Services

STATUS OF AUDIT RECOMMENDATIONS

Audit of the management and support of the comprehensive planning and performance assessment system by the Department of Peace Operations

Rec. no.	Recommendation	Critical ¹⁰ / Important ¹¹	C/ O ¹²	Actions needed to close recommendation	Implementation date ¹³
1	DPO should strengthen mechanisms to facilitate effective collaboration between its relevant organizational units and peacekeeping missions in the implementation of the comprehensive planning and performance assessment system.	Important	O	Evidence demonstrating increased collaboration between various relevant DPO organizational units and PKMs in the implementation of CPAS.	31 January 2028
2	DPO should follow up periodically with leadership in peacekeeping missions to promote their engagement in the comprehensive planning and performance assessment system (CPAS) processes to guide the focus of CPAS results frameworks, (until replaced with a mission plan results framework under the new guidelines) and impact assessments to ensure that they reflect their priorities; and provide prompt feedback on impact assessments recommendations.	Important	O	Evidence of actions taken by DPO to increase engagement by PKM leadership in CPAS processes.	31 January 2028
3	DPO should provide guidelines on integrating civilian and uniformed planning capacities to enhance mission-wide integrated planning.	Important	O	Guidelines on integrating civilian and uniformed planning capacities	31 January 2028
4	DPO should ensure the Division of Policy, Evaluation and Training finalizes the policy on the comprehensive planning and performance assessment system (CPAS) and strengthens related guidance for the effective implementation of CPAS to achieve its objectives.	Important	O	Evidence of the finalized policy on CPAS, including guidance on the effective implementation of CPAS.	31 January 2028
5	DPO should, in coordination with peacekeeping missions, further strengthen the integration of the comprehensive planning and performance assessment system information technology platform	Important	O	Evidence of further integration of the CPAS IT platform with existing data sources, as appropriate.	31 January 2028

STATUS OF AUDIT RECOMMENDATIONS

**Audit of the management and support of the comprehensive planning and performance assessment system by the
Department of Peace Operations**

Rec. no.	Recommendation	Critical ¹⁰ / Important ¹¹	C/ O ¹²	Actions needed to close recommendation	Implementation date ¹³
	with relevant existing data sources to optimize efficiency.				
6	DPO should: (a) develop and implement a strategy to enable, in the long-term, peacekeeping missions to perform critical tasks related to the comprehensive planning and performance assessment system (CPAS) with minimal support from the Division of Policy, Evaluation and Training (DPET); and (b) implement the strategy to secure sustainable funding in the short-term to support the management of the CPAS in DPET.	Important	O	Evidence of the implementation of the strategy to secure sustainable short-term funding for managing CPAS at UNHQ and the development and implementation of a strategy to enable peacekeeping missions to perform critical CPAS-related tasks with minimal support from UNHQ.	31 January 2028

¹⁰ 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.

¹¹ 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.

¹² Please note the value C denotes closed recommendations whereas O refers to open recommendations.

¹³ Date provided by DPO in response to recommendations.

APPENDIX I

Management Response

Management Response

Audit of management and support of the comprehensive planning and performance assessment system by the Department of Peace Operations

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	DPO should further strengthen mechanisms to facilitate effective collaboration between its relevant organizational units and peacekeeping missions in the implementation of the comprehensive planning and performance assessment system.	Important	Yes	Director DPET	January 2028	
2	DPO should follow up periodically with leadership in peacekeeping missions to promote their engagement in the comprehensive planning and performance assessment system (CPAS) processes to guide on the focus of CPAS results frameworks, (until replaced with a mission plan results framework under the new guidelines) and impact assessments to ensure that they reflect their priorities; and provide prompt feedback on impact assessments recommendations.	Important	Yes	Director DPET	January 2028	
3	DPO should provide guidelines on integrating civilian and uniformed planning capacities to enhance mission-wide integrated planning.	Important	Yes	Chief OUSG IAP	January 2028	Such an integration will not be possible in all types of peacekeeping operations. This guidance cannot therefore be seen as mandatory.
4	DPO should ensure the Division of Policy, Evaluation and Training finalizes the	Important	Yes	Director DPET	January 2028	

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

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

Management Response

Audit of management and support of the comprehensive planning and performance assessment system by the Department of Peace Operations

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
	policy on the comprehensive planning and performance assessment system (CPAS) and strengthens related guidance for the effective implementation of CPAS to achieve its objectives.					
5	DPO should, in coordination with peacekeeping missions, further strengthen the integration of the comprehensive planning and performance assessment system information technology platform with relevant existing data sources to optimize efficiency.	Important	Yes		January 2028	
6	DPO should: (a) develop and implement a strategy to enable, in the long-term, peacekeeping missions to perform critical tasks related to the comprehensive planning and performance assessment system (CPAS) with minimal support from the Division of Policy, Evaluation and Training (DPET); and (b) implement the strategy to secure sustainable funding in the short-term to support the management of the CPAS in DPET.	Important	Yes		January 2028	