



## INTERNAL AUDIT DIVISION

### REPORT 2019/050

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Audit of gender mainstreaming and responsiveness in the United Nations Mission in the Republic of South Sudan

Further efforts are required to ensure its priority functions are gender responsive

21 June 2019  
Assignment No. AP2018/633/09

# **Audit of gender mainstreaming and responsiveness in the United Nations Mission in the Republic of South Sudan**

## **EXECUTIVE SUMMARY**

The Office of Internal Oversight Services (OIOS) conducted an audit of gender mainstreaming and responsiveness in the United Nations Mission in the Republic of South Sudan (UNMISS). The objective of the audit was to assess the adequacy and effectiveness of UNMISS gender mainstreaming and parity strategies and its support to the host government and local population in accordance with its gender mandate. The audit covered the period from 1 July 2017 to 31 December 2018 and included a review of gender strategy and guidance; implementation, monitoring and reporting of gender mainstreaming and responsiveness; gender parity; training and awareness; and support to host government and local population.

The Mission was successful in meeting its gender parity target for 2018, but further efforts were required to ensure its priority functions were gender responsive.

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

- Develop and implement a gender strategy and Mission-wide action plan to effectively implement gender mainstreaming in its programmes to achieve its gender related mandates;
- Establish a mechanism for heads of the Mission's components to coordinate with the Gender Affairs Unit to ensure that their work plans adequately integrate perspectives of gender equality and women, peace and security mandates and dedicate resources to conduct gender-responsive conflict analysis to ensure activities are developed to close identified gaps;
- Ensure all heads of components appoint gender focal points and alternates at an appropriate senior level and train them to adequately discharge their responsibilities;
- Train Mission components to increase awareness and familiarity with the reporting of core women, peace and security indicators and monitor effective implementation of the gender dashboard and reporting of the indicators by the components;
- Ensure that staff complete the mandatory online training on gender; and
- Expedite finalization of its sexual gender-based violence (SGBV) prevention strategy; and as a part of the strategy establish a coordination mechanism among Mission components to contribute to preventing, mitigating and responding to SGBV/conflict-related sexual violence.

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

# CONTENTS

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

# **Audit of gender mainstreaming and responsiveness in the United Nations Mission in the Republic of South Sudan**

## **I. BACKGROUND**

1. The Office of Internal Oversight Services (OIOS) conducted an audit of gender mainstreaming and responsiveness in the United Nations Mission in the Republic of South Sudan (UNMISS).
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. The Security Council's resolution 2406 in 2018 requests UNMISS to take into account gender considerations as a cross cutting issue throughout its mandate, referring to the need to protect women and children under the threat of physical violence and prevent sexual and gender-based violence (SGBV). The resolution also emphasizes the need for woman's empowerment, participation, concerted leadership and support to build engagement in all levels of decision-making. The resolution requires the Secretary-General to report to the Security Council on implementation of UNMISS mandate including the consideration of gender as cross cutting throughout the mandate and the participation of women in peace processes.
3. Gender mainstreaming/integration and parity are the two main strategies used by the United Nations to achieve the overarching goal of gender equality and empowerment of women. Gender mainstreaming is the process of assessing the implications for women and men by any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making the concerns and experiences of women and men an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes. Gender parity is a strategy to attain gender equality by ensuring equal representation and participation of women and men at all levels of the Organization.
4. The UNMISS Gender Affairs Unit (GAU) is responsible for: providing advice and technical support to Mission leadership and 51 Mission pillars/divisions/offices/sections/units (herein referred to as components) on developing gender strategies and monitoring their effectiveness; building capacities of all personnel to ensure Mission activities are gender responsive; and developing partnership with United Nations agencies and other external partners in the implementation of women, peace and security mandates. GAU, headed by a Senior Gender Advisor (SGA) at the P-5 level, has 18 authorized posts, consisting of 7 international and 9 national staff and 2 United Nations volunteers. The operating budgets for GAU for fiscal years 2017/18 and 2018/19 were \$74,700 and \$178,739 respectively.
5. Comments provided by UNMISS are incorporated in italics.

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

6. The objective of the audit was to assess the adequacy and effectiveness of UNMISS gender mainstreaming and parity strategies and its support to the host government and local population in accordance with its gender mandate.
7. This audit was included in the 2018 risk-based work plan of OIOS due to the operational and reputational risks related to achievement of the UNMISS mandate and the Secretary-General's gender-related priorities.

8. OIOS conducted the audit from November 2018 to March 2019. The audit covered the period from 1 July 2017 to 31 December 2018. Based on an activity-level risk assessment, the audit covered higher and medium risk areas in the implementation of gender mainstreaming and responsiveness, which included: strategy and guidance; implementation, monitoring and reporting of gender mainstreaming and responsiveness; gender parity; training and awareness; and support to host government and local population to build durable peace.

9. The audit methodology included: interviews of key personnel, reviews of relevant documentation, analytical review of data, and sample testing of work plans for 20 of 51 Mission components.

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

### **III. AUDIT RESULTS**

#### **A. Gender strategy and guidance**

##### Need to develop and implement a gender strategy and action plan

11. UNMISS, to ensure that gender is considered as a cross cutting activity in its programmes, and to implement resolution 1325 on women, peace and security, should have formulated a Mission-specific gender strategy, action plan and guidance for its managers to mainstream gender activities into their programmes to ensure their mandated activities are gender responsive.

12. UNMISS had not yet developed and thus implemented a Mission-specific gender strategy and action plan, with timelines for implementation to provide adequate direction to component managers to ensure its priority programmes were gender responsive. It was noted that:

- In late March 2018, GAU drafted concept notes on an overall approach to mainstreaming gender in its programmes. However, these notes needed to be further developed into a strategy as several important aspects to advance the integration of gender into its activities were not clearly established. For example, it did not include objectives and measurable performance indicators on gender and women, peace and security mandates; roles and responsibilities of Mission components; and an accountability framework;
- In December 2018, the Special Representative of the Secretary-General (SRSG) approved the UNMISS Strategic Approach for 2018/19, which was a high-level document to inform and guide Mission managers on having a gender-responsive approach when developing their work plans; and
- The SGA or a representation from GAU was attending Senior Management Team meetings, and briefed members on a quarterly basis on the Mission's status in implementing its gender-related mandates.

13. However, Mission leadership had not yet developed its gender mainstreaming strategy, as GAU had been occupied with other gender-related operational requirements such as: assisting the High-Level United Nations-African Union Joint Missions in South Sudan in mobilizing the concerns of civil society women groups regarding their level of participation in the peace process; and preparing materials for briefing the Security Council Informal Expert Group on the status of women, peace and security mandate implementation for the purpose of renewing the Mission's mandate. As a result, the Mission had not yet effectively mainstreamed gender perspectives into its priority functions.

**(1) UNMISS should develop and implement a Mission-specific gender strategy and Mission-wide action plan to implement gender mainstreaming in its programmes to achieve its gender related mandates.**

*UNMISS accepted recommendation 1 and stated that it was in the process of preparing a Mission-specific strategy. Recommendation 1 remains open pending receipt of the finalized gender strategy and action plan.*

## **B. Implementing, monitoring and reporting of gender mainstreaming and responsiveness**

### The Mission's priority functions were not gender responsive

14. UNMISS is required to integrate gender perspectives into its priority functions by including specific gender-related objectives, actions and indicators in their work plans. Effective integration of gender perspectives should be informed by sex-disaggregated data<sup>1</sup> to guide the Mission's actions in addressing the different needs, priorities and concerns of women and men. It should also be informed by gender-responsive conflict analysis in line with the women, peace and security mandate.

15. OIOS review of the work plans of 20 of the 51 Mission components indicated that in 2017/18 only 11 components incorporated gender responsive activities in their work plans. Those that did not include any gender perspectives included the Political Affairs Division, Military Component and the Mission Support Division. In 2018/19, the Political Affairs Division and Military Components included gender-related activities.

16. To assist in advancing the Mission's gender-related initiatives, in May 2018, GAU conducted a strategic planning workshop to support components in incorporating gender perspectives in the work planning process. However, due to inadequate leadership attention, no mechanism was established for the continual provision of assistance to components to ensure their work plans were adequately integrating gender perspectives. As a result, gender issues were not systematically integrated in priority functions, increasing the risk that its gender-related mandate may not be effectively implemented.

17. Those work plans that included gender perspectives had not been informed by sex-disaggregated data, and associated targets had not been established to enable achievements to be monitored. For example, the 2017/18 work plan of the Civil Affairs Division included as an output an activity to promote reconciliation through advocacy meetings and dialogue forums with traditional leaders, women and youth, and included an indicator of achievement to increase local reconciliation initiatives. While this was positive, the activities were not based on an analysis of sex-disaggregated data and the work plans did not include indicators or targets to monitor the impact of these activities in increasing women's participation in the peace process. In OIOS view, establishing sex-disaggregated targets for its activities would enable UNMISS to make more informed decisions on gender issues and to better assess its progress in mandate implementation.

18. Also, although UNMISS 2017/18 results-based budget performance report stated that the Mission achieved 26 of the 27 gender-responsive planned outputs, only 10 of the 26 outputs indicated specific sex-disaggregated performance data. For example:

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

- The Political Affairs Division meetings with national stakeholders, including political party leaders, civil society organizations, faith-based groups and women’s groups to encourage effective political dialogue and inclusive participation in national and regional political initiatives did not provide sex-disaggregated data on the meetings and participants; and
- The Human Rights Division planned and organized 10 workshops with community leaders, youth and women’s groups to advocate human rights protection but in its reporting UNMISS did not specify which of the 10 workshops were targeted at women’s groups and did not include sex-disaggregated data on the participants.

19. None of UNMISS work plans were based on gender responsive conflict analysis, although the Civil Affairs Division had prepared a conflict assessment that identified conflict locations, actors, root causes, key manifestations, interventions and actions to prevent conflict. However, this assessment did not have a separate gender responsive conflict analysis and thus data gaps and causes of inequalities between men and women were not identified. The Joint Mission Analysis Centre and Joint Operations Centre had prepared situational awareness reports; however, gender issues were limited to its early warning matrix that mentioned a few conflict-related sexual violence incidents. The Political Affairs Division based its 2018/19 work plan on a gender-impact assessment which identified how the governance and power sharing arrangement in the peace process affected women in South Sudan, but it did not conduct adequate gender responsive conflict analysis. A comprehensive gender responsive conflict analysis would provide underlying causes of relevant issues being encountered by woman, and sex disaggregated evidenced-based data will better inform the process of integrating gender perspectives into policies, programmes and activities.

20. The less than optional implementation of gender responsive activities, lack of baseline data and establishment of indicators and targets of achievement, impacted on the Mission’s progress in advancing its gender-related mandate. This mainly resulted due to: (a) lack of timely direction from Mission leadership in ensuring its management had a gender responsive approach in developing work plans; (b) the absence of mechanisms to ensure heads of components coordinated with GAU for assistance in building their capacity to take a more strategic gender responsive approach in their planning; (c) GAU being engaged in other gender-related responsibilities including support to two High-Level United Nations-African Union Joint Missions; and (d) insufficient resources to conduct a gender responsive conflict analysis, as GAU’s request for funding was not approved.

**(2) UNMISS should take action to improve its gender mainstreaming and responsiveness efforts by: (a) establishing a mechanism for heads of components to coordinate with the Gender Affairs Unit so that work plans integrate gender perspectives, are informed by sex-disaggregated data and have targets to monitor achievements; and (b) dedicate resources to conduct gender responsive conflict analysis to ensure activities are developed to close identified gaps.**

*UNMISS accepted recommendation 2 and stated that as part of implementing its gender strategy, it would establish a coordination mechanism between GAU and heads of components to review their work plans to incorporate gender perspectives and develop gender responsive results-based budget framework. This would go together with annual planning cycle and mandate review schedules. Recommendation 2 remains open pending receipt of evidence of: a coordination mechanism to ensure that Mission components’ work plans incorporate gender perspectives and are informed by sex disaggregated data with appropriate targets; and a gender responsive conflict analysis conducted.*

Need to strengthen the role of gender focal points and provide them with training

21. UNMISS appointed 128 gender focal points (GFPs) for 48 of the 51 Mission components, with responsibilities to: (a) provide day-to-day support to their respective components on integration of gender and woman, peace and security mandates; (b) identify entry points for integrating gender within respective functions; and (c) liaise with GAU for technical and substantive support to the respective functions. Important components such as the Office of the Director of Mission Support, Human Rights Division and Conduct and Discipline Team had not appointed focal points.

22. The results of OIOS survey of 38 GFPs showed that 17 GFPs were not formally appointed and had not been provided any terms of reference on their roles and responsibilities, and 11 GFPs indicated that they had not received training. Analysis of all 128 focal points showed 58 did not hold a senior/higher position in the respective components to allow them to influence decision-making relating to gender sensitive activities. Forty-five were general service staff, and 13 Field Service (FS) category staff at the FS-5 level and below.

23. The above resulted as Mission leadership with the assistance of GAU did not monitor to ensure that all 51 components designated GFPs at a senior level and they had received adequate training. This impacted the effectiveness of GFPs in assisting GAU in mainstreaming gender perspectives in Mission components. The lack of focal points could interrupt the continuity of gender-related tasks due to leave cycles and frequent staff turnover in the Mission.

**(3) UNMISS should monitor to: (a) ensure all heads of components appoint gender focal points and alternates at an appropriate senior level; and (b) train focal points to adequately discharge their responsibilities.**

*UNMISS accepted recommendation 3 and stated that upon implementing the gender strategy, it would appoint GFPs at appropriate levels and conduct a customized GFP workshop. Recommendation 3 remains open pending receipt of evidence that GFPs and alternates are appointed for all Mission components at appropriate senior level and adequately trained.*

The police and military components had designated advisers and included gender-related issues into their operations

24. The police and military components in UNMISS have specific gender-related responsibilities for protection of civilians and inclusion of female officers in patrols to the extent possible considering the limited number in the Mission.

25. The police component had a gender adviser who was reporting to the Police Commissioner. In 2017/18, the Office of the Police Gender Adviser conducted a number of activities including: 16 community workshops to promote the prevention of sexual and gender-based violence in protection of civilian sites, training of 18 United Nations Police GFPs from the various states in South Sudan and training on gender mainstreaming and policing, handling victims and investigating SGBV. OIOS concluded that the police component was taking measures to mainstream gender perspectives in their operations.

26. The military component also had a gender adviser responsible for overseeing the gender-responsiveness of military operations and had GFPs in each of the six military sectors and 36 contingents' camps. In 2017/18, the military gender adviser conducted three trainings attended by a total of 57 GFPs from sectors and troop contributing contingents. While this was a positive step, additional efforts were



needed to mainstream gender perspectives in their operations. The Mission-specific strategy should assist the military in addressing this.

Additional training was needed to develop and implement gender-sensitive indicators

27. UNMISS is required to report on progress made on gender issues annually and quarterly. Security Council resolution 1889 (2009) stressed the importance of monitoring and adopting indicators in relation to gender issues. On 28 September 2018, the Departments of Peacekeeping Operations and Field Support (DPKO/DFS<sup>2</sup>) developed a gender dashboard as a tool for missions to use to strengthen their accountability and gender-responsive analysis and reporting<sup>3</sup>.

28. During the reporting period, UNMISS submitted to Headquarters an annual report for 2017 and four quarterly reports for 2018 on key progress made in the substantive area of its women, peace and security mandates. However, up until late September 2018, UNMISS had not established benchmarks and core indicators to monitor all gender-related activities such as women's participation in peace process, public decision-making, prevention of conflict by investing in women's local peace initiatives and protection of women and girls from SBGV/conflict-related sexual violence (CRSV).

29. On 30 October 2018, UNMISS launched the gender dashboard, and for the quarter ended on 31 December 2018 reported on 8 of the 15 indicators. The shortfall in reporting resulted as some components were unable to collate the necessary data on women's participation in all levels of government, and number of women at the national and local levels involved in the peace process. GAU explained that the last survey in South Sudan was conducted in 2008 and that due to the security situation, it was difficult to collect data in most parts of the country.

30. In addition, the various Mission components lacked full understanding, familiarity and appreciation of the indicators mainly as the gender dashboard was recently introduced and GAU had not yet conducted any familiarization training. As a result, the Mission was precluded from assessing and tracking progress towards gender equality and the extent to which all its operations were gender responsive.

**(4) UNMISS should monitor the progress of the implementation of the gender dashboard, train Mission components to increase awareness and familiarity with the reporting of core women, peace and security indicators and monitor effective reporting of the indicators by components.**

*UNMISS accepted recommendation 4 and stated that in implementing the gender strategy, actions would be taken to orient reporting officers of UNMISS on the gender dashboard and women, peace and security core indicators and incorporate relevant indicators into a comprehensive performance appraisal system. Recommendation 4 remains open pending receipt of evidence that Mission components are trained and effectively implementing the gender dashboard and reporting on the core women, peace and security indicators.*

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<sup>2</sup> Since 1 January 2019, these departments have been rebranded to the Departments of Peace Operations and Operational Support

<sup>3</sup> Phase I of the dashboard implementation launched had 15 core indicators covering 4 pillars of prevention, participation, protection and management.

## C. Gender parity

### Gender parity target for female international staff was achieved in 2018

31. UNMISS promulgated and launched a gender parity strategy and action plan on 28 May 2018. The Mission had also, as required by United Nations system-wide strategy on gender parity, in collaboration with the Office of Human Resources, established gender parity targets of 27 per cent to be achieved by 31 December 2018, for total international female staff. The parity targets were achieved with the percentage of total international female staff increasing from 26 per cent in December 2016 to 27 per cent as at 31 December 2018. The Mission also achieved its gender parity targets at the D-2 and P-5 levels, overall targets for professional and above and the FS level. However, the Mission did not achieve its targets for the P-2, P-3, P-4, D-1 and ASG levels as shown in the table.

**Table:**  
**UNMISS parity performance as at 31 December 2018 (international staff)**

<i>Level</i>	<i>31</i>	<i>31</i>	<i>As at 31 December 2018</i>					
	<i>December 2016</i>	<i>December 2017</i>						
	<i>% of Females</i>	<i>% of Females</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>	<i>% of Female</i>	<i>Target</i>	<i>Met?</i>
USG	0%	0%	1	0	1	0%		
ASG	0%	0%	2	0	3	0%	8%	No
D-2	17%	17%	3	2	6	33%	25%	Yes
D-1	40%	50%	8	3	11	27%	41%	No
P-5	26%	35%	32	19	51	37%	31%	Yes
P-4	28%	32%	72	32	104	31%	33%	No
P-3	33%	27%	122	52	174	30%	38%	No
P-2	23%	14%	29	5	34	15%	29%	No
<b>Total Professional and above categories</b>	<b>29%</b>	<b>28%</b>	<b>271</b>	<b>113</b>	<b>384</b>	<b>29%</b>	<b>28%</b>	<b>Yes</b>
FS	24%	24%	381	134	515	26%	26%	Yes
<b>Total international staff</b>	<b>26%</b>	<b>26%</b>	<b>652</b>	<b>247</b>	<b>899</b>	<b>27%</b>	<b>27%</b>	<b>Yes</b>

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

32. The target of 27 per cent established by UNMISS was relatively low, as this target recognized the specific challenges faced by the Mission in attracting and retaining female staff as outlined in the Secretary-General's Gender Strategy Report of 9 October 2017. Also, considering the 73 per cent male to 27 per cent female staff as at 31 December 2018, and in the absence of clearly established enabling environment such as work-life balance and female friendly staff welfare. it was not clear if UNMISS would be able to achieve the 50/50 gender parity by 2028, particularly as it currently had a low vacancy rate. Therefore, going forward, in OKOS view considerable positive intervention and additional initiatives would be required by Mission leadership to achieve the 50/50 parity goal.

33. Nonetheless, UNMISS informed OIOS that it was committed to: implementing and monitoring set targets; recruitment, retention, progression and talent management efforts cognizant of gender parity; and creating an enabling environment to encourage gender parity. Also, starting June 2018, UNMISS was preparing quarterly gender parity reports by Mission components to identify those making progress. The Mission was also ensuring that women were represented on recruitment selection panels and the Human Resources Section was planning to scrutinize justifications by hiring managers whenever men are chosen

over an equally qualified woman. The Mission was also planning to set up a Technical Working Group on Gender Parity to monitor and report on the status of implementation of the gender parity strategy and action plan and for this Group to report quarterly to the Mission Leadership Team. As the Mission started taking steps and was closely monitoring gender parity data, OIOS did not make a recommendation.

## **D. Training and awareness**

### Need to enhance staff members' awareness on gender issues

34. GAU was providing induction training to all incoming civilian, police and military personnel. GAU also conducted a workshop for GFPs and alternates, a training of trainer's session for GFPs; and a military GFP training in coordination with the Integrated Mission Integrated Centre and Military Training Unit. However, a review of training data from Inspira indicated that only 114 of the 2,686 (5 per cent) UNMISS civilian staff had completed the mandatory online course on gender ("I Know Gender") as at 28 February 2019. Considering the low completion rate, OIOS extended its sample and from an additional sample of 110 civilian staff from P-3 to D-2 level, only 4 staff had completed the mandatory course. Additionally, only 2 of the 38 GFPs surveyed had completed the "I Know Gender" course. The low completion rate resulted due to inadequate monitoring by GAU, which may impact on staff awareness of gender-related issues and managers ensuring the integration of gender perspectives into their work plans.

**(5) UNMISS should monitor and follow up with staff to ensure their completion of the mandatory online training on gender.**

*UNMISS accepted recommendation 5 and stated that it would track completion rates of 'I Know Gender' course and seek commitment from components that have not met 100 per cent completion rate. Recommendation 5 remains open pending receipt of evidence of improved staff completion rate undertaking mandatory online trainings.*

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

### Need to finalize a SGBV prevention strategy to further strengthen the Mission's effort

35. UNMISS is mandated to consider gender as a cross cutting issue in its programme delivery and to assist the host government in ensuring the participation, involvement and representation of woman at all levels.

36. UNMISS reported that it had implemented various gender activities/programmes including: (a) advocating to promote wider participation of women in the peace process, leading to an increase in women's participation at all levels of government from 25 up to 35 per cent; (b) conducting workshops, with emphasis on the participation of women and youths in a dialogue for peace with the aim to resolve intercommunal disputes; and (c) carrying out public outreach and community mediation projects to support participation of civil society in the peace process and to work with community leaders, youth representatives, women's organizations and local authorities. However, while efforts made by UNMISS were positive, it was difficult to measure the overall impact of these activities on mandate implementation due to the absence of up-to-date data. GAU explained that it was difficult to collect data in most parts of the country.

37. Additionally, UNMISS was implementing activities to prevent SGBV and hold perpetrators to account. This included the UNMISS Orange Expo, which was 16 days of activism organized by GAU and GFPs, with senior management actively participating in the campaign to strengthen all efforts to prevent and deter violence against women. There were also various other activities by the Senior Women Protection

Adviser working with local partners advocating against CRSV, resulting in the launch of an implementation plan on prevention of CRSV by the national army and police force. The police component introduced zonal policing in the protection of civilian sites to reduce and resolve CRSV/SGBV problems, and the Rule of Law Section launched a pilot project to avail mobile courts to promote increased accountability for serious crimes such as SGBV committed within protection of civilian sites.

38. However, UNMISS did not finalize and promulgate its strategy on the prevention of SGBV to provide those staff responsible with necessary guidance on: procedures for establishing women participation, advocacy groups and SGBV networks; coordinating with civil society organizations in conducting SGBV programmes in remote areas; and strengthening UNMISS efforts on risk mitigation and prevention through mainstreaming SGBV across Mission components. The strategy would also ensure better coordination and sharing of information between Mission components working towards the same goal. GAU recently reactivated gender synchronization meetings every Monday morning but required to be formalized and strengthened. This reduced the effectiveness of Mission's effort in creating a protective environment for and monitoring and reporting on SGBV/CRSV.

**(6) UNMISS should: (a) expedite the finalization of its sexual and gender-based violence (SGBV) prevention strategy; and (b) as part of the strategy, establish a coordination mechanism among Mission components to contribute to preventing, mitigating and responding to SGBV/conflict-related sexual violence.**

*UNMISS accepted recommendation 6 and stated that its draft SGBV prevention strategy was being finalized in coordination with external partners. Recommendation 6 remains open pending receipt of evidence of a finalized SGBV prevention strategy including a coordination mechanism among Mission components.*

#### **IV. ACKNOWLEDGEMENT**

39. OIOS wishes to express its appreciation to the management and staff of UNMISS 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 Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical <sup>4</sup> / Important <sup>5</sup>	C/ O <sup>6</sup>	Actions needed to close recommendation	Implementation date <sup>7</sup>
1	UNMISS should develop and implement a Mission-specific gender strategy and Mission-wide action plan to implement gender mainstreaming in its programmes to achieve its gender related mandates.	Important	O	Receipt of finalized gender strategy and action plan.	30 June 2020
2	UNMISS should take action to improve its gender mainstreaming and responsiveness efforts by: (a) establishing a mechanism for heads of components to coordinate with the Gender Affairs Unit so that work plans integrate gender perspectives, are informed by sex-disaggregated data and have targets to monitor achievements; and (b) dedicate resources to conduct gender responsive conflict analysis to ensure activities are developed to close identified gaps.	Important	O	Receipt of evidence a coordination mechanism to ensure that Mission components' work plans incorporate gender perspectives and are informed by sex disaggregated data with appropriate targets; and a gender responsive conflict analysis conducted.	30 June 2020
3	UNMISS should monitor to: (a) ensure all heads of components appoint gender focal points and alternates at an appropriate senior level; and (b) train focal points to adequately discharge their responsibilities.	Important	O	Receipt of evidence that GFPs and alternates are appointed for all Mission components at appropriate senior level and adequately trained.	30 June 2020
4	UNMISS should monitor the progress of the implementation of the gender dashboard, train Mission components to increase awareness and familiarity with the reporting of core women, peace and security indicators and monitor effective reporting of the indicators by components.	Important	O	Receipt of evidence that Mission components are trained and effectively implementing the gender dashboard and reporting on the core women, peace and security indicators.	30 June 2020

<sup>4</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>5</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>6</sup> C = closed, O = open

<sup>7</sup> Date provided by UNMISS in response to recommendations.

## STATUS OF AUDIT RECOMMENDATIONS

## Audit of gender mainstreaming and responsiveness in the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical <sup>4</sup> / Important <sup>5</sup>	C/ O <sup>6</sup>	Actions needed to close recommendation	Implementation date <sup>7</sup>
5	UNMISS should monitor and follow up with staff to ensure their completion of the mandatory online training on gender.	Important	O	Receipt of evidence of improved staff completion rate undertaking mandatory online trainings.	30 June 2020
6	UNMISS should: (a) expedite the finalization of its sexual and gender-based violence (SGBV) prevention strategy; and (b) as part of the strategy, establish a coordination mechanism among Mission components to contribute to preventing, mitigating and responding to SGBV/conflict-related sexual violence.	Important	O	Receipt of evidence of a finalized SGBV prevention strategy including a coordination mechanism among Mission components.	30 June 2020

# **APPENDIX I**

## **Management Response**

UNITED NATIONS



NATIONS UNIES

**United Nations Mission in South Sudan  
UNMISS**

To:	Daeyoung Park, Chief Peacekeeping Audit Services Internal Audit Division, IOS	DATE:	18 June 2019
A:		REFERENCE:	OIOS-2019-633-07
Through:			
From:	David Shearer, SRSG UNMISS		
DE:			
SUBJECT:	Response to the Draft Report of an Audit of Gender Mainstreaming and Responsiveness in the United Nations Mission in the Republic of South Sudan (Assignment No. AP2018/633/09)		

1. UNMISS acknowledges receipt of the draft report referenced OIOS-2019-AP633-07 dated 4 June 2019 on the Audit of Gender Mainstreaming and Responsiveness in the United Nations Mission in the Republic of South Sudan.
2. In this connection, please find attached the UNMISS comments on the recommendations of the draft report provided in Appendix 1.

Thank you for your consideration and support.

cc: Mr. Alain Wilfrid Noudehou, Deputy Special Representative of the Secretary-General/Humanitarian & Resident Coordinator, UNMISS  
Mr. Moustapha Soumare, Deputy Special Representative of the Secretary - General/Political, UNMISS  
Mr. Paul Egunsola, Chief of Staff, UNMISS  
Ms. Victoria Browning, Director of Mission Support, UNMISS  
Mr. Matthew Carlton, Officer In- Charge Director Mission Support Division  
Ms. Kasumi Nishigaya, Chief, Gender Affairs Unit, UNMISS  
Ms. Gulen Muftuoglu, Audit Focal Point, UNMISS  
Mr. James Suglo, Chief Resident Auditor, OIOS, IAD-UNMISS  
Ms. Cynthia Avena-Castillo, Professional Practices Section, IAD, OIOS



## Management Response

## Audit of gender mainstreaming and responsiveness in the United Nations Mission in the Republic of South Sudan

Rec. no.	Recommendation	Critical <sup>1</sup> / Important <sup>2</sup>	Accepted? (Yes/No)	Title of responsible individual	Implementation date	Client comments
1	UNMISS should develop and implement a Mission-specific gender mainstreaming strategy and Mission-wide action plan to effectively implement gender mainstreaming and women, peace and security mandates.	Important	Yes	Chief Gender Affairs Unit/Senior Gender Advisor	30 June 2020	UNMISS Gender Affairs Unit is in the process of preparing Mission specific strategy, and the draft is 75 per cent completed with assorted Annex documents.
2	UNMISS should take action to improve its gender mainstreaming and responsiveness efforts by: (a) establishing a mechanism for heads of components to coordinate with the Gender Affairs Unit so that work plans integrate gender perspectives, are informed by sex-disaggregated data and have targets to monitor achievements; and (b) dedicate resources to conduct gender responsive conflict analysis to ensure activities are developed to close identified gaps.	Important	Yes	Chief Gender Affairs Unit/Senior Gender Advisor with Strategic Planning Unit	30 June 2020	UNMISS, as part of implementing the Gender Strategy, will establish a coordination mechanism between Heads of Sections and Gender Unit for gender review of the Sections' workplans, incorporation of gender perspectives, and development of gender-responsive Result Based Budgeting frameworks. This will also go with annual planning cycle and mandate review schedules.
3	UNMISS should monitor to: (a) ensure all heads of components appoint gender focal points and alternates at an appropriate senior level; and (b) train them to adequately discharge their responsibilities.	Important	Yes	Chief Gender Affairs Unit/Senior Gender Advisor with Integrated Mission Training Center; Heads of Sections	30 June 2020	UNMISS, upon implementing the Strategy, will appoint Gender Focal Points at an appropriate level and conduct customized Gender Focal Point Workshop for requisite knowledge and skills.

<sup>1</sup> Critical recommendations address critical and/or pervasive deficiencies in governance, risk management or control processes, such that reasonable assurance cannot be provided with regard to the achievement of control and/or business objectives under review.

<sup>2</sup> Important recommendations address important (but not critical or pervasive) deficiencies in governance, risk management or control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

## Management Response

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4	UNMISS should monitor the progress of the implementation of the dashboard and train Mission components to increase awareness and familiarity with the reporting of core women, peace and security indicators and monitor effective reporting of the indicators by components.	Important	Yes	Chief Gender Affairs Unit/Senior Gender Advisor with Strategic Planning Unit	30 June 2020	UNMISS, in implementing the Strategy, will orient reporting officers of UNMISS on Gender Dashboard and Core Women, Peace, and Security Indicators. UNMISS will also incorporate relevant indicators into the Comprehensive Performance Appraisal System (CPAS).
5	UNMISS should monitor and follow up with staff to ensure that mandatory online training on gender are duly completed.	Important	Yes	Chief Gender Affairs Unit/Senior Gender Advisor with Integrated Mission Training Center; Heads of Sections	30 June 2020	UNMISS will track completion rates of "I Know Gender" mandatory training and seek commitment from the Sections that have not met 100 per cent completion rate.
6	UNMISS should: (a) expedite the finalization of its sexual and gender-based violence (SGBV) prevention strategy; and (b) as part of the strategy, establish a coordination mechanism among Mission components to contribute to preventing, mitigating and responding to SGBV/conflict-related sexual violence.	Important	Yes	Chief Gender Affairs Unit/Senior Gender Advisor	30 June 2020	UNMISS is in the process of expediting the finalization of the draft, and it is 50 per cent completed. This will be done by engaging external coordination mechanisms within UN System and Humanitarian Space.