



## INTERNAL AUDIT DIVISION

### REPORT 2019/046

---

Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali

The Mission needed to develop a strategy to mainstream gender in its activities and establish gender parity targets

19 June 2019  
Assignment No. AP2018/641/02

# **Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali**

## **EXECUTIVE SUMMARY**

The Office of Internal Oversight Services (OIOS) conducted an audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA). The objective of the audit was to assess the adequacy and effectiveness of MINUSMA gender mainstreaming and parity strategies and its support to the host government and local population in accordance with its gender mandate. The audit covered the period from 1 July 2015 to 30 June 2018 and included a review of actions taken to integrate gender in activities, initiatives to improve gender parity, gender training and awareness, and support provided to the host government and local population.

MINUSMA established a Gender Affairs Advisory Unit responsible for coordinating and advising management on the design, implementation and monitoring of gender related activities in the Mission. However, the Mission needed to develop a mission-specific gender strategy to ensure gender is adequately mainstreamed in its activities and establish gender parity targets.

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

- Develop a gender strategy and related guidance on its implementation, as well as accountability tools to ensure gender perspectives are integrated in the Mission's programmes;
- Ensure that all components integrate gender into their work plans for the Mission's priority functions and that these work plans include measurable indicators and are developed using appropriate sex-disaggregated data to allow progress to be monitored and reported on;
- Appoint gender focal points and alternates for all Mission components and provide them with training to ensure they perform the function effectively;
- Establish mission-specific gender parity targets in consultation with the Office of Human Resources and expedite approval and implementation of the mission-specific gender parity action plan to ensure more women are employed especially in decision-making roles; and
- Develop and implement a training plan for staff with gender related responsibilities and improve its monitoring of completion of mandatory training.

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

# CONTENTS

	<i>Page</i>
I. BACKGROUND	1
II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY	1-2
III. AUDIT RESULTS	2-9
A. Gender planning and guidance	2-3
B. Implementation and monitoring of gender mainstreaming and responsiveness measures	3-6
C. Gender parity	6-7
D. Training and awareness	7-8
E. Support to the host government and local population	8-9
IV. ACKNOWLEDGEMENT	9
ANNEX I      Status of audit recommendations	
APPENDIX I   Management response	

# **Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali**

## **I. BACKGROUND**

1. The Office of Internal Oversight Services (OIOS) conducted an audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA).

2. In October 2000, the Security Council adopted resolution 1325 on women, peace and security in recognition of the serious impact that armed conflict has on women and children. Resolution 1325 is the blueprint for gender in peacekeeping and mandates the integration of gender perspectives into operations. Security Council's resolution 2423 also requires MINUSMA to take into account gender considerations as a cross-cutting issue throughout its mandate and to assist the Malian authorities in ensuring the full and effective participation, involvement and representation of women at all levels and at an early stage of the stabilization phase, including in security sector reform (SSR), disarmament, demobilization and reintegration (DDR) processes, in reconciliation and electoral processes as well as requiring MINUSMA to assist parties to the Agreement on Peace and Reconciliation to ensure women's full and active participation in its implementation.

3. Gender mainstreaming/integration and parity are the two main strategies used by the United Nations to achieve the overarching goal of gender equality and empowerment of women. Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making the concerns and experiences of women and men an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes. Gender parity is a strategy to attain gender equality by ensuring equal representation and participation of women and men at all levels of the Organization.

4. The MINUSMA Gender Affairs Advisory Unit (GAAU) is responsible for developing the Mission's gender strategy and for advising management on the design, implementation and monitoring of gender affairs and gender mainstreaming activities. The Unit has seven approved posts comprising two international staff, the Senior Gender Advisor (SGA) at the P-5 level and Gender Affairs Officer at the P-3 level, two United Nations volunteers, two national professional officers and one administrative assistant. The operating budgets for GAAU for fiscal years 2015/16, 2016/17 and 2017/18 were \$86,910, \$101,036 and \$86,409 respectively.

5. Comments provided by MINUSMA are incorporated in italics.

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

6. The objective of the audit was to assess the adequacy and effectiveness of MINUSMA gender mainstreaming and parity strategies and its support to the host government and local population in accordance with its gender mandate.

7. This audit was included in the 2018 risk-based work plan of OIOS due to the operational and reputational risks related to achievement of the Mission's mandate and the Secretary-General's gender-related priorities.

8. OIOS conducted this audit from August to October 2018. The audit covered the period from 1 July 2015 to 30 June 2018. Based on an activity-level risk assessment, the audit covered higher and medium risks and included a review of actions taken to integrate gender activities, initiatives to improve gender parity, gender training and awareness; and support provided to the host government and local population.

9. The audit methodology included: interviews of key personnel, reviews of relevant documentation, analytical reviews of data, and sample testing of work plans for 13 of the 41 Mission components.

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

### III. AUDIT RESULTS

#### A. Gender planning and guidance

##### There was a need to formulate a mission-specific gender strategy

11. Security Council's resolution 2423 requires MINUSMA to consider gender as a cross-cutting issue throughout its mandate including in SSR and DDR as well as in peace and reconciliation and electoral processes. The Security Council resolution also requires MINUSMA to enhance its reporting on this issue.

12. The Mission considered gender perspectives in its strategic planning and in developing its concept of operations and conflict analysis for the period from 2015 to 2018. For instance, the concept of operations and conflict analysis required MINUSMA to advocate for the participation of women in the peace process, including by training potential female candidates and facilitating their participation in elections.

13. However, to ensure a coherent approach to gender mainstreaming in its priority mandated functions, MINUSMA had not developed an overall Mission gender strategy to outline how it was going to deliver on this important element of its mandate. MINUSMA had also not developed any guidance to assist managers in implementing gender initiatives into their work plans, or key performance indicators and accountability tools to monitor and report on progress being made in integrating gender in its priority functions. This was mainly as senior leadership had not made gender mainstreaming a priority, impacting on its full integration into mandated activities. Its mainstreaming into work plans was also impacted by delays in the recruitment of staff in GAAU, including the SGA position that had not been filled on a regular basis since 2015.

14. The absence of a gender strategy limited the Mission's efforts to adequately integrate gender perspectives into its programmes and to be able to report on any progress being made. The lack of strategy and leadership direction on gender mainstreaming may adversely impact the Mission in effectively implementing its mandate.

**(1) MINUSMA should develop a gender strategy and related guidance on its implementation, as well as accountability tools to ensure gender perspectives are integrated in the Mission's programmes.**

*MINUSMA accepted recommendation 1 and stated that GAAU initiated preparatory work on the formulation of the gender strategy and its main objectives. Recommendation 1 remains open pending receipt of a copy of the gender strategy and guidance for implementation as well as associated accountability tools.*

## **B. Implementation and monitoring of gender mainstreaming and responsiveness measures**

### Action was being taken to fill vacant posts in GAAU

14. GAAU work plans for 2016/17 and 2017/18 included 15 and 16 planned activities, respectively aimed at achieving the overarching goal of integrating gender perspectives into the Mission's programmes. For 2016/17, GAAU did not accomplish 6 of 15 key tasks in its work plan and 7 of the 16 planned for 2017/18. The tasks not accomplished included formulation of the Mission-specific gender strategy as well as other key tasks such as: (a) advocating for the inclusion of gender considerations in the SSR process; (b) provision of relevant gender training to the Malian Security and Defense Forces; (c) managing the MINUSMA gender task force and organizing quarterly meetings with heads of components to ensure integration of gender in work plans; (d) provision of technical assistance to the Mission Support Division to ensure gender-friendly facilities and services; and (e) advocating for the inclusion of gender consideration in the national cantonment, DDR and social reinsertion process.

15. The low implementation of the work plans of GAAU was mainly due to inherent vacancies in the Unit. Out of the seven approved posts, four including both the SGA and Gender Affairs Officer at the P-3 level were vacant during the audit period. Nonetheless, three of the four vacant posts including the Gender Advisor at the P-3 level and the two United Nations volunteers were filled in August and November 2018 respectively.

16. A gap in the Unit's leadership had also existed since 2015 as senior Mission leadership had not prioritized the recruitment of the SGA. Instead, ad hoc arrangements were put in place and government-provided personnel took on the role of Officer-in-Charge of GAAU from August 2015 to January 2017. From February 2017 to July 2018, the Senior Women Protection Advisor was the Officer-in-Charge of GAAU in addition to her substantive advisory role on protection of woman. MINUSMA informed OIOS that the recruitment of the SGA had been completed. Based on this information, OIOS did not make a recommendation.

### There was a need to mainstream gender into priority functions and monitor and report on progress made

17. MINUSMA is required to integrate gender into its priority functions and thus the work plans of its components. Effective integration of gender perspectives should be informed by a gender analysis of the needs, priorities and concerns of women and men.

18. OIOS review of the work plans of 13 of 41 components for 2016/17 and 2017/18 indicated that additional efforts were needed to improve mainstreaming of gender. The work plans of the Justice and Correction Services, Political Affairs Division, Electoral Affairs Division, Civil Affairs Division, Strategic Communication and Public Information Division and the Mediation Section had gender-related tasks. For instance, the work plans of the Political Affairs Division included sensitization workshops for women, youth, religious leaders and signatory armed groups on the prevention of election-related violence. The Civil Affairs Division's work plan included 60 gender awareness-raising sessions and quarterly round-table discussions between civil society organizations including women and youth organizations and local state authorities to promote political inclusion, participatory decision-making and collaborative governance. However, these activities were not linked to specific gender-related objectives and were not supported by

a gender analysis and sex-disaggregated<sup>1</sup> data to identify and target the specific needs and concerns of women and men.

19. Additionally, a review of 76 of 127 trust fund projects totaling \$36.7 million showed that only 4 projects, representing three per cent of the total value of the 76 projects, had a specific focus on women and most vulnerable beneficiaries compared to the 15 per cent target required by the Departments of Peacekeeping Operations and Operational Support (DPKO/DFS<sup>2</sup>) gender responsive policy.

20. GAAU informed OIOS that they were not reviewing the work plans of the Mission's 41 components due to capacity constraints in the Unit, and because GAAU was of the view that Mission components were not yet actively engaged in mainstreaming gender initiatives into their work plans. The lack of support was a lost opportunity for GAAU to guide and assist components in developing gender-responsive activities for their priority functions.

21. The United Nations system-wide strategy on gender equality and empowerment of women highlights the need for indicators and benchmarks to monitor gender mainstreaming results. The Secretary-General's report on women, peace and security (S/2010/173) requires MINUSMA to develop time-bound gender-sensitive indicators with baselines to measure and assess the degree of gender-responsiveness of programmatic and support operations. MINUSMA was required to report to DPKO/DFS on a quarterly basis on the implementation status of the Security Council resolution on women, peace and security mandate.

22. At the time of the audit, MINUSMA had not developed any gender-sensitive indicators to measure and monitor the implementation of gender mainstreaming in the Mission. Nevertheless, the Mission in September 2018 adopted the 15 core mandatory indicators, which DPKO/DFS had developed (on a trial basis) to strengthen accountability and gender-responsive analysis and reporting. However, because the Mission had not developed a plan for collating and analyzing relevant data on the 15 core indicators it was unable to report on their implementation and thus the effectiveness of their gender mainstreaming activities. The Mission started collecting and monitoring data from the Mission's components and partners on a quarterly basis, and the first report on the 15 indicators was submitted to Headquarters in January 2019.

23. OIOS review of reports of the Secretary-General to the Security Council on the situation in Mali from July 2015 to 30 June 2018 noted that they did not highlight challenges and achievements related to the implementation of its gender-related mandate. The Mission's trust fund activity reports to donors and budget performance reports also did not consistently include sex disaggregated data. For example, actual output in the 2016/17 budget performance report indicated that the MINUSMA radio interviewed more than 200 guests on a weekly basis, without stating how many were female or male. In addition, actual output on increasing the number of judicial, legal and prison administration personnel trained simply stated that 143 prison guards were trained on security standards in prisons, without analyzing the number into female and male participants. Subsequently, the Mission started including gender-related achievements and challenges in its reports of the Secretary-General to the Security Council on the situation in Mali and ensuring all Mission activity and budget performance reports include sex-disaggregated data.

24. Inadequate integration of gender perspectives in the work plans of Mission components and the absence of a robust process for assessing, monitoring and thus reporting on its progress of integrating gender issues into its priority functions resulted as senior leadership had not: (a) developed a gender strategy and

---

<sup>1</sup> Statistics and data broken down by sex and used to assess gender gaps and inform/influence policy, decisions and operational plans and activities.

<sup>2</sup> Since 1 January 2019, functions previously carried out by DFS are being conducted either by the Department of Operational Support or the Department of Management, Strategy and Compliance.

provided direction and guidance on its implementation; and (b) ensured GAAU provides operational support to all heads of components on integrating relevant gender-related issues in their work plans together with measurable indicators to allow progress to be systematically monitored and reported on. The current situation was also compounded by lack of leadership of GAAU due to the vacancy at the P-5 level, and the absence of gender focal points in many components to liaise with GAAU and seek assistance in effectively mainstreaming gender into their programmes.

25. Inadequate integration of gender perspectives in annual work plans of priority functions prevented the Mission from effectively delivering on its women, peace and security mandate. Additionally, the lack of adequate monitoring and reporting did not allow the Mission to easily identify best practices and areas for improvement to ensure that the Mission effectively delivers on gender responsiveness.

**(2) MINUSMA senior leadership, with the assistance of the Gender Affairs Advisory Unit, should take steps to ensure that all components integrate gender into their work plans for the Mission's priority functions and that these work plans include measurable indicators and are developed using appropriate sex-disaggregated data to allow progress to be monitored and reported on.**

*MINUSMA accepted recommendation 2 and stated that the working group of gender focal points in close collaboration with GAAU started working on identification of weaknesses in the work plans to provide better response to gender needs and mainstreaming. The gender strategy in the meantime would aim at enhancing GAAU's advisory role to the Head of Mission and all sections. Recommendation 2 remains open pending receipt of evidence that the work plans of Mission components include gender equality objectives, measurable indicators and sex-disaggregated data to allow the Mission to monitor and report progress being made.*

#### Need to appoint and train gender focal points in all Mission components

26. To effectively support planning and implementation of gender equality and women, peace and security mandates, it is important for the Mission to appoint gender focal points to be responsible for identifying entry points for integrating gender within their respective functions and providing day-to-day support, as needed.

27. Gender focal points had been appointed for 14 of the 41 components including the police and military components which have specific gender-related responsibilities for protection of civilians in line with the Mission's mandate. Eleven of the 14 components had also appointed alternate gender focal points to enable continuity of activities in the absence of the substantive focal point. The appointed focal points had been provided with terms of reference related to the function. However, only 9 of 14 focal points had attended the training on integrating gender into operations provided by GAAU. The 27 components that had not appointed gender focal points included: (a) the Justice and Correction Services Section responsible for ensuring equal access to justice and legal representation for both women and men; and (b) the Electoral Affairs Division responsible for playing an important role in ensuring full participation of women in the electoral process. OIOS noted; however, that focal points had been subsequently appointed in the Electoral Affairs Division and the Justice and Correction Services.

28. The Mission had also established a gender task force which gender focal points were expected to attend. The purpose of this task force was to coordinate gender mainstreaming initiatives and to promote networking and exchange of ideas to enable the Mission to effectively promote gender equality in its operations and programmes. The task force was not operational during the audit period. Nonetheless, since November 2018, the appointed gender focal points and the Officer-in-Charge of GAAU started holding



information-sharing meetings on the activities and initiatives they were implementing on integrating gender perspectives in their operations.

29. The lack of the appointment of focal points resulted, as senior leadership had not identified this as a priority and thus followed up with GAAU and heads of components to ensure gender focal points were appointed and trained. The absence of dedicated focal points impacted on effective implementation of gender mainstreaming and responsiveness strategies in Mission components.

**(3) MINUSMA should: appoint gender focal points and alternates for all Mission components and provide them with training to ensure they perform the function effectively; and take action to ensure that the gender task force is fully functional to facilitate effective integration of gender activities in the Mission through sharing best practices.**

*MINUSMA accepted recommendation 3 and stated that most of components had nominated gender focal points, followed by the remaining ones in coming weeks. It had scheduled a training session for focal points in June 2019. The gender task force, launched in October 2018, had been holding monthly meetings. Recommendation 3 remains open pending receipt of evidence that the Mission has nominated and trained gender focal points and alternates for all components and the gender task force is fully functional.*

## C. Gender parity

### Need to develop mission-specific gender parity targets and action plans

30. The United Nations system-wide strategy on gender parity requires MINUSMA to develop and implement an action plan by December 2017 based on its unique context, challenges and baseline for achieving the Organization's gender parity strategy. The action plan should reflect mission-specific annual parity targets as established in coordination with the Office of Human Resources and specific measures for achieving parity.

31. At the time of the audit, the Mission had not developed mission-specific gender parity targets and had not finalized the gender parity action plan. A review of the draft action plan indicated that it included initiatives and other actions to attract females such as setting up a working group on gender parity and defining priority recruitment for leadership positions from P-4 to D-1 and high-level positions for the field service (FS) category. The draft action plan which was formulated in December 2017 had not been approved by senior management at the time of the audit.

32. To advance the Mission's gender parity efforts, the Special Representative of the Secretary-General (SRSG) for MINUSMA, in March 2017, issued a memorandum requesting hiring managers to justify in the selection memorandum reasons for selecting a qualified male candidate over a qualified female candidate. A 2018 OIOS audit of recruitment of international staff reported that hiring managers were not consistently implementing the instruction of the SRSG and there was no mechanism for monitoring compliance. Nonetheless, since the audit, MINUSMA was taking steps to address issues identified and therefore, no additional recommendation was made in this report.

33. During 2017, as shown in the table, the overall proportion of women in the international staff category decreased by three per cent, compared to 2016, mainly because of a decrease at the D-1, P-4, P-3 and P-2 levels. The decrease in the number of women was mainly due to reassignments and redeployment of staff on temporary assignment. However, an increase was recorded over the same period at the D-2 and P-5 levels. The increase was mainly attributed to the recruitment of more female international staff in

substantive sections in response to the SRSG memorandum of March 2017 on gender parity. For 2018, the Mission recorded an overall increase of 6 per cent from the previous year, with a notable increase in females at the P-5 level from 19 per cent to 30 per cent. The increase was again mainly attributed to the SRSG memorandum of March 2017 on gender parity in both substantive and support sections.

Table

**MINUSMA gender parity statistics for international staff as at 31 December 2018**

Level	31 December 2016		31 December 2017		31 December 2018		Change in per cent of women increase (+)/decrease (-)	
	Number of women	Per cent of Women	Number of women	Per cent of Women	Number of women	Per cent of Women	2016 to 2017	2017 to 2018
USG	-	-	-	-	-	-	-	-
ASG	1	33%	1	33%	2	67%	-	+34%
D-2	-	-	1	20%	1	20%	+20%	-
D-1	5	31%	3	21%	4	24%	-10%	+3%
P-5	4	11%	7	19%	14	30%	+8%	+11%
P-4	28	36%	24	29%	31	31%	-7%	+2%
P-3	40	34%	36	30%	38	27%	-4%	-3%
P-2	9	38%	7	30%	9	36%	-8%	+6%
FS	85	23%	88	23%	98	24%	-	+1%
Total/Average	172	29%	167	26%	197	32%	-3%	+6%

Source: Mission's staffing database

34. While a long absence of the SGA was a contributing factor to the slow progress made by MINUSMA in implementing gender equality initiatives, it mainly resulted due to insufficient attention by Mission leadership to ensure appropriate action was being implemented. For instance, Mission leadership was not active in reviewing and approving the draft gender parity action plan since December 2017 and directing the Mission's human resources officers to coordinate with the Office of Human Resources to develop mission-specific gender parity targets. As a result, there was a risk that the Organization's overall gender parity goal may not be achieved.

**(4) MINUSMA should establish mission-specific gender parity targets in consultation with the Office of Human Resources and expedite approval and implementation of the mission-specific gender parity action plan to ensure more women are employed especially in decision-making roles.**

*MINUSMA accepted recommendation 4 and stated that it would establish and implement Mission-specific gender parity targets and a gender parity action plan by December 2019. Recommendation 4 remains open pending receipt of evidence that it has established mission-specific gender parity targets and a gender parity action plan has been developed.*

## D. Training and awareness

### Need to develop a training plan on gender mainstreaming and equality mandates

35. MINUSMA was required to provide training to nominated personnel on the implementation of the Mission's gender mainstreaming and gender mandates. All Mission personnel are required to complete the mandatory online "I Know Gender" training course.

36. Training records maintained by the Integrated Mission Training Centre (IMTC) indicated that all newly recruited civilian staff, individual police officers, military observers and staff officers attended induction training which included an awareness session on gender. Upon request from military and police components, GAAU also provided training on gender mainstreaming and equality topics. In 2016, GAAU conducted two training sessions for staff nominated by their respective sections on integrating gender perspectives into their work. However, there was need to repeat this training as only 25 civilian staff as of 30 June 2018 had attended this training. In addition, as of 30 June 2018, only 447 of 1,549 (or 29 per cent) civilian staff had completed the mandatory online course on gender (“I Know Gender”) to enhance staff awareness on gender equality issues.

37. The above resulted, as GAAU had not identified staff to be trained, depending on their gender related responsibilities. Inadequate monitoring of the I Know Gender training contributed to poor completion rates for the mandatory online course. Inadequate training may hamper staff awareness of gender-related issues and impact on the comprehensive integration of gender perspectives into work plans and priority functions.

**(5) MINUSMA should develop and implement a training plan for staff with gender related responsibilities and improve its monitoring of completion of mandatory training.**

*MINUSMA accepted recommendation 5 and stated that it had identified key staff having gender related responsibilities and prepared specific training for them. It had a training plan for newly recruited staff that would be conducted by IMTC. GAAU had recruited a staff responsible for training in November 2018 and provided mandatory training every week. GAAU was working closely with IMTC to access the on-line gender training to monitor progress of the participation by Mission personnel. Recommendation 5 remains open pending receipt of evidence that a training plan has been developed on gender mainstreaming and the plan is being implemented.*

## **E. Support to the host government and local population**

The Mission conducted outreach programmes to promote the participation of women in the peace process

38. Security Council resolutions 1325 and 2423 require MINUSMA to mainstream gender throughout its mandate and assist the Malian authorities in ensuring the full and effective participation, involvement and representation of women at all levels including the implementation of the Agreement on Peace and Reconciliation.

39. The Mission conducted outreach programmes to promote the participation of women in the peace process and in reconciliation efforts in Mali, in collaboration with civil society organizations, the Ministry for the Promotion of Women and Children, United Nations Country Team and gender focal points of embassies and national and international non-governmental organizations. As part of its work plan for fiscal years 2016/17 and 2017/18, GAAU under the theme of “From Victims to Peace Actors”, organized regular meetings for women from civil society organizations and parties to the peace agreement and advocated for participation of women in the peace process.

40. The Mission also contributed to the formulation of the National Action Plan (NAP) for the implementation of Security Council resolution 1325 on women, peace and security. The NAP was a strategy to promote the participation of women in the peace process, to protect women from sexual and gender-based violence and to advocate for adherence to a 30 per cent requirement for women representation in decision making organs. MINUSMA gender advisors acted as facilitators during the formulation of the NAP, providing guidance to the working groups to ensure all pillars of Security Council resolutions on

women, peace and security were addressed. Subsequently, the NAP was launched in January 2016 and MINUSMA provided logistical support to the Ministry for the Promotion of Women and Children in the organization and facilitation of a seminar during which women's organizations drafted the annual work plan for the implementation of the NAP.

41. Furthermore, MINUSMA organized an annual event called "Resolution 1325 Open Day" where Malian women and civil society organizations presented to MINUSMA senior management their needs and expectations. For example, women and civil society organizations made recommendations for MINUSMA to support the full and meaningful participation of women and youth in the implementation of the Agreement on Peace and Reconciliation. In response, MINUSMA promoted the participation of 50 women at the conference for promoting national understanding and 10 women in a special commission of the Mediator of the Republic in charge of the elaboration and dissemination of the Charter for Peace, Unity and National Reconciliation.

42. The Mission, through its outreach programmes, had made meaningful contributions to promote the participation of women in the peace process and supported the host government and the local population on gender issues. However, OIOS' recommendation 1, to develop a gender strategy and implement accountability tools to ensure gender perspectives were systematically integrated in the Mission's programmes, should further enhance the Mission in better targeting activities to support the government and local population to advance gender equality.

#### **IV. ACKNOWLEDGEMENT**

43. OIOS wishes to express its appreciation to the management and staff of MINUSMA 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 gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali

Rec. no.	Recommendation	Critical <sup>3</sup> / Important <sup>4</sup>	C/ O <sup>5</sup>	Actions needed to close recommendation	Implementation date <sup>6</sup>
1	MINUSMA should develop a gender strategy and related guidance on its implementation, as well as accountability tools to ensure gender perspectives are integrated in the Mission's programmes.	Important	O	Receipt of a copy of the gender strategy and guidance for implementation as well as associated accountability tools.	30 June 2020
2	MINUSMA senior leadership, with the assistance of the Gender Affairs Advisory Unit, should take steps to ensure that all components integrate gender into their work plans for the Mission's priority functions and that these work plans include measurable indicators and are developed using appropriate sex-disaggregated data to allow progress to be monitored and reported on.	Important	O	Receipt of evidence that the work plans of Mission components include gender equality objectives, measurable indicators and sex-disaggregated data to allow the Mission to monitor and report progress being made.	31 March 2020
3	MINUSMA should: appoint gender focal points and alternates for all Mission components and provide them with training to ensure they perform the function effectively; and take action to ensure that the gender task force is fully functional to facilitate effective integration of gender activities in the Mission through sharing best practices.	Important	O	Receipt of evidence that the Mission has nominated and trained gender focal points and alternates for all components and the gender task force is fully functional.	31 December 2019
4	MINUSMA should establish Mission-specific gender parity targets in consultation with the Office of Human Resources and expedite approval and implementation of the Mission-specific gender parity action plan to ensure more women are employed especially in decision-making roles.	Important	O	Receipt of evidence that it has established mission-specific gender parity targets and a gender parity action plan has been developed.	31 December 2019

<sup>3</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>4</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>5</sup> C = closed, O = open

<sup>6</sup> Date provided by MINUSMA in response to recommendations.

## STATUS OF AUDIT RECOMMENDATIONS

## Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali

Rec. no.	Recommendation	Critical <sup>3</sup> / Important <sup>4</sup>	C/ O <sup>5</sup>	Actions needed to close recommendation	Implementation date <sup>6</sup>
5	MINUSMA should develop and implement a training plan on gender mainstreaming in the Mission and ensure that staff integrate gender perspectives into their work.	Important	O	Receipt of evidence that training plan has been developed on gender mainstreaming and the plan is being implemented.	30 June 2020

# **APPENDIX I**

## **Management Response**

## Management Response

## Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	MINUSMA should develop a gender strategy and related guidance on its implementation, as well as accountability tools to ensure gender perspectives are integrated in the Mission's programmes.	Important	Yes	Senior Gender Advisor	30 June 2020	The Gender Affairs Advisory Unit has initiated preparatory works for the gender strategy and proposed its main objectives, pending the arrival of the Senior Gender Advisor. This will be finalized by the Senior Gender Advisor when she arrives in the Mission.
2	MINUSMA senior leadership, with the assistance of the Gender Affairs Advisory Unit, should take steps to ensure that all components integrate gender into their work plans for the Mission's priority functions and that these work plans include measurable indicators and are developed using appropriate sex-disaggregated data to allow progress to be monitored and reported on.	Important	Yes	Senior Gender Advisor	31 March 2020	(a) Such mechanism was established through the working group of gender focal points starting in October 2018 by the Officer-in-Charge of the Unit (Gender Advisor). As each section in the regional offices have also nominated gender focal points, the Gender unit has started working in close collaboration with them and heads of offices,

<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 gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali

						<p>mainly on reporting at the time, with the aim to identify weaknesses, provide better response to gender needs and mainstream gender in their respective work plans.</p> <p>(b) In the meantime, the Gender strategy will aim at enhancing the Unit's advisory role to the head of Mission and all sections.</p>
3	<p>MINUSMA should: appoint gender focal points and alternates for all Mission components and provide them with training to ensure they perform the function effectively; and take action to ensure that the gender task force is fully functional to facilitate effective integration of gender activities in the Mission through sharing best practices.</p>	Important	Yes	<p>Heads of Sections and Offices</p> <p>Senior Gender Advisor</p>	31 December 2019	<p>(a) Most of the chiefs of units, sections and offices appointed gender focal points. Few remain to be nominated in sections such as Mission Support Division, Public Information Office, Security and Gao field office. This should be done in the coming weeks.</p> <p>The gender focal points are trained on reporting based on sex-disaggregated data. They will be trained in June 2019 on the key role of the gender focal points and the implementation</p>

## Management Response

## Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali

						<p>of the Women, peace and security indicators. The Gender unit has a quarterly training schedule.</p> <p>(b) The working group of Gender focal points launched in October 2018, hold monthly meetings as requested by the Gender focal points themselves.</p>
4	MINUSMA should establish Mission-specific gender parity targets in consultation with the Office of Human Resources and expedite approval and implementation of the Mission-specific gender parity action plan to ensure more women are employed especially in decision-making roles.	Important	Yes	Senior Gender Advisor and Chief of Human resources	31 December 2019	The Gender Unit works closely with Human Resources to this end. Mission-specific gender parity targets were proposed for adoption in January 2019. An action plan was developed and solely need to be updated before the implementation can start.
5	MINUSMA should develop and implement a training plan on gender mainstreaming in the Mission and ensure that staff integrate gender perspectives into their work.	Important	Yes	Senior Gender Advisor	30 June 2020	The Gender Affairs Advisory Unit has identified key staff and prepared specific training for them. The training plan for newly recruited staff in the mission already exists at the Integrated Mission Training Centre (IMTC) level, both for Bamako and the regions. The Gender Unit, which has

Management Response

Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in Mali

						<p>recruited a training staff in November 2018, provides mandatory gender training every week. The Unit also provides training at the regional level if necessary, through video conferencing.</p> <p>The Gender Affairs Advisory Unit is working closely with IMTC to access the on-line gender training to monitor progress in the level of participation by Mission staff.</p> <p>The Unit also train Gender focal points as indicated above.</p>
--	--	--	--	--	--	--