



## INTERNAL AUDIT DIVISION

### REPORT 2017/106

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Audit of the United Nations Assistance Mission in Somalia's activities for the protection of women against sexual violence

Support to help build the capacity of Somalia's national institutions to prevent and respond to sexual violence against women needed to be strengthened

23 October 2017  
Assignment No. AP2017/639/01

# **Audit of the United Nations Assistance Mission in Somalia's activities for the protection of women against sexual violence**

## **EXECUTIVE SUMMARY**

The Office of Internal Oversight Services (OIOS) conducted an audit of the United Nations Assistance Mission in Somalia's (UNSOM) activities for the protection of women against sexual violence. The objective of the audit was to assess the adequacy and effectiveness of governance, risk management and control processes over UNSOM activities for the protection of women against sexual violence. The audit covered the period from January 2015 to May 2017 and included review of activities relating to: strategic engagement with Mission leadership; building capacity of national institutions; mainstreaming of conflict-related sexual violence (CRSV) considerations into Mission strategies and operations; monitoring and analyzing cases of CRSV; staffing of the Women Protection Unit; and performance measurement of women protection activities.

UNSOM was assisting in building the capacity of the Federal Government of Somalia (FGS) to prevent and respond to CRSV against women. This support included: assisting FGS in developing its national action plan against sexual violence in conflict (NAP/SVC); [REDACTED]

[REDACTED] However, UNSOM needed to enhance its support, as sexual violence in Somalia remains a significant protection concern.

OIOS made nine recommendations. To address issues identified in the audit, UNSOM needed to:

- Develop a revised strategy related to its support to the FGS in implementing its commitments made in the joint communique dated 7 May 2013 between the United Nations and the FGS, and implement strategies to engage with regional states and to support them in implementing time-bound commitments to combat sexual violence;
- Develop and implement a plan of activities including training, mentoring arrangements and obtaining funding requirements to further support FGS and regional states to prevent and respond to sexual crimes in the country;
- Strengthen the steering committee on the implementation of the NAP/SVC and enhance support to relevant national institutions;
- Ensure that CRSV considerations are mainstreamed and reflected in Mission-wide action plans;
- [REDACTED]
- Reassess its resource requirements related to protection of women activities; and
- Implement an effective performance management system to measure and report on mandate implementation achievements.

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

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# **Audit of the United Nations Assistance Mission in Somalia's activities for the protection of women against sexual violence**

## **I. BACKGROUND**

1. The Office of Internal Oversight Services (OIOS) conducted an audit of the United Nations Assistance Mission in Somalia's (UNSOM) activities for the protection of women against sexual violence.
2. The Security Council recognized sexual violence as a fundamental threat to global peace and security, and adopted five resolutions which address conflict-related sexual violence (CRSV): 1820 (2008), 1888 (2009), 1960 (2010), 2106 (2013) and 2242 (2015). These resolutions laid the foundation for implementing CRSV mandates by all United Nations missions including UNSOM within the framework of human rights; women, peace and security; rule of law; and protection of civilians' agendas. In UNSOM, the Women Protection Team, which undertakes CRSV tasks, is one of the five main teams of the Human Rights Protection Group (HRPG). The other four main teams are: technical assistance and capacity-building; human rights due diligence policy; monitoring and reporting; and child protection.
3. The Women Protection Team, comprising two international and one national staff, is led by a Senior Women Protection Adviser, who reported to the Deputy Special Representative of the Secretary-General (DSRSG) prior to the consolidation of specialized protection functions within the HRPG in March 2016, and since then to the Chief of the HRPG. The Chief of the HRPG, through the Special Representative of the Secretary-General (SRSG) and the DSRSG, is responsible for implementing the UNSOM mandate to help build the capacity of the Federal Government of Somalia (FGS) in preventing CRSV against women, as well as to monitor, help investigate and report to the Security Council all forms of sexual violations or abuses against women in Somalia.
4. The HRPG is headed by a staff at the D-1 level, who reports to the DSRSG. The Group has 30 posts comprising 18 international and 12 national. The HRPG oversees the implementation of the protection of women activities within the context of the FGS structure which comprised the Banaadir region, which is the FGS base in the capital Mogadishu, and six regional states. The HRPG has offices at UNSOM headquarters in Mogadishu and at the headquarters of four out of the six regional states. The Mission continues to operate in a highly insecure and volatile environment.
5. Comments provided by UNSOM are incorporated in italics.

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

6. The objective of the audit was to assess the adequacy and effectiveness of governance, risk management and control processes over UNSOM activities for the protection of women against sexual violence.
7. This audit was included in the 2017 risk-based work plan of OIOS due to the importance of the UNSOM mandate relating to sexual violence against women in Somalia.
8. OIOS conducted this audit from February to May 2017. The audit covered the period from January 2015 to March 2017. The audit focused on the protection of women against sexual violence in armed conflict and did not cover child protection and other human rights issues. Based on an activity-level risk assessment, the audit covered higher and medium risk areas related to CRSV, which included: (a) strategic engagement with Mission leadership; (b) engaging parties to armed conflict; (c) building capacity of

national institutions; (d) mainstreaming support activities to protect women against sexual violence; (e) monitoring, analysis and reporting arrangements of CRSV; (f) staffing of the Women Protection Unit; and (g) performance measurement of the Women Protection Unit's activities.

9. The audit methodology included: (a) interviews of key personnel; (b) review of relevant documentation; (c) analytical review of data; and (d) field visits to Mission locations in Somalia.

### **III. OVERALL CONCLUSION**

10. UNSOM was assisting in building the capacity of the Federal Government of Somalia (FGS) to prevent and respond to CRSV against women. This support included: assisting FGS in developing its national action plan against sexual violence in conflict (NAP/SVC); establishing a steering committee to monitor implementation of the national action plan; and establishing the Monitoring, Analysis and Reporting Arrangements (MARA) technical-level Working Group to gather information on CRSV. However, UNSOM needed to enhance its support, as sexual violence in Somalia remains a significant protection concern.

### **IV. AUDIT RESULTS**

#### **A. Strategic engagement with Mission leadership**

##### Women Protection Advisers regularly engaged with and provided advice to Mission leadership on CRSV

11. The Department of Peacekeeping Operations/Department of Field Support (DPKO/DFS) Guidance Note on the Consolidation of Protection Functions in peace operations requires the Women Protection Advisers to provide senior Mission leadership with strategic advice on the implementation of the UNSOM mandate on CRSV.

12. The UNSOM Women Protection Advisers regularly provided strategic advice to senior leadership on the implementation of activities to assist and support FGS in areas to prevent and address CRSV issues. The Women Protection Advisers provided advice on the subject during senior leadership coordination forums chaired by the SRSG, senior management meetings chaired by the SRSG, pillar heads meetings chaired by the DSRSG, and other United Nations funds and programmes protection clusters such as United Nations International Children's Emergency Fund and United Nations Women. The Women Protection Advisers also provided advice through briefing papers and one-on-one meetings with the SRSG/DSRSG in cases requiring advocacy and intervention at the political level. The audit noted that the SRSG was intervening in cases based on the advice provided.

13. OIOS concluded that UNSOM had established effective procedures to ensure open communication by Women Protection Advisers with the SRSG/DSRSG to provide advice on strategic matters and on the implementation of activities to help the FGS build its capacity to prevent CRSV, and to monitor, help investigate and report all such abuses and violations against women.

## **B. Engaging parties to armed conflict**

Additional support to FGS is necessary to implement the agreed commitments, including a tracking system to monitor progress

(a) Need to revise strategies to support FGS and to engage with regional states

14. Security Council resolutions 1960 (2010) and 2158 (2014) require UNSOM to engage in dialogue with all parties to the armed conflict to make and implement time-bound commitments to combat sexual violence.

15. UNSOM, in collaboration with the SRSO for Sexual Violence in Conflict, had engaged with the Office of the President of the FGS and his cabinet, resulting in the issuance of a joint communique on 7 May 2013 on the prevention of sexual violence. The FGS, with support from the United Nations, committed to own, lead and undertake measures to combat CRSV. These included: implementing a comprehensive strategy to prevent and respond to sexual violence and procedures to ensure the protection of victims, witnesses, journalists and others who report on sexual violence; strengthening the legal framework on sexual violence and the protection of women residing in internally displaced persons (IDP) camps; establishing and professionalizing a special Somali Police Force unit to address the needs of women and undertaking efforts to vet those being integrated into the national security forces; supporting the Office of the Federal Attorney General in developing specialized investigation capacity for sexual violence crimes; and ensuring access to services including those related to medical and psychological health care.

16. However, as detailed under section C of the present report, while a national action plan on sexual violence in conflict (NAP/SVC) had been developed, and some progress had been made in setting up a Women and Child Protection Unit of the Somali Police Force in Mogadishu, UNSOM needed to further support the FGS in fully implementing its commitments.

17. UNSOM also needed to enhance its engagement with regional states (i.e., those states that have yet to be fully integrated in the federal system of government) to establish and implement time-bound commitments for regional states whose forces are parties to the conflict. UNSOM explained that the United Nations is required to go through the FGS pending the completion of the constitutional review process that will clarify the relationship between the FGS and Federal Member States. However, Security Council resolution 2232 (2015) requires UNSOM to strengthen its presence in all capitals of Regional States to support strategically the political and peace and reconciliation process, including by engaging with the regional states in support of a federal structure.

18. The slow progress in implementing the 7 May 2013 joint communique occurred mainly due to the need for further capacity building of the FGS and due to the working relationships between the federal government and regional states.

(b) Need for effective mechanisms for tracking and monitoring implementation of FGS commitments

19. Security Council resolution 1960 (2010) requires UNSOM to track and monitor implementation of commitments made by parties to armed conflict on CRSV.

20. UNSOM had no mechanism to accurately track and monitor the implementation of commitments made by the FGS. UNSOM relied mainly on information provided by FGS and local institutions, which

could not always be fully relied upon. For instance, a Ministry reported in June 2015 that a forensic facility, which was one of its commitments, was being set up in Mogadishu; but as of May 2017, the forensic equipment had not been installed.

21. The above occurred because UNSOM had not implemented an effective mechanism for monitoring and tracking the accuracy of information provided by the FGS on the implementation of its commitments.

**(1) UNSOM should develop: (a) a revised action plan and strategy to provide the necessary support to the Federal Government of Somalia to implement commitments made in the joint communique dated 7 May 2013 between the United Nations and the Federal Government of Somalia; and (b) and implement strategies to engage with regional states and support them in the implementation of time-bound commitments to combat sexual violence.**

*UNSOM accepted recommendation 1 and stated that the FGS developed the NAP/SVC, which would expire on 31 December 2018 and that the Women Protection Unit had its own plan to support the FGS to implement the NAP/SVC. The FGS and relevant Federal Member States had agreed to review the NAP/SVC. The review would consider the current state of affairs and changes since it was first adopted; and identify the support needed to be given to the FGS and regional states, and strategies for engaging with regional states. Recommendation 1 remains open pending receipt of a copy of: (a) the revised action plan and strategy to support the FGS in implementing commitments in the joint communique; and (b) strategies to engage and support regional states in implementing time-bound commitments to combat sexual violence.*

**(2) UNSOM should implement a reliable monitoring and tracking mechanism on the implementation of commitments made by the Federal Government of Somalia and put in place procedures to verify the accuracy of related information.**

*UNSOM accepted recommendation 2 and stated that the Women Protection Unit had a tracking mechanism for the commitments made by the FGS. The Unit would develop a matrix to track the implementation of the commitments that would be adopted after the planned review of the NAP/SVC was completed. Recommendation 2 remains open pending receipt of evidence of implementation of the matrix to track the implementation of commitments to be adopted after the review of the NAP/SVC.*

### **C. Building capacity of national institutions**

#### Need for improved support to the FGS in implementing the NAP/SVC and building the capacity of its institutions

22. Security Council resolution 2158 (2014) mandated UNSOM to: (a) help build the capacity of the FGS in preventing CRSV, including through the provision of Women Protection Advisers; (b) help strengthen Somalia's justice institutions to ensure accountability with respect to crimes against women; (c) help investigate and prevent violations and abuses committed against women, including all forms of sexual violence in armed conflict; (d) support the FGS in developing and implementing a national strategy for preventing and responding to sexual violence; and (e) support the FGS in implementing the NAP/SVC.

23. UNSOM was supporting the FGS in developing the national action plan and had established and was co-chairing the steering committee for its implementation. In recognizing the need to further build the capacity of FGS, UNSOM contracted a coordinator for one year to support the Ministry of Women and

Human Rights Development. However, the coordinator came on-board just before the three-year NAP/SVC expired in December 2016, as UNSOM faced delays in transferring the funds raised for the coordinator position from United Nations headquarters to UNSOM. At the time of the audit, UNSOM jointly with the FGS was reviewing the need to extend the NAP/SVC. UNSOM also explained that the UNSOM Women Protection Unit had insufficient staff, with only one Senior Women Protection Adviser for a long time and therefore was unable to provide the level of support required.

24. OIOS also noted that national institutions, key to implementing the NAP/SVC, such as justice, health and security sectors, did not have sufficient capacity to implement it and therefore, there was a need to further support them, and to provide assistance in enhancing coordination mechanisms between those responsible for implementing the national action plan. The following was noted:

- [REDACTED]

- [REDACTED]

- [REDACTED]

25. UNSOM explained that most state institutions had collapsed after more than two decades of conflict and UNSOM, together with other United Nations agencies, and the FGS were working to strengthen the Office of the Federal Attorney General, but slow progress was being made due to lack of security and access to some parts of the country, and the need to improve the justice framework which was inadequately resourced. Additionally, the FGS has yet to adopt the administration of justice model as advised by the United Nations.

26. [REDACTED]



**(3) UNSOM should develop and implement a plan of activities including training, mentoring arrangements, and obtaining funding requirements to further support the Federal Government of Somalia and regional states to prevent and respond to sexual crimes in the country.**

*UNSOM accepted recommendation 3 and stated that it would review the work plan of the Women Protection Unit to enhance its effectiveness and take into account the outcomes of the NAP/SVC review to ensure support to the FGS and regional states. UNSOM would continue to support the FGS in raising funds to implement its commitments. Recommendation 3 remains open pending receipt of results of review of the work plan of the Women Protection Unit to enhance its support to the FGS and regional states in preventing and responding to sexual crimes.*

**(4) UNSOM should take steps to: strengthen the steering committee on the implementation of the national action plan on sexual violence in conflict; and identify and address the support requirements of relevant national institutions to implement the plan.**

*UNSOM accepted recommendation 4 and acknowledged the need to strengthen the steering committee, which would be a key focus area during the planned review of the NAP/SVC. Recommendation 4 remains open pending receipt of evidence that UNSOM has strengthened the steering committee to be more effective in supporting the implementation of commitments in the NAP/SVC.*

## **D. Mainstreaming support activities to protect women against sexual violence**

### Need to strengthen mainstreaming of CRSV considerations into Mission strategies and operations

27. The Guidance Note on the Consolidation of Protection Functions in peace operations requires UNSOM to integrate CRSV considerations into all relevant Mission components' activities and reflect them in the respective work plans. The HRPG is responsible for ensuring a coherent approach at the field level to ensure that the UNSOM CRSV mandate is carried out.

28. The Women Protection Unit, in collaboration with some Mission components such as the Rule of Law and Security Institutions Group, Political Affairs and Mediation Group, Strategic Communication and Public Affairs Group, was implementing activities related to women empowerment and protection. For example, the Strategic Communication and Public Affairs Group promoted events such as the International Day of Elimination of Sexual Violence in Conflict, and the International Women's Day in June and March every year respectively, and participation of women in political processes.

29. However, the work plans of various Mission components such as the Rule of Law and Security Institutions Group, Political Affairs and Mediation Group, and Strategic Communication and Public Affairs Group did not clearly reflect activities related to the prevention of and response to CRSV, and there was insufficient evidence to demonstrate that Mission components were working together on CRSV issues. For example, the HRPG and Strategic Communication and Public Affairs Group did not: (a) have a joint public information strategy on protection of women against sexual violence and abuse; and (b) train a focal point with the Strategic Communication and Public Affairs Group to ensure that sexual violence concerns were integrated into their work plans and activities as required. Additionally, although the Disarmament, Demobilization and Reintegration Team participated in a working group with the HRPG, the team did not integrate protection of women into its work plans and activities.



• [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Need to establish joint consultative forum on CRSV

37. The Provisional Guidance Note for the implementation of Security Council resolution 1960 (2010) on CRSV requires UNSOM to establish a joint consultative forum on CRSV to engage a broad range of stakeholders, including the MARA Working Group, United Nations Country Team and representatives of local and international non-governmental organizations, health service providers and host government institutions to enhance data collection and analysis.

38. UNSOM had not established a joint consultative forum on CRSV and was of the opinion that such a forum may be convened under the auspices of existing arrangements, such as the protection cluster, to avoid overburdening stakeholders and duplication of activities. However, the Provisional Guidance Note emphasized the need for a separate joint consultative forum on CRSV that is distinct from other working groups to ensure better information on trends, patterns and early warning indicators of sexual violence. Further, there was no evidence of other existing arrangements or forums that involved reviewing and discussing relevant information on CRSV. The absence of a joint consultative forum on CRSV precluded effective consultations and discussions by a broad range of stakeholders to enhance data collection and analysis of CRSV.



## **F. Staffing of the Women Protection Unit**

### Need to provide adequate staff with the necessary skills to perform women protection functions

39. Security Council resolution 2158 (2014) requires UNSOM to help the FGS prevent conflict-related sexual and gender-based violence including through the provision of women protection advisers. The Guidance Note on the Consolidation of Protection Functions in peace operations requires UNSOM to ensure that there is core capacity that includes a Senior Women Protection Adviser supported by expertise tailored to the Mission's mandate and context. If there is no dedicated capacity at the regional state level, UNSOM is required to designate adequately trained and equipped human rights officers as focal points for CRSV tasks.

40. The Women Protection Unit had three authorized posts based in Mogadishu. Of these, only the Senior Women Protection Adviser, at the P-5 level, was occupied until August 2015 when a Women Protection Adviser at the P-4 level and a national staff were recruited. Given the small size of the Women Protection Unit, UNSOM had not assigned women protection advisers at the regional states outside Mogadishu due to the staffing constraints and explained that the human rights officers at regional offices were designated as focal points for CRSV tasks. Due to the lack of adequate women protection advisers, UNSOM had challenges in collecting and verifying CRSV cases in the country, and supporting and advising victims. Also, the human rights officers had not been adequately trained to function as CRSV advocates, which requires specialist knowledge and skills to interview and support distressed sexual violence victims. The officers attended a three-day in-house training on CRSV in September 2016 and confirmed in interviews with OIOS that they were not adequately equipped to deliver mandated women protection functions at the same level as specialized staff.

41. There were inadequate staff in the HPRG and other Mission components to conduct all the required capacity-building, training, investigations, monitoring and reporting, which was exacerbated by the four-week rest and recuperation cycle in Somalia. HPRG investigated only one case during the audit period. UNSOM explained that it had requested additional resources in its budgets since 2015, but they were not approved. OIOS noted that the UNSOM budget proposals for 2016, 2017 and 2018 included two human rights officers' posts for the newly established regional states of HirShabelle and Galmudug. However, the request for Women Protection Advisers was not approved.

**(8) UNSOM should reassess its resource requirements related to protection of women, and develop and implement a plan to ensure availability of specialized capacity to effectively deliver on its mandate to protect women.**

*UNSOM accepted recommendation 8 and stated that the HRPG had been seeking additional resources to deliver its mandate but its request had been turned down. Recommendation 8 remains open pending receipt of evidence that UNSOM has developed and implemented a plan to ensure availability of specialized capacity to effectively deliver its mandate to protect women.*

## **G. Performance measurement of the women protection activities**

### Performance measurement of activities to protect women needed to be strengthened

42. The Secretary-General Bulletin (ST/SGB/2016/6) on Regulations and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation requires UNSOM to assess actual progress in achieving objectives and expected accomplishments.

43. A review of the work plans for the Women Protection Unit noted that they included objectives, activities to be undertaken to achieve those objectives, and outputs and indicators to measure progress. However, some objectives in the work plan were not formulated with clear indicators of achievement. As shown in Table 1, the indicator of achievement was not clearly defined to enable UNSOM to measure whether the objective has been met or the extent to which the objective and/or expected achievement has been met.

Table 1

#### **Example of objective and related indicator**

<i>Work plan objective</i>	<i>Indicator of achievement</i>
Sensitization of community, clan elders and religious leaders of the importance of utilizing the formal justice system to improve victims and survivor protection through getting justice for them and bringing perpetrators to account.	A list of the traditional leaders is done.

44. The above occurred because UNSOM did not allocate sufficient resources for training on developing and formulating clear objectives, and associated measurements to be able to effectively assess the performance of the Women Protection Unit's activities against pre-determined indicators of achievement. As a result, the performance management system was not effective as there was no reliable system to monitor and report on achievement. Poorly formulated objectives and indicators of achievement prevented UNSOM from adequately assessing the efficiency and effectiveness of Women Protection Unit support activities.

**(9) UNSOM should allocate sufficient resources to train and implement an effective performance management system to measure and report on achievements of the Women Protection Unit and measure and monitor the efficiency and effectiveness of support provided to the Federal Government of Somalia.**

*UNSOM accepted recommendation 9 and stated that more training on developing results-based work plans would be required to ensure an effective performance management system was in place. Recommendation 9 remains open pending receipt of evidence that UNSOM has implemented an*

effective performance management system to measure and report on the achievements of the Women Protection Unit.

## **V. ACKNOWLEDGEMENT**

45. OIOS wishes to express its appreciation to the management and staff of UNSOM 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 the United Nations Assistance Mission in Somalia's activities for the protection of women against sexual violence

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	C/ O <sup>3</sup>	Actions needed to close recommendation	Implementation date <sup>4</sup>
1	UNSOM should develop: (a) a revised action plan and strategy to provide the necessary support to the Federal Government of Somalia to implement commitments made in the joint communique dated 7 May 2013 between the United Nations and the Federal Government of Somalia; and (b) and implement strategies to engage with regional states and support them in the implementation of time-bound commitments to combat sexual violence.	Important	O	Receipt of a copy of: (a) revised action plan and strategy to support the FGS in implementing commitments in the joint communique; and (b) strategies to engage and support regional states in implementing time-bound commitments to combat sexual violence.	31 December 2017
2	UNSOM should implement a reliable monitoring and tracking mechanism on the implementation of commitments made by the Federal Government of Somalia and put in place procedures to verify the accuracy of related information.	Important	O	Receipt of evidence of implementation of the matrix to track the implementation of commitments to be adopted after the review of the NAP/SVC.	31 January 2018
3	UNSOM should develop and implement a plan of activities including training, mentoring arrangements, and obtaining funding requirements to further support the Federal Government of Somalia and regional states to prevent and respond to sexual crimes in the country.	Important	O	Receipt of results of review of the work plan of the Women Protection Unit to enhance its support to the FGS and regional states in preventing and responding to sexual crimes.	31 January 2018
4	UNSOM should take steps to: strengthen the steering committee on the implementation of the national action plan on sexual violence in conflict; and identify and address the support requirements of relevant national institutions to implement the plan.	Important	O	Receipt of evidence that UNSOM has strengthened the Steering Committee to be more effective in supporting the implementation of commitments in the NAP/SVC.	31 January 2018

<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.

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

<sup>4</sup> Date provided by UNSOM in response to recommendations.

## STATUS OF AUDIT RECOMMENDATIONS

## Audit of the United Nations Assistance Mission in Somalia's activities for the protection of women against sexual violence

Rec. no.	Recommendation	Critical/ Important <sup>2</sup>	C/ O <sup>3</sup>	Actions needed to close recommendation	Implementation date <sup>4</sup>
5	UNSOM should implement measures to ensure that conflict-related sexual violence considerations are mainstreamed and reflected in Mission-wide action in sections' work plans.	Important	O	Receipt of evidence that CRSV considerations are mainstreamed in UNSOM substantive sections work plans.	31 December 2017
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
8	UNSOM should reassess its resource requirements related to protection of women, and develop and implement a plan to ensure availability of specialized capacity to effectively deliver on its mandate to protect women.	Important	O	Receipt of evidence that UNSOM has developed and implemented a plan to ensure availability of specialized capacity to effectively deliver its mandate to protect women.	31 March 2018
9	UNSOM should allocate sufficient resources to train and implement an effective performance management system to measure and report on achievements of the Women Protection Unit and measure and monitor the efficiency and effectiveness of support provided to the Federal Government of Somalia.	Important	O	Receipt of evidence that UNSOM has implemented an effective performance management system to measure and report on the achievements of the Women Protection Unit.	31 March 2018



# **APPENDIX I**

## **Management Response**


United Nations  Nations Unies  
INTEROFFICE MEMORANDUM      MÉMORANDUM INTÉRIEUR

TO: Mr Arnold VALDEZ, Officer-in-Charge  
A: Peacekeeping Audit Service, Internal Audit Division, OIOS

DATE: 27 September 2017

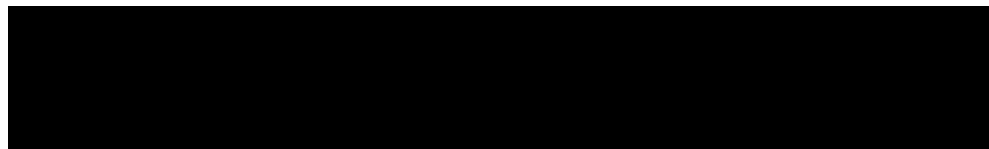
REFERENCE: IAD: 17-639-03

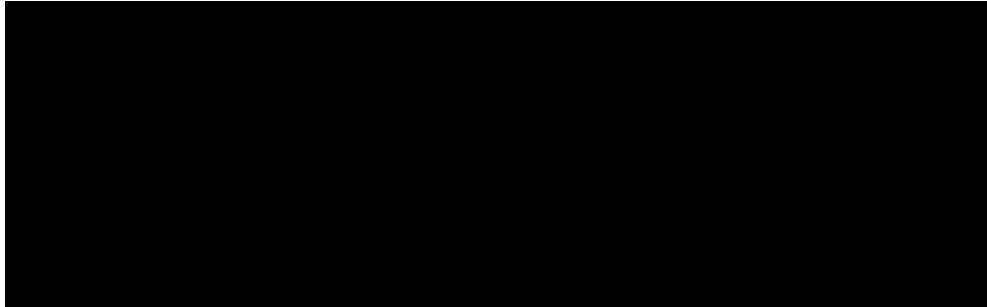
THROUGH:  
S/C DE:

FROM:  Mr Michael KEATING, Special Representative of the Secretary-General  
DE: United Nations Assistance Mission in Somalia (UNSOM)

SUBJECT: **Draft Report on the Audit of the United Nations Assistance Mission in Somalia's Activities**  
OBJET: **for the Protection of Women Against Sexual Violence (Assignment n° AP2017/639/01)**

1. I refer to your memo of 9 September 2017, and am pleased to attach in appendix UNSOM's response to the nine recommendations from the audit. UNSOM has accepted each of the nine recommendations.
2. In paragraph 3 of your memo, you advise that OIOS will post the final report of this audit together with the action plan on its website 30 days after its issuance, in line with General Assembly Resolution 69/253.
3. I understand that there are exceptions to this rule, and therefore request that this audit report be one such exception. The issues covered in this audit relate to the protection of women in Somalia, and specifically to conflict-related sexual violence. The audit covers the monitoring, analysis and reporting arrangements (MARA), a confidential UN process that seeks to identify perpetrators of conflict-related sexual violence with a view to listing the perpetrators for UN Security Council action and possible prosecution in competent courts of law, including international tribunals.
4. Furthermore, the *Provisional Guidance Note: Implementation of Security Council Resolution 1960 (2010) on Women, Peace and Security (conflict-related sexual violence)*, on page 6, states that "Given the highly sensitive nature of information on incidents and perpetrators and the security implications for operational entities particularly as relates to naming of alleged perpetrators and parties to conflict, it is necessary that the membership of the Working Group is limited to a select group of UN entities. This is also to safeguard non-UN implementing partners working with affected communities. Efforts should be made to ensure that the data gathering, monitoring and verification process does not endanger service provision." I submit that it is therefore prudent not to publish the results of this audit in order to ensure that the work on MARA remains confidential.
5. I understand that there has been discussion with the Chief of the Human Rights and Protection Group and my Deputy on issues that are not accurately captured, which I detail below. I hope that we can further engage and reach an understanding on how these should be explained in the final audit report.
6. Paragraph 15 of the Draft Audit Report states in part that "Also, UNSOM had not adequately engaged with regional states (i.e., those states that have yet to be fully integrated in the federal system of government) to establish and implement time-bound commitments for regional states whose forces are parties to the conflict". As explained, the UN is required to go through the Federal Government of Somalia (FGS), pending the completion of the Constitutional Review process that will clarify the relationship between the FGS and Federal Member States (FMS).





9. Other issues where further engagement is needed include the conclusion made in paragraph 29, which states that UNSOM did not have a Mission-wide strategy to address CRSV issues. This is not factually correct. Finally, paragraph 38 raises the issue of Women Protection Advisers not being deployed outside Mogadishu and in the regional states. Women Protection Advisers in Somalia were never meant to be deployed outside Mogadishu given the size of the unit. UNSOM has made efforts to increase its human rights capacity, including for women protection work. Budgetary constraints outside the control of UNSOM have made it impossible to have Women Protection Advisers in regional offices. Paragraph 39 states in part that UNSOM did not request additional Women Protection Advisers. The budget proposals that were reviewed by the auditors are the “final” drafts sent to New York, which would have already gone through a number of drafts and discussions. Requests for additional staff that were not accepted would not be reflected in the budget documents that the auditors reviewed. This point was explained to the auditors during the interviews.

10. I look forward to further engagement on these and other issues contained in the draft so that the final report better reflects the context within which UNSOM operates.

11. Thank you for your continued support.

\* \* \*

Cc: Mr Zenenga  
Mr de Clercq  
Mr Kamara  
Ms Maex  
Ms Young  
Mr Kututwa  
Ms Patel  
Ms Avena-Castillo

**Management Response**  
**Audit of the United Nations Assistance Mission in Somalia's Activities for the Protection of Women Against Sexual Violence**

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNSOM should develop: (a) a revised action plan and strategy to provide the necessary support to the Federal Government of Somalia to implement commitments made in the joint communique dated 7 May 2013 between the United Nations and the Federal Government of Somalia; and (b) and implement strategies to engage with regional states and support them in the implementation of time-bound commitments to combat sexual violence.	Important	Yes	Senior Women Protection Adviser	December 2017	The Federal Government of Somalia developed an action plan and this is the National Action Plan on Ending Sexual Violence in Conflict (NAP/SVC). UNSOM Women Protection has its own action plan to support the FGS in implementing the NAP/SVC. The NAP/SVC will expire on 31 December 2018. The FGS and relevant FMS have agreed to review the NAP/SVC as there are still some commitments that need to be implemented. The NAP/SVC is going to be reviewed to take into account the current state of affairs and the changes that have occurred from the time it was first adopted and now. The review will include identifying the support needed to be given to the FGS and FMS as well as developing and implementing strategies to engage regional states and support them in implementing time-bound commitments to combat sexual violence.
2	UNSOM should implement a reliable monitoring and tracking mechanism on the implementation of commitments made by the Federal Government of Somalia and put in place procedures to verify the accuracy of related information.	Important	Yes	Senior Women Protection Adviser	January 2018	The Women Protection Unit has a tracking mechanism for the commitments that have been made by the FGS. The Women Protection Unit will develop a matrix that will track the implementation of commitments that will be adopted once the planned NAP/SVC Review process is completed.
3	UNSOM should develop and implement a plan of activities including training, mentoring arrangements, and obtaining funding requirements to further support the Federal Government of Somalia and regional states to prevent and respond to sexual crimes in the country.	Important	Yes	Senior Women Protection Adviser	January 2018	A work plan for the work of the Women Protection Unit is in place. This will be reviewed in view of some of the findings in this audit to enhance effectiveness of the Women Protection Unit. It will also be reviewed to take into account the outcomes of the NAP/SVC Review outcomes to ensure that the support to the FGS and regional states is in line with the newly identified priorities. UNSOM will continue to support the FGS in fundraising to implement its commitments.

<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 the United Nations Assistance Mission in Somalia's Activities for the Protection of Women Against Sexual Violence**

Rec. no.	Recommendation	Critical/ Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
4	UNSOM should take steps to: strengthen the steering committee on the implementation of the national action plan on sexual violence in conflict; and identify and address the support requirements of relevant national institutions to implement the plan.	Important	Yes	Senior Women Protection Adviser	January 2018	The need to strengthen the Steering Committee is acknowledged and as explained during the audit, various strategies were put in motion to achieve this. As noted in the audit, the main challenge is the weak institutional capacity of not only the lead ministry, the Ministry of Women and Human Rights but other key ministries such as Health and Justice. The Steering Committee will be a key focus area during the planned review process. This will be done once the review of the NAP/SVC is complete.
5	UNSOM should implement measures to ensure that conflict-related sexual violence considerations are mainstreamed and reflected in Mission-wide action in sections' work plans.	Important	Yes	Senior Women Protection Adviser	December 2017	The Women Protection Unit works with key Mission components to ensure that women protection issues are mainstreamed and reflected in Mission-wide action plans. Capacity issues are not only the challenge of HRPG but other Mission components have similar challenges.
8	UNSOM should reassess its resource requirements related to protection of women, and develop and implement a plan to ensure availability of specialized capacity to effectively deliver on its mandate to protect women.	Important	Yes	Chief, Human Rights Protection Group	March 2018	As noted in the audit report, HRPG has been seeking additional resources in terms of staff in order to deliver on its mandate. The requests for increases have been turned down by UNHQ in the early stages of the preparation of budget proposals during every cycle. While UNSOM agrees with this recommendation, the implementation of the recommendation is beyond UNSOM's control.

**Management Response**  
**Audit of the United Nations Assistance Mission in Somalia's Activities for the Protection of Women Against Sexual Violence**

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
9	UNSOM should allocate sufficient resources to train and implement an effective performance management system to measure and report on achievements of the Women Protection Unit and measure and monitor the efficiency and effectiveness of support provided to the Federal Government of Somalia.	Important	Yes	Chief, Human Rights Protection Group	March 2018	More training on developing results based work plans will be required to ensure that these when developed will ensure that an effective performance management system is in place.