BOOKLET ON

PREVENTING SEXUAL EXPLOITATION & ABUSE IN PEACEKEEPING OPERATIONS

UN Photo: Sylvain Liechti
ACKNOWLEDGEMENTS

The Cairo International Center for Conflict Resolution, Peacekeeping and Peacebuilding (CCCPA) would like to thank Pablo Castillo-Diaz, Tammy Tremblay, Megan Manion, and Brigadier General (Retired) Ehab Khedr for reviewing this document. CCCPA would also like to acknowledge the support extended by UN Women, which made this publication possible.
ABOUT CCCPA

Founded in 1994 by the Egyptian Ministry of Foreign Affairs, and re-charted in June 2017 by a Prime Ministerial Decree, the Cairo International Center for Conflict Resolution, Peacekeeping and Peacebuilding (CCCPA), is an independent public agency for training, capacity building and research in the fields of peace and security. It is the successor of the Cairo Regional Center for Conflict Resolution and Peacekeeping in Africa.

CCCPA is an African Union Center of Excellence, and the only civilian training center on issues of peace and security in the Arab world. Through its research and convening activities, it has established itself as a leading voice from the Global South on a wide range of topics, including conflict prevention and resolution, peacekeeping and peacebuilding.

On the national front, CCCPA works closely with Egyptian authorities to provide pre-deployment training for Egyptian peacekeepers participating in United Nations (UN) peacekeeping missions.

MONUSCO/ Abel Kavanagh
Dear Reader,

For more than 60 years, Egypt has been a staunch supporter of multilateralism, based on the principles and values enshrined in the UN Charter. This has reflected itself in many ways and on many fronts, including UN peacekeeping.

Egypt is not only a top troop and police contributing country to UN peacekeeping, it is also a leading voice in doctrinal and policy debates.

In this context, and as part of its ongoing commitment to supporting UN peacekeeping, Egypt has been at the forefront of international efforts aimed at preventing sexual exploitation and abuse (SEA) in peacekeeping, including through the wide spectrum of training and capacity building activities carried out by CCCPA.

Over the last four years, CCCPA has carried out an ambitious training program on streamlining gender in peacekeeping and peacebuilding. It integrated an intensive training module on gender in its pre-deployment trainings, with a special focus on preventing SEA. As of 2014, this training has become mandatory for all Egyptian peacekeepers.
This booklet is yet another example of our commitment to ensure that peacekeepers are prepared to carry out their responsibilities with the highest standards of professionalism and discipline. It was developed, with the generous support of the United Nations Entity for Gender Equality and Women’s Empowerment (UN Women), to address the specific training needs of peacekeepers and to further their understanding of the negative implications of sexual exploitation and abuse.

We hope that you find it useful.

Ashraf Swelam
Director General
Cairo International Center for Conflict Resolution, Peacekeeping and Peacebuilding (CCCPA)
UN peacekeepers are deployed to restore peace and help create the conditions for its sustainability. While the overwhelming majority of peacekeepers maintain military discipline and uphold UN standards of conduct, very few have been accused of acts of sexual exploitation and abuse (SEA). These abuses can obscure the critical role of peacekeepers operating in the most dangerous environments around the world. Failure to act on this matter can have profound implications for the whole enterprise of peacekeeping.

This booklet has been developed as a contribution to international efforts aimed at preventing SEA in peacekeeping operations. It is designed to inform and remind military contingent personnel (working at the tactical level) of the standards of behavior that are expected of them during the course of their deployment.

The content of this booklet is drawn from existing UN manuals1 and other documents,2 and adapted for the operational, training, and learning needs of peacekeepers from the Middle East and Africa.

It is divided into five sections: (1) UN Standards of Conduct; (2) Understanding SEA; (3) Consequences of SEA; (4) Reporting and Investigation Measures; and (5) Final Remarks.

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1 Most notably UN Peacekeeping Pre-Deployment Training Standards and Core Pre-Deployment Training Materials.
2 Including the UN Secretary-General’s Report on Special Measures for Protection from SEA, the Model Status of Forces Agreement, and the Secretary-General’s Bulletin on Special Measures for Protection from Sexual Exploitation and Sexual Abuse (2003).
It engages the reader through exercises, scenarios, and true-false questions to understand the particulars of SEA in the context of peacekeeping. This document is part of CCCPA’s efforts to improve training tools and reference materials for Middle Eastern and African peacekeepers who are already deployed or those being trained for future deployment to UN peacekeeping missions.

The UN standards of conduct on SEA:
- Support Prevention
- Cooperate with investigations into SEA
- Comply with UN standards
- Know the consequences of violations
- Report SEA
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INTRODUCTION

Every day, peacekeepers risk their lives to restore stability and help protect people in conflict-torn countries. Peacekeeping missions have traditionally been deployed to maintain ceasefires. However, as a result of the ever-evolving nature of conflict, peacekeepers are increasingly being asked to carry out increasingly complex tasks, such as assisting in disarmament, demobilization, and reintegration; monitoring human rights violations; facilitating political processes; and protecting civilians.

All military personnel taking part in UN peacekeeping operations are primarily members of national armies. Over the course of their deployment, peacekeepers need to demonstrate the highest standards of professionalism, integrity and competence. This is certainly what their national authorities, the host country, the UN, and the international community expect of them.

In many missions, the protection of civilians is a central element of the mission mandate. Peacekeepers are sent to keep civilians safe and to contribute to a secure environment. Although, peacekeepers are granted certain immunities and privileges in the mission area – solely for the purpose of carrying out peacekeeping functions, they are not above the law. As a matter of fact, acts of Sexual Exploitation and Abuse (SEA) are considered cases of serious misconduct. Peacekeepers implicated in such acts are liable to disciplinary action, which can include dismissal and criminal charges in their home country.

Acts of SEA are also a betrayal of the trust bestowed on peacekeepers. They contravene the values of protection that underpin peacekeeping. They also undermine the operational effectiveness of a mission and the safety of its members. Indeed, one careless act can have dire implications for the mission’s success.

As a result, preventing SEA is vital for preserving the legitimacy of peacekeeping as an international tool for the maintenance of peace and security. The UN has a zero-tolerance policy against SEA in peacekeeping; therefore, peacekeepers need to take this issue seriously.
NOTE TO THE PEACEKEEPER

You are encouraged to read this handbook frequently, and to remind yourself of your responsibilities.

You should not memorize the information in this handbook. Instead, you should strive to understand the logic and values behind the UN Code of Conduct. This may include assessing and changing your own perception and attitude.

You are encouraged to complete the exercises at the end of each section, and to test your understanding of the issues.
SECTION ONE:
UN STANDARDS OF CONDUCT

In the mission area, military peacekeepers are easily identifiable. Aside from the uniform they wear, they usually look like foreigners to the host nation. This means that they are never really “off-duty” and their conduct is always closely observed. Peacekeepers are therefore expected to act in a professional and disciplined manner at all times. They must also be prepared to “accept certain constraints in their public and private life” in order to successfully carry out their tasks.

Starting from the very first day of deployment, you are on duty 24/7 and you are expected to maintain military discipline and uphold the UN Standards of Conduct at all times.

1.1 TEN RULES: CODE OF PERSONAL CONDUCT FOR BLUE HELMETS

The UN has 10 rules that cover the code of conduct for peacekeepers. Since 1998, peacekeepers have been provided with pocket cards containing these rules, titled Ten Rules: Code of Personal Conduct for Blue Helmets. You should always act in accordance with this Code:

- **Act Responsibly** - Dress, think, talk, act and behave in a manner befitting the dignity of a disciplined, caring, considerate, mature, respected and trusted soldier, displaying the highest integrity and impartiality. Have pride in your position as a peacekeeper, and do not abuse or misuse your authority.

- **Respect Host Country** - Respect the law of the host country, its local culture, traditions, customs and practices.

- **Respect Host Population** - Treat the people of the host country with respect, courtesy and consideration. You are there as a guest to help them, and in so doing will be welcomed with admiration. Neither solicit nor accept any material reward, honor or gift.

- **Do not Get Involved in Any Immoral Act** - Do not indulge in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or UN staff, especially women and children.

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Promote Human Rights of All - Support and aid the infirm, sick and weak. Do not act in revenge or with malice, in particular when dealing with prisoners, detainees or people in your custody.

Care for What is Assigned to You - Properly care for and account for all UN money, vehicles, equipment and property assigned to you and do not trade or barter with them to seek personal benefits.

Show Respect to All UN Staff - Show military courtesy and pay appropriate compliments to all members of the mission, including other UN contingents regardless of their creed, gender, rank or origin.

Protect the Environment - Show respect for and promote the environment, including the flora and fauna of the host country.

Limit Alcohol, No Drugs - Do not engage in any consumption or trafficking of alcohol or drugs.

Discretion of Confidential Information - Exercise the utmost discretion in handling confidential information and matters of official business, which can put lives into danger or soil the image of the UN.
1.2 WHAT IS MISCONDUCT?

For UN military personnel, misconduct is defined as “any act or omission that is a violation of UN standards of conduct, mission-specific rules and regulations or the obligations towards national and local laws and regulations in accordance with the status of forces agreement or status of mission agreement, where the impact is outside the national contingent of military forces or UN mission. Misconduct is considered serious, when it includes criminal acts that results in - or is likely to result in serious loss, damage or injury to an individual, or to a mission.”

Notably, “sexual exploitation and sexual abuse constitute acts of serious misconduct and are therefore grounds for disciplinary measures.”

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SECTION TWO: UNDERSTANDING SEXUAL EXPLOITATION AND ABUSE (SEA)

SEA is one of the gravest forms of misconduct in peacekeeping missions. If a peacekeeper is in any way implicated in such misconduct – irrespective of the level of involvement, the situational context, or the consequences for the victim – he/she will be liable to serious disciplinary action.

In conflict situations, women and children are particularly vulnerable and are often subjected to various forms of SEA. In fact, the social, economic and security conditions in conflict-affected countries exacerbate the vulnerabilities of women and children that existed prior to conflict, such as discrimination, harmful social attitudes, and socio-economic status. Peacekeepers need to be attentive to such factors in order to protect these communities in line with their mandate, and not to contribute to the prevalence of SEA.
2.1 WHAT IS SEA?

Sexual exploitation means “any actual or attempted abuse of a position of vulnerability, differential power or trust for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another.” Examples of such misconduct include: supporting prostitution networks, trafficking of people forced to work in the commercial sex industry, or agreeing to the exchange of sexual acts for food, shelter, money, or other necessities.

Sexual abuse is defined as “the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.” Sexual abuse includes rape or the threat of rape.

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9 Ibid.


2.2 UN STANDARDS ON THE PROHIBITION OF SEA

SEA acts "violate universally recognized international legal norms and standards, and have always been considered as unacceptable behavior and prohibited conduct for UN staff." The following UN standards on the prohibition of SEA need to be borne in mind by every peacekeeper and UN personnel in mission:

- 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.

- Exchange of money, employment, goods, assistance or services for sex, including sexual favors or other forms of humiliating, degrading or exploitative behavior is prohibited. Sex with prostitutes is prohibited. even if prostitution is tolerated or legal in the host country.

- Use of child or adult to procure sex for others.

**Age of majority:** the age at which someone is considered an adult.

**Age of consent:** the age at which someone is considered legally competent to consent to sexual.

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11 The following points are excerpts from the Secretary-General’s Bulletin, Sections 3.2. (b) and (c).

12 UN Peacekeeping PDT Standards, Core Pre-Deployment Training Materials, Unit 3, Part 2, p. 11, 2017. Available at: http://dag.un.org/bitstream/handle/11176/400596/FINAL%20Lesson%203.4%20SA100517.pdf?sequence=84&isAllowed=y
The above list is not exhaustive. There are other types of sexually exploitative and abusive behaviors, such as:

- Threatening to withhold assistance or aid of any kind, including food and clothing in exchange for sexual favors.¹³
- Involving children in pornography.
- Human trafficking of people for prostitution.
- Asking for sex, even if no sexual act follows.

In many instances, false accusations have been leveled against UN peacekeepers for entering sexual relations with beneficiaries of assistance. That is why peacekeepers are reminded not to put themselves in situations that could be mistaken for acts of SEA.

Note:
You are accountable to both the UN standards of conduct and your national code of conduct.¹⁴

¹³ United Nations Department of Peacekeeping Operations: “United Nations Awareness Campaign: Pamphlet on Sexual Exploitation and Abuse”
Aly has a good reputation among his peers. One night, while walking home, Aly came across a girl named Lana who had suffered multiple injuries due to an accident.

He offered to help and carried her home.
For days, Aly provided her with medical assistance and financial support.

He began to develop feelings for her and they started having a sexual relationship. Aly assumed that she was old enough but never asked about her age. Lana is only 16 years old.

**Key Message:**

Engaging in a sexual relationship with children is unlawful and constitutes sexual exploitation and abuse with SEA. It is your responsibility to verify a person’s age. Mistaking the age of an individual is not a defense or excuse.
EXERCISE 1:
TRUE – FALSE QUESTIONS

Please check ☑ the right answer:

- **QUESTION 1:** Rashid has developed a close relationship with his maid, Tafida, who comes regularly to clean his place. Tafida has four children to support; she needs this job. Rashid used to treat Tafida with respect and considered her a friend. On his birthday, Rashid felt lonely and asked Tafida to stay the night. Tafida refused. Rashid thought that Tafida was just being shy and forced her to have sex with him. Rashid committed an act of rape, which constitutes SEA.

  True ☐ False ☑

- **QUESTION 2:** Badr helped organize a soccer tournament for children in the neighborhood. A lot of children were happy to participate and looked up to Badr. After the final game, Badr asked two children to pose for sexually explicit photos in exchange for presents. He thought it would be acceptable as long as the children did not mind. Badr did not violate the UN Standards on the Prohibition of SEA.

  True ☐ False ☑
QUESTION 3: Ahmed is serving for the first time under the UN flag. He became friends with his roommate, Ravi, who served as a peacekeeper several times before. One night, Ahmed came home to find Ravi with a girl who looked like a prostitute. Ravi asked Ahmed to use his room to have sex with her and Ahmed agreed. Ahmed did not violate the UN Standards on the Prohibition of SEA, since he himself did not commit an act of SEA.

True ☐  False ☐

QUESTION 4: James often goes to the bar after work to socialize with fellow peacekeepers. The bar is known among peacekeepers as it does not welcome prostitutes. One night, after having a couple of drinks, James asked one of the bartenders to find him a person to have sex with in exchange for money. James violated the UN Standards on the Prohibition of SEA.

True ☐  False ☐

Check Annex for answers
2.3 THE UN ZERO-TOLERANCE POLICY

“Sexual exploitation and abuse has no place in our world. It is a global menace and it must end.”

- UN Secretary-General’s address to High-Level Meeting on the UN Response to SEA on 18 September 2017

The UN has a zero-tolerance policy against SEA. It “means zero complacency… it means zero impunity… When allegations are found to have merit, all personnel – whether military, police or civilians – are held accountable based on applicable national jurisdiction.”

All peacekeeping personnel are obligated to observe the UN zero-tolerance policy against SEA.

2.4 WHAT HAPPENS IF YOU COMMIT AN ACT OF SEXUAL EXPLOITATION OR SEXUAL ABUSE?\textsuperscript{16}

If the allegations of SEA against you were substantiated:

\begin{itemize}
\item **It will affect your career:** Contingent personnel found guilty of SEA will be barred from all future service with the UN. They may also be dismissed without pay, pending investigation.
\item **You may be financially penalized:** The UN can also withhold payment to the contributing country concerned and you may be suspended without pay. Furthermore, if a child is born as a result of you committing SEA and paternity has been established, you may be liable for child support.
\end{itemize}

\textsuperscript{16} This whole part is derived from United Nations Department of Field Support: E-Learning Training to Tackle Sexual Exploitation and Abuse (2017). Available at: https://conduct.unmissions.org/e-learning-training-tackle-sexual-exploitation-and-abuse
You may be prosecuted: Members of national contingents are subject to the exclusive jurisdiction of their home country in respect of any criminal offences committed in the host country.\textsuperscript{17} For this reason, personnel who commit SEA are repatriated by the UN, and typically face court-martial and/or other disciplinary measures imposed by their national authorities. This can result in dishonorable discharge and imprisonment.

Your safety and health may be at risk: There is a risk of retaliation and physical attack against you and other UN personnel. SEA also poses grave health risks, such as contracting and transmitting HIV and other sexually transmitted infections.

Your personal life will suffer: Your personal reputation will be ruined because of the moral stigma attached to SEA. This will necessarily affect your relationship with family and friends.

2.5 GENERAL TIPS FOR PEACEKEEPERS TO AVOID BEING IMPLICATED IN SEA

1- When you feel lonely, go out with friends. But, try to stay in a group when you are outside of the UN compound.

2- Manage your stress through sports or other hobbies.

3- Be cautious and wise in your dealings with people to secure yourself from false accusations.

1- Do not abuse or misuse your authority.

2- Do not violate the Code of Conduct of your national military or the UN.

3- Do not visit areas where SEA activities are being practiced. Stay out of places that are designated as off-limits / out of bounds to UN personnel.

4- Do not engage in acts of SEA with the local community, especially women and children.

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18 Adapted from the United Nations Department of Peacekeeping Operations: “United Nations Awareness Campaign: Pamphlet on Sexual Exploitation and Abuse.”
EXERCISE 2:

The following are stories involving cases of SEA. You should identify the type of violation presented in each story.

1. Ahmed is responsible for guarding one of the schools that had previously been attacked by armed groups. He was able to maintain a good relationship with the children at school and has often played soccer with them in a deserted area in front of the school. Sometimes, he would take a few children after the soccer game and ask them to do sexual acts in exchange for sweets and new clothes. He justifies his behavior by saying that the children do not seem to mind, and that he is helping them out.

Violation: .................................................................
2. Samuel drives one of the UN vehicles. One day, as he was crossing the borders, he learned about a human trafficking network for prostitution. He thought of earning money on the side, so he made a deal with some traffickers to provide transportation for the kidnapped girls in exchange for money.

Violation:

3. Hassan is responsible for patrolling. On several occasions, he was seen harassing women verbally and sexually. One day, an old man approached him and threatened to report him to the UN. Hassan shouted, “You can’t do anything, I have immunity.”

Violation:
4. Jason was out with his colleagues in one of the bars in town. Halfway through the night, he felt dizzy and decided to go out alone for a walk around the bar. He was approached by a local woman who threatened to report him to the local police for rape should he refuse to give her money. Jason decided to give her money, because there were ongoing investigations of SEA committed by peacekeepers and he was afraid that the woman would carry out the threat.

Violation:  

Check Annex for answers
SECTION THREE: CONSEQUENCES OF SEA

It is important to remember that your actions as a peacekeeper affect the communities you are entrusted to protect, yourself, your mission, as well as the whole enterprise of peacekeeping.

3.1 VICTIMS/SURVIVORS

SEA can have fatal consequences, including suicide or injury related death, and its perpetrators may commit homicide.\(^{19}\) SEA harms victims physically, psychologically, and economically.\(^{20}\) Physical harm can include fractures and bruises, disability, gastrointestinal disorders, serious disorders and permanent damage to reproductive systems, infertility, pregnancy complications, miscarriage, unwanted pregnancy, sexual dysfunction, and sexually transmitted diseases including HIV/AIDS.\(^{21}\) Victims/survivors of SEA also suffer psychologically, emotionally and socially.

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\(^{20}\) Ibid, 189.
\(^{21}\) Ibid.
They can experience depression and anxiety, eating and sleep disorders, feelings of shame and guilt, phobias and panic disorders, poor self-esteem, post-traumatic stress disorder, suicidal behavior and self-harm, or unsafe sexual behavior. Furthermore, they also face harm that impacts their livelihood and connections to their community, including rejection and isolation from family, stigmatization from community, poor job performance, loss of job, inability to care for family, dependency on social services, or arrest and detention by police.\textsuperscript{22}

\textsuperscript{22} Ibid.
3.2 HOST POPULATION

People in the host nation look to peacekeepers for protection and security. After all, peacekeepers are deployed to help the local population recover from the trauma of conflict. Acts of SEA erode trust and confidence in the mission and the UN. They compound the difficulties faced by the host population, and can trigger further violence.
3.3 PEACEKEEPING MISSION

Proper conduct is crucial for the operational effectiveness of peacekeeping. Any form of misconduct – minor or serious – can undermine the implementation of peacekeeping mandates. Allegations of SEA in particular generate hostility towards peacekeepers, which can in turn threaten the security of all peacekeepers. There are reports that peacekeepers involved in SEA were subject to blackmail and retaliation from community members. This, by extension, can have other security implications for the whole peacekeeping mission.
3.4 TROOP CONTRIBUTING COUNTRIES

The recent report of the UN Secretary-General on Special Measures for Protection from SEA\textsuperscript{23} was the first to name contributing countries with records of SEA. This can have profound negative reputational effects on troop contributing countries, and can even compromise a country’s future engagement in peacekeeping missions.

\textsuperscript{23} UN General Assembly, Special measures for Protection from Sexual Exploitation and Sexual Abuse: Report of the Secretary-General, A/69/779, 13 February 2015. Available at: http://www.refworld.org/docid/5506924c4.html
3.5 THE UN

Allegations of SEA in peacekeeping missions seriously undermine the credibility of the UN as an organization whose stated purpose is to maintain international peace and security. Such behavior has largely overshadowed the important work that dedicated peacekeepers do on the ground, and diverted management, time, and resources away from mandate implementation.24 Recently, the UN Security Council has taken concrete measures to enhancing the accountability, transparency and integrity in peacekeeping missions. This is evidenced by the adoption of resolution 2272, demanding the replacement of contingents from countries failing to hold perpetrators accountable for sexual exploitation/abuse.25 Equally important is the ongoing work of the Special Committee on Peacekeeping (C34) of the General Assembly in this regard.

SECTION FOUR: REPORTING AND INVESTIGATION MEASURES

The UN has established reporting, investigation and accountability measures for its entire staff. Peacekeepers should be aware of the required procedures for reporting and investigating SEA cases. Complaints, allegations or even rumors of SEA should be taken very seriously and reported through the appropriate channels. Those who report SEA are protected from retaliation and may also make reports anonymously.26

All peacekeepers have a duty to prevent, combat and report SEA. Your silence works in favor of the perpetrators.

“If you see something, say something.”

4.1 REPORTING SEA

If there are any suspicions, concerns, rumors or complaints regarding SEA by UN personnel – military, police or civilian – peacekeepers have a duty to immediately report through any of the following channels:

Conduct and Discipline Teams (CDT) or Conduct and Discipline Focal Points

In most peacekeeping missions there is a conduct and discipline team (CDT). The CDT has oversight of the handling of allegations of misconduct, which entails receiving, assessing and referring misconduct allegations to appropriate investigation authorities. They also maintain all relevant information and records on misconduct and initiate remedial action.²⁷

The Head of the Military Component

Peacekeepers’ may also report allegations of SEA through the UN chain of command (i.e. report to your supervisor/commander).

1. Peacekeeper
2. Commander of National Contingent
3. Force Commander
4. Conduct & Discipline Team

The UN Office of Internal Oversight Services

The UN Office of Internal Oversight Services is an independent body in charge of investigating allegations of misconduct by UN personnel.

Reporting Hotline

Some missions may have established hotlines for reporting all sorts of misconducts/allegation(s).
REMEMBER

When possible be specific and report: Who was involved? What happened? Where did it happen? When did it happen?

Proof is not a requirement for reporting SEA. Report promptly if you have any “concerns or suspicions” and do not try to find out if the allegation is actually true; this should be left to the investigation team.\(^\text{28}\)

Reports should be made in good faith. If the allegation later proves to be untrue, you will not face repercussions if you reported in good faith.\(^\text{29}\)

Reports can also be made anonymously, meaning that you do not have to provide your name. In such cases, however, sufficient detail must be provided to allow for independent investigation of the allegation.\(^\text{30}\)

Note: UN staff is protected against retaliation for reporting misconduct and cooperating in investigations.


Yasser is in charge of patrolling a residential area.

While on duty, he noticed a fellow peacekeeper behind the bush with a young girl.
Although Yasser did not see any act of SEA, he grew suspicious when he saw the girl running away in distress.

Yet, Yasser chose not to report his fellow peacekeeper, as he was not sure whether or not an act of SEA was actually committed.

**Key Message:**

It is not your responsibility to find out whether an act of SEA was actually committed. If you suspect that a UN personnel is engaged in SEA, you are required to report them.
STORYLINE 2:
“REPORT IN GOOD FAITH”

Osama had a verbal dispute with Essam from another military contingent over a soccer game.

Ever since, Osama has voiced his concern over this peacekeeper’s behavior on several occasions.
One day, he reported to his supervisor that he had seen Essam forcing a girl to have sex with him.

The investigation later concluded that SEA did not occur, and Osama had in fact reported a false accusation.

Key Message:

You have a duty to report in good faith. You may be liable to disciplinary action if you make an allegation in bad faith.
There are standardized procedures for carrying out SEA investigations. The investigation procedures can differ depending on the category of the accused peacekeeper (civilian – police – military).

For members of a national military contingent:

The contributing country has the primary responsibility to investigate acts of serious misconduct committed by members of its contingent.

Peacekeepers have a duty to cooperate with investigations into SEA. This includes allowing the investigators to hold all necessary interviews and providing any evidence that could assist the investigation.

You are obligated to cooperate with investigations into SEA.
MOCK INVESTIGATION PROCEDURES

To better understand the investigation process, assume, that there is an allegation against a peacekeeper from country X. He is accused of rape.

1. Inform country X

If there is some credible evidence of the alleged misconduct, the UN will immediately report to the government of country X. The UN requests that the government of X notify the UN within ten working days if it intends to investigate.\(^{31}\)

2. Fact-finding proceedings

Depending on the responsiveness of the government of country X, the UN shall initiate preliminary fact-finding and investigative proceedings.

3. Administrative investigation

If country X does not get back to the UN within the ten working days limit, or if it has declined to investigate, the UN can start its own investigation without delay.\(^{32}\)

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\(^{32}\) Ibid
If during the ten working days, country X expresses its intention to investigate, it is requested to send national officers to carry out the investigation.\textsuperscript{33} The UN will immediately provide the national investigation officers with all the findings and evidence collected. Under the new directives of the UN Secretary-General, troop contributing countries are now committed to a six-month timeline for completing the investigation. The UN is required to extend financial, administrative and logistical support to the national investigation officers to facilitate their work.

4. Outcome of investigation and prosecution

If the allegations are corroborated, the accused peacekeeper will be repatriated and disciplinary action will be taken against him as defined in his national law or relevant disciplinary code.

Country X is required to report back to UNHQ within 12 months on the outcome of the investigation and the disciplinary actions taken.\textsuperscript{34}


\textsuperscript{34}United Nations Department of Peacekeeping Operations: “United Nations Awareness Campaign: Pamphlet on Sexual Exploitation and Abuse”
THE FOLLOWING IS A CASE OF BEST PRACTICE:

“In January 2016, allegations of sexual assault of an adult by a member of a military contingent deployed to the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) were referred to the national authorities. The national authorities completed the investigation in less than one month, and the allegation of attempted sexual assault was substantiated. A court martial was conducted and the sanction of five years imprisonment was imposed.” 35

The commander of Salah’s contingent reported to the force commander.

The (national or UN) investigation team has collected all necessary evidence about the allegation.

Four days later, the UN received a reply from the government indicating that they will send three national investigation officers to start the investigation.

The accused peacekeeper faced court-martial; he was sentenced to five years of prison.

The UN communicated with the government of the accused person about the allegation.
Salah calmed her down and informed her that he will take the necessary steps to hold the perpetrator accountable for his crime.

The national investigation officers – with the assistance of UN staff – met with the accused peacekeeper, the commander of the contingent, and the child and his mother.

The accused peacekeeper was repatriated from the mission.

Salah talked with the woman and tried to understand more about the situation.

The government has sent a report to the UN with the outcome of the investigations and the disciplinary measures taken against the accused peacekeeper.

Salah reported to the commander of his national contingent what the mother told him.

The force commander raised a report to the CDT.
SECTION FIVE: FINAL REMARKS

To most people, peacekeeping invokes an image of brave military personnel deployed to dangerous and complex environments to maintain peace and protect the most vulnerable populations around the world. You should therefore take pride in your work because you contribute directly to saving lives and improving the livelihood of people living in conflict-ridden countries. This necessarily includes upholding the highest standards of ethics and encouraging proper conduct in mission.

Serving in a peacekeeping mission is a great privilege and opportunity for you to learn and develop your skills, so make the best out of it. But more importantly, carry out your duties and responsibilities with integrity, professionalism and make your country proud.
ANNEX

The answers to each exercise are included in this part. You should check your answers against the solutions for each exercise.

EXERCISE 1

1. **True:** Rashid committed sexual abuse, as he forced Tafida to have sex with him.

2. **False:** Badr violated Rule 1: Sexual activity with children – persons under the age of 18 – is prohibited regardless of the age of majority or age of consent locally. Asking children for sexual favors is prohibited, even if they express concern.

3. **False:** Ahmed violated the UN Standards for the Prohibition of SEA since he is implicated in SEA. Peacekeepers have a responsibility to prevent SEA and support proper conduct.

4. **True:** James violated the UN Standards for the Prohibition of SEA by soliciting prostitution.

EXERCISE 2

1. **Violation:** Sexual activity with children – persons under the age of 18 – is prohibited regardless of the age of majority or age of consent locally.

2. **Violation:** Human trafficking of people for prostitution.

3. **Violation:** Verbal and sexual harassment.

4. **Violation:** No violation,

**Note:** To avoid such false accusations, it’s important to act responsibly and stay in-group while present outside of the UN compound.
1. Salah talked with the woman and tried to understand more about the situation.
2. Salah calmed her down and informed her that he will take the necessary steps to hold the perpetrator accountable for his crime.
3. Salah reported to the commander of his national contingent what the mother told him.
4. The commander of Salah’s contingent reported to the force commander.
5. The force commander raised a report to the CDT.
6. The UN communicated with the government of the accused person about the allegation.
7. Four days later, the UN received a reply from the government indicating that they will send three national investigation officers to start the investigation.
8. The national investigation officers – with the assistance of UN staff – met with the accused peacekeeper, the commander of the contingent, and the child and his mother.
9. The (national or UN) investigation team has collected all necessary evidence about the allegation.
10. The accused peacekeeper was repatriated from the mission.
11. The accused peacekeeper faced court-martial; he was sentenced to five years of prison.
12. The government has sent a report to the UN with the outcome of the investigations and the disciplinary measures taken against the accused peacekeeper.