

## **SGTM 5 E: SEXUAL EXPLOITATION AND ABUSE IN A PEACEKEEPING CONTEXT**

The Standard Generic Training Module (SGTM) 5 E deals with sexual exploitation and sexual abuse in a peacekeeping context.

The 5<sup>th</sup> Module groups together a number of sub-modules that all deal with the conduct and behaviour expected of individual peacekeepers while serving in a UN peacekeeping operation. The other sub-modules are on Cultural Awareness, Gender and Peacekeeping, Code of Conduct and Child Protection and Human Trafficking.

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### **Background**

Sexual exploitation and abuse by UN peacekeepers, whether military, civilian police or civilian, is a long-standing problem. However, the issue gained world-wide attention in early 2002 when allegations of widespread sexual exploitation and abuse of refugee and internally displaced women and children by UN peacekeepers and humanitarian workers in West Africa highlighted the vulnerability of these populations in conflict and post-conflict situations. Subsequent investigations underscored the apparent absence or failure of systems for protection from and monitoring of sexual exploitation and abuse committed by peacekeepers and aid workers, and the lack of avenues for recourse for victims when such exploitation or abuse is threatened or occurs.

The media and human rights organisations in particular have documented UN peacekeeper involvement in sexual exploitation and abuse including human trafficking in peacekeeping operations ranging from those of Bosnia Herzegovina and Kosovo in the Balkans to Timor-Leste in South-east Asia and the Democratic Republic of Congo in Africa. Between May and September 2004, in one town in the Democratic Republic of Congo alone, a total of 72 allegations were received of UN peacekeeper (both military and civilian) involvement in sexual exploitation and abuse perpetrated against the local population. Between 1 January 2004 and 3 May 2005, UN investigations into allegations of sexual exploitation and abuse were completed against 147 civilian, civilian police and military peacekeeping personnel.

As a result of such allegations, the Special Committee on Peacekeeping Operations (C-34) of the General Assembly recommended, in its regular session in February 2005, that

the Secretary-General submit a comprehensive report with recommendations on sexual exploitation and abuse by UN peacekeeping personnel at an extraordinary session of the C-34. This resumed session was held from 4-8 April 2005 to discuss the report (A/59/710) prepared by the Secretary-General's Adviser on Sexual Exploitation and Abuse, Prince Zeid Ra'ad Al Hussein, Permanent Representative of Jordan or "Zeid report".

One of the key outcomes of the C-34 resumed session was Member State endorsement of the standards of the 2003 bulletin on sexual exploitation and abuse (ST/SGB/2003/13) as the accepted standard of conduct for all categories of peacekeeping personnel (civilian, civilian police and military).

UN peacekeepers are present in a host country to help promote peace and stability and often, more specifically, to support the re-establishment of a functioning government and the rule of law. Their personal behaviour must therefore mirror this goal. It is essential that all personnel serving in a UN peacekeeping operation, whether military, civilian police or civilian personnel, have an understanding of the UN standards of conduct with regard to sexual exploitation and abuse including human trafficking. They should be aware of the UN zero-tolerance policy against any involvement, direct or indirect, in such acts and of the administrative and disciplinary measures that may be taken against any individual found responsible for such conduct. Lastly, UN peacekeepers need to understand their roles and responsibilities in preventing and responding effectively to sexual exploitation and abuse of the local population.

### **Aim**

The aim of this module is to provide peacekeepers with an understanding of what is sexual exploitation and abuse and the destructive consequences of such acts for victims, UN peacekeepers and peacekeeping operations, and for the reputation and credibility of the United Nations as an institution.

They must be fully aware of the UN zero-tolerance policy and standards of conduct on the subject as well as the responsibility of peacekeepers to uphold those standards. They should also be fully aware of the disciplinary and administrative measures that will be taken against individuals found responsible for violations of those standards. Lastly, they should understand the individual responsibilities of all personnel to prevent and respond to sexual exploitation and abuse.

### **Scope**

This training module is designed for use with the following audiences:

- Military members of national contingents;
- Military observers, military liaison officers and military staff officers;
- Civilian police personnel and formed police units;
- UN Volunteers;
- UN international peacekeeping personnel on 100, 200 and 300 series contracts;
- UN national peacekeeping personnel ;

- UN consultants, individual and corporate contractors.

A “UN peacekeeper” is used in this context to include military, civilian police and civilian personnel working for peacekeeping operations.

### **Learning Outcome and Assessment Criteria**

At the completion of the module, the peacekeeper should be able to:

- Describe what constitutes sexual exploitation and abuse
- Outline the UN policies on standards of conduct concerning sexual exploitation and abuse
- Describe what is prohibited behaviour
- Explain the impact of misconduct on peacekeeping operations and host population
- List the consequences for individuals and the mission if mission personnel are directly or indirectly involved in this form of misconduct
- List the main responsibilities of personnel and managers /staff officers to prevent and respond to sexual exploitation and abuse
- Identify who is the peacekeeping operation’s Focal Point on Sexual Exploitation and Abuse and the Alternate(for training in mission area)

The following syllabus outline is intended for a three hour time period divided into three 50 minute sessions. It is suggested that the first two sessions address the presentation and the final session of 50 minutes be allocated for review and discussion of the case studies. If necessary, the instructor should adapt the time allocated to this Module in accordance with national training requirements.

### **Standard Syllabus Outline**

- Introduction and pre-test
- What is sexual exploitation and abuse, including human trafficking
- UN policy and standards of conduct on sexual exploitation and abuse
- Impact of sexual exploitation and abuse
- Consequences of sexual misconduct
- Responsibilities of all peacekeeping personnel
- Case studies on sexual exploitation and abuse
- Post-test
- Summary

### **Notes on Training Methodology**

#### *Pre-training Preparations*

Participants should have received the following two documents during the “SGTM 5 A Code of Conduct” session, and should be requested to bring them to this training session:

- “Ten Rules – Code of Personal Conduct for Blue Helmet”;

- Secretary-General's Bulletin on "*Special measures for protection from sexual exploitation and sexual abuse*" (ST/SGB/2003/13).

These documents should be provided to participants in their mother tongue, wherever possible. If participants have not received these two documents prior to this module, the documents should be distributed during this training session. In addition, the following materials should also be available prior to this session.

- Six posters on sexual exploitation and abuse available in four languages (English, French, Spanish, Arabic) to be displayed in the training room/area
- Brochures on sexual abuse and exploitation and trafficking, available in six UN languages
- Human trafficking resource package and/or cd rom

Distribution of your Mission's mandate may also prove relevant if language in the mandate can support your training efforts. For example, Resolution 1590 (2005) for the UN Mission in Sudan (UNMIS) provides the following:

"Requests the Secretary-General to take the necessary measures to achieve actual compliance in UNMIS with the United Nations zero-tolerance policy on sexual abuse and exploitation, including the development of strategies and appropriate mechanisms to prevent, identify and respond to all forms of misconduct, including sexual exploitation and abuse, and the enhancement of training for personnel to prevent misconduct and ensure full compliance with the United Nations code of conduct...."

### *Sequencing*

The module should preferably be delivered after "STGM 5 A Code of Conduct", which provides information on standards of conduct with regard to all aspects of personal behaviour, not only sexual behaviour.

### *Facilitators*

This is a subject that should be taught by a two-person team composed of a male and a female instructor to encourage questions and participation from both male and female participants. Wherever possible, at least one of the instructors should have peacekeeping experience including some managerial experience of dealing with cases of sexual exploitation and abuse, preferably in a UN peacekeeping context, and awareness of gender issues.

It is recommended that a senior official attend the start of this session and send a strong message underlining the importance of this subject for UN peacekeeping.

### *Methodology*

The following are recommended guidelines for facilitators of the session:

**Interactive.** The course is best taught in an interactive discussion format, with participation by all participants strongly encouraged. The course aims to raise awareness of the issue of sexual exploitation and abuse, impact and expected behaviour. This is one

part of an overall strategy aimed at modifying personal behaviour and internalizing UN standards of conduct, which in some cases may differ significantly from what is expected of peacekeepers in their home countries or cultures. Questions should be encouraged and different perspectives debated.

**“Ground Rules.”** Delivery will require being sensitive of the issues and attitudes surrounding sexual exploitation and abuse in the mission that may arise out of moral, personal, cultural, and organizational factors. The topic is a sensitive issue and can generate strong emotional reactions from participants as many people have personally experienced abuse, including sexual violence, or are close to someone who has. The facilitator needs to acknowledge this, but stress that **this is not a session for personal disclosure, to blame people or identify perpetrators**. However, the facilitator should have a plan for how to respond should someone become upset – eg offering the names of individuals or services that could be consulted later, and/or temporarily halting the workshop.

**Partnership in delivery.** The facilitator needs to consider how to build partnership among presenters and collaborate with colleagues in mission (civilian police, military, civilians, Personnel Conduct Officers) when delivering this training, as well as collaborating with partners beyond the mission such as NGOs, UN agencies, local experts and respected leaders. As the module has been designed for use with military, civilian police and/or civilian participants, the content should therefore be tailored to suit the particular audience.

**UN standards of conduct:** The facilitator needs to ensure during the discussions and debate on sexual exploitation and abuse that participants understand that the UN has clear standards of conduct on sexual exploitation and abuse that all peacekeeping personnel must adhere to whilst on assignment with the UN, regardless of their personal or national beliefs, norms and laws.

**Illustrative examples and case studies** are provided, however, these can be adapted to suit the cultural background of the audience and the peacekeeping context concerned. Case studies should highlight specific behaviour prohibited by the Secretary-General’s (SG’s) Bulletin or make direct references to its prohibitions to build upon the workshop provided. It is common for the case studies to be the most instructive as they provide participants with an opportunity to actively report their findings on each scenario to the group.

## *Teaching Materials*

### Facilitator's Materials:

1. Case studies: *Scenarios covering prohibited acts of Sexual Exploitation and Sexual Abuse for the various categories of United Nations personnel*
2. Additional sexual exploitation and abuse case studies
3. Proposed Session Timeline Guide
4. *Frequently Asked Questions*

### *List of Handouts*

The following materials are intended for distribution to all participants throughout the session.

1. Pre-session test on sexual exploitation and abuse
2. *Ten Rules - Code of Personal Conduct for Blue Helmets*
3. DPKO brochures on sexual exploitation and abuse (in relevant languages)
4. Secretary-General's Bulletin on *Special measures for protection from sexual exploitation and sexual abuse* (ST/SGB/2003/13)
5. Case studies: *Scenarios covering prohibited acts of Sexual Exploitation and Sexual Abuse for the various categories of United Nations personnel* (without explanation of why an act constitutes misconduct)
6. Case studies: *Scenarios covering prohibited acts of Sexual Exploitation and Sexual Abuse for the various categories of United Nations personnel* (with explanation of why an act constitutes misconduct)
7. Additional DPKO case studies
8. Terms of Reference for in-country Focal Point on Sexual Exploitation and Abuse

Magazine or newspaper articles on this topic (for example media reports concerning allegations of abuse by UN peacekeepers) may also be useful in bringing the message across. Personal testimonies by men and women from different countries that have examples of sexual exploitation and abuse including human trafficking in a peacekeeping context can illustrate some of the messages conveyed by this module and may also further enhance the learning experience. The case studies provided will be starting point for such discussions.

The host country or the contributing nation may have a policy on sexual exploitation and abuse and human trafficking and a 1-2 page summary should be handed out to participants in addition to the UN standards on the subject and other related references.

## List of Reference Materials

The following materials are available for the facilitator's reference and are optional for distribution to participants.

*Secretary-General's Bulletin on Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)*

*Report of the Special Committee on Peacekeeping Operations and its Working Group on the 2005 resumed session (A/59/19/Add.1).*

*A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710). (English)*

Chinese  
Russian  
French  
Spanish  
Arabic

*Investigation by the Office of Internal Oversight Services into allegations of sexual exploitation and abuse in the United Nations Mission in the Democratic Republic of Congo (A/59/661).*

*Investigation into sexual exploitation of refugees by aid workers in West Africa (A/57/465).*

General Assembly Report 57/465 on *Investigation into sexual exploitation of refugees by aid workers in West Africa*: Note by the Secretary-General's 11 October 2003.

*Report of the Secretary-General on Special measures for protection from sexual exploitation and abuse (A/59/782).*

*We Are United Nations Peacekeepers (scanned copy of pocket card)*

*Observance by United Nations Forces of International Humanitarian Law (ST/SGB/1999/13).*

*Compilation of Guidance and Directives on Disciplinary Issues of Personnel Serving in United Nations Peacekeeping and Other Field Missions (also referred to as the DPKO Disciplinary Directives):*

*Public Information guidelines*  
*CivPol Directives*  
*UNMOs Directives*  
*Undertaking by CivPol Officers*  
*Undertaking for UNMOs*  
*Directive on Sexual Harassment*  
*UN Charter*

*TOR for Personnel Conduct Officer*  
*Code of Conduct pocket card (scanned copy)*  
*Military Directives*

DPKO Implementation Guidelines for the ST/SGB/2003/13.

Model Information Sheet for Local Communities.

Model Complaints Referral Form.

Terms of Reference for in-country Focal Point on Sexual Exploitation and Abuse.

Terms of Reference for in-country Networks on Sexual Exploitation and Abuse.

DPKO Policy on Human Trafficking: *Human Trafficking and United Nations Peacekeeping – DPKO Policy Paper (March 2004)*.

*Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*, supplemental to the United Nations Convention against Transnational Organized Crime.

Recommended Principles and Guidelines on Human Rights and Human Trafficking: Report of the United Nations High Commissioner for Human Rights to the Economic and Social Council (2002)



## Module Content

### 1. Structure of the Presentation

#### Activity:

- Inform the students of the structure, duration and outcomes of the sessions
- Highlight the methodology, i.e. interactive, active participation by all
- Establish the ground rules at the outset of the session (respect all opinions, confidentiality)

#### Slide Content:

**Slide 1/2**

Learning Outcomes	Learning Outcomes
<ul style="list-style-type: none"><li>• Describe what constitutes sexual exploitation and abuse</li><li>• Outline the UN policies on standards of conduct concerning sexual exploitation and abuse</li><li>• Describe what is prohibited behaviour</li><li>• Explain the impact of misconduct on peacekeeping operations and host population</li></ul>	<ul style="list-style-type: none"><li>• List the consequences for individuals and the mission if mission personnel are directly or indirectly involved engaging in this form of misconduct</li><li>• List the main responsibilities of personnel and managers /staff officers to prevent and respond to sexual exploitation and abuse</li><li>• Identify who is the peacekeeping operation's Focal Point on sexual exploitation and abuse</li></ul>

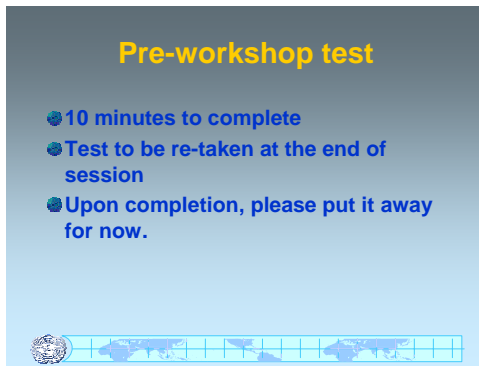
## 2. Pre-workshop test

### Activity:

- Distribute pre-workshop test to all participants
- Provide 10 minutes for completion of the test
- State that aim of test is to quickly assess your current awareness of UN policy regarding sexual exploitation and abuse. The test will be given again at the end of the workshop to assess your understanding of the session.
- Have participants set their test aside after completion

### Slide Content

### Slide 3



### Frequently Asked Questions

- Is this test confidential?

Yes, do not put your name on this test. It is not to be circulated or shared except to highlight general areas of awareness among training participants. All responses will remain confidential. This test and the one delivered at the end of the session will be collected at the end of the session to measure your understanding of the module.

### **3. What is Sexual Exploitation and Abuse - Perceptions?**

#### **Required:**

- Flip Chart, markers

For Uniformed Personnel:

- “*Ten Rules - Code of Personal Conduct for Blue Helmets*”
- ST/SGB/199/13 on *Observance by United Nations Forces of International Humanitarian Law* (Reference 5, paragraph 7)
- *We Are United Nations Peacekeepers* (Reference 4)
- ST/SGB/2003/13

#### **Activity:**

- Ask participants to provide examples or definitions of sexual abuse and sexual exploitation from their own experience, either in their home country or in a peacekeeping operation.
- Record inputs on the flip chart.

Some examples of sexual exploitation and/or sexual abuse:

- Providing assistance or aid of any kind, including food, clothing, lodging, in exchange for sexual favours; or
- Threatening to withhold assistance or aid of any kind in exchange for sexual favours; or
- Buying sex from prostitutes, even where prostitution is legal in the host country.
- Forcing a young boy to engage in sexual acts; or
- Rape.

If military personnel, highlight:

- “*Ten Rules - Code of Personal Conduct for Blue Helmets*”

Paragraph 4: “Do not indulge in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or United Nations, especially women and children.” If uniformed personnel do not have this card, it should be handed out during this training session (Handout 1).

- ST/SGB/199/13 on *Observance by United Nations Forces of International Humanitarian Law* (Reference 5, paragraph 7)
- *We Are United Nations Peacekeepers* (Reference 4)
- ST/SGB/2003/13

#### **Slide Content:**

#### **Slide 4**



## Frequently Asked Questions

- “Sexual exploitation and abuse is a problem that exists primarily in the Democratic Republic of Congo. It is not likely to happen in my mission.”

Sexual exploitation and abuse, in a variety of different forms, have been found to exist to a greater or lesser extent in all missions. Regardless of your perceptions of the problem in your mission or the likelihood for it to occur, all peacekeeping personnel have an obligation to create and maintain an environment that prevents sexual exploitation and abuse and to uphold the standards of conduct.

- Is the solicitation of a prostitute also a violation of the Secretary-General’s Bulletin (ST/SGB/2003/13)?

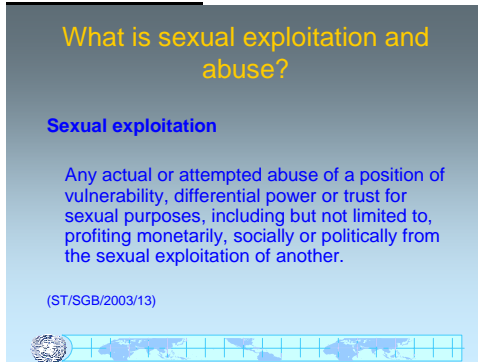
Yes, the definition of sexual exploitation refers to actual or attempted abuse and thus includes solicitation.

#### 4. What is Sexual Exploitation and Abuse - *Definitions*

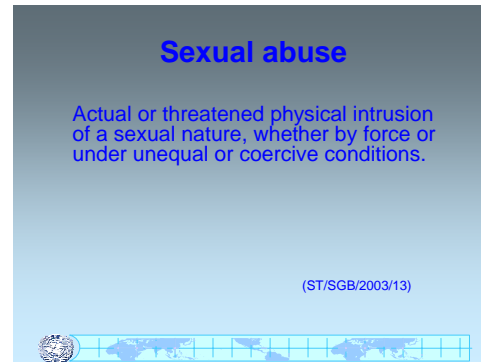
##### Activity:

- Ask a volunteer participant to read the definitions.
- Explore definitions with potential questions provided below
- Post these key definitions in a visible area at the outset of the training for easy reference throughout discussion.

##### Slide Content:



##### Slide 5/6



##### Frequently Asked Questions:

- Is it possible to enforce a prohibition on sexual activity with prostitutes? Is it realistic to have such strict rules on sexual conduct? How will the UN be able to enforce them?

Strictly upholding the UN standards of conduct is both realistic and necessary, including the prohibition against buying sex with prostitutes. The mission has an effective detection and enforcement system in place with investigations being stepped-up across all missions. Standards of conduct are now being applied and colleagues involved in sexual abuse and exploitation are facing disciplinary action.

Just remember, “people talk” even when you don’t think they will. This includes people in the local community, people in the mission and others in the international community. Increasing awareness of the UN’s determination to take action to prevent such abuses, will further encourage reporting and prevention.

## **5. Standards of Conduct**

### **Required for distribution:**

The Secretary-General's Bulletin on *Special measures for protection from sexual exploitation and sexual abuse* (ST/SGB/2003/13, section 1)

### **Activity:**

- Explain Standards of Conduct regarding sexual exploitation and abuse: what is prohibited behaviour and what is strongly discouraged.
- Highlight SG bulletin *Special Measures for protection from sexual exploitation and sexual abuse*. ST/SGB/2003/13 Questions and answers. (Note: These will be examined further in case studies)

### **Talking Points:**

#### Prohibited conduct:

All sexual exploitation and abuse is prohibited. Some specific standards include:

1: 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 defence. The UN considers a person under 18 years of age as a child.

[This prohibition will not, however, be applied where a member of the peacekeeping operation is legally married to someone under the age of 18 but over the age of majority or consent in their country of citizenship (section 4.4 of the bulletin). The legality of a marriage is to be determined by reference to the law of nationality of the member of the peacekeeping operation. So if peacekeeper X marries a local woman Y, the legality of the marriage is determined by reference to the law of nationality of peacekeeper X and not of the local woman Y.]

2: Exchange of money, employment, goods or services for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour, is prohibited. This includes any exchange of assistance that is due to beneficiaries of assistance. Buying the services of prostitutes (exchanging money for sex) is therefore prohibited conduct.

#### Strongly discouraged conduct is:

3: Sexual relationships between UN peacekeeping personnel and beneficiaries of assistance, since they are based on inherently unequal power dynamics, undermine the credibility and integrity of the work of the United Nations and are strongly discouraged.

\* In peacekeeping operations, beneficiaries of assistance refers to the entire local population in the host country.

\*Sexual exploitation and sexual abuse are forms of serious misconduct, and have always been unacceptable behaviour and prohibited conduct for the UN.

Sexual relationships between UN peacekeeping personnel and beneficiaries of assistance are strongly discouraged because they are based on inherently unequal power dynamics.

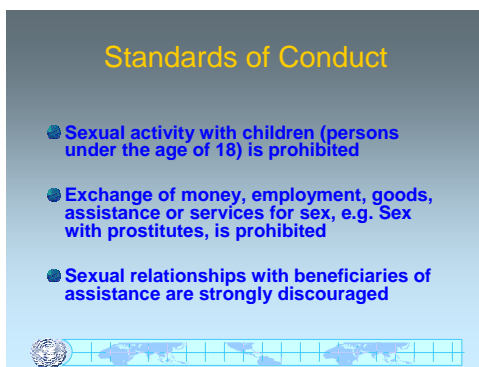
UN peacekeeping personnel have money, food and shelter whereas the local population is often very vulnerable and does not have easy access to these essentials. Because of the risk of sexual exploitation occurring between UN peacekeeping personnel and beneficiaries, these relationships are strongly discouraged. If a sexual relationship does involve an abuse of a position of vulnerability, differential power, or trust then it is sexual exploitation and prohibited. UN personnel are expected to uphold the highest standards of conduct and demonstrate good judgment. Even the perception of sexual exploitation and abuse can result in damage to the credibility of the individual and the mission.

\*The Member States have endorsed these standards on sexual exploitation and abuse as a uniform standard that all UN personnel are expected to uphold. All personnel, including local personnel of missions, are expected to uphold these common standards.

\*Note that where national standards of conduct for military and civilian police personnel differ from UN standards of conduct (i.e. are higher or lower), the UN standards are used as a minimum standard.

### **Slide Content:**

### **Slide 7**



### **Frequently Asked Questions (FAQ)**

- Aren't the rules on SEA an intrusion into my private life? Isn't what I do in the privacy of my own home, or outside of office hours, my own business?

When you are serving on a UN peacekeeping mission, you are a representative of the organization during your free time as well as during your working day. You do not have the same freedoms in your "private life" as you do when you are in your home country or working for another organization. You accept this when you accept the job. You are held to a very high and very strict standard of conduct because in the environment of a peacekeeping mission in a war-ravaged society - your behavior, both professional and personal, is always associated with and reflects on the image of the mission.

- Is sexual abuse and exploitation a type of serious misconduct?

Yes. The DPKO Disciplinary Directives provide that serious misconduct includes any violation of the policies on sexual exploitation and abuse or any action that results in or is likely to result in serious damage or injury to an individual or to the mission.

- What does it mean that sexual activity with beneficiaries is “strongly discouraged”?

In peacekeeping operations, beneficiaries of assistance refers to the entire local population in the host country. Sexual relationships between UN peacekeeping personnel and beneficiaries of assistance are strongly discouraged because they are based on inherently unequal power dynamics. UN peacekeeping personnel have money, food and shelter whereas the local population is often very vulnerable and does not have easy access to these essentials. Because of the risk of sexual exploitation occurring between UN peacekeeping personnel and beneficiaries, these relationships are strongly discouraged. If a sexual relationship does involve an abuse of a position of vulnerability, differential power, or trust then it is sexual exploitation and prohibited. UN personnel are expected to uphold the highest standards of conduct and demonstrate good judgment. Even the perception of sexual exploitation and abuse can result in damage to the credibility of the individual and the mission.

- What is the difference between sexual exploitation and abuse and sexual harassment?

Sexual harassment is defined as any unwelcome sexual advance, request for sexual favours or other verbal or physical conduct of a sexual nature, when it interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment. It is particularly serious when behaviour of this kind is engaged in by any official who is in a position to influence the career or employment conditions (including hiring, assignment, contract renewal, performance evaluation or promotion) of the recipient of such attentions.

Examples of sexual harassment may include pornography on a colleague’s computer screen, calendar with nudity in common office areas, comments about a colleague’s physical appearance.

Not all sexual harassment involves an abuse of a position of vulnerability, differential power or trust or the actual or threatened physical intrusion of a sexual nature. If it does, it also constitutes sexual exploitation or sexual abuse. Sexual harassment and sexual exploitation and sexual abuse are all considered serious misconduct. All three should be reported. The person reporting does not have to specify which category the conduct falls into.



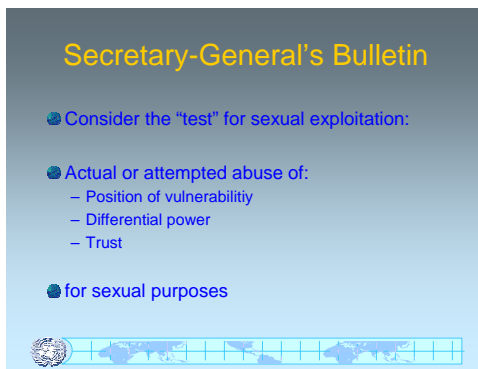
## **6. Standards of the Secretary-Generals' Bulletin**

### **Activity:**

- Review the key elements of determining exploitation as per the SG's Bulletin.
- Stress the determination for sexual exploitation is the actual or attempted **abuse** of:
  - Position of vulnerability
  - Differential power
  - Trust .....for sexual purposes.

### **Slide content:**

### **Slide 8**



### **Frequently Asked Questions**

- So you are saying no sex with prostitutes and no sex with under 18 year olds – then is it OK to have sex with a national who does not fall under the previous categories and she/he consents?

The focus is not on the individual or even whether there is consent, but on the nature of the relationship. You can have a non-exploitative relationship where there is a power difference, it is the abuse that makes it exploitative. If the relationship is an abuse of a position of vulnerability, differential power or trust for sexual purposes, it is sexual exploitation and is prohibited.

- Does the SG's Bulletin apply outside my duty station/mission country? Does it apply when I travel for work to New York or Europe, or to a neighboring country?

Yes, the SG's Bulletin applies to all peacekeeping personnel at all times, wherever they are, for as long as you are on assignment with the United Nations. As long as you are working for the UN, you are expected to abide by its conditions of employment and policies, including the SG's Bulletin. Your behavior always reflects on the United Nations.

- What is wrong with having sex with a prostitute if the person is an adult and consents fully to it? I'm not harming anyone and in my home country/culture as well as the mission country/culture, prostitution is legal and using the services of prostitutes is accepted.

There is one standard of conduct for UN personnel regardless of what country or culture they are from and regardless of what country or culture they are serving in. The SG's Bulletin is the minimum standard of conduct, irrespective of local laws. When you accept an assignment with the UN, you accept to abide by its standards of conduct. Because of the nature of our work, the UN is held to a high standard of conduct. Prostitution in war-ravaged societies and in countries hosting a peacekeeping mission frequently involves extremely vulnerable women and children, including persons who have been trafficked for sexual exploitation.

## **7. Human trafficking as an example of sexual exploitation**

### **Activity:**

- Outline definition and why issue for UN
- Highlight trafficking of women and children
- Discuss trafficking and peacekeepers – emphasizing the link to prostitution and organized crime

Note: SGTM 5 also includes a module on trafficking that is available if further training on human trafficking is desired in your mission.

### **Talking Points:**

- People are trafficked for exploitation, from domestic help in private homes to sweatshops and commercial farms. Women and children are most often trafficked for sexual exploitation where they are forced into sexual slavery in abusive conditions.
- Human trafficking is a human rights abuse and is most often linked with the crimes of rape, assault, battery, sodomy, kidnapping and murder.
- In 2002, Human Rights Watch reported that in Bosnia, women and girls from Moldova and Romania were being bought and sold in open markets to the highest bidder and then forced into brothels to have sex with international personnel including UN peacekeepers.

### **Slide Content:**

### **Slide 9**

**What is human trafficking?**

Trafficking is the recruitment, transportation, transfer, harbouring or receipt of persons, by the threat or use of force or other means, for the purpose of exploitation.

(Art 3 UN Trafficking Protocol)

The slide features a photograph of two young girls standing in front of a brick wall. At the bottom right, there is a small graphic of a world map with a grid overlay.

## 8. WE create the demand that leads to sexual exploitation and abuse

### Activity:

- Explore perceptions of how the demand created by UN peacekeepers leads to trafficking or sexual exploitation
- Repeat message of SG's Bulletin standards applying to all civilian, civilian police and military peacekeeping personnel: **One United Nations, One Standard**

### Talking points:

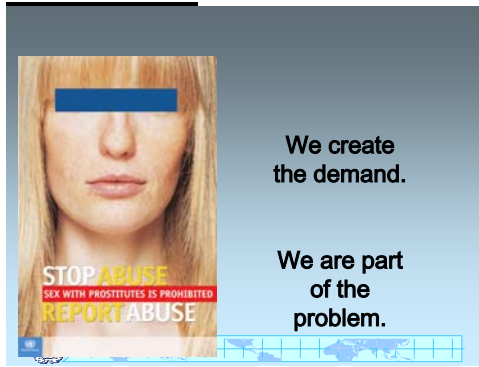
The demand for sexual services created by UN personnel combined with the forced migration of populations due to armed conflict and lack of employment opportunities for women often force women and children into prostitution to support themselves and their families.

If peacekeepers use prostitutes who are trafficked women or children, or if they invest in or support bars or brothels where trafficked women or children work, they are creating a demand for trafficked women and children. This perpetuates human trafficking.

All United Nations peacekeeping personnel are required to maintain the highest standards of integrity and conduct. Any involvement of peacekeeping personnel in human trafficking or any other form of sexual abuse or exploitation constitutes an act of serious misconduct and grounds for disciplinary measures such as dismissal, or repatriation.

### Slide content:

### Slide 10



### **Frequently Asked Questions**

- How can I tell the difference between victims of trafficking and local prostitutes?

In mission areas, it will be almost impossible to differentiate between these groups. Individuals from local or distant areas of the conflict may resort to prostitution because of poverty conditions and the need to survive. The use of prostitutes by UN personnel, whether trafficked or not, is an exploitative activity and subject to disciplinary action, or repatriation.

## Session II

### **9. . Vulnerability to Sexual Exploitation and Abuse**

#### **Activity:**

- Refer back and build on issues identified from **Perceptions** exercise
- Identify ideas from small / large group on why and how host populations are vulnerable in post conflict societies

#### **Talking Points:**

1. Why are populations (especially women, children) in post-conflict environments particularly vulnerable to sexual exploitation and abuse?

- The conflict may have destroyed the normal economy and typically the majority of the local population are living under very difficult economic conditions.
- With many male relatives killed, injured or displaced by the conflict, women take on additional responsibilities to care and feed for their immediate and extended families. Yet, traditionally, women and girls tend to have less access to education, skills and credit and fewer prospects for employment.
- In this environment, exchanging sex for money or food can often be a means of economic survival for many individuals and the families who depend on them.
- In many host countries, police and judicial systems are weak and/or corrupt, which makes it easier for people who commit crimes such as rape to avoid prosecution.
- The local population may be unaware of their rights, feel powerless to complain if their rights are abused and/or fear retaliation. There may also a feeling that international personnel are immune or above the law.

2. What are some examples of items or opportunities you will have while on mission that will not typically be available to the host community?

UN peacekeepers, alongside personnel of other international organizations, such as humanitarian aid organizations, tend to be economically very well-off compared to the local population. This places UN peacekeepers in a position of considerable power over the local population, which should not be abused. In addition, this means that UN peacekeepers may be targeted by the local population for the jobs or revenue they believe they can provide.

Examples include food, water, communication (radio), transportation (vehicles), payment of extra salary allowances and even opportunities to be transferred/rotated home.

## Slide Content:

## Slide 11



## 10. Impact of Sexual Exploitation and Abuse

### Activity:

- Ask participants: What is the impact of sexual exploitation and abuse.
  - Write as individuals.
  - Then discuss in small groups.
  - Ask for ideas from each of the groups
- 
- List on flip chart highlighting 4 key areas
    - i. Individual / population
    - ii. Mandate Implementation
    - iii. Security
    - iv. Health

### **Talking Points:**

How does sexual exploitation and abuse by UN peacekeepers impact on individuals and peacekeeping operations?

- **Impact on Victims:** Sexual exploitation and abuse have a negative physical and psychological impact on victims, who have already been traumatized by conflict, and violates their human rights. In some cases, victims also face the additional problem of being stigmatised by their families and communities, which deprives them of all support (economic, social, personal etc.) and in turn increases their vulnerability to being sexually exploited and/or abused in the future. For instance, where a woman has been raped, she may be shunned by her own family and/or community, which may push her into exchanging sex for money with international personnel so as to survive economically. The UN has a duty to assist victims of such acts committed by UN personnel by, for instance, informing them of services available to them (e.g. medical or counselling services).
- **Mandate implementation:** Such acts seriously damage the image and credibility of the mission, which in turn impedes the implementation of the mission's

mandate. If the mandate includes building respect for human rights and support for the rule of law, such acts directly contravene that mandate.

- **Security:** Personnel involved in sexual misconduct may be open to blackmail. Sexual misconduct by UN peacekeepers could result in violent retaliation by family members and communities against the perpetrators, or even against the entire contingent or the mission.
- **Health:** Personnel involved in sexual misconduct are exposed to the risk of contracting and passing on HIV/AIDS and other sexually transmitted diseases within the host country and back home to family and home communities.

#### **Slide Content:**



#### **Slide 12**

### **11. Consequences of Sexual Misconduct**

#### **Activity:**

- Outline how sexual exploitation and abuse is serious misconduct.
- Provide definition of misconduct.
- Outline consequences of engaging in sexual exploitation and abuse misconduct for civilians, civilian police and military personnel
- Distribute DPKO Disciplinary Directives (reference 6), if desired

\* Do not go into disciplinary procedures as not in scope of module.

#### **Talking Points:**

The disciplinary and administrative consequences of sexual misconduct are as follows:

- Sexual exploitation and abuse is serious misconduct
- Possible summary dismissal, termination of UN contract or repatriation, and no further UN service
- For criminal offences, all (except military members of national contingents), can be tried in the host country

- Military members of national contingents subject to their own national military justice, including court martial
- Sexual exploitation and sexual abuse are forms of serious misconduct, as defined by the **DPKO Directives on Disciplinary Issues**. (Reference 6)
- Serious misconduct is defined as “any act, omission or negligence, including criminal acts that are a violation of mission standard operating procedures, directives, or any other applicable rules, regulations or administrative instructions that results in or is likely to result in serious damage or injury to an individual or to the mission.”
- UN peacekeeping personnel (international and national) can be summarily dismissed for sexual exploitation and abuse;
- In the case of UN civilian police officers, military personnel with a contract with the UN, consultants and individual and corporate contractors, the UN can terminate their contracts if they are found to have engaged in sexual exploitation and abuse;
- Military members of national contingents can be repatriated for sexual exploitation and abuse.
- All members of peacekeeping operations who have been found to have engaged in sexual exploitation and abuse are not eligible for future service with the United Nations.

[The following excerpts from the DPKO Disciplinary Directives outline possible consequences for military members of national contingents (one category), UN military observers and civilian police (as another category) and civilian personnel (as another category) as applicable to your audience:

**Disciplinary measures for contingent members.** If there is a finding of serious misconduct for a military member of a national contingent, the UN can recommend repatriation. Military members of national contingents are subject to the exclusive criminal jurisdiction of their national authorities, and are therefore immune from local criminal prosecution. Once repatriated, however, this category of personnel is subject to national military law and may face court-martial. DPKO will follow-up with Member States to obtain information on action taken after repatriation.

**Disciplinary measures for UN military observers and civilian police.** The measures that may be invoked for military observers and civilian police following a finding of serious misconduct include: removal from position of command; recommendation to repatriate; written censure or reprimand, including possible recommendation of non-eligibility for future assignment with the UN. In addition, if local laws of the host country have been violated, the United Nations and the host country can agree on whether to

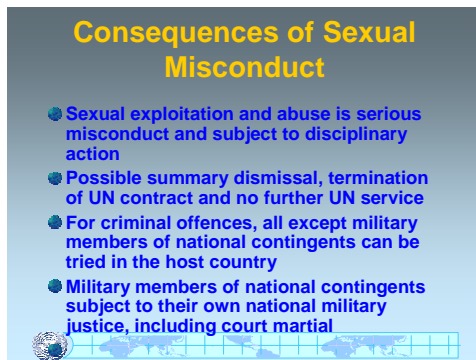


institute criminal proceedings. Military observers and civilian police are subject to the jurisdiction of the host country/territory in respect of any criminal offences committed in the host country. The Secretary-General has the right and duty to waive the immunity of such individuals where such immunity would impede the course of justice.

**Disciplinary measures for civilian personnel.** Disciplinary measures that may be invoked following a finding of serious misconduct include demotion, separation from service and summary dismissal. Civilian personnel enjoy immunity from legal process in respect of words and acts deemed by the Secretary-General to be within the course of their official duties. Such immunity is granted in the interest of the Organization and not for the personal benefit of the individual concerned. The Secretary-General has a right and duty to waive such immunity where he finds that justice would thereby be served without prejudice to the interests of the Organization. Thus if the acts complained of are deemed by the Secretary-General to be outside the scope of immunity or if the Secretary-General waives that immunity, civilian personnel may be subject to the civil or criminal jurisdiction of the host country.]

**Slide Content:**

**Slide 13**



**Consequences of Sexual Misconduct**

- Sexual exploitation and abuse is serious misconduct and subject to disciplinary action
- Possible summary dismissal, termination of UN contract and no further UN service
- For criminal offences, all except military members of national contingents can be tried in the host country
- Military members of national contingents subject to their own national military justice, including court martial

## **12. Your Responsibilities to prevent and respond to sexual exploitation and abuse**

### **Activity**

- Outline responsibilities of all personnel
- (You may wish to ask for ideas first and then outline).
- Outline complaints mechanisms

### **Talking Points:**

**Be informed.** It is your responsibility to make sure you read and understand the UN's standards of conduct on sexual exploitation and abuse.

**Personal example:** Do not become involved in any acts of sexual exploitation or abuse. The UN expects the highest standards of integrity and professionalism from you. You should also be a role model for your colleagues.

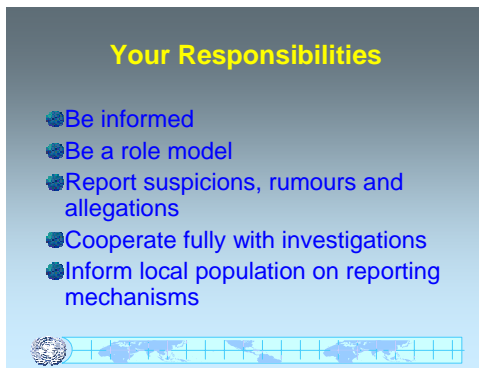
### **Report suspicions, rumours and allegations:**

- Under the Secretary-General's Bulletin on *Special measures for protection from sexual exploitation and sexual abuse* (ST/SGB/2003/13), there is an obligation to report all suspicions, rumours and allegations immediately through the peacekeeping operation's complaint mechanism.
- It is not necessary to know, at the time of reporting a suspicion, rumour or allegation, whether it is true or false, as long as the suspicion, rumour or allegation is reported in good faith. Making a malicious complaint about sexual exploitation and abuse by a UN peacekeeping colleague may also constitute misconduct.
- Rumours must be taken seriously. If left unchecked, rumours may damage the individual(s) concerned and the mission. Rumours can serve as early warning of a greater problem. All rumours must therefore be investigated (see Reference 11). However, you should not conduct any investigations or try to find out more information; your obligation is only to report your suspicions or concerns.

**Cooperate fully:** with any investigations into allegations of serious misconduct.

**Slide Content:**

**Slide 14**



### 13. How do I report a rumour, suspicion or allegation of sexual exploitation?

#### Activity:

- Provide the names and contact details of the peacekeeping operation's Focal Point on Sexual Exploitation and Abuse and the Alternate both in the peacekeeping operation's headquarters and its field offices.
- Provide a full listing of the participants in the in-country Network on Sexual Exploitation and Abuse, if available.
- Provide the contact details for the local office of the UN's Office of Internal Oversight Services (OIOS) in the mission area (where it exists) and the telephone hotline for making complaints to the OIOS office in New York (+ 1-212-963-1111 (24hr Hotline)).

#### Talking Points:

**Complaint mechanisms:** The peacekeeping operation will ensure that there is a clear reporting mechanism for complaints against UN peacekeepers. Peacekeeping personnel may choose to report a complaint, whether it is a suspicion, rumour or allegation, using either of the three channels below:

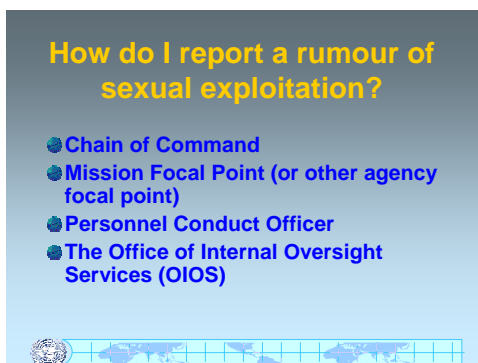
- **Chain of command:** Military and civilian police personnel may report a complaint up their chain of command.
- **Mission focal point:** Alternatively, military, civilian police and civilian personnel, including members of the local population and other UN and NGO agencies, can report a complaint to the peacekeeping operation's Focal Point for Sexual Exploitation and Abuse or his/her Alternate (see Reference 11) or similar Focal Points in another organisation.
  - Each mission is required to designate such focal points at the mission headquarters and in all field offices with a significant personnel presence.
  - Other UN and NGO agencies on the ground are also required to appoint such focal points: all in-country Focal Points for Sexual

Exploitation and Abuse should be linked together in a Network (see Reference 12).

- The Focal Points are required to make sure that the complaints are properly addressed. They are not supposed to investigate the claims themselves.
- **Personnel Conduct Officer:** “Personnel Conduct Officers” in mission are full-time persons working on conduct and discipline issues including the prevention of sexual exploitation and abuse. They receive and process complaints on all forms of misconduct, including sexual exploitation and abuse. In addition, they assist the Head of Mission to design, implement, monitor and report on measures to prevent all forms of misconduct and to ensure compliance with UN standards of conduct. Where a peacekeeping operation has a Personnel Conduct Officer, this person would also be the Focal Point for Sexual Exploitation and Abuse.
- Complaints are recorded using the Model Complaints Referral Form (Reference 10).
- The **Office of Internal Oversight Services (OIOS)** of the UN: OIOS is the internal oversight body of the UN. It can receive complaints about all forms of misconduct. OIOS conducts investigations into serious misconduct, including sexual exploitation and abuse. You can make a complaint, in complete confidence, to OIOS through either a). their local office in the mission area (where this exists) or b). their 24 hour telephone hotline in New York on tel: 1-212-963-1111.

**Slide Content:**

**Slide 15**



## 14. Duties of managers / officers to prevent and respond to sexual exploitation and abuse

### Activity:

- Outline responsibilities of managers / officers
- Ask for / give examples of how could be put into practice.

### Talking Points:

Examples:

1 & 2). Make public statements at staff meetings or in front of assembled peacekeepers that:

- Sexual exploitation and abuse will not be tolerated
- Attitudes such as “boys will be boys” are not acceptable
- No excuses for sexual exploitation and abuse; and
- Emphasize UN’s zero-tolerance policy and that action will be taken when a complaint is substantiated
- Be a role model. Treat issue seriously.

3). Provide information to all new peacekeeping personnel:

- *Ten Rules - Code of Personal Conduct for Blue Helmets*”(for uniformed personnel)
  - SG’s Bulletin (ST/SGB/2003/13)
  - Complaints mechanisms,
  - Model Information sheet for local communities
  - Terms of reference for Mission focal points on sexual exploitation and abuse;
- 
- Raise awareness: Placing blue conduct cards and posters all through the messes, quarters of personnel, offices, bathrooms;
  - Discuss standards of conduct, reporting and complaints procedures at staff meetings, staff days;
  - Include sessions on sexual exploitation and sexual abuse in peacekeeping personnel induction courses.

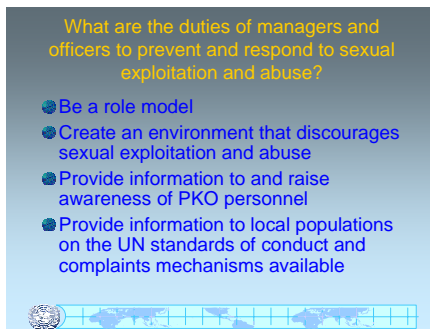
4). Work with other agencies to develop communication strategy for local communities.

E.g. Use Model Information Sheet for Local Communities:

- to inform local populations of the standards of conduct they can expect from UN peacekeeping personnel
- how they can report a complaint
- what they can expect if they report a complaint

**Slide Content:**

**Slide 16**



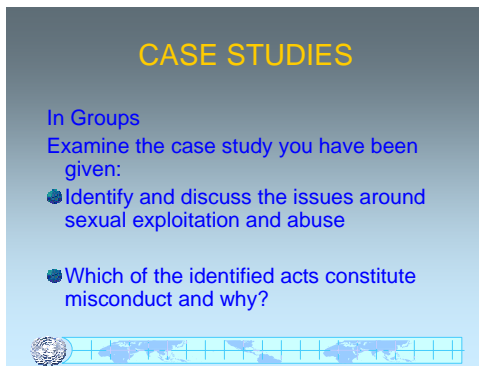
## **15. Case Studies**

### **Activity:**

- (i). Explain that participants will examine the definitions and standards of conduct concerning sexual exploitation and abuse through the use of some case studies.
- (ii). Divide participants into five groups (one case study per group).
- (iii). Use eight IASC and three additional DPKO case studies and ask participants to do the following (Handouts 4 and 7):
  - (iv). Examine the case study you have been given:
    - i. Identify and discuss the issues around sexual exploitation and abuse
    - ii. Outline which of the identified acts constitute misconduct and why
  - (v). Review answers in conjunction with the facilitator's case study guide (Facilitator's Materials 1). Make notes on issues they raise.
  - (vi). Provide Handout 4 with all scenarios including an explanation of why the behaviour constitutes serious misconduct.

### **Slide Content:**

### **Slide 17**



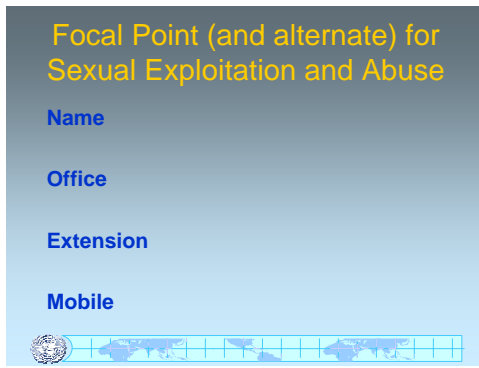
## **16. Focal Point contact details (for delivery on peacekeeping missions)**

### **Activity:**

- Show Focal Point and Alternate contact details
- Distribute focal point details as a hand-out or write details onto back page of brochure on sexual exploitation and abuse

### **Slide Content**

### **Slide 18**



Focal Point (and alternate) for  
Sexual Exploitation and Abuse

Name

Office

Extension

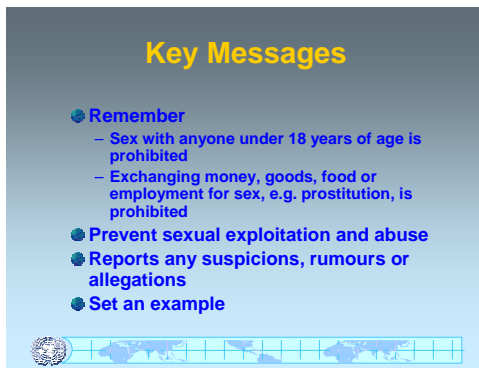
Mobile

### **Facilitator's Notes:**

- Use this section to summarize the presentation by reminding participants of the four most important messages this Module wants to convey:
- Remember
  - Sex with anyone under 18 years of age is prohibited
  - Exchanging money, goods, food or employment for sex, e.g. sex with prostitutes, is prohibited
  - **Sexual relations with beneficiaries of assistance are strongly discouraged**
- Prevent Sexual Exploitation and Abuse
- Report suspicions, rumours or allegations
- Set an Example

### **Slide Content:**

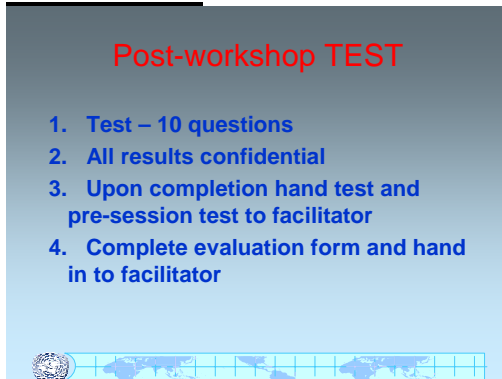
### **Slide 19**



### **17. Test and Evaluation**

- Conduct short test to assess learning of key messages
- No names on test sheet
- Ask participants to compare with initial pre-session test.
- Collect results. Emphasize confidentiality.
- Provide evaluation form for participants to assess training.

### **Slide Content:**



### **Slide 19**