

**INTERNAL AUDIT DIVISION** 

# **REPORT 2024/104**

Audit of police operations in the United Nations Multidimensional Integrated Mission in the Central African Republic

MINUSCA needed to improve performance monitoring and reporting mechanisms for police component and establish effective management and oversight arrangements for the capacity building projects

31 December 2024 Assignment No. AP2024-637-02

### Audit of police operations in the United Nations Multidimensional Integrated Mission in the Central African Republic

### **EXECUTIVE SUMMARY**

The Office of Internal Oversight Services (OIOS) conducted an audit of police operations in the United Nations Multidimensional Integrated Mission in the Central African Republic (MINUSCA). The objective of the audit was to assess the effectiveness and efficiency of United Nations police operations in MINUSCA. The audit covered the period from 1 July 2021 to 30 June 2024 and included strategic guidance and performance management of police operations, capacity building project management, performance appraisal of police officers and knowledge management, and gender parity and mainstreaming.

The MINUSCA police component had deployed all its police officers, along with 14 Formed Police Units (FPUs) and 1 Protection Support Unit (PSU), to enhance the capabilities of internal security forces and protect civilians in the Mission's areas of operations, including through a Joint Task Force Bangui (JTFB). However, important gaps needed to be addressed to ensure its operational effectiveness. Since the inception of the JTFB in 2014, the Mission had not assessed the security situation and threats in Bangui to ensure that the deployment of six FPUs aligned with the Mission's risks and priorities. Also, the Mission did not consistently maintain documentation of a portfolio of evidence on the performance of police operations. The implementation of the recommendations raised by the quarterly operational readiness inspections were not monitored or followed up.

The MINUSCA police component implemented capacity-building projects valued at \$4.3 million during the audit period. However, there was no evidence on record that selections of implementing partners were made through a competitive or transparent procurement process. The police component did not put in place adequate project management arrangements and failed to meet the project monitoring and closure requirements. Finally, OIOS noted significant challenges to living and working conditions for women police officers.

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

- Reassess the security situation and threats in Bangui to determine the continued relevance of the Joint Task Force Bangui and enhance the effective deployment of formed police units that reflect the current threat environment.
- Strengthen the performance monitoring and reporting mechanism of the police component by maintaining documentary evidence of the performance of the police component and updating the Umoja Strategy Management Module.
- Enhance the effectiveness of internal evaluation and inspection by adopting a risk-based annual work plan and establishing a mechanism to monitor the implementation of the recommendations from the internal evaluation and inspection.
- Establish a mechanism to identify, prioritize and resolve operational and logistical challenges faced by the police component.
- Address any shortcomings in the implementing partner selection process for the capacity-building projects and establish effective management and oversight arrangements.

- Establish procedures to ensure that human rights due diligence risk assessments are conducted and documented prior to providing support to non-United Nations security forces.
- Enforce the completion of semi-annual performance appraisals of individual police officers and upload them in the field support suite.
- Designate a policy and best practices officer within the police component to enforce the completion of handover notes by individual police officers.
- Take additional measures to improve the living and working conditions of women police officers to increase the number of women personnel in the Mission.

MINUSCA accepted all recommendations and has initiated action to implement them. Actions required to close the recommendations are indicated in Annex I.

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### Audit of police operations in the United Nations Multidimensional Integrated Mission in the Central African Republic

## I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of police operations in the United Nations Multidimensional Integrated Mission in the Central African Republic (MINUSCA).

2. The MINUSCA police component is mandated to protect civilians, support the peace process, facilitate the immediate, full, safe and unhindered delivery of humanitarian assistance, and protect United Nations personnel, installations and equipment. The police operations are governed by various guidelines, including the Department of Peace Operations/Department of Operational Support (DPO/DOS) Guidelines on Police Command in United Nations Police in Peacekeeping Operations and Special Political Missions (the Police Command Guidelines), the DPO/DOS policy on Formed Police Units (FPUs) in United Nations peacekeeping operations and the DPO/DOS guidelines on police administration.

3. The MINUSCA police component is headed by a Police Commissioner at the D-2 level, who reports to the Special Representative of the Secretary-General (SRSG) and is assisted by a Deputy Police Commissioner at the D-1 level. The police component comprised three pillars: (i) operations, (ii) capacity building and development, and (iii) administration, which were headed by two P-5 and one P-4 level staff members, respectively.

4. The operations pillar is responsible for assisting the internal security forces (ISFs) in fulfilling core policing and other law enforcement tasks in public safety, intelligence, criminal analysis, investigations, and conduct of special operations. The capacity building and development pillar supports the ISFs in policing services by mentoring, monitoring, and advising national police leaders, providing training and support in policy formulation, and designing police reform. The administration pillar is responsible for human resources management, logistics, induction and training, and conduct and discipline activities.

5. In September 2014, the Mission established a Joint Task Force in Bangui (JTFB) among military and police components responsible for protecting civilians and creating secure conditions in Bangui and its surroundings. According to the structure, a senior military staff officer, designated by the Force Commander, headed the JTFB and was supported by two deputy commanders: one from the force component and the other from the police component. As of 30 June 2024, the JTFB had ten operational units comprising 1,680 military (two infantry battalions and one quick reaction force) and 980 police personnel comprising six FPUs and one Protection Support Unit (PSU). The JTFB Commander reported to the Force Commander and had operational control over police and military personnel, including overall responsibility and authority for their assignment and utilization.

6. The authorized strength of the police component was 3,020 officers comprising 600 individual police officers (IPOs), 14 formed police units (FPUs) with a total of 2,280 personnel, and one police support unit (PSU) with 140 personnel. As of 30 June 2024, the actual strength was 3,000 (580 IPOs, 14 FPUs and one PSU, comprising 2,420 personnel).

7. The approved budgets for the police component (including IPOs, FPUs, programmatic funding<sup>1</sup>, professional and support staff costs) during 2021/22, 2022/23 and 2023/24 were \$98.1 million, \$114.8 and 120.9 million, respectively.

8. The MINUSCA police component collected and managed operational data using in-house developed databases, such as capacity-building trainings and projects and crime database. As part of Results-Based Budgeting monitoring, the component also entered quarterly operational performance data in the Umoja Strategy Management Module. Furthermore, the police component-maintained personnel data using Field Support Suite (FSS).

9. Comments provided by MINUSCA are incorporated in italics.

## II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

10. The objective of the audit was to assess the effectiveness and efficiency of United Nations police operations in MINUSCA.

11. This audit was included in the 2024 risk-based work plan of OIOS due to the criticality of the police component in the mission mandate and the operational and reputational risks relating to the implementation of mandated police tasks.

12. OIOS conducted this audit from April to July 2024. The audit covered the period from 1 July 2021 to 30 June 2024. Based on an activity-level risk assessment, the audit covered higher and medium risk areas in the police operations, which included: strategic guidance and performance management of the police operations, capacity building project management, performance appraisal of police officers and knowledge management, and gender parity and mainstreaming.

13. The audit methodology included: (a) interviews with key personnel, (b) a review of relevant documentation, (c) an analytical review of programmatic fund project implementation data to assess the project cost, area of implementation and selection of implementing partners; (d) sample testing of operational readiness inspection reports and daily patrol reports to assess the adequacy of inspection and patrols plans and their implementation; (e) review of programmatic funded project files to ascertain effective utilization of the fund; and (f) assessment of the adequacy of processes for data management practices in Umoja Strategy Management Module, including data access control in FSS and archiving of operational reports. OIOS also conducted a physical inspection of nine FPU camps in Bangui, Kaga Bandoro and Bria, as well as five gendarmerie and police stations where IPOs were co-located.

14. This audit did not include the review of the Mission's comprehensive planning and performance assessment system (CPAS) to assess the implementation of the police-mandated tasks. The CPAS will be reviewed in a separate audit.

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

<sup>&</sup>lt;sup>1</sup> Programmatic funding is a resource provided for programmatic activities in the assessed budget of a mission to fund mandated programmatic activities as a tool to more effectively pursue political progress and wider mandate delivery, which can be implemented either by a mission or through implementing partners.

## III. AUDIT RESULTS

### A. Strategic guidance and performance management of police operations

#### MINUSCA police concept of operations is being updated

16. The DPO/DOS Police Command Guidelines requires MINUSCA to review the Mission's police concept of operations (CONOPS) annually or as the mandate, nature and size of the police component is adjusted. The CONOPS serves as the key strategic guidance for the operations of the police component and should be approved by the Police Division of DPO.

17. MINUSCA's current police CONOPS, dated 29 December 2020, included core assumptions and risks, police strategic priorities that were developed based on the political and security environment in 2020. Despite changes in the Mission mandate in 2021 (2709), 2022 (2659) and 2023 (2605) and the security environment, the CONOPS was not updated as of 30 June 2024. For example, on 12 March 2021, the SCR 2566 (2021) increased the authorized size of MINUSCA's police component by 940 to enable the Mission to enhance its capacity. In addition, the security profile of the Central African Republic had changed due to the creation of new armed groups and the arrival of other actors in theatre under separate bilateral agreements with the Government of the Central African Republic.

18. In December 2022, the MINUSCA police component submitted a draft CONOPS to the Police Division of DPO for review and approval. The police component advised that the approval was delayed pending the police component's alignment with the Mission's revised configuration of the existing three sectors (Sector East, Central and West) to six administrative regions effective 31 May 2023.

19. The delay in updating the CONOPS may impact the effectiveness and efficiency of police operations. In the meantime, the police component was mitigating emerging risks through its annual plan and the Mission's roadmap for the implementation of the Mission's five-year (2023-2028) strategic plan approved by the SRSG in November 2023. As CONOPS was being updated during the audit, OIOS did not make a recommendation.

#### The deployment of formed police units needs to be based on current security assessment

20. The DPO/DPS Police Command Guidelines require the establishment of a police deployment plan detailing the function, number and proposed locations for the deployment of FPUs based on the Mission's risks and priorities.

21. The review of the MINUSCA police deployment plan indicated that the Mission had deployed six FPUs and one PSU, comprising 980, in JTFB through an assessment of the security situation and threats in 2014. The remaining eight FPUs with a strength of 1,440 were deployed in Sector West (2 FPUs comprising 360), Sector Center (4 FPUs comprising 720) and Sector East (2 FPUs comprising 360).

22. While OIOS assessed that the deployment of eight FPUs in the sectors was in line with the Mission's operational requirement, there was no evidence that the FPUs deployed to JTFB were corresponding to the current Mission's security risks and priorities as the Mission had not conducted a joint assessment of the security situation and threats in Bangui since the establishment of the JTFB in September 2014. The police component advised that the JTFB structure had been effective when armed groups threatened Bangui. However, despite recent changes in the security situation and threat level, the FPUs continued to perform regular policing activities under the designated Military Commander. As a result, the current JFTB structure may not allow for optimizing the effective deployment of FPUs.

# (1) MINUSCA should reassess the security situation and threats in Bangui to determine the continued relevance of the Joint Task Force Bangui and enhance the effective deployment of formed police units that reflect the current threat environment.

MINUSCA accepted recommendation 1 and stated that the Mission would implement a dynamic action plan over 12 months and assessed at 6 and 9 months to readjust any bottlenecks. The action plan includes conducting a thorough reassessment of the security situation in Bangui; evaluation of the Joint Task Force Bangui (i.e., its repurposing or dissolution) through a joint special committee; enhancing the deployment of Formed Police Units; strengthening coordination and communication among MINUSCA, national security forces and other stakeholders; fostering trust and cooperation between security forces; and continuously monitoring and evaluation of the effectiveness of the implemented measures.

# Need to maintain documentary evidence of the performance of the police component and timely update the performance management database in Umoja

23. A review of 2021/22, 2022/23 and 2023/24 budget performance reports indicated that the police component exceeded its patrolling targets in 2021/22 and 2022/23 by 5 and 85 per cent, respectively, and achieved 2023/24 planned weekly joint patrols. For 2021/22, the training target was not achieved due to the COVID-19 pandemic, fuel restrictions, and lower-than-expected engagement from national authorities, Still, in 2022/23 and 2023/24, training targets were exceeded by 31 and 60 percent, respectively.

24. However, the police component had not maintained an adequate portfolio of evidence supporting the achievement of the targets. There was no centralized archive of the evidence, and reports and proof of activities were not submitted to the Planning Unit in a timely manner. For example, only the consolidated portfolio of evidence of the performance reported in 2023/24 was available out of the three years reviewed. In addition, no daily planning or reporting documents were provided for the FPU from 1 July 2021 to 31 December 2022 due to a lack of proper handover during the rotation. As a result, OIOS could not ascertain the activities that the police component reported, including planned weekly patrols.

25. Moreover, a review of the Umoja Strategy Management Module indicated a delay in reporting the performance of the police component in the system from 60 to 90 days against the required 10 days after the quarter-end. The delays were due to inadequate performance monitoring and tracking mechanisms by the police component. Also, the police component advised that the Planning Unit was not staffed with trained police planning officers to effectively follow up on the performance and reporting of the operational units.

26. The absence of adequate documentary evidence of the performance of the police component and delays in updating the Umoja Strategy Management Module increased the risk of inaccurate performance reporting and prevented the police component management from making informed decisions on the performance of the component.

# (2) MINUSCA should strengthen the performance monitoring and reporting mechanism of the police component by maintaining documentary evidence of the performance of the police component and updating the Umoja Strategy Module accordingly.

MINUSCA accepted recommendation 2 and stated that the Mission would issue directives to the chiefs of UNPOL pillars to submit their reports and proof of activities on time, which would be uploaded to the Umoja Strategy Management Module. In addition, the police component would conduct trainings to strengthen individual police officers' capacity for Results-Based Budgeting and Comprehensive Planning and Assessment System data management. The component would also request the deployment of individual police officers with requisite competence as a focal point in the Joint Mission Planning Unit and put in place continuous training to cover the frequent rotation of officers in charge of the task.

Need to strengthen internal evaluations and inspections

27. The DPO/DOS policy on internal evaluations and inspections of United Nations Police requires the Internal Evaluation Unit (IEU), based on an approved plan by the Police Commissioner, to assess United Nations police-specific procedures, practices, or organizational unit within the police component other than those directly related to finance and property. The IEU is also required to prepare a recommendation matrix with proposed timeframes, responsible persons/units and follow-up actions.

28. During the period from 1 January 2022 to 30 June 2024, IEU conducted 89 internal evaluations and inspections, which among others, included: work plans, duty rosters, checking IPOs' knowledge of assigned duties, inspections of off-limit areas by the Mission personnel, joint patrols for the prevention of sexual exploitation and abuse, and curfew violations at night.

29. However, OIOS noted that the evaluations and inspections were not based on risk assessment and annual work plans but on an ad hoc basis. As a result, no internal evaluation or inspections were conducted outside Bangui. A review of 30 of 89 evaluation and inspection reports indicated that the IEU issued 149 recommendations, but the implementation of these recommendations was not systematically tracked. The recommendations, for example, included observing working hours, updating work plans, and implementing a database for digital archiving.

30. The above occurred as the IEU had not established a mechanism for conducting risk assessments, developing annual plans, and monitoring recommendations. IEU advised that there were staff shortages and an inadequate understanding of the requirements by the assigned IPOs. In the absence of such mechanisms, the IEU may not effectively address potential risks within the police unit. As a result, it may not achieve its objectives.

# (3) MINUSCA should enhance the effectiveness of internal evaluation and inspection by: (a) adopting a risk-based annual work plan; and (b) establishing a mechanism to monitor the implementation of the recommendations.

MINUSCA accepted recommendation 3 and stated that MINUSCA would develop a risk-based annual work plan to monitor and evaluate the performance of the United Nations Police; extend the internal inspection unit's activities to sectors outside Bangui; and issue directives to maintain the monitoring and evaluation system once the entire Mission's police force is covered by the exercise.

Operational readiness inspections were conducted, but there were logistical challenges

31. The DPO/DOS policy on FPUs in United Nations peacekeeping operations requires the FPU Coordination Unit to conduct quarterly inspections to ensure the FPU's operational readiness and logistical ability to perform mandated tasks.

32. A review of 30 of 180 quarterly operational readiness inspection reports of 14 FPUs and one police support unit (PSU) for the period from 1 July 2021 to 30 June 2024 indicated that the inspections were conducted regularly, which covered relevant aspects such as FPUs understanding of the Mission mandate, their regular engagement with the local population and other relevant actors. Where necessary, recommendations for improvement were made, such as refresher training on equipment use, tactical

operations, and increased supervision by the command-and-control staff of the FPU personnel deployed on duty. However, the mechanism for recommendation monitoring was inadequate increasing the risk that improvements would remain unaddressed. For example, OIOS inspection of 9 of 15 FPU/PSU camps in Bangui, Kaga Bandoro, and Bria indicated the following operational and logistical challenges.

- In three FPU accommodations, there were leakages during the rainy season; two FPUs had no drainage system; one FPU had no dining room; two FPU camps had porous perimeter fences allowing outside elements to access the compound.
- In four FPUs, the accommodations for women personnel were congested, inadequate and had no separate ablutions impairing their privacy; additionally, audit team visits to 6 of the 16 co-locations in Bangui where IPOs were deployed in gendarmerie and police stations revealed that there were no proper toilet facilities for women police personnel, forcing them to drive to police component headquarters to use toilet facilities.
- In four FPU camps, five watchtowers were dysfunctional, and in one FPU, the exit gate was broken, raising security concerns.

33. The above logistical challenges persisted because the recommendations were not consolidated, prioritized, and coordinated with the Mission Support Center (MSC) for implementation. These challenges exposed the Units to security risks, impacted the performance and motivation of the Units and hindered efforts to achieve gender parity due to the poor living and logistical conditions.

# (4) MINUSCA should establish a mechanism to identify, prioritize and resolve logistical challenges faced by the police component.

MINUSCA accepted recommendation 4 and stated that MINUSCA would establish a dedicated task force to oversee the identification, prioritization, and resolution of operational and logistical challenges. The task force would conduct a comprehensive assessment, develop a prioritization framework, implement a reporting mechanism and conduct regular review meetings. Accordingly, necessary resources would be allocated to address high-priority challenges effectively and implement a feedback loop to ensure continuous improvement and adaptation of the mechanism.

## B. Capacity-building project management

Need to strengthen controls over the management of projects

34. The DPO/DOS Police Command Guidelines require that the police component put in place a project management team to provide assistance with project design, implementation, monitoring and evaluation. The proposed projects should be based on the actual needs and priorities of the host State and jointly managed by the police component and host State counterparts.

35. From 1 July 2021 to 30 June 2024, the police component implemented 65 projects, including 13 quick-impact projects valued at \$446,924 and 52 programmatic-funded projects valued at \$3,878,538. The projects were executed by 28 national and international implementing partners (IPs). The projects were implemented in 17 locations, of which 42 per cent were in Bangui.

36. The projects included: the acquisition of equipment such as computers, motorcycles and helmets, and the rehabilitation and construction of police and gendarmerie brigade buildings and facilities, which were used for offices, schools and detention cells. The police component established a Project Management

Unit comprising one P-3 and seven IPOs, which report to the Reform Coordinator under the Capacity Building and Development pillar.

37. OIOS reviewed 30 of 65 projects valued at \$3.17 million to check whether these projects were duly approved by appropriate authorities, whether the process for selection of implementing partners was conducted in accordance with established rules and regulations, and whether project costs and progress were adequately monitored and that final inspections were conducted and handed over to the internal security forces for appropriate projects closure. The review indicated the following control weaknesses:

- a) There was no evidence on record that selections of implementing partners were made through a competitive or transparent procurement process:
  - In 28 projects valued at \$2.9 million, the files did not contain a source selection plan with evaluation criteria and weighting. The list of invitees, acknowledgments and submissions by the invited implementing partners were not duly documented in any project files.
  - In 11 projects valued at \$860,053, the request for quotation (RFQ) did not generate a minimum of three submissions. Two RFQs generated 1 implementing partner submission, and 9 RFQs generated 2 submissions. Four projects valued at \$414,908 were awarded to a single implementing partner.
  - The technical evaluation committee report did not include the evaluation criteria and analysis of whether submissions were technically acceptable in the projects reviewed. Also, there was no reference to compare the quotations submitted by implementing partners.
- b) The police component did not put in place adequate project management arrangements and failed to meet the project monitoring and closure requirements.
  - In 26 projects involving engineering works, monitoring and evaluation of the projects were conducted by IPOs who did not have an engineering background. In eight projects, there was no project closure report on file. In six projects, no handover certificate was signed by MINUSCA representatives, implementing partners, beneficiaries and the local authorities.
  - In 12 projects, the average completion time was more than 200 days beyond the agreed completion time in the memoranda of understanding. In one instance, the project was completed 498 days after the deadline.

38. The above occurred due to a lack of adequate supervision by the police component to ensure that the selection of IPs was conducted per established rules and regulations. The police component advised that finding a capable implementing partner to take on projects in remote areas was challenging. In addition, there were no suitable project management standard operating procedures to guide the planning, executing, monitoring and closing of projects for the police component.

# (5) MINUSCA should address any shortcomings in the implementing partner selection process for the capacity-building projects and establish effective management and oversight arrangements for the projects.

MINUSCA accepted recommendation 5 and stated that the Mission would develop an action plan to address procurement shortcomings and establish the evaluation and accountability mechanism. The Mission will also establish a strategic level project review committee to oversee the procurement process and selection of implementing partners. Furthermore, the Mission will establish a dedicated working group to develop and implement standard operating procedures for the management of United Nations Police programmatic funds.

Need to improve compliance with human rights due diligence policy

39. The Human Rights Due Diligence Policy (HRDDP) on United Nations support to non-United Nations security forces requires MINUSCA to carry out risk assessments prior to providing support to ISF.

40. A review of 40 of the 237 training records provided to ISF indicated that the police component provided training for 1,299 ISF personnel. The police component requested HRDDP risk assessment and obtained clearance from the Human Rights Division for 32 trainings, of which 885 ISF were trained. In eight training programmes involving 414 trainees, the police component could not provide evidence of HRDDP risk assessment and clearance. In addition, the MINUSCA police component did not request an HRDDP risk assessment for the 65 programmatic fund projects during the audit period.

41. MINUSCA police component advised that this was due to inadequate handover and archiving of training documents. Moreover, the project management personnel lacked awareness that HRDDP risk assessment was required to implement capacity-building projects. In the absence of HRDDP risk assessment, the Organization may be exposed to reputational risks resulting from inadequate assessment of support provided to ISF. OIOS noted that, on 14 July 2024, the police component submitted its first HRDDP risk assessment request for implementing a project supporting ISF.

# (6) MINUSCA should establish procedures to ensure that human rights due diligence risk assessments are conducted and documented prior to providing support to non-United Nations security forces.

MINUSCA accepted recommendation 6 and stated that the United Nations Police would cooperate with the Human Rights Division (HRD) in implementing the new SOPs on human rights due diligence policy, individual protection and the reactivation and strengthening of the task force against impunity. The Mission will also organize informative sessions on the new SOPs to be jointly organized with HRD for the UNPOL personnel.

## C. Performance appraisal of police officers and knowledge management

Need to strengthen controls over the performance appraisal of police officers

42. The DPO/DOS guidelines on police administration require the component to conduct a performance evaluation for each police officer every six months.

43. A review of 93 of 563 IPO personnel records in the Field Support Suite (FSS) indicated that the performance appraisal reports of 43 IPOs were not duly completed or uploaded in FSS, even though 37 of them had served in the Mission for more than 18 months. This was because the police component Human Resources Management Unit did not periodically follow up on the completion of performance appraisals, or when the performance evaluations were done, the Human Resources did not upload the completed forms in FSS. As a result, there was inadequate assurance that the IPOs had performed their assigned functions consistent with the United Nations' competencies and values. Moreover, IPOs with unsatisfactory performance could be recruited in the future.

# (7) MINUSCA should enforce the completion of semi-annual performance appraisals of individual police officers and upload them in the field support suite.

MINUSCA accepted recommendation 7 and stated that the police component would develop a detailed schedule for semi-annual performance appraisals of individual police officers; provide training for supervisors on how to conduct effective performance appraisals; roll out the performance appraisal process across all units; establish a system to monitor the completion and uploading of performance appraisals; and generate regular reports on the status of performance appraisals to ensure compliance and address any gaps.

Need to strengthen data management of operational records

44. The Police Command Guidelines require outgoing police personnel to prepare handover notes prior to transferring or separating from the Mission. A review of personnel records of 93 IPOs (out of 570), who left the Mission during the audit period indicated that in 12 instances, the officers did not submit handover notes. It was because the police component did not designate a policy and best practices officer to follow up and enforce the completion of handover notes by IPOs. As a result, there was a risk of loss of institutional knowledge.

# (8) MINUSCA should designate a policy and best practices officer within the Police component to enforce the completion of handover notes by individual police officers.

MINUSCA accepted recommendation 8 and stated that the police component would appoint one or more police and best practice officers to oversee the review and update of policies and SOPs; create and maintain a comprehensive database for all policies, directives, standard operating procedures and other relevant documents; ensure all handover notes were submitted in the Field Support Suites along with the last performance appraisal; review and update procedures related to best practices; implement utilization of SharePoint as a backup system for all key operational records and documents; and conduct a comprehensive review of the process and make necessary adjustment to improve efficiency and effectiveness.

## D. Gender parity and mainstreaming

Additional measures were needed to improve living and working conditions for women

45. Police Division's gender parity strategy for 2018-2028 targeted to achieve 25 per cent women IPOs and 15 per cent female officers within FPUs in field missions by 2025. The DPO/DOS Policy on gender equality in United Nations peacekeeping operations requires the police component to be gender responsive and integrate gender in daily work by responding to the differentiated needs, concerns and contributions of women and men. The policy also requires building the capacity of ISF to undertake activities promoting gender-sensitive policing practices for both men and women in the community.

46. A review of gender parity statistics in the MINUSCA police component as of 30 June 2022 and 2024 indicated that the number of women personnel in IPOs and FPUs increased by 5 per cent and 3 per cent, respectively, as shown in table 1.

#### Table-1 Gender parity in the police component

		30-Jun-22			30-Jun-24		_
		Number			Number		Percentage
Category	Strength	of women	Per cent	Strength	of women	Per cent	Increase
Individual Police Officers	553	126	23	580	159	27	5
Formed Police Units	2053	211	10	2410	308	13	3
Total	2606	337	13	2990	467	16	3

Source: MINUSCA police component daily staffing table

47. Further review of the Gender Unit's activities indicated that the police component, among others, carried out the following activities related to gender mainstreaming through police gender advisors and gender focal points:

- Two training sessions for gender focal points comprising 62 IPOs, including 35 women, in the integration of the gender dimension in their work;
- Six working visits with the Internal Evaluation Unit in the Bangui colocations of some districts to inspect the working conditions of women police officers; and
- One capacity-building session on leadership and management for 30 women IPOs.

48. The police component advised that the low percentage increase in the number of female officers in FPUs personnel was due to the non-availability of women candidates from police-contributing countries. They further stated that the current MINUSCA FPU camps layout was not designed to meet the increased demand for accommodation for women personnel as they were built based on an initial requirement almost entirely male-dominated. OIOS' visits to four FPU camps in Bangui, Kaga Bandoro and Bria noted significant challenges in living and working conditions, as mentioned under recommendation 4 above.

49. In the absence of an adequate number of women police personnel, patrolling teams did not always include women, impacting the daily interactions with the women in the local community. This was necessary to gain trust and confidence in implementing the mission mandate.

# (9) MINUSCA should take additional measures to improve the living and working conditions of women police officers to increase the number of women personnel in the Mission.

MINUSCA accepted recommendation 9 and stated that Mission would put more effort into enhancing the living conditions of women police officers. In this regard, additional accommodation and ablution facilities are being constructed for selected formed police units. In addition, an ongoing project aims to equip United Nations Police offices and toilets in the co-locations with national internal security forces.

## IV. ACKNOWLEDGEMENT

50. 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.

Internal Audit Division Office of Internal Oversight Services

#### STATUS OF AUDIT RECOMMENDATIONS

#### Audit of police operatons in United Nations Multidimensional Integrated Mission in the Central African Republic

Rec. no.	Recommendation	Critical <sup>2</sup> / Important <sup>3</sup>	C/ O <sup>4</sup>	Actions needed to close recommendation	Implementation date <sup>5</sup>
1	MINUSCA should reassess the security situation and threats in Bangui to determine the continued relevance of the Joint Task Force Bangui and enhance the effective deployment of formed police units that reflect the current threat environment	Important	0	Receipt of evidence indicating a thorough reassessment of the security situation in Bangui to ensure that Formed Police Units are effectively deployed to address the current threat environment.	31 December 2025
2	MINUSCA should strengthen the performance monitoring and reporting mechanism of the police component by maintaining documentary evidence of the performance of the police component and updating the Umoja Strategy Module accordingly.	Important	0	Receipt of the directives issued to chiefs of pillars to submit their reports and proof of activities on time, and trainings conducted to strengthen individual police officers capacity on Result Budgeting and Comprehensive Planning and Assessment system data management.	30 June 2025
3	MINUSCA should enhance the effectiveness of internal evaluation and inspection by: (a) adopting a risk-based annual work plan; and (b) establishing a mechanism to monitor the implementation of the recommendations.	Important	0	Receipt of a risk based annual work plan including internal inspection unit's activities to sectors outside Bangui and a mechanism to monitor the implementation of recommendations.	30 June 2025
4	MINUSCA should establish a mechanism to identify, prioritize and resolve logistical challenges faced by the police component.	Important	0	Receipt of evidence that a dedicated task force is established to oversee the identification, prioritization and resolution of operational and logistical challenges.	31 December 2025
5	MINUSCA should address any shortcomings in the implementing partner selection process for the capacity-building projects and establish effective management and oversight arrangements for the projects.	Important	0	Receipt of the establishment of management and oversight mechanism for programmatic fund for capacity building projects, and evidence that the shortcomings in the implementing partner selection are addressed.	31 December 2025

<sup>&</sup>lt;sup>2</sup> Critical recommendations address those risk issues that require immediate management attention. Failure to take action could have a critical or significant adverse impact on the Organization.

<sup>&</sup>lt;sup>3</sup> Important recommendations address those risk issues that require timely management attention. Failure to take action could have a high or moderate adverse impact on the Organization.

<sup>&</sup>lt;sup>4</sup> Please note the value C denotes closed recommendations whereas O refers to open recommendations.

<sup>&</sup>lt;sup>5</sup> Date provided by MINUSCA in response to recommendations.

#### STATUS OF AUDIT RECOMMENDATIONS

#### Audit of police operatons in United Nations Multidimensional Integrated Mission in the Central African Republic

Rec. no.	Recommendation	Critical <sup>2</sup> / Important <sup>3</sup>	C/ O <sup>4</sup>	Actions needed to close recommendation	Implementation date <sup>5</sup>
6	MINUSCA should establish procedures to ensure that human rights due diligence risk assessments are conducted and documented prior to providing support to non-United Nations security forces.	Important	0	Receipt of evidence that the new standard operating procedures on human rights due diligence policy is implemented and sensitization exercise is organized.	30 June 2025
7	MINUSCA should enforce the completion of semi- annual performance appraisals of individual police officers and upload them in the field support suite.	Important	0	Receipt of the detailed schedule for semi-annual performance appraisals of individual police officers, and trainings provided for supervisors.	30 June 2025
8	MINUSCA should designate a policy and best practices officer within the police component to enforce the completion of handover notes by individual police officers.	Important	0	Receipt of evidence that the Mission designates a policy and best practices officer to enforce the completion of handover notes.	31 December 2025
9	MINUSCA should take additional measures to improve the living and working conditions of women police officers to increase the number of women personnel in the Mission.	Important	0	Receipt of evidence that the Mission put more efforts to enhance the living conditions of women by constructing additional accommodation and ablution facilities for selected formed police units.	31 December 2025

# **Management Response**

#### PRECEDENCE: ROUTINE

MINUSCA

ROUTING SLIP

#### **CLASSIFICATION OF DOCUMENT: UNCLASSIFIED**

Date:

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MINUSCA FICHE DE TRANSMISSION

Reference: MINUSCA/COS/RMCU/27/2024

31 December 2024





Mr. Renner Onana **THROUGH:** Misson Chief of Staff



FROM:	Tiphaine Dickson
	Risk Management and Compliance Officer

#### **DRAFTER:**

For approval **PURPOSE:** 

SUBJECT: MINUSCA's comments on an a draft report of audit of police operations in MINUSCA (Assignment No. AP2024-637-02) **REMARKS:** 

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#### Coordinated with or cleared by:

MINUSCA	Coordinated	Cleared	CENTROLINE OF	Coordinated	Cleared		Coordinated	Cleared
SRSG			COS		✓	DSRSG-P		
O/SRSG			O/COS			O/DSRSG-P		
PAD			BOI			DDR		
SCPI			CDT			HRD		
Security			FOC			-CP		
DSRSG-HC-RC			-FO:			-WP		
O/DSRSG-HC-RC			JMAC			Gender		
10			JOL			POC		
CAS			Legal			SSR		
JCS			РВРО			UNMAS		
Electoral			Protocol			DMS		
SVRO			JMPU			O/DMS		
UNCT:			RMCU		$\overline{\mathbf{V}}$	DDMS		
FC			PC			SCM		
DFC			DPC			SD		
FCOS		П					_	

#### If no consultation or coordination was made, please clarify why:

Supporting documents: Annex I Audit of police operations in the United Nations Multidimensional Integrated Mission in the Central African Republic (Assignment No. AP2024-637-02)

# **United Nations**



# **Nations Unies**

United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic

#### INTEROFFICE MEMORANDUM

TO: Mr. Byung-Kun Min

A: Chief, Peacekeeping Audit Service, Internal Audit Division, OIOS Mission Multidimensionnelle Intégrée des Nations Unies Pour la Stabilisation en République centrafricaine

#### MEMORANDUM INTERIEUR

DATE: 31 December 2024

REFERENCE

MINUSCA/OSRSG/348/2024

Maham Valentine Rugwabiza DE: / SRSG and Head of MINUSCA

#### SUBJECT: MINUSCA's comments on a Draft report audit of police operations in the United OBJET: Nations Multidimensional Integrated Mission in the Central African Republic (Assignment No. AP2024-637-02)

1. With reference to your interoffice memorandum dated 26 November 2024 on the above captioned subject, kindly find attached MINUSCA's comments on a Draft report on an audit of police operations in MINUSCA.

2. I take this opportunity to thank you and your team for the findings and recommendations issued in this audit.

Annex: MINUSCA's comments on a Draft report on an audit of Police operations in MINUSCA

Mr. Christophe Bizimungu, Police Commissioner, MINUSCA

Mr. Renner Onana, Mission Chief of Staff, MINUSCA

Mr. Sory Sangaré, Director of Mission Support, MINUSCA

Mr. Seydou Sirpé, Chief Resident Auditor for MINUSCA, Internal Audit Division, OIOS

Ms. Tiphaine Dickson, Risk Management and Compliance Officer, MINUSCA

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
	MINUSCA should reassess the security situation and threats in Bangui to determine the continued relevance of the Joint Task Force Bangui	Important	Yes	Head of Police Component, United Nations Police	31 December 2025	The dynamic action plan below will be implemented over 12 months and assessed at months 6 and 9 to readjust any bottlenecks. <u>Parts of the action plan and measures outlined below are subject to the adoption of the new Police CONOPS (under discussions with UNHQ at the moment), as well as to corresponding successful discussions with PCCs and related allocation/availability of resources.</u>
	and enhance the effective deployment of formed police units that reflect the current threat environment.			(UNPOL)		<ul> <li>Comprehensive Security Assessment: Conduct a thorough reassessment of the security situation and threats in Bangui:</li> <li>Deploy a specialized team to gather intelligence on current threats, including armed groups and criminal activities.</li> <li>Engage with local communities, government officials, and other stakeholders to understand their security concerns.</li> </ul>
						<b>Evaluate the Joint Task Force Bangui</b> : A joint special committee has been established to report on the possible repurposing or dissolution of JTFB. The related first draft, completed on 30 September 2024, is currently under review, upon amendments made by UNPOL.
						<ul> <li>Review the current mandate and operations of the Joint Task Force.</li> <li>Assess the Task Force's past performance and its impact on the security situation.</li> <li>Consult with military and police advisors to identify any gaps or areas for improvement.</li> </ul>
						<b>Enhance Deployment of Formed Police Units (FPUs):</b> Ensure that FPUs are deployed as per the updated security assessment. <u>NB: This process in particular will highly depend on corresponding updates/reviews of MoUs with PCCs at UNHO level, on the allocation and availability of adequate financial resources, as well as on the limitations and imperatives related to scheduled elections in CAR in 2025/26.</u>

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Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						• Reallocate FPUs based on the findings from the comprehensive security assessment (see above).
						<b>Strengthen Coordination and Communication</b> : Improve coordination between MINUSCA, national security forces and agents (internal security forces (FSI), national armed forces (FACA), customs officers, water and forestry agents, etc.):
						<ul> <li>Establish regular communication channels and joint operations centers.</li> <li>Conduct training exercises with national internal security forces to ease joint patrols and operations</li> <li>Implement a real-time information-sharing platform to ensure timely responses to security incidents.</li> </ul>
						<b>ISF Engagement and Trust-Building among forces</b> : Foster trust and cooperation between security forces to take over the operational tasks left by FPU/PSUs:
						<ul> <li>Organize meetings and forums to discuss security concerns and gather feedback.</li> <li>Inform national security counterparts about the possible evolution of the role and layout of MINUSCA Police component.</li> <li>Implement community policing initiatives to build stronger relationships between police and the local population.</li> </ul>
						Monitoring and Evaluation: Continuously monitor and evaluate the effectiveness of the envisioned and implemented measures:
						<ul> <li>Set up a monitoring and evaluation team to track progress and outcomes.</li> <li>Conduct regular reviews and adjust strategies as needed based on feedback and changing circumstances.</li> <li>Report findings and progress to relevant MINUSCA leadership and relevant UNHQ stakeholders (incl. Police Division).</li> </ul>
2	MINUSCA should strengthen the performance monitoring and reporting mechanism of the police component	uld Important the ing ism ent	Yes	Chief of Planning Unit, UNPOL	30 June 2025	• United Nations Police (UNPOL) leadership will give instructions to the chiefs of UNPOL pillars to submit their reports and proof of activities on time, which will be uploaded to the Umoja Strategy Management Module.

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Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	n Client comments
	by maintaining documentary evidence of					UNPOL will conduct trainings to strengthen IPOs' capacity in RBB and CPAS data management.
	police component and updating Umoja Strategy					• UNPOL will request the deployment of IPOs with the requisite competencies as focal points for the Joint Mission Planning Unit.
	Module accordingly.					• UNPOL will put in place a continued training system to cover the frequent rotation of officers in charge of the task.
						<u>Timeline</u> : The abovementioned measures will be put in place by the second quarter of $2025$ . As a result, a smooth and efficient performance monitoring and reporting mechanism for the police component will be <u>operationalized by June 2025</u> .
5	MINUSCA should enhance the effectiveness of internal evaluation and inspection by: (a) adopting a risk-based annual work plan; and (b) establishing a mechanism to monitor the implementation of the recommendations.	Important	Yes	Chief of Internal Evaluation Unit, UNPOL	30 June 2025	<ul> <li>MINUSCA will develop a risk-based annual work plan to monitor and evaluate the performance of UNPOL. <u>Timeline</u>: by <u>April 2025</u>.</li> <li>MINUSCA will extend the internal inspection unit's competencies to sectors outside Bangui, by nominating focal points amongst deployed IPOs.</li> <li>MINUSCA will issue a directive to establish an appropriate M&amp;E system to ensure that the entire Mission's police force is covered by the abovementioned inspection process.</li> </ul>
4	MINUSCA should establish a mechanism to identify, prioritize and resolve logistical challenges faced by the police component.	Important	Yes	Chief of Staff, UNPOL and Chief Mission Support Center, Mission Support Division (MSD)	31 December 2025	<ul> <li>MINUSCA will put in place the following action plan:</li> <li>Establish a Task Force: Form a dedicated task force to oversee the identification, prioritization, and resolution of operational and logistical challenges. <u>Timeline: by June</u> 2025.</li> <li>Conduct a Comprehensive Assessment: Perform a thorough assessment of current operational and logistical challenges faced by the police component.</li> <li>Develop a Prioritization Framework: Create a framework to prioritize challenges based on their impact on mission objectives, urgency, and resource availability.</li> </ul>

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Management Response

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
						Implement a Reporting Mechanism: Establish a clear reporting mechanism for police units to report operational and logistical issues.
						Regular Review Meetings: Schedule regular meetings to review reported challenges, assess progress, and adjust priorities as needed.
						Resource Allocation: Allocate necessary resources to address high-priority challenges effectively.
						Feedback Loop: Implement a feedback loop to ensure continuous improvement and adaptation of the mechanism.
		- P				This action plan aims to create a structured approach to tackle the operational and logistical challenges, ensuring that the police component can function efficiently and effectively. <u>Overall timeline:</u> the whole process will take 12 months to complete (December 2025)
5	MINUSCA should address any shortcomings in the implementing	Important	Yes	Head of UNPOL Develomment	31 December 2025	MINUSCA will devise and implement an Action Plan to improve Procurement Shortcomings and Establish the Evaluation and Accountability mechanism
	"			Pillar		<b>Establish the Project Review Committee</b> : Form a strategic-level Project Review Committee to oversee the procurement process and selection of implementing partners.
	effective management and oversight arrangement for the projects.					<b>Develop and Finalize the UNPOL Programmatic Funds SOP:</b> Complete the drafting to submit for approval the Standard Operating Procedures (SOP) for the UNPOL Programmatic Funds, including Umoja's IP process and procedures.
1. Ke						Implement Technical Assessments for Partner Selection: Improve the existing mechanism of technical assessment of potential implementing partners to ensure that the latter meet the required standards on each offer.
						<b>Systematic Annual Assessment of Implementing Partners</b> : Improve the existing mechanism of the annual assessments of implementing partners. <u>Timeline: starting with next financial year</u> (July 2025).

Client comments	<b>Training and Capacity Building:</b> Provide training for staff involved in procurement and project management to ensure adherence to the new SOPs and effective fund management. <u>Timeline:</u> within <u>six months after the SOP comes into force</u> .	Monitoring and Evaluation (M&E) Mechanisms: Establish an M&E mechanisms to regularly and efficiently assess the effectiveness of the procurement process and fund management.	Regular Reporting and Internal Audits: Implement regular reporting and auditing procedures to maintain transparency and accountability.	Feedback and Continuous Improvement: Create a feedback loop to continuously improve procurement processes and fund management based on audit findings and stakeholder inputs.	This action plan aims to address the audit recommendation by improving the procurement process, ensuring effective management and oversight of programmatic funds, and establishing accountability mechanisms. <u>Overall timeline</u> : The entire envisioned measures and setting will be effective <u>by December 2025</u> .	Procedures are already in place.	<ul> <li>UNPOL cooperates with HRD in implementing the new SOP on HRDDP and the SOP on individual protection:         <ul> <li>Informative sessions on the new SOP to be organized jointly with HRD for the UNPOL personnel. <u>Timeline: effective by June 2025</u></li> <li>Implementation of the « cadre référentiel de cooperation DDH-UNPOL »; <u>Timeline:</u> by <u>April 2025</u></li> </ul> </li> <li>Reactivation and strengthening of the task force against impunity comprised of HRD, UNPOL, and Justice &amp; Corrections.</li> </ul>	<ol> <li>Develop a Performance Appraisal Schedule: Create a detailed schedule for semi-annual performance appraisals of individual police officers. <u>Timeline</u>: by end of the second quarter of 2025</li> </ol>
Implementation date						30 June 2025		30 June 2025
Title of responsible individual						Chief of	Capacity Building and Development, UNPOL	Chief of Staff, UNPOL
Accepted? (Yes/No)						Yes		Yes
Critical <sup>1</sup> / Important <sup>2</sup>						Important		Important
Recommendation						MINUSCA should	procedures to human rights igence risk a are conducted tented prior to upport to non- utions security	MINUSCA should enforce the completion of semi-annual performance appraisals of individual
Rec. no.						9	)	L

Management Response

**APPENDIX I** 

Management Response

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
	police officers and upload them in the field support suite.					<ol> <li>Training for Supervisors: Provide training for supervisors on how to conduct effective performance appraisals and how to use the field support suite for uploading appraisals, <u>subject to the availability of necessary resources</u>.</li> <li>Implement Appraisal Process: Roll out the performance appraisal process across all units, ensuring that each police officer is appraised semi-annually.</li> </ol>
						4. Monitoring and Compliance Checks: Establish a system to monitor the completion and uploading of performance appraisals in the field support suite.
						5. Regular Reporting: Generate regular reports on the status of performance appraisals to ensure compliance and address any gaps.
œ	A sho a policy and t officer within component re completion	Important	Yes	Chief of Staff, UNPOL	31 December 2025	<ul> <li>Designation of UNPOL Policy and Best Practices Officer(s):</li> <li>Action: Appoint one or more Policy and Best Practices Officers within the Police Component to oversee policies, directives, SOPs, and other relevant documents. <u>Specific timeline</u>: by March 2025.</li> </ul>
	nandover notes by individual police officers.					<ul> <li>Review and Update of Policies and SOPs:</li> <li>Action: Ensure the designated officers review and update all policies, directives, SOPs, and other relevant documents regularly.</li> </ul>
						<ul> <li>Database Management:</li> <li>Action: Create and maintain a comprehensive database for all policies, directives, SOPs, and other relevant documents to ensure easy access. <u>Specific timeline</u>: by <u>June 2025.</u></li> </ul>
						<ul> <li>Submission of Handover Notes:</li> <li>Action: Ensure all handover notes are submitted in the Field Support Suite (FSS) along with the last performance appraisal of the Individual Police Officers (IPOs).</li> </ul>
						Review of Best Practices Procedures:

Management Response

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Imple	Implementation date	Client comments
							<ul> <li>Action: Review and update procedures related to best practices for handover, organization of interim services, database management, and use of SharePoint as memory backup. <u>Specific timeline:</u> by <u>June 2025</u>.</li> </ul>
							<ul> <li>Implementation of SharePoint for Backup:</li> <li>Action: Utilize SharePoint as a backup system for all key operational records and documents. <u>Specific timeline:</u> by <u>May 2025.</u></li> </ul>
							<ul> <li>Monitoring and Compliance Checks:</li> <li>Action: Regularly monitor compliance with the new procedures and ensure all handover notes and key documents are properly maintained.</li> </ul>
							<b>Process Review and Adjustment:</b> Action: Conduct a comprehensive review of the process and make necessary adjustments to improve efficiency and effectiveness. <u>Specific timeline</u> : by <u>October</u> 2025.
	MINUSCA should take additional measures to improve the living and working conditions of women police officers to increase the number of women personnel in the Mission.	Important	Yes	Chief of Staff, UNPOL and Chief Mission Support Center, MSD	31 D	31 December 2025	<ul> <li>The accommodations for females in the mission, especially within FPUs require additional efforts to improve their living conditions. The Office of the DMS has requested additional Corimecs and toilets.</li> <li>Materials are available for additional accommodation and ablution facilities for EGYFPU, to be constructed by MINUSCA Mission Support.</li> <li>Additional toilets are being constructed in SENFPU3 Batangafo and CAMPFPU1 Bouar, specifically for women, by MINUSCA Mission Support.</li> <li>An ongoing project by the Police Commissioner, through the DMS, aims to equip UNPOL offices and toilets in the colocations with national internal security forces (FSI).</li> </ul>