



INTERNAL AUDIT DIVISION

REPORT 2019/045

Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

There was a need to finalize and implement gender mainstreaming and parity strategies and adequately incorporate gender perspectives in the work plans of Mission components

17 June 2019

Assignment No. AP2018/637/04

Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA). The objective of the audit was to assess the adequacy and effectiveness of the Mission's 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 2016 to 30 June 2018 and included: gender strategy and guidance; implementation and monitoring of gender mainstreaming and responsiveness measures; monitoring and reporting of gender parity targets; staff training and awareness; and support to the host government and local population.

MINUSCA supported the host government and local population on gender issues by implementing various gender activities to promote the participation of women in the peace and political process and raise awareness on sexual-and gender-based violence and conflict-related sexual violence. However, the Mission needed to finalize and implement gender mainstreaming and parity strategies and adequately incorporate gender perspectives in work plans.

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

- Update its gender analyses and promulgate the gender mainstreaming strategy to provide overall guidance to Mission components on the integration of gender perspectives in its programmes and operational activities;
- Ensure that senior leadership, with the assistance of the Gender Adviser, take steps to ensure all components integrate gender into their work plans for priority functions and that these work plans include measurable indicators for monitoring and reporting;
- Appoint gender focal points and their alternates for all Mission components and provide necessary training to enhance their capacity for the function and ensure that the Gender Focal Points Group is fully functional and regularly meets to facilitate effective integration of gender activities in the Mission through sharing information, best practices and challenges faced;
- Update and finalize its gender parity strategy and implement an action plan to increase female representation in the Mission that includes promulgating the selection form and memorandum requiring hiring managers to justify why qualified females are not being selected; and
- Monitor, report and follow-up with staff to ensure all Mission personnel complete the required mandatory on-line training on gender.

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

CONTENTS

	<i>Page</i>
I. BACKGROUND	1
II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY	2
III. AUDIT RESULTS	2-9
A. Gender strategy and guidance	2-3
B. Implementation and monitoring of gender mainstreaming and responsiveness measures	3-6
C. Gender parity	6-7
D. Staff training and awareness	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 the Central African Republic

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 the Central African Republic (MINUSCA).
2. Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. 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.
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 by 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. Security Council resolution 2387 (2017) mandates MINUSCA to focus commitments on women, peace and security issues with emphasis on: ensuring women's participation in peace and political processes at national and local levels; and strengthening accountability to women's security and protection particularly from conflict-related sexual- and gender-based violence.
5. The MINUSCA Gender Advisory Unit (GAU) is responsible for: (a) advising the Special Representative of the Secretary-General (SRSG) in promoting, facilitating and supporting gender mainstreaming and gender parity; (b) providing support to the implementation and monitoring of gender responsiveness across all 72 Mission pillars/divisions/offices/sections/units (hereafter referred to as components) including 12 field offices; (c) building capacities and transferring knowledge to ensure Mission activities are gender responsive; and (d) collaborating with other United Nations funds and programmes to support the host government and local population. The Unit is headed by a Gender Adviser at the P-4 level who reports directly to the SRSG. The Unit has eight staff comprising two international and four national staff and two United Nations volunteers.
6. In 2016/17, the GAU had an operational budget of \$100,000. In 2017/18, the Unit was converted from a Gender Affairs Unit to a Gender Advisory Unit with the main responsibility of providing advisory services to Mission components on mainstreaming gender into programmatic activities and operations. The Mission did not allocate any operational budget to the Unit for fiscal years 2017/18 and 2018/19.
7. Comments provided by MINUSCA are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

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

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

10. OIOS conducted this audit from September to November 2018. The audit covered the period from 1 July 2016 to 30 June 2018. Based on an activity-level risk assessment, the audit covered higher and medium risk areas in gender mainstreaming and responsiveness, which included: gender strategy and guidance; implementation and monitoring of gender mainstreaming and responsiveness; monitoring and reporting of gender parity targets; staff training and awareness; and support to the host government and local population.

11. The audit methodology included: interviews of key personnel, reviews of relevant documentation, analytical reviews of data, and testing of the work plans of all 13 substantive components and all 12 field offices out of 72 Mission components. The audit reviewed the selection process for 7 of 10 recruitments.

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

III. AUDIT RESULTS

A. Gender strategy and guidance

There was a need to update and implement a gender mainstreaming strategy and update gender analyses

13. The Mission's concept of operations required MINUSCA to mainstream gender throughout all Mission activities and to work with the Government to support the inclusion of women in all aspects of the peace and reconciliation process, including stabilization initiatives, Security Sector Reform and Disarmament Demobilization and Reintegration (DDR) processes. There was also a need for military and police components to have specific gender-related responsibilities in the preparation of strategies for protection of civilians (PoC).

14. To assist Mission leadership in ensuring gender perspectives were considered in its strategic planning, MINUSCA implemented a structure whereby the Gender Adviser reported directly to the SRSG and attended senior management meetings. This provided the Gender Adviser opportunities to advise on gender-related matters and to contribute to senior management decisions. The Gender Adviser was also tasked to review the formulation of the results-based budgeting (RBB) and bi-annually RBB performance progress reports to ensure gender perspectives were included and implemented. Other sources of information for senior management decision-making included a multi-disciplinary Joint Operational Planning Team chaired by the Mission Chief of Staff, with representatives from the military and police leadership, to review and guide PoCs operational planning and incorporate gender perspectives in all operations.

15. In addition, in May 2016, GAU prepared a draft strategy for mainstreaming gender in MINUSCA's activities. A review of the draft strategy noted that it included key elements such vision, mandate, objectives

and methodologies, as well as various actions to be undertaken to ensure effective implementation of Security Council resolution 1325. The draft strategy; however, needed to be updated to include developments such as the adoption of the 15 core mandatory indicators and subsequent accountability tools on the participation and protection of women in peacekeeping operations and prevention of gender-related violence developed by the Departments of Peacekeeping Operations and Field Support (DPKO/DFS)¹. GAU had provided the 2016 strategy to senior management and all heads of components in February 2017 for comments and inputs, but as of the audit in February 2019, the strategy had not been finalized and approved by senior management. MINUSCA also conducted an analysis in 2014 (and updated in 2015 and 2016) of gender issues and concerns affecting women, men and children in the Central African Republic, but this analysis, which was an important benchmark for monitoring progress, had not been updated since 2017.

16. The delayed update of the gender analyses and finalization of the gender mainstreaming strategy was mainly because senior management did not make it a priority, with focus on other matters. The absence of an approved and clearly defined strategy and updated gender analyses hindered components from effectively planning and integrating gender perspectives into their activities and implementing the women, peace and security mandate, as discussed later in the report.

(1) MINUSCA should update its gender analyses and promulgate the gender mainstreaming strategy to provide overall guidance to Mission components on the integration of gender perspectives in its programmes and operational activities.

MINUSCA accepted recommendation 1 and stated that the gender fact sheet for 2018/19 was updated and shared with senior management and chiefs of sections. The gender strategy was also finalized on 11 April 2019 and promulgated to all Mission components on 25 April 2019. The United Nations and the European Union steering committee on crisis management meeting held on 30 November 2018 agreed to conduct a joint conflict and gender analysis on Central African Republic. Discussion was ongoing to finalize the concept note. Recommendation 1 remains open pending receipt of a copy of the updated gender analyses.

B. Implementation and monitoring of gender mainstreaming and responsiveness measures

Implementation and monitoring of gender mainstreaming and responsive measures needed to be enhanced

(a) Mission components had not yet mainstreamed gender into their priority functions

17. MINUSCA is required to integrate gender into its priority functions by including specific gender-related objectives, actions and indicators in their work plans. Effective integration of gender perspectives should be informed by sex-disaggregated data² to guide the Mission's actions in addressing the different needs, priorities and concerns of women and men.

18. The Mission was not yet effectively integrating gender-related issues in all its activities. For effective implementation of the Mission's gender strategy, the SRSG issued a directive for all MINUSCA

¹ 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, Policy and Compliance.

² Statistics and data broken down by sex and used to assess gender gaps and inform/influence policy, decisions and operational plans and activities.

components to submit their work plans to be reviewed by GAU. However, this process was not well-established, as GAU was not consistently receiving and thus reviewing the work plans of all 72 components to ensure gender issues were adequately considered. While all 13 substantive components (including military and police) and 12 field offices had incorporated some gender perspective in their work plans, only 5 of the substantive components and none of the 12 field offices had submitted their work plans to GAU for review and feedback. In addition, none of the 47 components under the executive management and Mission Support Division had started to incorporate gender perspectives in their individual annual work plans or submitted their work plans to GAU for review.

19. The work plans of substantive components and field offices showed that they incorporated gender perspectives by including activities such as: (a) training of 500 trainers of the internal security forces on protection of civilians, human rights violations and sexual- and gender-based violence prevention; and (b) organization of six awareness-raising sessions and three strategic workshops with parliamentarians and members of relevant decision-making bodies to promote gender mainstreaming. However, except for the DDR component, other components did not compile and utilize relevant sex-disaggregated data to direct their activities and to be able to assess the adequacy of gender responsive measures in their work plans. For example, the Justice and Corrections Section could have included and analyzed sex- and age- disaggregated data in their work plans to focus their advocacy work on the separation of women and men in prison populations and facilities.

(b) Monitoring and reporting of gender mainstreaming and responsiveness needed to improve

20. 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 MINUSCA to develop specific, measurable, achievable, relevant and time-bound gender-sensitive indicators with baselines to measure and assess the degree of gender-responsiveness of programmatic and support operations.

21. On 28 September 2018, DPKO/DFS, on a trial basis, developed a gender dashboard as a tool for missions to strengthen accountability and gender-responsive analysis and reporting. The dashboard included 15 core mandatory indicators on participation and protection of women in peacekeeping operations and prevention of gender-related violence. In November 2018, the SRSG issued a directive adopting the 15 core indicators and requiring Mission components to design a data collection plan and analyze and report on the indicators on a quarterly and yearly basis.

22. The Mission was not able to implement the directive and adequately populate the DPKO/DFS dashboard, as most components had not yet developed gender-responsive work plans, and no data collection plan had been developed. Also, those components that had mainstreamed some gender activities into their work plans did not include appropriate indicators to measure progress. To fulfil its commitments, GAU used information available in the quarterly women, peace and security reports and the Mission's RBB performance progress reports on gender equality and women, peace and security implementation. This was limited; however, and as a result, the quarterly reports were not successful in reflecting progress being made and the impact of gender-related activities on the beneficiary population.

23. The absence of a robust process for assessing, monitoring and reporting on the progress of integrating gender issues into priority functions resulted as senior leadership had not: (a) issued a final gender strategy and direction/guidance on its implementation; and (b) ensured that all heads of components integrated relevant gender-related activities in their work plans together with measurable indicators for monitoring and reporting of progress. This situation was compounded by the absence of gender focal points (GFPs) in many components to liaise with GAU to assist them in effectively mainstreaming gender into their operations.

24. The lack of gender perspectives in annual work plans weakened the Mission's overall initiatives on gender mainstreaming and responsiveness of its priority functions and on delivering on its women, peace and security mandate. Inadequate monitoring and reporting did not allow the Mission to easily identify best practices and areas for improvement to ensure that its deliverables were gender responsive.

(2) MINUSCA senior leadership, with the assistance of the Gender Adviser, should take steps to ensure all components integrate gender into their work plans for the Mission's priority functions and ensure that these plans include measurable indicators to allow progress to be monitored and reported on.

MINUSCA accepted recommendation 2 and stated that GAU was working in close collaboration with the Strategic Planning Unit to incorporate the 15 core indicators in all section's work plans. The Mission was working to ensure that accountability mechanisms in relation to indicators, data collection plans, data validated and visualized in the dashboard were linked into the Comprehensive Performance Assessment System frameworks and accessed by senior management and GFPs. Recommendation 2 remains open pending receipt of evidence that gender activities are adequately integrated into work plans of the Mission's priority functions and measurable indicators have been developed and reported on.

Need to ensure continuity in the appointment of gender focal points and their alternates

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

26. The Mission had appointed GFPs for 21 of the 72 Mission components (including 4 of 12 field offices) to support the integration of gender perspectives in their priority functions. Military and police components had appointed gender advisers at their headquarters locations and GFPs in all sectors. The GAU trained the 21 appointed GFPs including uniformed personnel on gender-related matters. The military and police GFPs further trained their sub-focal points on how to incorporate gender perspectives in their operations. All trained GFPs had been issued terms of reference that adequately documented their roles and responsibilities. However, OIOS identified the following:

- Eleven of the 21 GFPs did not have alternates to ensure continuity of gender-related tasks in the event of their absence from the Mission;
- Six of the 21 GFPs did not meet the eligibility criteria of holding a senior/higher position in their respective entities which would allow them to influence decision-making on the planning of gender-sensitive activities; and
- GAU conducted a training needs assessment of GFPs in February 2018 and held one training session for selected GFPs in July 2018. However, the Unit had not developed a plan to ensure ongoing training of GFPs on integrating gender perspectives into their functions and operational activities.

27. MINUSCA had also established in 2018 a GFP Group (made up of GFPs from each component) for GFPs from all components to come together bi-monthly to facilitate integration of gender perspectives into the Mission's activities, plans and programmes at all levels and in all areas. The Group was required to meet bi-monthly; however, it was not fully operational/functional as it had only met once in February 2018 to share information on women, peace and security indicators.

28. The above occurred as senior leadership had not identified the appointment of GFPs as a priority to ensure GFPs were appointed and trained to support management in implementing gender equality and women, peace and security mandates. This impacted effective implementation of gender mainstreaming and responsiveness strategies in Mission components, and the Mission's ability to effectively implement its gender-related mandates.

(3) MINUSCA should appoint gender focal points and their alternates for all Mission components and provide necessary training to enhance their capacity for the function and ensure that the Gender Focal Points Group is fully functional and regularly meets to facilitate effective integration of gender activities in the Mission through sharing information, best practices and challenges faced.

MINUSCA accepted recommendation 3 and stated that the SRSG directed all heads of components to designate GFPs and alternates at the P-3 level and above, represented by both men and women, and provide them with written terms of reference. A two-day training session was organized in April 2019 to improve participants' knowledge on gender equality, the normative framework for gender mainstreaming in peacekeeping operations and the tools of gender mainstreaming regarding their respective sections. GFPs were also introduced to the gender dashboard and have been granted access to report on the 15 indicators. The next step would be to review workplans of different components to reinforce gender mainstreaming based on the new resource toolkit on women, peace and security. Recommendation 3 remains open pending receipt of evidence that GFPs and alternates have been appointed for all components and the necessary training has been provided to them and that the established GFP Group is functioning effectively.

C. Gender parity

A gender parity strategy needed to be finalized and responsibilities for its implementation assigned

29. To advance the Mission's gender parity efforts, the Office of Chief of Staff, in consultation with the Human Resources Section (HRS) and GAU developed in July 2017 a gender parity strategy. The strategy was submitted to the SRSG in June 2018 and was still pending approval, dissemination and implementation.

30. A review of the draft strategy showed that due to the delay in its finalization, timelines for completion of certain tasks were outdated. For instance, tasks related to the development of annual targets for components and the start of quarterly progress reporting on achievement of targets was planned to be completed by July 2018 by HRS. The strategy was also incomplete, as important monitoring and reporting mechanisms were not identified. The draft strategy had also not been shared with management responsible for implementing the strategy for their input.

31. The Mission's agreed gender parity target was 35 per cent for international female staff by 31 December 2018. Against this target, MINUSCA had attained 30 per cent by 31 December 2018. However, there was no significant increase in the overall number of female international staff in MINUSCA from 31 December 2016 to 31 December 2018 as shown in the Table.

Table
MINUSCA gender parity performance for international staff

	31 December 2016	31 December 2017	As at 31 December 2018					
	Per cent of women	Per cent of women	Female	Male	Total	Per cent of women	Target	Met
P-5 and above	23%	23%	17	46	63	27%	31%	No
P-1 to P-4	27%	29%	62	141	203	31%	27%	Yes
FS	31%	30%	99	226	325	30%	39%	No
Total	30%	29%	178	413	591	30%	35%	No

Source: MINUSCA HRS and the Office of Human Resources of the United Nations Headquarters

32. The Mission advised that it faced challenges in attracting female candidates due to the hardship environment, living conditions in field locations and the French language requirement for certain positions. However, at the time of the audit, the Mission had not contacted the Office of Human Resources to obtain assistance in addressing these challenges and/or requesting a revised parity target. Also, as the strategy had not been approved, the Mission had not implemented adequate initiatives to increase the number of female candidates.

33. In April 2018 as part of the Mission's efforts towards achieving gender parity, the Office of Chief of Staff developed a selection form and memorandum requiring hiring managers to justify, where applicable, why qualified female applicants were not recommended for selection during recruitment exercises. The selection form and memorandum had not been finalized and implemented at the time of the audit and therefore, hiring managers were not yet required to submit any justification. OIOS noted that between 1 April and 30 June 2018, 7 male candidates were selected out of 10 international recruitments although there were equally qualified female candidates. HRS informed that they were seeking some changes to the selection form and memorandum to improve it.

34. MINUSCA leadership had not taken steps to designate a specific component or individuals to lead, monitor and report on the Mission's progress towards gender parity and finalize the gender parity strategy. Also, because the draft strategy was outdated and not yet finalized and promulgated, underlying actions proposed were not being implemented. As a result, MINUSCA did not achieve its annual target for 2018, impacting the Mission's progress towards achievement of its gender parity targets.

(4) MINUSCA, to advance the achievement of gender parity, should update and finalize its gender parity strategy and implement an action plan to increase female representation in the Mission that includes promulgating the selection form and memorandum requiring hiring managers to justify why qualified females are not being selected.

MINUSCA accepted recommendation 4 and stated that it was in the process of finalizing the gender parity strategy and would coordinate with United Nations Headquarters to ensure targets set for the Mission reflect reality on the ground. The SRSG would take the lead on monitoring progress of the gender parity strategy, with the Chief of Staff, Office of the SRSG and Gender Adviser. Recommendation 4 remains open pending receipt of an updated gender parity strategy and evidence of actions taken resulting in the increased female representation in the Mission.

D. Staff training and awareness

Need to ensure all Mission personnel undertake mandatory gender awareness training

35. Mission leadership are responsible for ensuring its personnel have an awareness of gender-related issues, and have completed all mandatory on-line training courses, including “I Know Gender”.

36. As part of the induction training for new staff, GAU in conjunction with the Integrated Mission Training Centre (IMTC) delivered a session on gender awareness which was compulsory for all new staff. IMTC was also taking action to improve their attendance records for this training, which were incomplete at the time of the audit. Additionally, a review of training records in Inspira as at June 2018 showed that only 484 of 1,392 (35 per cent) civilian staff had completed the mandatory online course on gender, and only 11 per cent of senior staff at the P-5 level and above had completed the course.

37. The low completion rates for the mandatory course was because Mission management had not been systematically reminding staff of their responsibilities to complete it and following-up with staff to ensure their compliance. The lack of training may impact staff awareness of gender-related issues and could also be a contributing factor to the poor response by components in integrating gender perspectives into work plans.

(5) MINUSCA should monitor, report and follow-up with staff to ensure all Mission personnel complete the required mandatory training on gender.

MINUSCA accepted recommendation 5 and stated that the Mission would ensure that all staff take the mandatory training. This would be done by holding all section chiefs accountable for ensuring their staff take the training. Recommendation 5 remains open pending receipt of evidence that all staff have taken the mandatory online training course on gender.

E. Support to the host government and local population

MINUSCA supported the host government and local population on gender issues

38. Security Council resolution 2387 mandates MINUSCA to focus on women, peace and security issues with emphasis on: (a) ensuring women’s participation in peace and political processes at national and local levels; and (b) strengthening accountability to women’s security and protection particularly from sexual- and gender-based violence and conflict-related sexual violence.

39. The Mission implemented various gender activities/programmes in 2016/17 and 2017/18 to promote the participation of women in the peace and political process and raise awareness on sexual and gender-based violence (SGBV) and conflict-related sexual violence (CRSV) as outlined in the following examples. MINUSCA:

- Conducted 81 meetings, 12 workshops and two training sessions as planned, on the participation of women in the political process leading to the inclusion of women in the negotiation of local peace agreements in all the sectors;
- Organized 24 sensitization sessions for 6,168 people on women’s rights including CRSV in Bangui and the sectors, and 3,501 of the attendees were women. During these sessions, the public was informed about services available to victims, thereby increasing their awareness on CRSV issues;

- Implemented a quick-impact project that involved activities for woman from different religious backgrounds to foster inter-communal bonding leading to more cohesive and peaceful coexistence including coming together to perform income-generating activities;
- Implemented a quick-impact project to renovate the central prison in Bangui to segregate women and men to reduce violence against women and improve the prospects of correction prior to release. Subsequent visits by MINUSCA Justice and Corrections staff noted improved security and behavior among the prisoners; and
- Organized two-day training session on prison security and humane treatment of prisoners for 96 (target 335) Internal Security Force personnel (including nine women) assigned to prisons. The target was not met because recruitment of the Internal Security Forces by the government had been delayed.

40. MINUSCA also advocated for the inclusion of women views in the peace process agreed with armed groups and the inclusion of women in community violence reduction initiatives. In 2018, GAU supported other MINUSCA components, the United Nations country team and the government of the Central African Republic in conducting 16 days of activism to raise awareness on violence against women, including through sensitization campaigns and workshops across eight districts in Bangui.

41. OIOS concluded that MINUSCA conducted outreach programmes as planned to promote women participation in the peace and political process and implemented measures to reduce SGBV and CRSV.

IV. ACKNOWLEDGEMENT

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

(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 the Central African Republic

Rec. no.	Recommendation	Critical ³ / Important ⁴	C/ O ⁵	Actions needed to close recommendation	Implementation date ⁶
1	MINUSCA should update its gender analyses and promulgate the gender mainstreaming strategy to provide overall guidance to Mission components on the integration of gender perspectives in its programmes and operational activities.	Important	O	Receipt of a copy of the updated gender analyses.	31 December 2019
2	MINUSCA senior leadership, with the assistance of the Gender Adviser, should take steps to ensure all components integrate gender into their work plans for the Mission's priority functions and ensure that these plans include measurable indicators to allow progress to be monitored and reported on.	Important	O	Receipt of evidence that gender activities are adequately integrated into work plans of the Mission's priority functions and measurable indicators have been developed and being reported on.	30 June 2019
3	MINUSCA should appoint gender focal points and their alternates for all Mission components and provide necessary training to enhance their capacity for the function and ensure that the Gender Focal Points Group is fully functional and regularly meets to facilitate effective integration of gender activities in the Mission through sharing information, best practices and challenges faced.	Important	O	Receipt of evidence that GFPs and alternates have been appointed for all components and the necessary training has been provided to them and that the established GFP Group is functioning effectively.	30 June 2019
4	MINUSCA, to advance the achievement of gender parity, should update and finalize its gender parity strategy and implement an action plan to increase female representation in the Mission that includes promulgating the selection form and memorandum requiring hiring managers to justify why qualified females are not being selected.	Important	O	Receipt of an updated gender parity strategy and evidence of actions taken resulting in the increased female representation in the Mission.	30 June 2020

³ 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.

⁴ 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.

⁵ C = closed, O = open

⁶ Date provided by MINUSCA in response to recommendations.

STATUS OF AUDIT RECOMMENDATIONS

Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

Rec. no.	Recommendation	Critical³/ Important⁴	C/ O⁵	Actions needed to close recommendation	Implementation date⁶
5	MINUSCA should monitor, report and follow-up with staff to ensure all Mission personnel complete the required mandatory training on gender.	Important	O	Receipt of evidence that all staff have taken the mandatory online training course on gender.	31 March 2020

APPENDIX I

Management Response

Management Response

Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation Date	Client comments
1	MINUSCA should update its gender analyses and promulgate the gender mainstreaming strategy to provide overall guidance to Mission components on the integration of gender perspectives in programmes and operational activities.	Important	Yes	Gender Advisor	Strategy promulgated 25 April 2019	The Gender Factsheet has been updated and shared with the Mission senior leadership and management. The Gender Strategy was signed on 11 April 2019 and promulgated on 25 April 2019 to all Mission components. Following the agreed Action Point from the United Nations-European Union (EU-UN) Steering Committee on Crisis Management meeting held in Brussels on 30 November 2018 to "conduct a joint conflict and gender analysis in CAR, a joint African Union-EU-UN meeting, including MINUSCA (Gender, Joint Mission Analysis Cell, Political affairs and Civil affairs) was held via Video Teleconferencing on April 11 2019 to discuss the proposed conflict analysis with an integrated gender perspective on Central African Republic (CAR) and the scope of such an analysis. The discussion is ongoing and a follow-up video teleconferencing is scheduled to discuss the final concept note on Tuesday May 14.

¹ 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.

² 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 the Central African Republic

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation Date	Client comments
						Before then, a joint field evaluation mission was undertaken from 13-15 March 2019 to assess the gender issues in Ippy (sector east) and the assessment report shared with the sections and components of the mission and the UN Country Team (UNCT) for joint action and programming.
2	MINUSCA senior leadership, with the assistance of the Gender Adviser, should take steps to ensure all components integrate gender into their work plans for the Mission's priority functions and ensure that these plans include measurable indicators to allow progress to be monitored and reported on.	Important	Yes	Gender Advisor and Strategic Planning Unit	March-April 2019	The 15 Women Peace and Security (WPS) indicators are integrated in COSMOS and two of these indicators linked to Comprehensive Performance Assessment System (CPAS). Additionally, the Gender Advisor is also working in close collaboration with Strategic Planning Unit for the incorporation of these indicators in Sections' workplans in CPAS. The Mission is working to ensure that WPS accountability mechanisms (indicators, data collection plan, data validated and visualized in dashboard) are linked to CPAS frameworks and accessed by senior management and Gender Focal Points (GFPs).
3	MINUSCA should appoint gender focal points and their alternates for all Mission components and provide necessary training to enhance their capacity for the function and ensure that the Gender Focal Points Group is fully functional and regularly meets	Important	Yes	Office of the SRSG/Chief of Staff	December 2018-Jan.2019	Authorization was issued by the Special Representative of the Secretary-General (SRSG) to all section heads and directors to designate GFPs and alternates to support implementation of the gender mainstreaming mandate. Staff were

Management Response

Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation Date	Client comments
	to facilitate effective integration of gender activities in the Mission through sharing information, best practices and challenges faced.			Gender Advisor	April-18-19	<p>designated are at P3 level and above with written terms of reference. Representation is both female and male.</p> <p>A two-day training session was organized for the GFPs from April-18-19 to improve participants knowledge on gender equality, the normative framework for gender mainstreaming in peacekeeping operations and to familiarize themselves with the tools of gender mainstreaming in regard to their respective sections.</p> <p>GFPs were also taken through the gender dashboard by the Chief Strategic Planning Unit and have been granted access to the 15 indicators on COSMOS.</p> <p>The Gender Strategy and the WPS resource toolkit were rollout during the training session as well.</p> <p>The next step will be bilateral sessions to review workplans of the different components and sections to reinforce gender mainstreaming on the basis of the new WPS resource toolkit.</p>
4	MINUSCA, to advance the achievement of gender parity, should update and finalize its gender parity strategy and implement an action plan to increase female representation in the Mission that includes	Important	Yes	Human Resources and Office of the Chief of Staff	30 June 2020	MINUSCA is in the process of finalizing the gender parity strategy and will coordinate with United Nations Headquarters to ensure the targets set for the mission reflects reality on the ground.

Management Response

Audit of gender mainstreaming and responsiveness in the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

Rec. no.	Recommendation	Critical ¹ / Important ²	Accepted? (Yes/No)	Title of responsible individual	Implementation Date	Client comments
	promulgating the selection form and memorandum requiring hiring managers to justify why qualified females are not being selected.					Additionally, the Head of Mission/SRSG will take lead on gender parity strategy with the Offices of the SRSG and Chief of Staff and Gender Advisor monitoring progress.
5	MINUSCA should take action to monitor, report and follow-up with staff to ensure all Mission personnel complete the required mandatory training on gender.	Important	Yes	Integrated Mission Training Centre, Human Resources and section chiefs	31 March 2020	This is part of mandatory training that should be undertaken by all MINUSCA staff. The Mission will endeavor to ensure that all Mission personnel complete the 'I know gender' course in Inspira and present the certificate. This will be done by holding all section chiefs accountable.

United Nations



Nations Unies

United Nations Multidimensional Integrated
Stabilization Mission in the Central African Republic

MINUSCA

Mission Multidimensionnelle Intégrée des Nations Unies
pour la Stabilisation en République Centrafricaine

INTEROFFICE MEMORANDUM

MEMORANDUM INTERIEUR

TO: Mr. Daeyoung Park,
A: Peacckeping Audit Service
Internal Audit Division, OIOS

FROM: Mankeur Ndiaye
DE: Special Representative of the Secretary-General
And Head of MINUSCA

DATE: 24 May 2019

REFERENCE: OSRSG/026/2019

SUBJECT: **Draft report on an audit of gender mainstreaming and responsive in the United Nations**
OBJET: **Integrated Stabilization Mission in the Central African Republic (Assignment No. AP2018/637/04)**

1. Reference is made to your memorandum (OIOS:2019-637-04-04) dated 24 April 2019, on the above captioned subject-matter. Please find attached MINUSCA's comments to the recommendations in Appendix I. Additionally, an action plan with target dates and titles of individuals responsible for implementing the recommendations is included in the appendix.

Attachment: Appendix 1 Management response

cc : Mr. Arnold Valdez, Chief, Resident Audit Coordination Section, IAD-OIOS
Ms. Cynthia Avena-Castillo, Internal Audit Division, OIOS
Ms. Vivian van de Perre, Chief of Staff, MINUSCA
Mr. Laud Botchwey, Chief Resident Auditor for MINUSCA
Ms. Arthi Gounder, Chief Human Resources Section, MINUSCA
Ms. Gladys Teni Atinga, Gender Advisor, MINUSCA
Ms. Dorice Omolo, Audit Focal Point, MINUSCA