

MINUSCA ACTION PLAN ON SEXUAL EXPLOITATION AND ABUSE 2018 - 2019

MATRIX OF ACTIVITIES

A - Context

This Action Plan is designed to assist the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) in implementing the proposals of the Secretary-General in his Reports A/69/779 of 13 February 2015 to UN General Assembly, and Special Measures for Protection from Sexual Exploitation and Sexual Abuse (SEA) as set in A/71/818 of 28 February 2017. It is based and updates the version adopted on 8 March 2017. It focuses on what the mission will do in terms of prevention, enforcement and remedial action. This Action plan should be read in conjunction with MINUSCA's Standard Operating Procedure (SOP) - MINUSCA 2018.2 on reporting of misconduct, including SEA, which provides guidance and reinforces the procedures that must be followed in reporting and investigating allegations of misconduct, including SEA by all categories of personnel serving with the mission, as well as the role and responsibilities of the relevant stakeholders.

B - Purpose

The purpose of this Action Plan is to ensure that through joint efforts, MINUSCA effectively addresses Sexual Exploitation and Abuse by all categories of its personnel, by establishing effective tools and mechanisms and by implementing activities which focus on prevention, enforcement and remedial action; including strengthening measures to ensure the provision of assistance to victims.

C- Core Principles

MINUSCA and its personnel have a duty and responsibilities to serve as a role model and remain committed to the Secretary-General's zero-tolerance policy on Sexual Exploitation and Abuse. In order to prevent sexual exploitation and abuse MINUSCA and its personnel shall abide by the following UN rules:

- Sexual exploitation and abuse by all categories of Personnel serving with the United Nations constitute acts of very serious misconduct and are therefore grounds for termination of employment, repatriation and criminal proceedings.
- Sexual activity with children (persons under the age of 18) is prohibited regardless of the age of majority or age of consent locally. Mistaken belief in the age of a child is not a defense; any sexual activity with children may be immediately referred to Judicial Authorities for prosecution.
- Exchange of money, employment, goods, or services for sex, including sexual favors or other forms of humiliating, degrading or exploitative behavior is prohibited.

- Sexual relationships between UN personnel and beneficiaries of assistance are strongly discouraged since they are based on inherently unequal power dynamics. Such relationships undermine the credibility and integrity of MINUSCA and UN as a whole.
- Where any UN personnel develop concerns or suspicions regarding sexual abuse or exploitation by a fellow worker, whether in the same Office or not, she/he must report such concerns via established reporting mechanisms, as set by SOP MINUSCA 2018.2.
- MINUSCA Leadership, including Chief of Sections are obliged to create and maintain an environment which prevents sexual exploitation and abuse. Managers at all levels have particular responsibilities to support and develop systems which maintain this environment.

D- reference materials

- A/71/818 - Secretary-General's Report on Special measures for protection from sexual exploitation and sexual abuse: a new approach.
- A/70/729 - Secretary-General's Report on Special measures for protection from sexual exploitation and sexual abuse.
- Code Cable # 0039 of 08 January 2016 – Sexual Exploitation and Abuse – interim Victim Assistance Program and Remedial Measures (by USG/DPKO, USG/DFS, USG/DPA).
- Code Cable #1474 of 30 June (by USG/DFS) with relevant attachments being orientation and guidance templates for setting up a SEA communications implementation framework at mission level - Implement a SEA Communication Strategy; (2) implement a SEA Communication Campaign; (3) establish a Standing SEA Task Force; (4) establish a SEA Focal Point; (5) establish a SEA Complaints Reception Mechanism/Framework; (6) establish a SEA Immediate Response Team; (7) Compliance with a 6-month SEA Investigations timeline; and, (8) establish a Conduct & Discipline Multi-Disciplinary Working Group. Progress with implementation of these actions need to be monitored/coordinated regularly to ensure that mission level measures are being put in place to implement the Secretary-General's recommendations/proposals.
- Code Cable #1444 of 26 June 2014 (by USG/DPKO, USG/DFS, USG/DPA).
- DFS Code Cable 1551 dated 17 July 2013 on draft action plan on Sexual Exploitation and Abuse and Risk Management Framework.
- DFS Code Cable 1726 dated 01 September 2017 on update and further guidance on implementing the Victim Assistance Programme.
- ToR of the Trust Fund in Support of Victims of Sexual Exploitation and Abuse.
- ToR Field Victims' Rights Advocate.
- Conduct and Discipline Accountability Framework dated July 2014.
- ST//SGB 2003/13 - Special measures for protection from sexual exploitation and sexual abuse.
- ST/SGB 2008/5 - Prohibition of discrimination, harassment, including sexual harassment, and abuse of authority.
- ST/SGB/2017/2 - Protection against retaliation for reporting misconduct and for cooperating with duly authorized audits or investigations.
- Accountability for Conduct and Discipline in the Field Mission, approved by USG/DPA, USG/DFS, on 1 August 2015.
- ST/SGB/2016/9 - 21 July 2016 Status, basic rights and duties of United Nations staff members.
- Advisory on Conduct and Discipline in field missions – 2013.
- MINUSCA CONDUCT AND DISCIPLINE WORK PLAN 2016 – 2017.

- MINUSCA Force Commander's Reviewed Directive on Prevention of SEA, dated 18 July 2017.
- MINUSCA Police Commissioner Directives.
- A/RES/62/214 - 7 March 2008 - United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel.
- Protocol for Information Sharing & Reporting Allegations of Sexual Exploitation and Abuse (SEA) between MINUSCA, UN Agencies, International NGOs and Local Partners of March 2018.
- MINUSCA's Standard Operating Procedure (SOP) - MINUSCA 2018.2.
- MINUSCA Code of Conduct.
- ST/AI/2017/1 - 26 October 2017 – Unsatisfactory Conduct, Investigations and the Disciplinary Process.

Prevention

Establish effective prevention measures to ensure that all MINUSCA personnel maintain the highest standards of conduct and integrity

| GOALS | RELATED ACTIVITIES | EXPECTED RESULTS | LEADING IMPLEMENTING PARTNER(S) | STATUS OF IMPLEMENTATION COMMENTS & FOLLOW-UP | | | | | | | | | | | | |
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| <p>1. Implement an effective SEA Communication and outreach Strategy.</p> <p><i>(as per Paragraph 2 of DPA CC#1444) and Paragraph 23 of A/71/818 - Secretary-General's Report on Special measures for protection from sexual exploitation and sexual abuse).</i></p> <p><i>MINUSCA Strategic Communication and Public Information (SCPI) dated 9 May 2017</i></p> <p><i>(as per Paragraph 4 (i-vi) of CC#1444)</i></p> | <p>(a) Review and update SEA communication strategy.</p> <p>(b) Issue broadcasts to reiterate UN zero tolerance policy on SEA, and to sensitize on available channels of reporting.</p> <p>(c) Publish a CDT quarterly newsletter in French and English through which anti SEA messages are issued.</p> <p>(d) Reiterate Anti SEA messages, in every town hall meeting.</p> <p>(e) Distribute the “no-excuse cards” on SEA to every member of the Force, the police and MINUSCA civilian personnel.</p> <p>(f) Organize focus group discussions on SEA during field visits by CDT officers.</p> <p>(g) Print and disseminate posters, with messages on SEA.</p> | <p>(i) Expected standards of conduct known by MINUSCA, its partners and communities.</p> <p>(ii) Available reporting mechanisms and channels understood and regularly used by MINUSCA, its partners and communities, including the 4044 hotline.</p> <p>(iii) SEA messages reiterated at every town hall meeting in the field and at HQ.</p> <p>(iv) Relevant international and national NGOs and community leaders, well informed on the standards of conduct expected of UN personnel re SEA and on the mechanisms and channels of reporting and handling SEA allegations.</p> <p>(v) An updated dedicated SEA section maintained on MINUSCA website.</p> <p>(vi) Monthly CDT newsletter published and distributed</p> | <p>Head of Mission</p> <p>MINUSCA Spokesperson</p> <p>MINUSCA Strategic Communications and Public Information Division (SCPI)</p> <p>MINUSCA CDT and UNCT through the UN Communications Group (UNCG)</p> | <table border="1"> <tr> <td>J</td><td>F</td><td>M</td><td>A</td><td>M</td><td>J</td><td>J</td><td>A</td><td>S</td><td>O</td><td>N</td><td>D</td> </tr> </table> | J | F | M | A | M | J | J | A | S | O | N | D |
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| | | | | | | | Ongoing | | | | | | | | | |
| | | | | | | | (See Annexes B and C of CC#1444 “Key messages on SEA for UN Personnel” & “Statement to all UN personnel” to be delivered regularly). | | | | | | | | | |
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| | <p>(h) Issue weekly radio broadcasts on SEA, in French and in Sango.</p> <p>(i) Issue anti SEA SMS messages through local mobile providers.</p> | <p>electronically and in print form throughout the mission.</p> | | |
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| <p><u>2. Design and implement a comprehensive training plan which incorporates trends of misconduct, risk areas and personnel at risk.</u></p> | <p>(a) Organize induction training sessions on SEA for new MINUSCA personnel.</p> <p>(b) Organize specific training sessions for Community Liaison Assistants (CLA), Human Rights officers as well as SCPI focal points.</p> <p>(c) Organize refresher training workshops on the standard of conduct and ST/SGB 2003/13 - Special measures for protection from sexual exploitation and sexual abuse for all current and future MINUSCA personnel.</p> <p>(d) Establish a system for tracking training, especially those related to prevention of sexual exploitation and sexual abuse, by all staff, to ensure 100% training compliance.</p> <p>(e) Review and update training materials on SEA, including by integrating contents of the FC's non- fraternization policy.</p> | <p>(i) 100% MINUSCA personnel (civilian and uniformed) trained on SEA.</p> <p>(ii) UN personnel understand their responsibilities in preventing and responding to misconduct, notably SEA.</p> <p>(iii) Electronic record of MINUSCA personnel trained on SEA maintained and updated on a monthly basis.</p> | <p>U7, Police training, IMTC, CDT</p> <p>Agencies, Funds and Programs – [country representative (CR)] – CDT support when required. OIOS and HRD (on training for IRT)</p> | <p>J F M A M J J A S O N D</p> |
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| | | | | <p>Ongoing and continuous</p> |

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| <p><u>3. Establish SEA Task Force.</u> <i>(as per Paragraph 3(i) of CC#1474)</i></p> | <p>(a) SEA Task Force functions as a broad representative decision making body to discuss trends, policies, on efforts to prevent and address SEA.</p> <p>(b) Disseminate and implement recommendations from SEA task force across the UN system.</p> | <p>(j) SEA prevention and response efforts coordinated across the UN in CAR.</p> <p>(k) Relevant information, statistics, trends and patterns are regularly shared with the mission leadership to influence prevention and response.</p> | <p>Members - [CDT], MINUSCA leadership, all Heads of UN agencies.</p> | <table border="1"> <tr> <td>J</td><td>F</td><td>M</td><td>A</td><td>M</td><td>J</td><td>J</td><td>A</td><td>S</td><td>O</td><td>N</td><td>D</td> </tr> <tr> <td colspan="12">Monthly meetings to be held.</td> </tr> </table> | J | F | M | A | M | J | J | A | S | O | N | D | Monthly meetings to be held. | | | | | | | | | | | |
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| Monthly meetings to be held. | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <p><u>4. Strengthen coordination with Police and Force on SEA.</u> <i>(as per Paragraph 3(ii) of CC#1474)</i></p> | <p>(a) Hold weekly meeting between CDT and Force Commander to influence decisions, policies on prevention and response to SEA.</p> <p>(b) Hold monthly meetings between CDT and Police Commissioner to influence decisions, policies on prevention and response to SEA.</p> <p>(c) Maintain regular contacts with Police COS and FPM as focal points.</p> | <p>(i) CDT functions as adviser to both FC and PC.</p> <p>(ii) Information shared timely and strategies consulted.</p> | <p>MINUSCA Force and Police</p> | <table border="1"> <tr> <td>J</td><td>F</td><td>M</td><td>A</td><td>M</td><td>J</td><td>J</td><td>A</td><td>S</td><td>O</td><td>N</td><td>D</td> </tr> <tr> <td colspan="12">Ongoing and continuous</td> </tr> </table> | J | F | M | A | M | J | J | A | S | O | N | D | Ongoing and continuous | | | | | | | | | | | |
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| <p><u>5. Establish SEA Community Based Complaint Mechanisms (CBCM) in all regions.</u></p> | <p>(a) Create community-based complaint mechanism in every region, with representatives from youth, women, local authorities, local organizations, etc.</p> | <p>(i) CBCM functional in every high risk region where MINUSCA is deployed, and provide support to victims.</p> | <p>CBCM CLAs UN Agencies Service providers</p> | <table border="1"> <tr> <td>J</td><td>F</td><td>M</td><td>A</td><td>M</td><td>J</td><td>J</td><td>A</td><td>S</td><td>O</td><td>N</td><td>D</td> </tr> <tr> <td colspan="12">Ongoing and continuous</td> </tr> </table> | J | F | M | A | M | J | J | A | S | O | N | D | Ongoing and continuous | | | | | | | | | | | |
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| <p>(as per Paragraph 3(iii) of CC#1474)</p> | <p>(b) Organize refresher training for CBCM members on SEA</p> <p>(c) Train and equip every CBCM (prepaid phones, note books, pens, sensitization materials etc).</p> <p>(d) Conduct follow up visits by CDT to the work of CBCM members.</p> <p>(e) Use Community Liaison Assistants (CLA) as strategic partners in areas where CBCM are not established.</p> | <p>(ii) Regular information flow between CBCM and CDT</p> <p>(iii) Communities are sensitized on SEA by CBCM members.</p> <p>(iv) Increase in the utilization of reporting mechanisms, including the use of the hotline 4044 by the community.</p> | | | | | | | | | | | | | | |
| <p><u>6. Establish and manage an effective risk management to SEA.</u></p> <p><u>[SEA as a reputational, health, security, human rights and gender based violence risks]</u></p> <p>(as per CC#1551) +draft action plan on Sexual Exploitation and Abuse and Risk Management Framework and Paragraph 23 and 49 of A/71/818 - Secretary-General's Report on Special measures for protection from sexual exploitation and sexual abuse).</p> | <p>(a) Disseminate the new SEA risk management toolkit across the mission.</p> <p>(b) Develop and maintain a MINUSCA specific SEA Risk Management Framework and a risk register.</p> <p>(c) Conduct risk management of all MINUSCA camps.</p> <p>(d) Make recommendations on mitigating factors and actions to Mission SEA Emergency action Team.</p> <p>(e) Follow-up on the implementation of</p> | <p>(i) Risk to SEA identified mission-wide, and corrective measures proposed.</p> <p>(ii) Risk assessment recommendations addressed by the SEA Emergency action Team.</p> <p>(iii) Risk register established and maintained.</p> <p>(iv) Joint patrols to risks areas conducted.</p> | <p>FC, PC, MP, CDT, HoOs, UNCT (UNICEF, UNFPA, OCHA, UNHCR, etc), HRD, CP, CRSV, Security, Support, POC, Gender, VRA.</p> <p>-</p> | <table border="1"> <tr> <td>J</td><td>F</td><td>M</td><td>A</td><td>M</td><td>J</td><td>J</td><td>A</td><td>S</td><td>O</td><td>N</td><td>D</td> </tr> </table> | J | F | M | A | M | J | J | A | S | O | N | D |
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| | <p>recommendations from risk assessments.</p> <p>(f) Hold SEA weekly prevention meetings (led by MINUSCA Force).</p> <p>(g) Ensure timely information sharing between CDT and all concerned parties.</p> <p>(h) Organize regular joint patrols to risk areas (Police, CDT, Security).</p> <p>(i) Update the Off Limits list for places out of bound by UN Personnel on a bi-annual basis.</p> | | | |
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Enforcement
Enhance the reporting, and accountabilityA – ending impunity

| <u>GOALS</u> | <u>RELATED ACTIVITIES</u> | <u>EXPECTED RESULTS</u> | <u>LEADING IMPLEMENTING PARTNER(S)</u> | <u>STATUS OF IMPLEMENTATION</u> <u>COMMENTS & FOLLOW-UP</u> | | | | | | | | | | | | | | | | | | | | | | | | |
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| <p>1. Strengthen internal reporting mechanisms.</p> <p><i>(as paragraph 13.2 of the Policy on Accountability for Conduct and Discipline in the Field Missions)</i></p> <p><i>(as paragraphs 39 to 51 of A/71/818 - Secretary-General's Report on Special measures for protection from sexual exploitation and sexual abuse).</i></p> <p><i>(ST/SBG/2017/2 on protection against retaliation for reporting misconduct and for cooperation against duly authorized audits or investigations)</i></p> | <p>(a) Develop and disseminate an SOP on reporting and handling misconduct, including SEA, across the mission.</p> <p>(b) Organize familiarization sessions on the SOP for all mission component, in order to clarify roles, responsibilities and channels.</p> <p>(c) Disseminate and promote the use of established reporting mechanisms, including; the hotline 4044, 4445, and email (munisca-demasea@un.org) across the mission, the UN family and the community.</p> <p>(d) Encourage all staff to report cases of sexual exploitation and abuse, and reassure them of their protection.</p> <p>(e) Broadcast of ST/SBG/2017/2 - on protection against retaliation for reporting misconduct and for cooperation against duly</p> | <p>(i) Safe and confidential reporting mechanisms are provided to complainants and victims.</p> <p>(ii) Established reporting mechanisms, including; the hotline 4044, 4445, and email (munisca-demasea@un.org) used regularly</p> <p>(iii) Greater coherence, more effective action and better response to SEA.</p> <p>(iv) Enhanced reporting, immediate processing, resulting in timely investigation of SEA allegations.</p> | <p>[All staff, including managers], [CBCM], [CAS through CLAs] [CDT] [OCoS] [OIOS] [IRT] [OFC][OPC] [HROs] [CPOs] [Service providers, through GBV working group]</p> | <table border="1" style="width: 100%; text-align: center;"> <tr> <td>J</td><td>F</td><td>M</td><td>A</td><td>M</td><td>J</td><td>J</td><td>A</td><td>S</td><td>O</td><td>N</td><td>D</td> </tr> <tr> <td colspan="12" style="text-align: center;">Continuing</td> </tr> </table> | J | F | M | A | M | J | J | A | S | O | N | D | Continuing | | | | | | | | | | | |
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| <p><u>2.Establish a SEA Immediate Response Team (IRT)</u></p> <p><i>(as per Paragraph 3(iv) of CC#1474)</i></p> | <p>(a) Establish IRT with members from HRD, CRSV, HRD, CP, UNPOL, Force.</p> <p>(b) Deploy the IRT to support efforts in collecting and preserving material evidence pending investigations.</p> <p>(c) Train the Immediate Response Team (IRT) on collection and preservation of material evidence, conducting interviews, etc. (see also section 2).</p> | <p>(i) A fully competent IRT established and membership maintained (members: HRD, CRSV, HR, CP, UNPOL, Force).</p> <p>(ii) IRT members' capacity enhanced on how to gather and preserve evidence of SEA, pending the initiation of an investigations.</p> <p>(iii) Evidence adequately collected and preserved, pending investigations.</p> | <p>✓ OIOS, HR, CRSV, HRD, CP, UNPOL, Force, Security, etc.</p> | |
| <p><u>3. Enhance case management processes.</u></p> <p><i>(as per Paragraph 45 of A/71/818 - Secretary-General's Report on Special measures for protection from sexual exploitation and sexual abuse. Annex 1 to A/71/818 – par. 14).</i></p> | <p>(a) Timely assessment and referral of allegations, for investigation.</p> <p>(b) Review investigation reports and make recommendations in a timely manner.</p> <p>(c) Conduct quality assurance and address all pending cases, with focus on SEA.</p> <p>(d) Update the MTS on a regular basis.</p> <p>(e) Hold bi-weekly meetings between CDT, OIOS and SIU to review progress of SEA related investigations.</p> | <p>(i) Compliance with the timelines as per relevant advisories and guidance documents on SEA.</p> <p>(ii) Ensure accountability for victims, through timely processing of their complaints.</p> <p>(iii) Comprehensive case management.</p> | <p>✓ [TCC/OFC] [PCC/OPC]</p> <p>✓ TCC/OIOS.</p> <p>✓ [Mission Elements – Fact finding/pres. evidence] (HoM through CoS informed) [CDT] – coordination</p> <p>✓ Non-UN forces: [Nat Aut] [Host Country][OHCHR]</p> | |

Remedial Actions

Ensure the provision of assistance to individuals with needs directly arising from an incident of SEA; medical, psychosocial, legal, and redress.

| <u>GOALS</u> | <u>RELATED ACTIVITIES</u> | <u>EXPECTED RESULTS</u> | <u>LEADING IMPLEMENTING PARTNER(S)</u> | <u>STATUS OF IMPLEMENTATION</u> <u>COMMENTS & FOLLOW-UP</u> | | | | | | | | | | | | |
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| <p><u>1. Design a victim-centered strategy.</u></p> <p><i>(Paragraphs 27 and 32 of A/71/818 - Secretary-General's Report on Special measures for protection from sexual exploitation and sexual abuse).</i></p> | <p>(a) In coordination with VRA, organize monthly meetings between CDT and UNCT, service providers to reiterate the importance of service provision for victims of SEA.</p> <p>(b) Implement the Victim's Assistance Protocol.</p> <p>(c) Ensure referral for emergency or general</p> | <p>(i) Victims, witnesses are safe.</p> <p>(ii) Victims access adequate services in a timely manner (medical, psychosocial legal, etc).</p> <p>(iii) Effective advocacy for services by the VRA.</p> <p>(iv) Victims timely informed of the status of their cases.</p> | <p>[VRA] [CDT] [OIOS] HOM (with regards to communication with DFS/CDU) [GBV working group, UNICEF, UNFPA]</p> | <table border="1" style="width: 100%; text-align: center;"> <tr> <td>J</td><td>F</td><td>M</td><td>A</td><td>M</td><td>J</td><td>J</td><td>A</td><td>S</td><td>O</td><td>N</td><td>D</td> </tr> </table> <p>Ongoing</p> | J | F | M | A | M | J | J | A | S | O | N | D |
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| | <p>medical assistance, psychosocial, and/or, or legal services.</p> <p>(d) Facilitate paternity claims or make referral of complainants to a Member State for Paternity claim through DFS.</p> | | | |
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END/