



## **INTERNAL AUDIT DIVISION**

### **REPORT 2019/014**

---

#### **Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo**

**There was a need to implement measures to  
achieve the Mission's gender goals and  
ensure systematic monitoring and reporting  
of gender mainstreaming and responsiveness**

**19 March 2019  
Assignment No. AP2018/620/06**

# **Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo**

## **EXECUTIVE SUMMARY**

The Office of Internal Oversight Services (OIOS) conducted an audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). The objective of the audit was to assess the adequacy and effectiveness of the Mission's gender mainstreaming and parity strategies and its support to the host government and local population in accordance with its gender mandate. The audit covered the period from 1 January 2017 to 30 September 2018 and included: gender strategy and guidance; implementation and monitoring of gender mainstreaming and responsiveness; reporting on and monitoring of gender parity targets; resource capacity; training and awareness; and support to the host government and local population.

MONUSCO had developed and issued a gender strategy and relevant directives to guide the integration of gender perspectives in its operations and was supporting the host government and the local population. However, the Mission needed to implement a plan for the Mission's leadership team to monitor the progress of implementation of its gender-related decisions, strengthen its monitoring and reporting of progress in achieving the Mission's gender goals and indicators, and ensure gender focal points are appointed by all Mission components.

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

- Implement a plan for the Mission's leadership team to monitor progress of the implementation of its gender-related decisions to ensure appropriate action is being taken by responsible managers in achieving the Mission's gender goals;
- Appoint gender focal points and alternates in all Mission's entities and ensure that their roles and responsibilities are clear and included in their e-performance work plans;
- Assign military gender focal points in its military sectors and implement measures to ensure that the Military Gender Adviser is fully engaged in integrating gender perspectives in military activities and operations and proper handover procedures are put in place to ensure continuity of the work being done;
- Implement its initiatives to increase female personnel representation at all levels, including developing a gender balance strategy and seeking advice from the Senior Gender Advisor on the recruitment selection process;
- Review the adequacy of the gender expertise available in the Mission and take any necessary action to further develop its capacity to implement the gender strategy and directives; and
- Monitor and report staff completion of mandatory classroom and online training on gender, ensure adequate training records are maintained, and take action to improve compliance.

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

# CONTENTS

	<i>Page</i>
I. BACKGROUND	1
II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY	2
III. AUDIT RESULTS	2-10
A. Gender strategy and guidance	2-3
B. Implementation and monitoring of gender mainstreaming and responsiveness	3-6
C. Reporting on and monitoring of gender parity	7-8
D. Resource capacity	8-9
E. Training and awareness	9
F. Support to the host government and local population	10
IV. ACKNOWLEDGEMENT	10
ANNEX I      Status of audit recommendations	
APPENDIX I   Management response	

# **Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo**

## **I. BACKGROUND**

1. The Office of Internal Oversight Services (OIOS) conducted an audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO).
2. In October 2000, the Security Council adopted resolution 1325 on women, peace and security in recognition of the serious impact that armed conflict has on women and children. Resolution 1325 is the blueprint for gender in peacekeeping and mandates the integration of gender perspectives into operations.
3. Gender mainstreaming/integration and parity are the two main strategies used by the United Nations to achieve the overarching goal of gender equality and empowerment of women. Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making the concerns and experiences of women and men an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes. Gender parity is a strategy to attain gender equality by ensuring equal representation and participation of women and men at all levels of the Organization.
4. Security Council resolutions 2348 (2017) and 2409 (2018) mandate MONUSCO to fully take into account gender considerations as a cross cutting issue and assist the Government of the Democratic Republic of the Congo in ensuring the participation, involvement and representation of women at all levels, including in the creation of conditions conducive to the holding of elections, protection of civilians and support to stabilization efforts.
5. The MONUSCO Gender Affairs Unit is responsible for designing and establishing mechanisms for accountability and monitoring of gender responsiveness across all four pillars of the Mission. These four pillars are the: Office of the Special Representative of the Secretary-General (SRSG), Office of the Deputy SRSG (Resident Coordinator/Humanitarian Coordinator), Office of the Deputy SRSG (Protection and Operations), and Office of the Director of Mission Support. These pillars consist of 58 Mission entities which could be a division, office, section, unit or field office. The Gender Affairs Unit is also responsible for: building capacities and transferring knowledge to ensure Mission activities are gender responsive, providing strategic advice and technical support to Mission leadership on gender mainstreaming and gender parity, and supporting the work of Mission components to increase women's involvement, participation and representation in the political and electoral processes in the host country.
6. The Gender Affairs Unit is headed by the Senior Gender Advisor (SGA) at the P-5 level. In fiscal year 2018/19, the Unit had 13 approved posts consisting of 3 international and 6 national staff and 4 United Nations volunteers. The Unit had operational budgets of \$95,000 and \$116,600 for fiscal years 2017/18 and 2018/19 respectively.
7. Comments provided by MONUSCO are incorporated in italics.

## II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

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

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

10. OIOS conducted this audit in October and November 2018. The audit covered the period from 1 January 2017 to 30 September 2018. Based on an activity-level risk assessment, the audit covered higher and medium risk areas in gender mainstreaming and responsiveness, which included a review of strategy and guidance and initiatives being implemented; monitoring and reporting of gender related activities; allocation of resources, training and awareness; and support to the host government and local population.

11. The audit methodology included: interviews of key personnel, reviews of relevant documentation, analytical reviews of data and sample testing of 27 recruitment cases for compliance with the Mission's gender parity measures.

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

## III. AUDIT RESULTS

### A. Gender strategy and guidance

The Mission senior leadership and Gender Affairs Unit developed and issued a gender strategy and directives for gender mainstreaming and responsiveness

13. In December 2016, Mission leadership adopted a gender strategy that included the adoption of gender markers<sup>1</sup> as a key monitoring and accountability tool to track the Mission's gender mainstreaming and responsiveness. In November 2017, MONUSCO issued a directive on gender parity and adopted eight gender-responsive actions on the implementation of its gender markers. Mission entities were expected to include in their work plans gender-sensitive indicators, following a gender analysis of their work area that included sex-disaggregated data.

14. The Mission implemented reporting structures to integrate gender-related issues into its strategic operations, with the SGA reporting directly to the SRSG and regularly attending senior leadership meetings. The reporting lines and attendance at senior level meetings enabled the SGA to provide strategic advice to leadership on gender matters and to influence the Mission's adoption of gender markers and issuance of directives on achieving the Mission's gender parity targets. In addition, Mission leadership implemented procedures that required the Gender Affairs Unit to review the annual report of the Secretary-General to the Security Council on the Mission's implementation of the mandate and the results-based budget (RBB) documents to ensure gender perspectives were duly incorporated. This allowed for a process by which

---

<sup>1</sup>Gender-markers is a tool to report, monitor, assess and improve the Mission's gender responsiveness through gender analyses, gender-sensitive-indicators and sex-disaggregated data (statistics and data broken down by sex and used to assess gender gaps and inform/influence policy, decisions and operational plans and activities). Quantitative and qualitative score cards are used to collect data over time. MONUSCO is the first peacekeeping Mission to develop and use gender markers.

gender perspectives were included in the gender performance targets in the RBB for 2017/18 and 2018/19 on other mandated priority areas such as support to elections and stabilization.

15. The Mission's gender strategy and parity directives adequately provided overall guidance on the integration of gender perspectives in the Mission's planning process and operational activities and the needed actions to achieve gender parity. The senior leadership and the Gender Affairs Unit established adequate gender-related strategic planning initiatives as described above to enhance the Mission's operational effectiveness in mainstreaming gender in its priority functions. OIOS concluded that MONUSCO had adequately and effectively considered gender perspectives in its strategic and planning processes.

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

The Mission's gender strategy and directives were not yet mainstreamed into all of the Mission's priority functions and activities that were strategic for gender issues

16. The MONUSCO gender strategy requires all Mission entities to include in their work plans, gender-related objectives and actions and gender parity indicators. The Mission's gender-responsive actions also require all Mission entities to include gender-sensitive indicators and sex-disaggregated data in their work plans and reports and achieve a minimum gender-marker score of 1<sup>2</sup>.

17. OIOS review of results maintained by the Gender Affairs Unit showed that as of 30 September 2018, there were 23 of the Mission's 58 entities that had prepared gender analyses for their priority functions to identify the needs and contributions of female and male populations; and had adopted gender-sensitive indicators to measure gender responsiveness of their priority functions. For example: (a) the Civil Affairs Section reported as meeting the objective of having at least 30 per cent of women representation in local protection committees and community alert networks, which in their view was instrumental to increasing the number of accurate alerts received; and (b) the Electoral Division reported that it influenced an increase in the number of women registered voters. At the time of the audit, the Gender Affairs Unit was in the process of reviewing and scoring the gender analyses prepared by these 23 entities.

18. The remaining 35 entities had not prepared gender analyses or adopted gender-sensitive indicators for their priority functions. These included: (a) nine field offices considered strategic in implementing the Mission's gender mandate; (b) 20 support sections/units such as Finance and Budget, Field Technology, Medical and Engineering Sections; and (c) six strategic planning and substantive entities, including the Joint Mission Analysis Centre and Public Information Division, which had been identified as highly strategic for gender issues.

19. The less than optimal implementation of the Mission's gender strategy and directives, particularly by entities that are highly strategic for gender issues, resulted mainly due to insufficient oversight by Mission leadership to ensure its adopted gender strategy was being implemented. For instance, Mission leadership was not systematically monitoring the progress of its gender-related decisions from its 58 heads of entities to allow a Mission-wide analysis of the Mission's overall progress and to identify what additional direction was necessary. Mission leadership had also not ensured that all heads of entities had assigned

---

<sup>2</sup> The gender markers comprise scores ranging from 0 to 2 to measure performance of each entity against pre-established criteria on gender perspectives. 0 means that the function ignores gender or barely integrates gender; 1 - the function integrates gender to a certain extent; and 2 - the function strongly integrates gender. The criteria assess whether each entity: (a) had adequate gender analysis of its functions; (b) considered specific needs and capacities of male and female groups; (c) prevented and mitigated possible negative effects to male and female populations; and (d) reported on gender-sensitive indicators and sex-disaggregated data.

gender focal points to assist entities in mainstreaming gender issues into their operations. The lack of adequate oversight limited and delayed the Mission's efforts to comprehensively mainstream gender into priority functions and work plans and to enhance its achievement of gender parity targets.

**(1) The MONUSCO leadership team should implement a plan to monitor the progress of the implementation of its gender-related decisions to ensure appropriate action is being taken by responsible managers in achieving the Mission's gender goals.**

*MONUSCO accepted recommendation 1 and stated that the leadership, with the technical support from the SGA, will implement a mechanism to periodically review the feasibility of its gender decisions, track their implementation and reporting of actions taken and take appropriate action to ensure compliance with the decisions in order to achieve the Mission's gender goals on gender-responsiveness and on parity. Recommendation 1 remains open pending receipt of evidence that the Mission has established a mechanism to periodically review the feasibility of its gender decisions and the leadership decisions/action plans on gender are followed up for implementation.*

Gender focal points and alternates needed to be appointed by all entities

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

21. Thirty-five heads of entities had appointed gender focal points, and these focal points had been provided with terms of reference that adequately documented their roles and responsibilities. However, only 12 of the 35 gender focal points had adequately reflected their responsibilities, proposed actions and indicators on gender issues in their e-performance work plans. A good example was the work plan of the gender focal point in the Political Affairs Division who had a success criterion relating to the timely submission of accurate gender reports on gender-sensitive indicators and sex-disaggregated data. OIOS also noted that 15 of the 35 entities had not yet designated alternate gender focal points, which was required to ensure continuity of gender-related tasks due to the leave cycle and staff turnover in the Mission. For example, the gender focal point in the Security Sector Reform Unit left the Mission in June 2018 and there was no alternate to continue monitoring the Unit's gender-sensitive indicators. In addition, 23 entities had not appointed gender focal points.

22. The absence of gender focal points and alternatives and non-recognition of their responsibilities in their e-performance documents increased the risk that insufficient priority was given to gender related issues Mission-wide, impacting on the effectiveness of the implementation of the MONUSCO gender strategy.

**(2) MONUSCO, to support gender mainstreaming and responsiveness efforts, should appoint gender focal points and alternates in all Mission's entities and ensure that their roles and responsibilities are clear, and goals and success criteria are included in their e-performance work plans.**

*MONUSCO accepted recommendation 2 and stated that it will take steps to ensure that section/unit heads appoint gender focal points and their alternates to support gender mainstreaming and responsiveness efforts in their respective entities; and ensure that their roles and responsibilities are reflected in their e-performance work plans. Recommendation 2 remains open pending receipt of evidence that MONUSCO has addressed gaps in appointing gender focal points and their alternates and included the roles and responsibilities in their e-performance work plans of gender focal points.*

The military component needed to increase its commitment to mainstreaming gender related issues into its operations

23. The military and police components have specific gender-related responsibilities for protection of civilians. To address these responsibilities, the police component has a Gender and Protection of Vulnerable Persons Unit consisting of 7 staff. In 2017/18, the Unit: trained and deployed 26 gender focal points (14 female and 12 male police officers) in all police locations; organized 402 gender-sensitization training sessions for the local population; and trained 665 personnel (including 92 women) on gender-related issues; and monitored and reported on police gender-sensitive indicators.

24. The military component has a Military Gender Adviser responsible for overseeing the gender responsiveness of military operations. The current Adviser was appointed in November 2018 after the post was vacant since July 2018. OIOS noted that over the audit period, there had been a high turnover in the Adviser's position due to the military's six-months rotation schedule. However, the Force Commander had not implemented appropriate mitigating measures to address this, such as ensuring there was sufficient handover of the function. OIOS review also noted that the previous Military Gender Adviser had been redeployed for an average of three months to other non-gender related activities. The Military had also not appointed gender focal points in its five military sectors.

25. The above resulted due to insufficient attention by military leadership to ensure that: (a) the Military Gender Adviser was fully and uninterruptedly engaged in integrating gender perspectives in the planning, execution and after-review of military operations; and (b) gender focal points were assigned to assist the military component in implementing the Mission's gender strategy and the SRSG directives. As a result, gender issues had not yet been adequately mainstreamed into the military operations, increasing the risk that its operations for the protection of civilians may not be adequate to respond to the different security needs of women, men, boys and girls.

**(3) MONUSCO should assign military gender focal points in its military sectors and implement measures to ensure that the Military Gender Adviser is fully engaged in integrating gender perspectives in military activities and operations and proper handover procedures are put in place to ensure continuity of the work being done.**

*MONUSCO accepted recommendation 3 and stated it will take steps to assign military gender focal points in its military sectors and implement measures to ensure that the Military Gender Adviser is fully and uninterruptedly engaged in the implementation of gender perspectives in the planning, execution and after-review of military activities and operations. The tandem system and proper handover procedures will be put in place to ensure continuity of the work of the Military Gender Adviser. Recommendation 3 remains open pending receipt of evidence that MONUSCO has assigned gender focal points in all military sectors and implemented measures to ensure that the Military Gender Adviser is fully engaged in gender matters.*

The Mission had implemented and reported on the gender-sensitive indicators

26. The United Nations system-wide strategy on gender equality and empowerment of women highlights the need for indicators and benchmarks to monitor gender mainstreaming results. The Secretary-General's report on women peace and security (S/2010/173) requires MONUSCO to develop specific, measurable, achievable, relevant and time-bound gender-sensitive indicators.

27. On 28 September 2018, DPKO/DFS developed a gender dashboard as a tool for missions to use to strengthen their accountability and gender-responsive analysis and reporting. The dashboard included a set

of 15 core mandatory indicators on the prevention, participation, protection and management of women in peacekeeping operations. Missions also had the option to develop “elective indicators” that are specific to their respective mandates. In October 2018, the Gender Affairs Unit uploaded data on the 15 core mandatory indicators to the DPKO gender dashboard for all quarters in the period from October 2017 to September 2018.

28. Twenty-three of MONUSCO 58 entities had developed a total of 129 elective gender-sensitive indicators to monitor and measure the gender responsiveness of their operations and impact on gender equality. OIOS review of the elective gender-sensitive indicators showed that 91 of the 129 indicators relating to 14 of the 23 entities were being monitored and reported on. Since July 2017, these entities had been providing quarterly progress reports on their indicators to the Gender Affairs Unit. The Unit used the information to prepare quarterly gender statistical analysis reports that were presented to the Mission Leadership Team and the senior management group. This analysis was also used as inputs for the Secretary-General’s report to the Security Council.

29. For the remaining 38 indicators related to 9 entities, while some monitoring and reporting on their progress was being done, there were lapses. For example, the Disarmament, Demobilization and Reintegration (DDR) Section did not provide data for six of its seven gender-sensitive indicators indicating that they needed to develop a mechanism to better capture the required information such as percentage of women and girls that dropped out of the DDR and community violence reduction programmes, and number of female combatants demobilized. As a result, the Mission could not assess the gender responsiveness of the 38 gender-sensitive indicators and make the needed adjustments. MONUSCO informed that they would develop further tools locally for entities to capture data and enable timely progress reporting on identified gender-sensitive indicators. As a result, OIOS does not make a recommendation to address this issue.

30. Fifty-four of the 129 gender-sensitive indicators relating to 17 entities needed to improve to better measure gender responsiveness. For example:

- One indicator was to appoint security focal points for women but did not specify the number of focal points and how they would respond to the safety and security needs of female staff;
- An indicator to obtain the agreement of at least 60 per cent of survey participants that the effectiveness of security institutions would increase by being more inclusive and representative was not specific in terms of number of the participants surveyed and how such agreement would lead to gender responsiveness; and
- Another indicator was to increase the number by “x” per cent of women uniformed peacekeepers on routine liaison patrolling without indicating a specific figure, thus the progress of this indicator was not measurable as the target was not specified and there was no baseline to measure the target against.

31. At the time of the audit, the Gender Affairs Unit was reviewing a new set of gender-sensitive indicators as part of the Mission’s gender markers and approved 86 indicators in January 2019. A review of 25 of the 86 indicators showed that they were more result- and impact-oriented. For example: (a) the Civil Affairs Section’s indicator on local plans for the protection of civilians included specific protection actions for women and girls; and (b) the Child Protection Section’s indicator on witness protection included the total number of boys and girls that would benefit from gender sensitive protection measures. Due to the action taken by the Mission, OIOS did not make a recommendation to improve the development of gender-sensitive indicators.

## C. Reporting on and monitoring of gender parity

### Need to further improve achievement of gender parity targets

32. MONUSCO's gender parity target was 34 per cent for international female staff (including those on temporary appointments) by 31 December 2018. To advance the Mission's gender parity efforts, in February 2018, the SGA in coordination with the Office of the Director of Mission Support implemented a selection memorandum. The memorandum, which was updated in January 2019, is a mechanism for hiring managers to justify why qualified female applicants were not recommended for selection in their respective recruitment exercises and for the SGA to provide advice on the selection process with the aim of improving gender parity.

33. OIOS review of the recruitment process between January and September 2018 related to 59 international staff noted that the staff hired included 20 women (6 temporary and 14 fixed-term appointments) and 39 men (23 fixed-term and 16 temporary appointments). The selection memoranda of 27 of the 39 newly recruited male staff showed that: (a) recommendations for the selection of 22 male candidates did not mention why an equally qualified woman included on the recommended list was not selected; (b) 9 selection memoranda were not submitted to the SGA for comment; and (c) the SGA advice on 3 of 18 recommendations was not considered.

34. The Gender Affairs Unit prepared and issued to Mission leadership monthly gender-parity progress reports on international staff categories and levels. A review of the progress report as at 31 December 2018 showed a 2.31 per cent increase of international female staff from 31 December 2016. Also, as at 31 December 2018, the Mission had achieved its targets at USG, ASG, D-2 and P-5 levels but had fallen short of its overall target, as shown in Table 1.

**Table 1: MONUSCO parity performance for international staff as at 31 December 2018**

Level	Percent of Women	Women	Men	Total	Percent of Women	Target	Met?
USG	0.00%	1	0	1	100%	8%	Yes
ASG	0.00%	1	2	3	33%	8%	Yes
D-2	0.00%	1	4	5	20%	8%	Yes
D-1	33.33%	2	10	12	17%	41%	No
P-5	21.62%	11	26	37	30%	30%	Yes
P-4	23.46%	17	60	77	22%	31%	No
P-3	23.91%	43	110	153	28%	32%	No
P-2	45.65%	18	20	38	47%	50%	No
FS	26.26%	114	287	401	28%	34%	No
<b>Total</b>	<b>26.34%</b>	<b>208</b>	<b>519</b>	<b>727</b>	<b>29%</b>	<b>34%</b>	<b>No</b>

*Source: MONUSCO parity performance report as at 31 December 2018.*

35. The above occurred because of insufficient attention by management to ensure that adequate justifications were provided by hiring managers when a male candidate was recommended, and that advice was being sought from SGA prior to the selection process. Moreover, the Mission's initiatives to increase female representation at all levels were not implemented. For instance, the Human Resources Section had not developed as planned, a targeted gender balance strategy aimed at increasing the number of female staff in accordance with the Mission's overall gender strategy, and the Office of the Director of Mission Support had not conducted its planned annual outreach activities with the objective of attracting women with suitable profiles to populate its database of potential applicants for job openings. This impacted the Mission's progress towards achievement of the gender parity targets.

**(4) MONUSCO, to advance the achievement of its gender parity targets, should implement its initiatives to increase female personnel representation as per the United Nations system-wide parity strategy, including improving selection tools and decisions and seeking advice from the Senior Gender Advisor on the recruitment selection process.**

*MONUSCO accepted recommendation 4 and stated it will include a gender breakdown for all staff categories and grades in its monthly staffing complement report and take steps to ensure that selection memoranda are consistently submitted to the SGA for advice in the selection process. These initiatives will be aimed at increasing female personnel representation at all levels. Recommendation 4 remains open pending receipt of evidence of that MONUSCO hiring managers are complying with the Missions directives to enhance gender parity.*

#### **D. Resource capacity**

There was a need to assess the capacity of the Gender Affairs Unit to guide and assist the Mission in implementing its gender strategy

36. MONUSCO went through several structural and mandate revisions starting in 2015 resulting in the need for additional gender expertise and qualified gender advisers to perform new tasks. These tasks included: (a) strengthening accountability for gender responsiveness across priority functions and entities through the use of gender markers; (b) building capacities, providing specialized gender training and monitoring and coaching of more than 30 gender focal points; (c) providing gender training to Mission staff/personnel with the number of staff/personnel trained increasing from a monthly average of 163 in 2015/16 to 396 in 2018/19; (d) monitoring Mission-wide gender-sensitive indicators and sex-disaggregated data; (e ) improving gender parity in the Mission; and (f) assisting in the formulation of the Mission's gender RBB in fiscal years 2017/18 and 2018/19.

37. MONUSCO, with almost 19,000 personnel, had a Gender Affairs Unit with 13 approved posts, consisting of 3 international and 6 national staff and 4 United Nations volunteers. However, during the period from January 2017 to June 2018, four staff of the Unit had been loaned to the Joint Human Rights Office. This was corrected in the 2018/19 budget, whereby the previously loaned posts were transferred to the Joint Human Rights Office, and four new posts were created in the Gender Affairs Unit, with recruitment efforts underway. The Unit has also been assisted since January 2017 by a gender marker expert from the government of Sweden and three gender community liaison assistants loaned by the Civil Affairs Section to undertake gender-related tasks in Kinshasa and field offices in Goma, Bukavu and Bunia. The secondment of the Swedish expert will cease in March 2019.

38. For previous budget submissions, the SGA conducted reviews of the Mission's resources dedicated to gender related issues, which indicated the need for more thematic and less administrative staff in the Unit, including more professional staff with appropriate expertise and experience. Also, with the departure of the gender marker expert, it would leave only the SGA with specialized knowledge and experience in implementing gender markers.

39. Insufficient expertise impacted the Unit's ability to ensure systematic monitoring and reporting of gender-sensitive indicators, as well as providing additional support to strategic entities, such as field offices, the Joint Mission Analysis Centre and the Public Information Division in preparing their gender analyses and gender-sensitive indicators.

**(5) MONUSCO should review the adequacy of the gender expertise available in the Mission and take any necessary action to further develop its capacity to implement the gender strategy and directives.**

*MONUSCO accepted recommendation 5 and stated that, it will propose to adequately staff the Unit in financial year 2020/21, while maintaining the current approved staffing through 2019/20. Recommendation 5 remains open pending receipt of evidence of the adequacy of gender expertise in the Mission.*

## **E. Training and awareness**

### The Mission needed to monitor and report on attendance by Mission personnel on mandatory gender training

40. The Gender Affairs Unit provided regular training to the 35 appointed gender focal points and 20 alternates. The training covered gender analysis and markers and gender mainstreaming and indicators to increase the capacity of focal points to effectively conduct gender-related activities. In June and August 2018, the Unit presented to the Senior Management Group and heads of office a concept on gender markers to improve their knowledge of gender responsiveness in the Mission.

41. The Gender Affairs Unit had also provided from January 2017 to July 2018 gender induction and mandatory trainings to 8,318 civilian, police and military personnel, although these statistics were not adequately supported by attendance sheets. In this matter, the responsibilities of the Integrated Mission Training Centre (IMTC) and the Gender Affairs Unit to track attendance and maintain records thereof was not clear. However, it was later clarified that the Gender Affairs Unit was responsible for tracking the completion of mandatory training, while IMTC was responsible for maintaining the training database. A review of training data from Inspira showed that only 31 per cent of MONUSCO civilian staff had completed the mandatory online course on gender (“I know Gender”).

42. Low completion rates of mandatory gender related training impacted on staff awareness of gender-related issues and could impede the integration of gender perspectives into Mission priority functions.

**(6) MONUSCO should monitor and report staff completion of mandatory classroom and online training on gender, ensure adequate training records are maintained, and take action to improve compliance.**

*MONUSCO accepted recommendation 6 and stated that the Gender Affairs Unit will track the completion of all mandatory and induction training on gender and share their records with IMTC and Mission leadership on a monthly basis. It further stated that the Gender Affairs Unit will request: IMTC to issue lists of staff who have not completed the gender training (including the online modules) every three months; and request Mission leadership to send a reminder to all staff to complete the gender training within a month and share their certificates with the Unit to track compliance. Recommendation 6 remains open pending receipt of evidence of the measures taken to ensure all Mission staff are attending the required training.*

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

### MONUSCO streamlined gender as a cross-cutting issue in implementing its mandate

43. MONUSCO is mandated to consider gender as a cross-cutting issue throughout every aspect of its mandate implementation and assist the host government in ensuring the participation, involvement and representation of women at all levels.

44. MONUSCO was adopting gender performance targets in its mandated priorities and reported in its RBB 2017/18 performance report that it had achieved seven of the nine gender targets for three mandated priorities as outlined in the following examples. MONUSCO:

- Provided support to the election process by holding 10 monthly meetings with representatives of political parties to foster participation and involvement of women. It also held six meetings with women politicians to advise on and monitor implementation of an action plan to advance women's political involvement and representation;
- Held 74 working sessions on issues of security and protection of civilians with local protection committees on subjects such as to involve women leaders in identifying hotspots, and to mainstream gender in training and capacity-building sessions of the Congolese national armed force and police to better respect women and girls' rights; and
- Facilitated and conducted workshops and community outreach sessions to improve the capacities of local security committees to respond to security and protection concerns of males and females, lead five mentoring sessions to guide the development of gender-sensitive proposals for stabilization programmes, and conducted technical meetings with key external stakeholders to ensure regular gender-sensitive monitoring of the reintegration of ex-combatants.

45. MONUSCO also supported the Government in ensuring that gender issues were considered in the electoral process through: (a) successfully advocating for incorporation of four articles on commitments by the political parties on women's political participation into the current code of conduct; (b) supporting the voter registration process to increase the number of registered female voters; (c) providing gender-related training to local protection committees, Congolese national military and police, civil society organizations and young female and male students; and (d) initiating a project in 2018/19 to support women's peaceful participation in elections through the establishment of three electoral women situation rooms.

46. OIOS concluded that MONUSCO had, within its allocated budget, adopted gender as a cross-cutting issue throughout its mandate and supported the host government and the local population on gender issues. Implementation of the recommendations in this report will further enhance these efforts.

## **IV. ACKNOWLEDGEMENT**

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

*(Signed)* Eleanor T. Burns  
Director, Internal Audit Division  
Office of Internal Oversight Services

## STATUS OF AUDIT RECOMMENDATIONS

## Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>3</sup> / Important <sup>4</sup>	C/ O <sup>5</sup>	Actions needed to close recommendation	Implementation date <sup>6</sup>
1	The MONUSCO leadership team should implement a plan to monitor the progress of the implementation of its gender-related decisions to ensure appropriate action is being taken by responsible managers in achieving the Mission's gender goals.	Important	O	Receipt of evidence that the Mission has established a mechanism to periodically review the feasibility of its gender decisions and the leadership decisions/action plans on gender are followed up for implementation.	31 December 2020
2	MONUSCO, to support gender mainstreaming and responsiveness efforts, should appoint gender focal points and alternates in all Mission's entities and ensure that their roles and responsibilities are clear, and goals and success criteria are included in their e-performance work plans.	Important	O	Receipt of evidence that MONUSCO has addressed gaps in appointing gender focal points and their alternates and included the roles and responsibilities in their e-performance work plans of gender focal points.	31 August 2019
3	MONUSCO should assign military gender focal points in its military sectors and implement measures to ensure that the Military Gender Adviser is fully engaged in integrating gender perspectives in military activities and operations and proper handover procedures are put in place to ensure continuity of the work being done.	Important	O	Receipt of evidence that MONUSCO has: assigned gender focal points in all military sectors; and implemented measures to ensure that the Military Gender Adviser is fully engaged in gender matters.	30 April 2019
4	MONUSCO, to advance the achievement of its gender parity targets, should implement its initiatives to increase female personnel representation as per the United Nations system-wide parity strategy, including improving selection	Important	O	Receipt of evidence of that MONUSCO hiring managers are complying with the Missions directives to enhance gender parity.	30 September 2019

<sup>3</sup> Critical recommendations address critical and/or pervasive deficiencies in governance, risk management or control processes, such that reasonable assurance cannot be provided with regard to the achievement of control and/or business objectives under review.

<sup>4</sup> Important recommendations address important (but not critical or pervasive) deficiencies in governance, risk management or control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

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

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

## STATUS OF AUDIT RECOMMENDATIONS

## Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>3</sup> / Important <sup>4</sup>	C/ O <sup>5</sup>	Actions needed to close recommendation	Implementation date <sup>6</sup>
	tools and decisions and seeking advice from the Senior Gender Advisor on the selection process.				
5	MONUSCO should review the adequacy of the gender expertise available in the Mission and take any necessary action to further develop its capacity to implement the gender strategy and directives.	Important	O	Receipt of evidence of the adequacy of gender expertise in the Mission.	31 July 2020
6	MONUSCO should monitor and report staff completion of mandatory classroom and online training on gender, ensure adequate training records are maintained, and take action to improve compliance.	Important	O	Receipt of evidence of the measures taken to ensure all Mission staff are attending the required training.	30 June 2019

# **APPENDIX I**

## **Management Response**



Mission de l'Organisation des Nations Unies pour la  
Stabilisation en République démocratique du Congo

United Nations Organization Stabilization Mission  
in the Democratic Republic of the Congo

12, Avenue des Aviateurs - Gombe  
Kinshasa, RD Congo - BP 8511

Tel +243 81 890 5000  
+243 81 890 6000

---

**INTEROFFICE MEMORANDUM**

---

06 March 2019  
Ref SRSG/146/2019

To: Mr. Daeyoung Park, Chief  
Peacekeeping Audit Services  
Internal Audit Division, OIOS

From: Leila Zerrougui   
Special Representative of the Secretary - General

**Subject: Mission Response to Draft Report on an audit of gender mainstreaming  
and responsiveness in MONUSCO (Assignment No. AP2018/620/06)**

1. Your interoffice memorandum reference OIOS-2019-04 dated 02 March 2019 refers.
2. Attached please find the Mission's response in respect of the recommendations in the Draft Report of the subject audit. Supporting documents will be provided to the Resident Audit Team only.

Kind regards,

Cc Ms. Nancee Oku Bright, Mission Chief of Staff  
Mr. Amadu Timbilla, Officer-in-Charge, Office of the Director Mission Support  
Ms. Cristina Gavazzo, Chief, Operations and Resources Management  
Ms. Jamila Seftaoui, Senior Gender Adviser/Chief Gender Affairs Unit  
Ms. Audrey Serret, Chief Human Resources Officer  
Mr. Daniel Maier, Senior Strategic Planning Officer  
Ms. Judith Atiagaga, Audit Focal Point  
Mr. James Okwakol, Chief Resident Auditor for MONUSCO, OIOS  
Ms. Cynthia Avena-Castillo, Professional Practices Section, Internal Audit Division, OIOS

Attachment: Appendix I - Management Response

## Management Response

### Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>7</sup> / Important <sup>8</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client Comments
1	MONUSCO leadership team should implement a plan to monitor the progress of the implementation of its gender-related decisions to ensure appropriate action is being taken by responsible managers in achieving the Mission's gender goals.	Important	Yes	Special Representative of the Secretary General with support from the Senior Gender Advisor  Heads of entities that scored a gender marker score of 0 to 0.5 including the Joint Mission Analysis Centre and the Public Information Department	31 December 2020	MONUSCO leadership, with the technical support from the Senior Gender Advisor, will implement mechanisms to periodically review the feasibility of its gender decisions, track the implementation and reporting of actions taken to comply with the decisions and take action to ensure adequate compliance with the decisions in order to achieve the Mission's gender goals on gender-responsiveness and on parity.  The Mission will work towards having 80 per cent of its entities becoming gender responsive with a gender marker score of at least 1.5 by December 2020.  The Mission Leadership Team will review its decisions on parity and gender markers in April and May 2019. The leadership will also periodically (quarterly) review and request for redress by

<sup>7</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>8</sup> Important recommendations address important (but not critical or pervasive) deficiencies in governance, risk management or control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

## Management Response

## Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>7</sup> / Important <sup>8</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client Comments
						heads of entities with poor markers scores.
2	MONUSCO, to support gender mainstreaming and responsiveness efforts, should appoint gender focal points and alternates in all Mission's entities and ensure that their roles and responsibilities are clear and included in their e-performance work plans.	Important	Yes	Heads of all entities that currently do not have gender focal point or tandems.	31 August 2019	MONUSCO will take steps to ensure that section/unit heads appoint gender focal points and their alternates to support gender mainstreaming and responsiveness efforts in their respective entities; and ensure that their roles and responsibilities are reflected in their e-performance work plans.  In May 2019, the Mission will send an Inter-Office memorandum from the Special Representative of the Secretary General to all concerned entities. By 31 August 2019, e-performance documents for all gender focal points and tandems for the period 2019-20 will include gender responsiveness goals and success criteria.
3	MONUSCO should assign military gender focal points in its military sectors and implement measures to ensure that the Military Gender Adviser is fully engaged in integrating gender perspectives in military activities and operations and proper handover procedures are put in	Important	Yes	Force Commander	30 April 2019	MONUSCO will take steps to assign military gender focal points in its military sectors and implement measures to ensure that the Military Gender Adviser is fully and uninterruptedly engaged in the implementation of

## Management Response

## Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>7</sup> / Important <sup>8</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client Comments
	place to ensure continuity of the work being done.					<p>gender perspectives in the planning, execution and after-review of military activities and operations. The tandem system and proper handover procedures will be put in place to ensure continuity of the work of the Military Gender Advisor.</p> <p>Gender focal points and tandems will be appointed and inducted in all Force sectors by 30 April 2019.</p> <p>The Mission will extend the current military gender advisor by 30 April 2019 or on-board the next military gender advisor for one year of un-interrupted service 15 days prior to check-out of current military gender advisor.</p>
4	MONUSCO, to advance the achievement of its gender parity targets, should implement its initiatives to increase female personnel representation at all levels, including developing a gender balance strategy and seeking advice from the Senior Gender Advisor on the selection process.	Important	Yes	<p>Poor achieving hiring managers as per gender markers scores.</p> <p>Chief Human Resources</p>	30 September 2019	In order to make significant progress towards the achievement of the overall gender parity targets, MONUSCO will include a gender breakdown for all staff categories and grades in its monthly staffing complement report and will take steps to

## Management Response

### Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>7</sup> / Important <sup>8</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client Comments
				Officer and Director of Mission Support		<p>ensure that selection memoranda are consistently submitted to the Senior Gender Adviser and her advice considered in the selection process. These initiatives will be aimed at increasing female personnel representation at all levels.</p> <p>In May 2019, the Special Representative of the Secretary General will issue an Inter-Office Memorandum with Mission Leadership Team decisions to be complied with, to the hiring Managers, Director of Mission Support, Chief Human Resources Officer.</p> <p>The Mission will work towards achieving a women percentage (International female staff) of at least 32 per cent by August 2019 (after comparative reviews, dry cuts, new selections, etc.)</p>
5	MONUSCO should review the adequacy of the gender expertise available in the Mission and take any necessary action to further develop its capacity to implement the gender strategy and directives.	Important	Yes	Special Representative of the Secretary General with support from Senior Gender	31 July 2020	MONUSCO concurs with the recommendation. In consultation with the Mission Leadership, a new staffing proposal for the Gender Affairs Unit shall be prepared, and the unit will be more adequately staffed in the financial year 2020/21.

## Management Response

## Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>7</sup> / Important <sup>8</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client Comments
				Advisor and the Strategic planning Cell		<p>In the meantime, the current approved staffing shall be maintained through the 2019/20 financial year.</p> <p>In December 2019, the Senior Gender Advisor will prepare a new staffing justification and post-actions with more professionals (international and national professionals) and less administrative profiles. The professional staff will include gender markers specialists, monitoring and evaluation specialists, and communication specialists.</p> <p>The Gender Affairs Unit will be comprised of 80 percent professional staff by July 2020.</p>
6	MONUSCO should review the adequacy of the gender expertise available in the Mission and take any necessary action to further develop its capacity to implement the gender strategy and directives.	Important	Yes	Senior Gender Advisor for Gender Affairs,  Director of Mission Support for IMTC	30 June 2019	<p>To monitor and report compliance: Gender mandatory and induction training will be tracked using handwritten and signed attendance sheets by the Gender Affairs Unit. Records will be shared with the training center (IMTC) and</p>

Management Response

Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>7</sup> / Important <sup>8</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client Comments
						<p>Mission leadership on monthly basis.</p> <p>The Gender Affairs Unit will request IMTC to issue lists of staff who have not completed the gender training (including the online modules) every three months.</p> <p>The Gender Affairs Unit will request Mission Leadership to send a reminder to all staff to complete the gender training within a month and share their certificates with Gender Affairs Unit to track compliance.</p> <p>No external training will be authorized for staff who have not completed their gender mandatory training.</p> <p>The Gender Affairs Unit will be submitting, with immediate effect, all monthly statistics for induction and mandatory courses performed by Gender Affairs staff shall be submitted with hand-written and signed presence sheets.</p> <p>The IMTC and Director of Mission Support responsible for tracking online courses, sending</p>

Management Response

Audit of gender mainstreaming and responsiveness in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Rec. no.	Recommendation	Critical <sup>7</sup> / Important <sup>8</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client Comments
						reminders to staff, memos to be sent every two months by Director of Mission Support /IMTC to ensure compliance of all and reporting thereof.