



Standard Operating Procedure

3 April 2006

Public Information Activities on Sexual Exploitation and Abuse

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PUBLIC INFORMATION ACTIVITIES ON SEXUAL EXPLOITATION AND ABUSE

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A. PURPOSE

1. This standard operating procedure (SOP) provides instructions for the planning, development and implementation of public information activities on sexual exploitation and abuse.

B. SCOPE

2. This SOP shall apply to all personnel in UN peacekeeping operations who are engaged in public information work related to sexual exploitation and abuse, including mission managers and commanders, spokespeople and public information officers, and conduct and discipline officers. All DPKO staff who are engaged in public information work shall be aware of this SOP. Compliance is mandatory for those briefing on issues related to sexual exploitation and abuse, according to the General Assembly's Resolution 59/300 that adopted the recommendations in the *Report of the Special Committee on Peacekeeping Operations and its Working Group on the 2005 resumed session, 4-8 April 2005* (A59/19/Rev.1).

C. RATIONALE

3. The United Nations, and all personnel associated with it, shall be held to the highest standards of conduct in their personal and professional behaviour. Any incident of sexual misconduct by UN personnel is unacceptable. Sexual misconduct affects mission mandates by undermining the confidence of the host population in the UN. Furthermore, it violates victims' human rights, poses a serious risk of spreading HIV/AIDS and other health risks and ultimately, threatens the safety and security of UN personnel and may constitute a criminal offence.
4. Reports of sexual misconduct by UN personnel present a serious public information challenge not only to field missions, but also to the United Nations as a whole. The negative publicity generated by cases of misconduct impugns the reputation of the United Nations in general and of peacekeeping in particular, in many cases overshadowing in the public consciousness the many successes and achievements of the missions themselves.
5. A coherent and systematic approach to conducting public information activities related to sexual exploitation and abuse will ensure that the United Nations delivers an accurate and consistent message on issues related to sexual exploitation and abuse. It will help prevent sexual exploitation and abuse by UN peacekeeping personnel by raising awareness on standards of behaviour and on mechanisms for reporting suspicions, rumours and allegations of sexual exploitation and abuse. Furthermore, the host population's trust in the UN and related understanding of its accountability will be strengthened by raising awareness about: (a) the UN's measures aimed at preventing sexual exploitation and abuse; (b) UN standards on sexual exploitation and abuse; (c) mechanisms through which the UN is providing assistance to victims of sexual exploitation and abuse; (d) and the outcomes of administrative/disciplinary action.
6. This SOP was developed following General Assembly Resolution 59/300 which adopted the recommendations in the *Report of the Special Committee on Peacekeeping Operations and its Working Group on the 2005 resumed session, 4-8 April 2005* (A59/19/Rev.1); and

the recommendations issued in the *Comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations* ("Zeid Report", A/59/710), which *inter alia* include the design of an effective programme of information and outreach on sexual exploitation and abuse and UN standards of conduct.

D. PROCEDURES

D.1 Knowing about and reporting on issues related to sexual exploitation and abuse

(see Annexes A, B and C)

7. It is the responsibility of briefers to report on issues related to sexual exploitation and abuse in an open and transparent manner by releasing the relevant information to the public in both an accurate and timely fashion.
8. For this purpose, briefers shall be fully informed about issues related to sexual exploitation and abuse, including the latest available information and statistics related to allegations, investigations and outcomes (to be provided by missions and the Conduct and Discipline Team in HQ). However this information shall only be released whilst respecting the need for due process and confidentiality, in accordance with the procedures contained in the *Guidance on Reporting Allegations, Investigations and Outcomes of Cases of Sexual Exploitation and Abuse* (Annex B).
9. In speaking about issues related to sexual exploitation and abuse to any types of audiences, briefers are responsible for being fully informed about all relevant UN rules and standards of behaviour, and of the measures taken by the UN to address sexual exploitation and abuse. These measures would include initiatives aimed at:
 - 9.1 Preventing sexual exploitation and abuse (e.g. awareness raising and training activities, improvement of welfare and recreation facilities for DPKO personnel, etc.)
 - 9.2 Enforcing UN standards on sexual exploitation and abuse (e.g. complaints and investigation mechanisms, compliance measures, management responsibility and accountability, victims' assistance, public information etc.).
10. Briefers in missions are responsible for knowing the specific measures that their mission has taken to prevent sexual exploitation and abuse and enforce UN standards of behaviour on sexual exploitation and abuse. As measures can vary for different categories of UN personnel, it is important that briefers know which measures apply to which category of personnel. Measures could include *inter alia* the establishment of off-limits sites or curfews for military contingents and/or civilian personnel, the setting up of Conduct and Discipline Teams, the appointment of Sexual Exploitation and Abuse Focal Points, training activities related to sexual exploitation and abuse, and measures to assist victims of sexual exploitation and abuse.
11. Briefers shall explain the sexual exploitation and abuse complaints mechanisms and know and distribute as widely as possible the contact details of the person(s) responsible for receiving reports of rumours, concerns and suspicions regarding sexual exploitation and abuse in their respective missions and the responsible person(s) in the Office of Internal Oversight Services (OIOS).
12. Briefers shall be familiar with issues and vocabulary related to sexual exploitation and abuse, and with the standard answers to frequently asked questions on sexual exploitation and abuse. These can be found in *Frequently Asked Questions & Answers by and for UN Peacekeeping Personnel on Sexual Exploitation and Abuse* (see Annex C).

D.2 Knowing and referring to UN standards of conduct and relevant key documents

(see Annexes E and F)

13. Briefers are responsible for knowing the UN standards of conduct to which all peacekeeping personnel are bound. Briefers shall also be fully aware of the mission-specific rules and documents that are applicable in their particular mission. In presenting issues related to sexual exploitation and abuse, briefers shall refer to and quote from the UN standards of conduct as well as from official statements on sexual exploitation and abuse by senior UN leadership. Relevant key documents include:
 - The UN Charter;
 - The UN Staff Rules and Regulations;
 - The Secretary-General's bulletin "Special measures for protection from sexual exploitation and sexual abuse" (ST/SGB/2003/13);
 - The Peacekeepers' Duty of Care;
 - Ten Rules Code of Personal Conduct for Blue Helmets;
 - We are United Nations Peacekeepers;
 - The Report of the Special Committee on Peacekeeping Operations and its Working Group on the 2005 resumed session, 4-8 April 2005 (A/59/19/Rev.1);
 - Report to the Secretary-General on "A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710);
 - Mission-specific documents.

D.3 Targeting different audiences (see Annex A)

14. Briefers are responsible for developing and delivering differentiated messages for both local and international audiences, in consultation with the Conduct and Discipline Teams and Sexual Exploitation and Abuse Focal Points.
15. Similarly, briefers shall develop and deliver differentiated messages for both internal (UN) and external audiences.
16. To underline the seriousness with which the UN is addressing issues related to sexual exploitation and abuse, and for maximum effect, messages related to sexual exploitation and abuse shall be delivered when possible by the senior UN leadership such as the USG/DPKO or the ASGs/DPKO, or by senior managers in field missions such as the SRSG, Force Commander or Police Commissioner.
17. To ensure broad outreach amongst local audiences, briefings on issues related to sexual exploitation and abuse shall when possible be delivered to and by civil society organisations and/or local community leaders.
18. Briefers shall demonstrate sensitivity to the issues and attitudes surrounding sexual exploitation and abuse in their local environment that may arise out of political, cultural, religious and/or other factors.

D.4 Creating Public Information products

(see Annexes D, E and G)

19. In creating public information products related to sexual exploitation and abuse, due regard shall be paid to the principles contained in the Public Information Strategy on Sexual Exploitation and Abuse (see Annex G). As stated in the PI Strategy, efforts shall be made to differentiate between internal and external audiences, and between local and international audiences.
20. Themes and slogans for public information products related to sexual exploitation and abuse shall be derived from existing key products such as *The Peacekeeper's Duty of Care* points, the *Ten Rules Code of Personal Conduct for Blue Helmets*, and the *We are United Nations Peacekeepers* pocket card (see Annex E).
21. The Department of Public Information and the External Relations/Media Affairs Office of DPKO shall be consulted for guidance and comments in the process of developing public information products related to sexual exploitation and abuse.

D.5 Co-ordinating Public Information activities

22. All PI activities shall be guided by the principles set forth in the PI Strategy (see Annex G).
23. The relevant mission's spokesperson's office shall be informed of all planned public information activities related to sexual exploitation and abuse and be consulted on key talking points in advance of PI events.
24. In order to ensure the uniformity of messages coming from different departments within missions, all public information activities related to sexual exploitation and abuse shall be co-ordinated with the various mission PIOs (including police and military PIOs).
25. PI activities shall also be co-ordinated with the Conduct and Discipline Teams, Sexual Exploitation and Abuse Focal Points and Gender Advisors/Focal Points in the missions as well as in other relevant UN agencies, to ensure coherence and consistency of UN-wide messages on issues related to sexual exploitation and abuse.

E. TERMS AND DEFINITIONS

26. Briefers: Persons authorised to make public statements (see Annex B, page 11).

F. SUPERIOR REFERENCES

- The Secretary-General's Bulletin "Special measures for protection from sexual exploitation and sexual abuse" (ST/SGB/2003/13)
- The Peacekeepers' Duty of Care
- Ten Rules Code of Personal Conduct for Blue Helmets
- We are United Nations Peacekeepers
- Report of the Special Committee on Peacekeeping Operations and its Working Group on the 2005 resumed session, 4-8 April 2005 (A59/19/Rev.1)

- Report to the Secretary-General on "A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations" (A/59/710).

G. MONITORING AND COMPLIANCE

27. Compliance with this SOP shall be the responsibility of the relevant Head of Mission, who will receive compliance reports annually from the mission's Chief of Public Information, the head of the Conduct and Discipline Team, as well as from heads of relevant components (e.g. Police Commissioner and Force Commander). Copies of the compliance reports will be provided to the Chief of the Peace and Security Section of the Department of Public Information and the External Relations/Media Affairs Officer of DPKO.

H. DATES

28. This SOP shall be effective 3 April 2006, and reviewed no later than 3 April 2007.

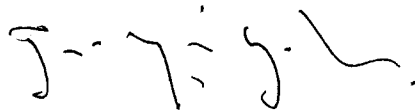
I. CONTACT

29. The Contact Officers for this SOP are the Chief of the Peace and Security Section of the Department of Public Information and the External Relations/Media Affairs Officer of DPKO.

J. HISTORY

30. This SOP has not been amended.

SIGNED:



DATE:

10 May 2006

SOP for Public Information Aspects of Sexual Exploitation and Abuse

ANNEXES

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GUIDELINES FOR BRIEFERS ON SEXUAL EXPLOITATION AND ABUSE

ANNEX B. (page 11)

GUIDANCE ON REPORTING ON ALLEGATIONS, INVESTIGATIONS AND OUTCOMES OF CASES OF SEXUAL EXPLOITATION AND ABUSE

ANNEX C. (page 13)

FREQUENTLY-ASKED QUESTIONS & ANSWERS BY AND FOR UN PEACEKEEPING PERSONNEL ON SEXUAL EXPLOITATION AND ABUSE

ANNEX D. (page 20)

EXAMPLES OF PUBLIC INFORMATION CAMPAIGNS AND PUBLICITY MATERIAL ON SEXUAL EXPLOITATION AND ABUSE

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PUBLIC INFORMATION PRODUCTS FOR INTERNAL COMMUNICATIONS ON SEXUAL EXPLOITATION AND ABUSE

ANNEX F. (page 33)

BACKGROUND TO KEY REFERENCE DOCUMENTS ON SEXUAL EXPLOITATION AND ABUSE

ANNEX G. (page 39)

PUBLIC INFORMATION STRATEGY ON SEXUAL EXPLOITATION AND ABUSE

ANNEX A. GUIDELINES FOR BRIEFERS ON SEXUAL EXPLOITATION AND ABUSE

A. General rules & principles

- Mission briefers report on issues* (as in Annex B) related to sexual exploitation and abuse in an open and transparent manner by releasing relevant information to the public in both an accurate and timely fashion. A pro-active public information (PI) approach should be adopted in dealing with events related to sexual exploitation and abuse. Briefers should have an agreed mission PI strategy ready in advance for incidents related to sexual exploitation and abuse, which should underline the UN's "Zero Tolerance" policy of sexual misconduct.
- For this purpose, briefers need to be fully informed about issues related to sexual exploitation and abuse, including the latest available information and statistics related to investigations and outcomes (to be provided by missions and the Conduct and Discipline Team in HQ). However this information shall be released only under the provisions to protect due process and confidentiality contained in the *Guidance on Reporting Allegations, Investigations and Outcomes of Cases of Sexual Exploitation and Abuse* (Annex B).

*investigations, investigation results, follow-up actions; briefers may comment on allegations only if/when appropriate

- In speaking about issues related to sexual exploitation and abuse to any types of audiences, briefers should be fully informed about all relevant UN rules and standards of behaviour, and of the measures taken by the UN to address sexual exploitation and abuse. These measures would include initiatives aimed at:
 - Preventing sexual exploitation and abuse (e.g. awareness raising and training activities, improvement of welfare and recreation facilities for DPKO personnel etc.)
 - Enforcing UN standards on sexual exploitation and abuse (e.g. complaints and investigation mechanisms, compliance measures, management responsibility and accountability, victims' assistance, public information etc.).
- In addition, briefers in respective missions should be aware of the specific measures that their missions have taken to prevent sexual exploitation and abuse and enforce UN standards of behaviour on sexual exploitation and abuse. As measures can vary for different categories of UN personnel, it is crucial that briefers know which measures apply to which category of personnel. Measures could include *inter alia* the establishment of off-limits sites or curfews for military contingents and/or civilian personnel, the setting up of Conduct and Discipline Teams, the appointment of Sexual Exploitation and Abuse Focal Points, training activities related to sexual exploitation and abuse, and measures to assist victims of sexual exploitation and abuse.
- Briefers should explain the sexual exploitation and abuse complaints mechanisms and know and distribute as widely as possible the contact details of the person(s) responsible for receiving reports of rumours, concerns and suspicions regarding sexual exploitation and abuse in their respective missions or of the responsible person(s) in the Office of Internal Oversight Services (OIOS).
- It is essential that briefers are familiar with issues and vocabulary related to sexual exploitation and abuse, and with the standard answers to frequently asked questions on sexual exploitation and abuse. These can be found in *Frequently Asked Questions &*

Answers by and for UN Peacekeeping Personnel on Sexual Exploitation and Abuse (see Annex C).

- Briefers should know the UN standards of conduct to which all peacekeeping personnel are bound (see Annexes E and F). They should also be fully aware of the mission-specific rules and documents that are applicable in their particular mission. In presenting issues related to sexual exploitation and abuse, briefers are encouraged to refer to and quote from the UN standards of conduct as well as from official statements by senior UN leadership on sexual exploitation and abuse. Relevant key documents include:
 - The UN Charter
 - The UN Staff Rules and Regulations
 - The Secretary-General's Bulletin "Special measures for protection from sexual exploitation and sexual abuse" (ST/SGB/2003/13)
 - The Peacekeepers' Duty of Care
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 - Report to the Secretary-General on "A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations" (A/59/710)
 - Mission-specific documents.
- To underline the seriousness with which the UN is addressing issues related to sexual exploitation and abuse, and for maximum effect, messages on sexual exploitation and abuse should be delivered when possible by the senior UN leadership such as the USG/DPKO or the ASGs/DPKO, or by senior managers in field missions such as the SRSG or Force Commander or Police Commissioner.
- To ensure broad outreach amongst local audiences, briefings on issues related to sexual exploitation and abuse should when possible be delivered to and by civil society organisations or local community leaders.
- The relevant mission's spokesperson's office should be informed of all planned public information activities related to sexual exploitation and abuse and be consulted on key talking points in advance of public information events.
- In order to ensure the uniformity of messages from different departments within missions, all public information activities related to sexual exploitation and abuse should be co-ordinated with the various mission PIOs (including police and military PIOs).
- Public information activities related to sexual exploitation and abuse should be co-ordinated with the Conduct and Discipline Teams, Sexual Exploitation and Abuse Focal Points and Gender Advisors/Focal Points in the missions as well as in other relevant UN agencies, to ensure coherence and consistency of UN-wide messages on sexual exploitation and abuse.
- Finally, the Department of Public Information and the External Relations/Media Affairs Office of DPKO should be consulted to provide guidance and comments in the process of developing public information products related to sexual exploitation and abuse such as posters, leaflets, videos etc.

B. Audiences

- The target audience for public information activities related to sexual exploitation and abuse can be broadly categorised into three groups:
 - 1) The host population in United Nations peacekeeping missions
 - 2) United Nations peacekeeping personnel
 - 3) Local and international media.
- The broad message of the UN's policy and standards of conduct on sexual exploitation and abuse should be included in the generic messages conveyed to all three groups. However some specific messages and effective mechanisms to convey them can be tailored to each individual group.
- It is important to develop and deliver differentiated messages and public information products related to sexual exploitation and abuse, for both local and international audiences. Similarly, differentiated messages and public information products related to sexual exploitation and abuse should be developed for both internal (UN) and external audiences.
- The following sections provide guidance on how to address the abovementioned audiences, and reference tables containing examples of key messages and types of communications products and tools that could be developed for each group.

1. The host population in peacekeeping missions

- The host population in peacekeeping missions represents the public that missions are called to serve.
- The objective of communication on issues related to sexual exploitation and abuse to host populations is to ensure that the general population is aware of the UN's standards of behaviour and of the importance that the UN attaches to the serious issue of sexual misconduct by its personnel. It is important to communicate that the UN is taking measures to prevent sexual exploitation and abuse from occurring, to enforce UN standards, as well as to take appropriate action against those found guilty of misconduct at the outcome of investigations.
- However, in informing the host population about issues related to sexual exploitation and abuse, a delicate balance has to be struck between informing the public and creating the impression that all peacekeepers pose a potential threat to the population. It is also important to inform the host population in such a way that minimises the potential for false allegations motivated by financial or political gain and which might threaten the security of UN personnel or impact on the mission mandate in general.
- Public information activities related to sexual exploitation and abuse and directed at the local population should where possible be conducted as part of a strategy in partnership with the local authorities (e.g. Ministry of Health, Ministry of Justice, Ministry of Women, the Ministry of Human Rights) to achieve broader outreach amongst the local population.
- As potential victims of sexual exploitation and abuse, women, minors and vulnerable groups within host populations should be specifically targeted with messages on sexual exploitation and abuse.

- The primary messages to stress to host populations are that UN peacekeeping personnel (including all categories of staff) are: a) accountable to UN rules and standards; and b) do not enjoy immunity from legal prosecution for acts of sexual exploitation and abuse. These messages are particularly important for host populations given that they represent the actual and potential victims and witnesses of sexual exploitation and abuse committed by UN personnel, and an absence of visible accountability can give rise to the perception that those accused may get away with their crimes. Depending on the category of UN peacekeeping personnel they belong to (see Annex F. *Legal Status of Different Categories of UN Personnel*) and on the judiciary in the host country, UN peacekeeping personnel who commit acts of sexual exploitation and abuse are subject to disciplinary and/or criminal proceedings either in the host country or in their country of origin.
- Victims and witnesses need to be informed of the mechanism by which complaints can be made, the procedures by which complaints will be investigated, and the types of assistance which may be provided to victims. For this purpose, information on the types of assistance and mechanisms in place to assist victims or witnesses should be made widely available to the public through public information and awareness raising activities, in a manner that minimises false allegations.
- In speaking to host populations about issues related to sexual exploitation and abuse, delivery will require being sensitive to the issues and attitudes surrounding sexual exploitation and abuse in the local environment that may arise out of political, cultural, religious and/or other factors.

THE HOST POPULATION		
EXAMPLES OF KEY MESSAGES	WHO DELIVERS THE MESSAGES	MESSAGE DELIVERY TOOLS
General		
1. The UN is here to serve and protect the population.	Senior UN officials	Local newspaper ads/announcements/cartoons
2. The UN takes the issue of sexual exploitation and abuse very seriously, and has adopted a series of vigorous measures to prevent sexual exploitation and abuse and enforce UN standards of conduct.	Spokespeople/PIOs	Local radio & TV PSAs/spots/jingles
3. The UN has a "Zero Tolerance" policy on sexual misconduct, and a strict compliance mechanism. Zero tolerance means that a culture of impunity and complacency toward sexual exploitation and abuse will not be accepted.	Civil society representatives (NGOs/CBOs including human rights organisations, organisations representing women, minors and vulnerable groups etc.)	Theatre/skits External website
4. The UN has clear standards of conduct on sexual exploitation and abuse that all UN personnel must adhere to, regardless of their personal or national beliefs, norms and laws.	Respected community leaders (traditional, civil society, religious etc.)	Civil society forums, public meetings Brochures & posters
5. UN peacekeeping personnel do not enjoy immunity from legal prosecution for acts of sexual exploitation and abuse. Depending on the category of UN peacekeeping personnel they belong to and on the judiciary in the host country, UN peacekeeping personnel who commit acts of sexual exploitation and abuse are subject to disciplinary and/or criminal proceedings either in the host country or in their country of origin.		
Prevention measures		
6. The UN is providing comprehensive training on sexual exploitation and abuse and UN standards of conduct for UN staff at all levels.		
7. Awareness raising programmes on sexual exploitation		

<p>and abuse are being implemented targeting all categories of UN personnel. Community outreach and public information campaigns on sexual exploitation and abuse are also being conducted.</p> <p>8. Welfare and recreation facilities for UN personnel are being improved.</p> <p><u>Enforcement measures</u></p> <p>9. The UN has an established and functioning investigations mechanism, with related procedures for due process and follow-up.</p> <p>10. The UN has an established complaints mechanism, whereby members of the public are invited to report suspected abuse.</p> <p>11. Provide relevant contact details for lodging complaints, including telephone hotlines and e-mail addresses (where applicable),</p> <p>12. Provide relevant contact details of Sexual Exploitation and Abuse Focal Points, who are responsible for referring victims of sexual exploitation and abuse to available services for assistance.</p> <p>13. The UN has designated off-limit sites (provide details of relevant sites).</p>		
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2. UN peacekeeping personnel

- UN peacekeeping personnel are a key target audience of both communications as well as training related to sexual exploitation and abuse. This target audience includes:
 - i. Military members of national contingents
 - ii. Military observers, military liaison officers and military staff officers
 - iii. Police personnel and formed police units
 - iv. UN Volunteers
 - v. UN consultants, individual and corporate contractors.
 - vi. UN international peacekeeping personnel
 - vii. UN national peacekeeping personnel.
- Communication activities for UN personnel are primarily aimed at providing them with an understanding of what sexual exploitation and abuse is 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 a whole. In particular, UN personnel should understand that sexual misconduct impacts on mission mandates by undermining the confidence of the host population in the UN. Furthermore, it violates victims' human rights, poses a serious risk of HIV/AIDS and other health risks and ultimately, threatens the security of UN personnel.
- Communication activities for UN personnel should ensure that UN personnel are fully aware of the UN's Zero Tolerance policy and standards of conduct, as well as the responsibility of all UN personnel to uphold those standards.
- UN personnel should be fully aware of the administrative or disciplinary measures that will be taken against individuals found responsible for violations of those standards. They should understand the individual responsibilities of all personnel to prevent and report on sexual exploitation and abuse and be informed of the

mechanism by which complaints can be made, the procedures by which complaints will be investigated and the types of assistance which may be provided to victims. They should also be made fully aware of the consequences of making false allegations.

- Briefers addressing UN personnel on issues related to sexual exploitation and abuse should also be familiar with the training activities related to sexual exploitation and abuse and related materials that are used in training programmes provided to UN peacekeeping personnel. Briefers should be able to draw on these training materials to develop public information products on sexual exploitation and abuse.
- Themes and slogans for public information products aimed at UN personnel should also be derived from the contents of established key products (see Annex E) such as *The Peacekeeper's Duty of Care* points; the *Ten Rules Code of Personal Conduct for Blue Helmets*; the *We are United Nations Peacekeepers* pocket card; and other relevant mission-specific documents.

UN PERSONNEL		
EXAMPLES OF KEY MESSAGES	WHO DELIVERS THE MESSAGES	MESSAGE DELIVERY TOOLS
General		
<ol style="list-style-type: none"> 1. UN peacekeeping personnel are present in a host country to serve and protect the population, help promote peace and stability and often, more specifically, to support the re-establishment of a functioning government and rule of law. Their personal behaviour must mirror this goal. 2. Service with the UN is a privilege, not a right. As long as you work for the UN, you need to adhere to the UN standards of conduct. You are “ambassadors” of your countries – your behaviour is constantly watched by the host population and your colleagues alike. What you do in your private affects your public life. 3. The UN takes the issue of sexual exploitation and abuse very seriously, and has adopted a series of vigorous measures to prevent sexual exploitation and abuse and enforce UN standards of conduct. 4. The UN has a “Zero Tolerance” policy on sexual misconduct, and a strict compliance mechanism. Zero tolerance means that a culture of impunity and complacency toward sexual exploitation and abuse will not be accepted. 5. Explain what are the UN standards of conduct. 6. Explain what is The Peacekeepers’ Duty of Care. 7. The UN has clear standards of conduct on sexual exploitation and abuse that all UN personnel must adhere to, regardless of their personal or national beliefs, norms and laws. 8. Explain the destructive consequences of sexual exploitation and abuse such as for victims and their communities, as well as for UN peacekeepers and peacekeeping operations, and for the reputation and credibility of the United Nations as an institution. 9. Sexual misconduct impacts on mission mandates by undermining the confidence of the host population in the UN. Furthermore, it violates victims’ human rights, poses a serious risk of HIV/AIDS and other health risks and ultimately, threatens the security of UN personnel. 	<p>Senior UN officials</p> <p>Military, police, and civilian senior staff</p> <p>Authorities of relevant TCCs and PCCs</p>	<p>Town Hall Meetings</p> <p>Staff meetings (led by senior UN officials)</p> <p>Brochures & posters</p> <p>Video</p> <p>Internal mission publications</p> <p>Mission intranet websites</p> <p>Promotion through e-mail bulletins</p> <p>Training events and workshops</p> <p>UNICs in relevant TCCs and PCCs to distribute materials prior to troop deployment</p>

<p><u>Prevention measures</u></p> <p>10. All UN personnel have an individual responsibility to prevent sexual exploitation and abuse and enforce UN standards on sexual exploitation and abuse.</p> <p>11. The UN is providing comprehensive training on sexual exploitation and abuse and UN standards of conduct to UN staff at all levels.</p> <p>12. Awareness raising programmes on sexual exploitation and abuse are being implemented targeting all categories of UN personnel. Community outreach and public information campaigns on sexual exploitation and abuse are also being conducted.</p> <p>13. Welfare and recreation facilities for UN personnel are being improved.</p> <p><u>Enforcement measures</u></p> <p>14. The UN has an established and functioning investigations mechanism, with related procedures for due process and follow-up.</p> <p>15. Explain the disciplinary and administrative measures that will be taken against individuals found responsible for violations of UN standards of conduct.</p> <p>16. The UN has an established complaints mechanism, whereby UN staff members and members of the public are invited to report suspected abuse.</p> <p>17. Provide relevant contact details for lodging complaints, including telephone hotlines and e-mail addresses (where applicable).</p> <p>18. Provide relevant contact details of Sexual Exploitation and Abuse Focal Points, who are responsible for referring victims of sexual exploitation and abuse to available services for assistance.</p> <p>19. The UN has designated off-limit sites (provide details of relevant sites).</p>		
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3. Local and International Media

- When allegations of sexual misconduct by UN personnel come to light, public interest and media interest in the subject is generally intense. It is therefore crucial that information be provided quickly and accurately in such instances, bearing in mind the need for due process and confidentiality. Broad media coverage must be anticipated and public information personnel in missions must work with local and international media representatives to project the key messages as outlined below.
- In addition, missions should make extensive use of its own media channels where available (e.g. missions' own radio and TV programmes, mission websites etc.) to broadcast messages related to sexual exploitation and abuse.
- The provision of factual information to the media about concrete actions taken to combat sexual exploitation and abuse should help towards achieving accurate reporting, thereby dispelling rumours and fabrications, and building the general public's trust in the mission.
- When defining key messages for the media, it is important to differentiate between local and international target audiences.

- In briefing the **international media**, it is important to effectively communicate that the problem of sexual exploitation and abuse is being addressed thoroughly and systematically at all levels. Examples should be provided of key measures taken by the UN as a whole, by individual missions, and in consultation with TCCs and PCCs.
- Messages targeting the **local media** should focus on similar themes, whilst paying particular attention to measures taken locally to combat sexual exploitation and abuse. The political, cultural, religious and/or other sensitivities that may exist regarding sexual exploitation and abuse in the local environment should also be carefully considered.

THE MEDIA		
EXAMPLES OF KEY MESSAGES	WHO DELIVERS THE MESSAGES	MESSAGE DELIVERY TOOLS
<p><u>General</u></p> <ol style="list-style-type: none"> 1. The purpose of UN peacekeeping missions is to serve and protect the populations of the countries in which they operate. 2. UN peacekeeping plays an indispensable role in promoting peace and stability all over the world (provide positive examples). 3. Only a limited number of UN peacekeepers engage in acts of serious misconduct. All but a few work very hard to support the mandate, the mission and the peace building process. 4. The UN has a “Zero Tolerance” policy on sexual misconduct, and a strict compliance mechanism. Zero tolerance means that a culture of impunity and complacency toward sexual exploitation and abuse will not be accepted. 5. The UN has clear standards of conduct on sexual exploitation and abuse that all UN personnel must adhere to, regardless of their personal or national beliefs, norms and laws. 6. The UN takes the issue of sexual exploitation and abuse very seriously, and has adopted a series of vigorous measures to prevent and respond to sexual exploitation and abuse. <p><u>Prevention measures</u></p> <ol style="list-style-type: none"> 7. The UN is providing comprehensive training on sexual exploitation and abuse and UN standards of conduct for UN staff at all levels 8. Awareness raising programmes on sexual exploitation and abuse are being implemented targeting all categories of UN personnel. Community outreach and public information campaigns on sexual exploitation and abuse are also being conducted. 9. Welfare and recreation facilities for UN personnel are being improved. <p><u>Enforcement measures</u></p> <ol style="list-style-type: none"> 10. The UN has an established and functioning investigations mechanism, with related procedures for due process and follow-up. 11. Provide examples of cases of misconduct in missions including the follow up actions taken (NB: adhere to procedures on reporting sexual exploitation and abuse 	<p>Senior UN officials Spokespeople/PIOs</p>	<p>Press conferences or briefings Press releases Press interviews of senior UN leadership and Heads of Conduct and Discipline Teams Op-Eds Missions’ own radio & TV programmes and websites (where applicable)</p>

<p>allegations, investigations and outcomes in Annex B)</p> <p>12. The UN has an established complaints mechanism, whereby UN personnel and members of the public are invited to report suspected abuse.</p> <p>13. Provide relevant contact details for lodging complaints, including telephone hotlines and e-mail addresses (where applicable),</p> <p>14. Provide relevant contact details of Sexual Exploitation and Abuse Focal Points or the Conduct and Discipline Teams, who are responsible for referring victims of sexual exploitation and abuse to available services for assistance.</p> <p>15. The UN has designated off-limit sites.</p>		
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ANNEX B. GUIDANCE ON REPORTING ON ALLEGATIONS, INVESTIGATIONS AND OUTCOMES OF CASES OF SEXUAL EXPLOITATION AND ABUSE

- In past experience, allegations of sexual misconduct committed by United Nations peacekeeping personnel have given rise to intensive public and media interest. It is the responsibility of briefers to report on issues related to sexual exploitation and abuse in an open and transparent manner by releasing the relevant information to the public in both an accurate and timely fashion. A pro-active public information approach should be adopted in dealing with events related to sexual exploitation and abuse. Briefers should have a public information strategy ready for deployment as soon as any incident related to sexual exploitation and abuse occurs.
- However this must be done whilst keeping in mind the need for due process and confidentiality. Briefers should be aware that divulging details randomly or prematurely can have very serious consequences, including compromising ongoing investigations or damages being paid to the accused individual(s). Therefore, whilst it is important for briefers on this subject to be fully informed about issues related to sexual exploitation and abuse, including the latest information and statistics related to investigations, investigation results, follow-up actions on sexual exploitation and abuse cases, it is equally important that such information be released whilst ensuring due process and confidentiality.

The following special guidelines shall apply in all instances of reporting to the media or other public comments made on sexual exploitation and abuse allegations, investigations and outcomes:

1. In accordance with its investigation protocols, The Office of Internal Oversight Services (OIOS) does not comment or give interviews to the media concerning ongoing investigations. OIOS will explain only its investigative procedures and protocols. If necessary at the completion of an investigation, the USG/OIOS may wish to brief the media on the case. This will be decided on a case-by-case basis.
2. DPKO may comment on allegations and investigations only in general terms. This means that no names or specific details of victims, witnesses, subjects or locations may be divulged unless authorised to do so by OIOS.
3. Persons in DPKO authorised to make public comments are:
 - the USG/DPKO
 - the ASGs/DPKO
 - Heads of Mission
 - Heads of Mission Public Information components
 - Heads of the Mission Conduct and Discipline Teams
 - the Head of the HQ Conduct and Discipline Team.
4. Other staff must have prior approval from one of the above authorised persons before publicly commenting on active investigations current, past or future, either on or off the record.

5. All public pronouncements on Category I¹ investigation activity being conducted by DPKO should be cleared with OIOS prior to release or comments so as to ensure the integrity of the investigation activity.
6. DPKO can comment on Category II² investigations being conducted by missions, but should refrain from making specific comments as detailed above (see bullet point 2).
7. Once the Secretary-General has taken a final decision on the matter, the media may be informed of the decision without mentioning the name or nationality of the staff member. A name becomes public officially only if the person appeals to the UN Administrative Tribunal and the Tribunal renders a Judgement, or if the matter is handled by a criminal court in which case the records become public information.
8. In the case of UNVs, experts on mission and military members of contingents, the media may be informed of the general results of the investigation. Where DPKO authorises the repatriation of an individual(s) concerned (in light of the results of an investigation), the media may be informed of the authorisation to repatriate and the nationality of the individual or contingent concerned, without specifically identifying the individual.
9. In due course DPKO may report on the results of action taken by the TCC, specifying which TCC is concerned. DPKO may report on the results of action taken by the UNV Programme.
10. Authorised HQ and Mission staff may also brief and explain to the media the process used by the UN to receive and investigate allegations, as well as the administrative, disciplinary and criminal processes in cases where misconduct is substantiated.

¹ OIOS has classified high-risk, complex matters and serious criminal cases as belonging to Category I, which would normally include the following:

- Serious or complex fraud
- Other serious criminal act or activity
- Abuse of authority or staff
- Conflict of interest
- Gross mismanagement
- Waste of substantial resources
- All cases involving risk of loss of life to staff or to others, including witnesses
- Substantial violation of United Nations regulations, rules or administrative issuances
- Complex proactive investigations aimed at studying and reducing risk to life and/or United Nations property

² Cases of lower risk to the Organisation are classified by OIOS as belonging to category II and include the following:

- Personnel matters
- Traffic-related inquiries
- Simple thefts
- Contract disputes
- Office management disputes
- Basic misuse of equipment or staff
- Basic mismanagement issues
- Infractions of regulations, rules or administrative issuances
- Simple entitlement fraud

ANNEX C. FREQUENTLY-ASKED QUESTIONS & ANSWERS BY AND FOR UN PEACEKEEPING PERSONNEL ON SEXUAL EXPLOITATION AND ABUSE
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It is essential that anyone who speaks about sexual exploitation and abuse in the context of the UN is: a) fully familiar with standard terms and expressions related to sexual exploitation and abuse; and b) able to clarify any possible ambiguities that may arise in discussions related to this sensitive subject.

The following frequently-asked questions and answers provide guidance on how to answer the types of queries that are commonly raised in UN peacekeeping missions on issues related to sexual exploitation and abuse.

The questions and answers have been grouped under the following headings:

1. The Secretary General's Bulletin "Special measures for protection from sexual exploitation and abuse" (ST/SGB/2003/13)
2. The UN Standards of Conduct
3. Reporting mechanisms
4. Explaining the rules prohibiting sexual exploitation and abuse
5. Explaining the rules prohibiting sex with prostitutes
6. HIV/AIDS and condoms.

1. THE SECRETARY GENERAL'S BULLETIN "SPECIAL MEASURES FOR PROTECTION FROM SEXUAL EXPLOITATION AND ABUSE" (ST/SGB/2003/13)

1.1 What is the Secretary General's Bulletin (SGB)?

In 2003, the Inter-Agency Standing Committee (IASC) Task Force on Sexual Exploitation and Abuse elaborated what became the Secretary General's Bulletin. The SGB sets out the standards/requirements to be observed by all UN staff regarding the prevention of sexual exploitation and abuse.

1.2 What are the key messages of the Secretary General's Bulletin?

There are 4 key messages:

- (i) The SGB prohibits all acts of sexual exploitation and abuse as they constitute acts of serious misconduct and are therefore grounds for disciplinary measures including summary dismissal. The SGB specifically sets out the following acts:
 - Sexual activity with children (persons under the age of 18) regardless of the age of majority or age of consent locally. Mistaken belief in the age of a child is not a defence; and
 - Exchange of money, employment, goods services or assistance to beneficiaries of assistance for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour. This means that UN staff are prohibited from soliciting or engaging in prostitution

(ii) The SGB strongly discourages, (but does not prohibit) sexual relationships between UN staff and beneficiaries of assistance, since they are based on inherently unequal power dynamics, and undermine the credibility and integrity of the work of the United Nations. In peacekeeping operations, “beneficiaries of assistance” means all nationals of the host country as well as refugees in the host country.

(iii) The SGB applies to all staff (both internationally and locally recruited) of the United Nations, including separately administered organs, funds and programmes of the United Nations. It must be made applicable by agreement to all organisations or individuals entering into co-operative arrangements with the United Nations. It applies for the duration of their assignments with the UN, regardless of their geographic location. The SGB was issued with effect from 15 October 2003.

Further to GA/RES/59/300 of 22 June 2005, the standards of conduct in this Bulletin also apply to all other categories of peacekeeping personnel including UN Volunteers, individual consultants, individual and corporate contractors as well as UN police and military personnel serving in UN peacekeeping operations.

(iv) The SGB obliges all staff to report concerns or suspicions of sexual exploitation and abuse and places the onus on managers at all levels to support and develop systems that maintain an environment that prevents sexual exploitation and abuse. The Secretary-General has appointed focal points responsible for receiving complaints.

1.3 What is “sexual exploitation”?

The SGB defines the term “sexual exploitation” as 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. An example of this is engaging in sex with prostitutes.

1.4 What is “sexual abuse”?

The SGB defines the term “sexual abuse” as the actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions. An example of this is rape or attempted rape.

2. THE UN STANDARDS OF CONDUCT

2.1 What are the UN standards of conduct?

The UN standards of conduct represent the behaviour which you must uphold when working for the UN. The UN standards of conduct can be found in the UN Staff Rules and Regulations, the SGB as well as in any mission-specific Codes of Conduct. These rules call on all UN personnel to maintain the highest standards of professional and personal conduct. All staff must treat the local population with respect and dignity. Sexual exploitation and abuse are strictly prohibited.

2.2 What does it mean to say that sexual activity with beneficiaries is “strongly discouraged”? Does it mean that I can’t have sex with nationals from host countries?

In peacekeeping operations, “beneficiaries of assistance” refers to the entire local population in the host country, including refugees 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.

However, the fact that sexual activity with beneficiaries is strongly discouraged does not mean that there is a blanket prohibition on all sexual relationships with beneficiaries of assistance or nationals from host countries. Sexual relationships with beneficiaries of assistance are prohibited only where they are exploitative or abusive, which is determined on a case by case basis. You may have sex with a beneficiary of assistance as long as it does not violate the SGB or the policy against sexual harassment or any mission-specific directives. UN personnel are expected to uphold the highest standards of conduct and demonstrate good judgment.

2.3 How can I know if the person I am having sex with is over 18 or not?

It is your responsibility to know the age of the person you are having sex with. People lie and even have false birth certificates or identity documents. If you are not sure, don’t do it.

2.4 So you are saying no sex with prostitutes and no sex with anyone who is under 18 years old. 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 whether there is consent, but on the nature of the relationship. 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. As UN peacekeepers, you are in a position of considerable power over the local population. You 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 abuse of power, sexual relationships between UN peacekeepers and the local population are strongly discouraged.

2.5 I am a national staff member in a country where the legal age of consent for sexual activity is lower than 18 years of age. Do the UN standards apply to me?

Yes. The UN standards of conduct apply to you. 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 SGB is the minimum standard of conduct, irrespective of local laws. When you accept to work for the UN, you accept to abide by its standards of conduct.

This prohibition will not, however, be applied where you are a national staff member and you are legally married to someone under the age of 18 but over the age of consent in your

country of citizenship. The legality of the marriage is to be determined by reference to the law of the country of your nationality.

2.6 What is the difference between “sexual harassment” and “sexual exploitation and sexual abuse”?

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.

Not all sexual harassment involves an abuse of a position of vulnerability, differential power, 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 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.

3. REPORTING MECHANISMS

3.1 How do I report rumours, suspicions or concerns of sexual exploitation and abuse?

There is a clear reporting mechanism for Sexual Exploitation and Abuse-related complaints in each peacekeeping mission. You should report any rumours, suspicions or concerns about Sexual Exploitation and Abuse-related incidents to the designated Focal Point for Sexual Exploitation and Abuse or the Conduct and Discipline Team in the mission.

3.2 How will I be protected if I report a sexual exploitation and abuse suspicion/allegation?

Investigations into reports of sexual exploitation and sexual abuse will be undertaken in a manner which respects, to the greatest extent possible, the confidentiality of the identity of the person submitting the report, as well as the persons who are the subject of the report.

3.3 What if I report a rumour of sexual exploitation that is revealed to be false?

Under the SGB, all staff are required to report their concerns and suspicions regarding sexual exploitation and abuse. Given the nature of sexual exploitation and abuse, an individual may develop concerns or suspicions about sexual exploitation or abuse and may not be in a position to establish the veracity of such information. Do not conduct any investigations or try and find out more information yourself; your obligation is only to report your suspicions or concerns.

All reports should be made in good faith. If you have made a report in good faith which turns out to be false, there will not be any consequences. However, if you maliciously made a false report, you will be subject to disciplinary consequences. But all rumours must be taken seriously: if left unchecked, they may damage the individual(s) concerned and the mission as a whole.

3.4 How am I protected from false allegations or blackmail?

It is impossible to be completely protected from false allegations or blackmail, whether by a colleague, an alleged “victim” or someone else. Unfortunately, there are people who have attempted to gain money or harm the reputation of colleagues by falsely accusing them of sexual exploitation and abuse. Thorough investigations will be conducted into false allegations, blackmail and other such threatening behaviour, and any UN personnel found to have engaged in such acts will be subject to severe disciplinary measures.

4. EXPLAINING THE RULES PROHIBITING SEXUAL EXPLOITATION AND ABUSE

4.1 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.

No, this is incorrect. Sexual exploitation and abuse has been found to exist in all missions to a degree (facilitator/briefer should illustrate with relevant local example). 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.

4.2 Aren't the rules on sexual exploitation and abuse 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 organisation 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 organisation. You accept this when you accept the job.

4.3 A lot of us are here for long periods of time. Do you expect us to be celibate?

No, you are not expected to be celibate. You are not completely prohibited from having sexual relations in the mission area, but they must not violate the SGB and the policy on sexual harassment. Not everyone is suited for peacekeeping. If you do not feel that you can meet the high standards of conduct required, then you should not be in peacekeeping.

4.4 We wish to respect the rules of sexual exploitation and abuse, but mission life is often lonely and not always easy. What does the UN do to support me in adhering to the UN standards of conduct? We are targeted by prostitutes and constantly solicited by them. What is the UN doing to protect me from this constant harassment?

Peacekeeping is a very difficult occupation and it is not suited to everyone. You must have a great deal of personal discipline to be able to participate in peacekeeping. As UN peacekeepers you should have enough resolve and discipline to resist the temptation of prostitution. The UN assists you in complying with its standards of conduct by ensuring that you fully understand your obligations as peacekeepers.

Furthermore, facilities for activities such as sports and movie and film screenings are made available to peacekeepers in order to meet their welfare and recreation needs and help them enjoy their free time. The UN is making provisions to improve welfare and recreation

facilities for UN peacekeeping personnel, as a means to help staff manage stress under difficult mission environments as well as alleviate boredom, loneliness and the feeling of isolation and vulnerability. All staff are encouraged to take advantage of these facilities.

4.5 Why doesn't the UN simply prohibit sexual relationships for mission staff?

The UN is not concerned with preventing sexual relationships but with preventing sexual exploitation and abuse, particularly of vulnerable populations. As long as a sexual relationship does not violate the SGB or the policy against sexual harassment or any mission-specific directives, it is allowed.

4.6 What does "zero tolerance" mean?

Zero tolerance means that the culture of impunity and complacency toward sexual exploitation and abuse will no longer be tolerated. Zero tolerance for impunity means that active measures are being taken to prevent sexual exploitation and abuse and appropriate disciplinary action is taken against all persons who are found to have violated the UN standards of conduct.

4.7 What is "serious misconduct"?

Serious misconduct as defined by the Disciplinary Directives (applicable to military members of national contingents, police officers and military observers) define serious misconduct 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". Sexual exploitation and abuse are clear examples of serious misconduct.

Staff Rule 110.1 (applicable to UN civilian staff) is defined as "failure by a staff member to comply with his or her obligations under the Charter of the United Nations, the Staff Regulations and Staff Rules or other administrative issuances, or to observe the standards of conduct expected of an international civil servant."

5. EXPLAINING THE RULES PROHIBITING SEX WITH PROSTITUTES

5.1 What is wrong with having sex with a consenting prostitute who is older than 18 years old? I am not harming anyone and in my home country/culture as well as the culture of the country where my mission is operating, 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 SGB is the UN standard of conduct, irrespective of local laws. Buying sex from a person engaged in prostitution involves the exchange of money for sex, which is prohibited according to the SGB. When you accept an assignment with the UN, you accept to abide by its standards of conduct, even if prostitution is legal in your country or in the country in which you work.

5.2 Prostitution with an adult is a victimless crime. Why is the UN interfering with consensual sex between adults?

Prostitution is not a victimless crime, as it is an act of sexual exploitation which abuses a position of differential power for sexual purposes. Furthermore, prostitution in war-ravaged societies and in countries hosting a peacekeeping mission frequently involves extremely vulnerable women and children, including victims of trafficking for sexual exploitation. Those who have the money to buy sex, have more power than those who sell their bodies to survive. When UN peacekeepers buy sex, they fuel the demand and trap people in the sex industry. Buyers of sex can walk away; sellers of sex rarely can.

5.3 By paying a prostitute for sex, aren't I supporting them financially to enable them to feed and care for themselves and/or their family?

If you want to help prostitutes feed and care for themselves and/or their families, you can help them without having sex with them.

5.4 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 rules prohibiting buying sex from prostitutes. There is 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 exploitation and abuse are facing administrative or disciplinary action, including criminal action where appropriate.

People talk even when you don't think they will. This includes people in the local community, in the mission and in the international community at large. Increasing awareness of the UN's determination to take action to prevent such abuses will further encourage reporting and prevention.

5.5 You talk about zero tolerance for sexual exploitation and abuse, but we know that nothing happens to people who break the UN standards of conduct on sexual exploitation and abuse.

This is not true. Zero tolerance means that the UN will not tolerate the culture of impunity and complacency toward sexual exploitation and abuse that may have existed in the past. UN personnel who are found guilty of sexual exploitation and abuse are now being sanctioned and face administrative or disciplinary action, including dismissal, repatriation and court martial. We will maintain a zero tolerance for sexual exploitation and abuse by responding to complaints and allegations against all persons who are found to have violated the UN standards of conduct.

6. HIV/AIDS AND CONDOMS

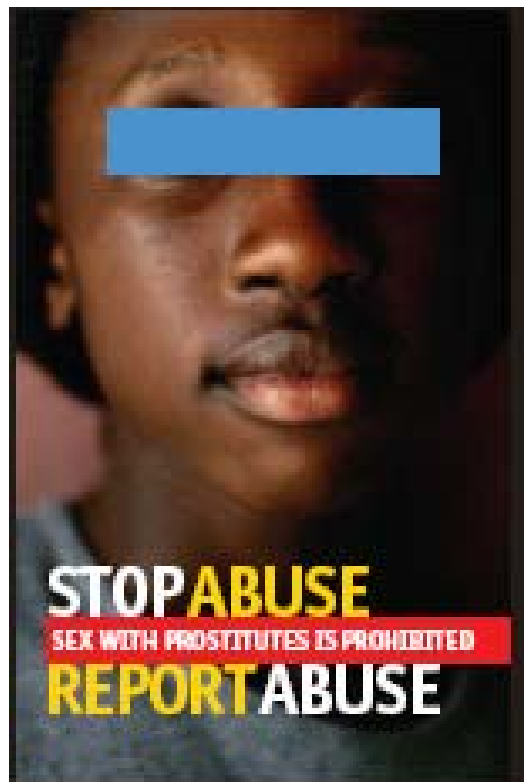
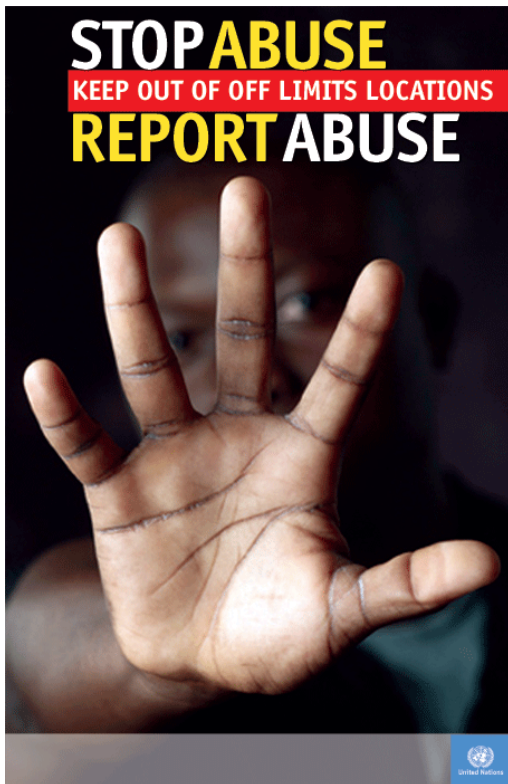
6.1 Why does the UN provide condoms and at the same time tell us not to have sex?

The UN is not telling you not to have sex but to abide by the UN standards. The availability of condoms is a health and safety issue and not a licence for sexual abuse. Condoms are made available to all peacekeeping personnel in order to prevent the transmission of HIV/AIDS.

ANNEX D. EXAMPLES OF PUBLIC INFORMATION CAMPAIGNS AND PUBLICITY MATERIAL ON SEXUAL EXPLOITATION AND ABUSE

A variety of campaigns aimed at raising awareness about issues related to sexual exploitation and abuse, including trafficking, have been implemented by different peacekeeping missions, UN agencies, NGOs and other organisations. The following examples illustrate the type of campaigns and public information products deployed in a variety of countries.³

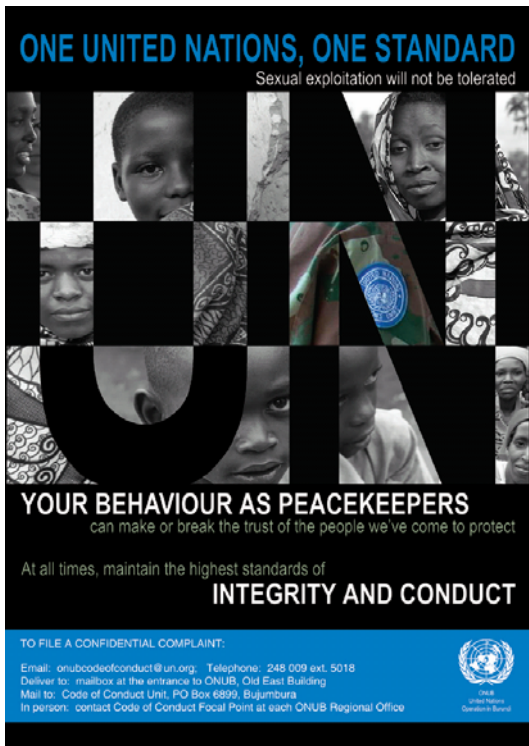
1. Selection of images from DPKO's "Stop Abuse / Report Abuse" Campaign, 2004



³ Electronic copies of these images are available from the External Relations/Media Affairs Office of DPKO.



2. ONUB – “One United Nations, One Standard” Poster, 2005



3. ONUB – “Your Best Behaviour is Your Best Defence” Poster on Code of Conduct on Sexual Exploitation and Abuse






CODE OF CONDUCT ON SEXUAL EXPLOITATION AND ABUSE

Your Best Behaviour is Your Best Defence

All ONUB Civilian, CivPol and Military Personnel are reminded that:

- Any actions by UN Civilian, CivPol and Military Personnel must conform to the highest standards of integrity.
- Any sexual relationship with local people that involves abuse of differential power is unacceptable.
- Any type of sexual activity with children, persons under the age of 18, is strictly prohibited. Mistaken belief in the age of a person is not a defence.
- Any exchange of money, employment, goods or services for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour with the local population and/or with prostitutes is prohibited.
- ONUB prohibits patronage of places designated as 'out of bounds'.

Any violation of the Code of Conduct will result in disciplinary measures including, but not limited to, repatriation, summary dismissal and/or suspension.

For additional information or to file a confidential complaint:
e-Mail  onubcodeofconduct@un.org – call  248009 ext. 5018 –
drop your complaint  in the mailbox at the entrance of ONUB Old East Building
 send it to Code of Conduct Unit P. O. Box 6899, Bujumbura
or contact the  network of COC Focal Points in ONUB Regional Offices

Information is available on the Bulletin Board





Code de Conduite Relatif à l'Exploitation et à l'Abus Sexuels

Bien se comporter c'est bien se défendre

Rappel à l'attention de tout le personnel Civil, CivPol et Militaire de l'ONUB:

- Tout acte du personnel civil, CivPol ou militaire des Nations Unies doit être caractérisé par le plus haut niveau d'intégrité.
- Il est inadmissible d'entretenir des rapports sexuels avec les populations locales en abusant du déséquilibre de pouvoir.
- Il est formellement interdit d'entreprendre toute activité sexuelle avec les enfants ou toute personne âgée de moins de 18 ans. L'erreur d'appréciation de l'âge de la personne ne saurait constituer une excuse.
- Il est interdit d'effectuer tout échange d'argent, d'emploi, de biens ou de services contre le sexe, y compris les faveurs sexuelles ou d'autres formes de comportement tendant à humilier, avilir ou exploiter les populations locales et / ou les prostituées.
- L'ONUB interdit la fréquentation des lieux 'consignés'.

Toute violation du Code de Conduite entraînerait, entre autres, l'une des mesures disciplinaires ci-après : suspension, révocation ou rapatriement.

Pour toute information complémentaire, ou pour déposer une plainte :
E-mail : onubcodeofconduct@un.org -  24 80 09 Poste 5018 -
BV déposer toute plainte dans la boîte aux lettres  située à l'entrée de l'immeuble Old East
ou l'envoyer  à la Cellule Code de Conduite, B.P. 6899, Bujumbura,
ou encore prendre attache avec le réseau des  Points Focaux du Code de Conduite
dans les Bureaux Régionaux de l'ONUB.

Les renseignements sont disponibles sur la page d'annonce de l'ONUB Internet

4. The Peacekeepers' Duty of Care brochure

**THE PEACEKEEPERS
DUTY OF CARE**

- ♦ You are privileged to have been selected to serve in a UN peacekeeping operation. This privilege confers upon you serious responsibilities towards the population you have come to serve.
- ♦ When serving in a peacekeeping operation, you represent the United Nations. The Blue Beret should be worn with pride and with awareness of its meaning to the world.
- ♦ The trust bestowed upon the United Nations and the mandate entrusted to the United Nations by the international community call upon you to exercise the highest standards of professional conduct and behaviour, whether on or off duty.
- ♦ UN peacekeepers are deployed into extraordinary situations in which local populations are often at extreme risk. The entire population that we serve are considered beneficiaries of our assistance. It is the duty of each peacekeeper to protect the vulnerable and to refrain from doing harm.
- ♦ UN peacekeepers have a unique opportunity to help populations emerging from difficult conflict situations and to contribute to a lasting peace and stability. Because of our sensitive role, misbehaviour of one single peacekeeper can diminish the positive role of the entire UN. Maintain respect for the local population and the highest standards of professionalism at all times.
- ♦ Any form of exploitation or abuse of the local population is unacceptable. UN standards of conduct forbid sexual exploitation and abuse of the local population. These standards apply to all peacekeepers irrespective of local customs or laws, or the customs or laws of your own country.
- ♦ The United Nations is an expression of the best hopes and aspirations of the international community. Each peacekeeper is an ambassador of this organization. Stay mindful of your role and of your responsibilities.

**UN Standards of Conduct
covering sexual relations**

- ♦ Sexual activity with children (persons under the age of 18) is prohibited.
- ♦ Exchange of money, employment, goods, assistance or services for sex: prohibited.
- ♦ Sex with prostitutes is prohibited.
- ♦ Sex with beneficiaries (all members of the host population) is strongly discouraged.

(ST/SGB/2003/12)

What is sexual Exploitation and Abuse ?

Sexual exploitation: 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.

Sexual abuse: Actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions.

Possible consequences of sexual misconduct for UN personnel

- ♦ Disciplinary action
- ♦ Repatriation and no further UN service

For criminal offences:

- ♦ Criminal prosecution (for non military personnel) in host country
- ♦ National military justice (for military personnel)

Mission Code of Conduct

[Empty box for Mission Code of Conduct]

Mission Points of Contact

[Empty box for Mission Points of Contact]

5. UNMEE – Article published in mission magazine “UNMEE News”, Jan/Feb 2005

MILITARY MATTERS

SECTOR WEST

FOR YOUR EYES ONLY

By Major Atancha Juvinalis

Whoever told you that sex is something one cannot do without, was not only very far from the truth, but I think they did not do his or her groundwork very well. I have stayed in Barentu for the last seven months, and this has certainly been enough time to reflect on the subject!

Barentu is a small town with a population of about fifteen thousand inhabitants. Many of them, according to my observations, are not only women, but very beautiful women. They actually reinforce the fact that Africa is not only a rich continent in terms of resources, culture and hospitality, but also very much in terms of the beautiful sisters we can boast about.

As much as the women of Barentu are good looking, there are several messages we must bear in mind during our stay in the Mission, and which we must strive to reinforce as our countries' ambassadors and ambassadors of the United Nations.

The first one is that we must respect the culture of the local communities, and try not to annoy them by luring their beautiful daughters with money or other enticements.

The second message is that we should carry ourselves as respectable members of society, who would like to see peace between Eritrea and Ethiopia for the sake of all the citizens of both countries. This must be remembered whenever temptation may present itself at our doors.

The third point is the fact that we are living in the world of HIV/AIDS, and we should at all costs strive to be the chief campaigners not only against unsafe sex, but for the concept of abstinence. We do this for the sake of the citizens of the host countries, but even more importantly, for the sake of our partners at home, who are waiting for us to go

back to them after we end our tour of duty in Eritrea.

The fourth, and most important of all, is the SRSG's message on sexual exploitation and harassment in the Mission areas - which amounts to tarnishing the good name of the world's most prestigious organization - the United Nations.

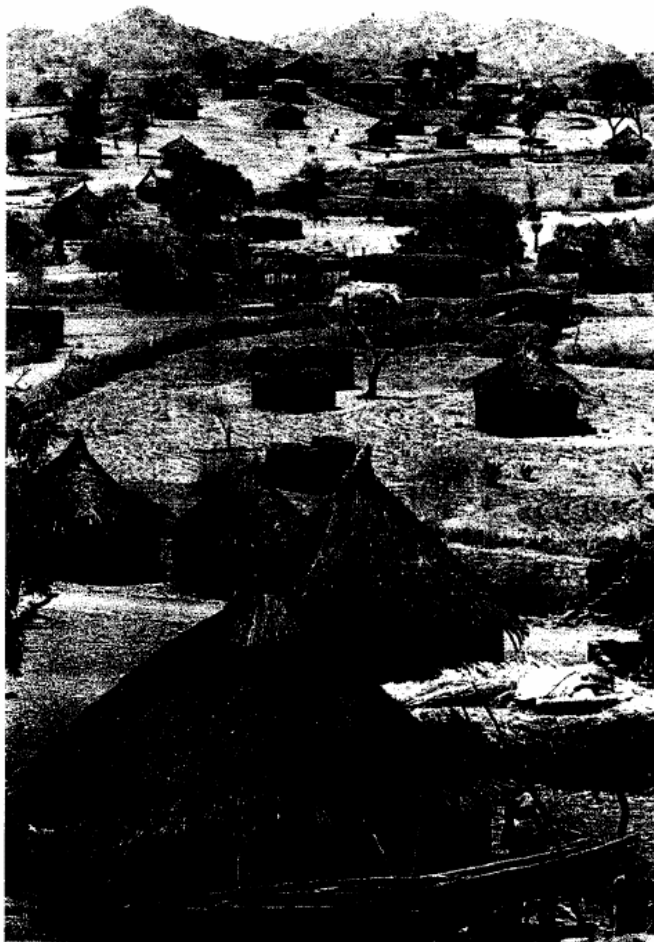
A question or two may arise now on how some of us have managed to stay celibate in this area for such a long time. The

answer is simple. Imagine a cat looking desperately at his master's dinner, a piece of meat stored on a typical African hook in the kitchen, where it cannot access it at any cost. The cat will eventually turn away. This should not only be the case with us, but must it be the way forward! In other words, we must simply forget that sex exists and concentrate on working.

In Barentu, we have adapted to the above situation by transferring all the energies of our non-working hours to other distractions, such as watching the bicycle racing, the first/last light football or basket ball matches, (so-called because they kick off at 06:00hrs or 18:00 hrs because of the high temperatures here in the Western Sector). There are also donkey and camel races - which are very good fun, especially for first timers.

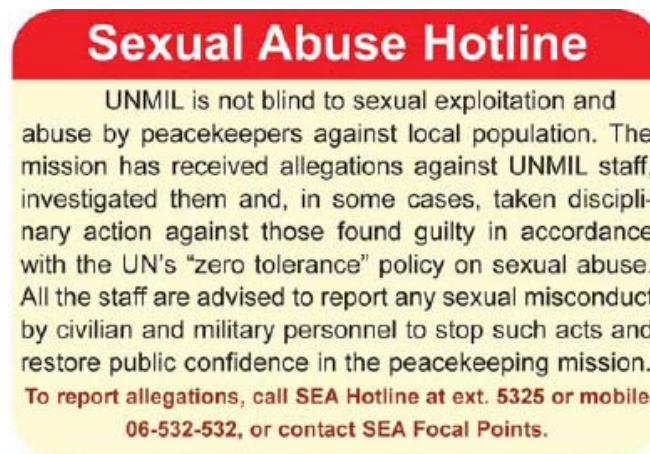
Last but not least, we cannot forget the friendly atmosphere we enjoy with the local community - it is something that is really invaluable. There are many among the local people who are always ready to invite us to a coffee ceremony at their homes.

So - there is life without sex in the Mission Area for sure, and a rich one. This is what I have discovered, and what I decided to share with my fellow peace-keepers. What do you think?



Shilalo, where the writer is stationed

6. UNMIL – Advertisement for Sexual Exploitation and Abuse Hotline



Sexual Abuse Hotline

UNMIL is not blind to sexual exploitation and abuse by peacekeepers against local population. The mission has received allegations against UNMIL staff, investigated them and, in some cases, taken disciplinary action against those found guilty in accordance with the UN's "zero tolerance" policy on sexual abuse. All the staff are advised to report any sexual misconduct by civilian and military personnel to stop such acts and restore public confidence in the peacekeeping mission.

To report allegations, call SEA Hotline at ext. 5325 or mobile 06-532-532, or contact SEA Focal Points.

7. UNMIL – Article published on Zero Tolerance policy in mission magazine “UNMIL Focus”, May 2005

Zero Tolerance!

In recent times the issue of sexual exploitation and the United Nations has consumed more media space than pressing development issues. The focus has been many peacekeepers in various parts of the world including Liberia. The seriousness with which the UN views sexual exploitation and abuse can be gauged from the fact that some 180 peace keepers from seven countries are currently under investigation in the Congo. One French peace keeper has been sent home, disgraced. If found guilty, the others too will be sent home and face charges in their own country as the UN has adopted a "zero tolerance" policy against sexual exploitation and abuse.

The UN Deputy Secretary-General Louise Fréchette's recent visit to Liberia was to ensure compliance with the code of conduct by staff. "The Secretary-General is determined that every staff member is aware of and abides by the standards of conduct," she said, addressing a gathering

of UNMIL staff. Earlier, Special Representative Jacques Paul Klein sent a memo to all UNMIL staff cautioning them: "I want to ensure that all allegations of sexual exploitation and abuse are properly investigated," he said in the memo. "It is the responsibility of managers at all levels and military commanders, to create and maintain an environment that prevents sexual exploitation and abuse," he added. Adam Abdelmoula, Deputy Chief of the Human Rights and Protection Section, was appointed UNMIL Focal Point on the issue.

What does sexual exploitation and abuse constitute? There could be varying definitions, depending on the scenario. But typically it involves a situation where one uses a position of power to take sexual advantage. The use of force or threat in an unequal relationship to seek sexual favours also constitutes sexual exploitation and abuse. More commonly sexual exploitation takes place in scenarios


where there are large numbers of beneficiaries under one's authority - like refugees, IDPs, returnees or victims of natural disaster or calamity.

Sexual acts involving children are simply not tolerated. Under Section 3.2 (b) of the Secretary-General's bulletin ST/SGB/2003/13, sexual activity with anyone under 18, regardless of local age of consent, is strictly prohibited.

Even the Under Secretary-General, DPKO, Jean-Marie Guehenno, laboured the point when speaking to UNMIL staff on the evening of 22 November 2004. "Everybody is accountable," he warned, emphasizing that sexual exploitation or inappropriate behavior at a senior level could mean "reason enough to leave the mission." As the Deputy Secretary-General put it: "It's extremely important that the United Nations credentials be impeccable. We stand for justice and equity."*



8. MONUC – Fact sheet issued by the Office for Addressing Sexual Exploitation and Abuse (OASEA), November 2005



United Nations
MONUC

November 2005
Final edition

Office for Addressing Sexual Exploitation and Abuse Fact sheet

This is the last fact sheet to be issued by the Office for Addressing Sexual Exploitation and Abuse (OASEA). On 8 November 2005, the OASEA will be transformed into the MONUC Conduct and Discipline Unit (CDU), which will be responsible not only for addressing sexual exploitation and abuse, but all forms of personnel misconduct. This fact sheet provides you with a summary of the achievements of the OASEA since it was created on 28 February 2005, and also explain the Terms of Reference of the new CDU.

Nicola Dahrendorf, Director.

Investigations

From 25 December 2004 to 30 September 2005, the OASEA finalized a total of 110 investigations into allegations of sexual exploitation and abuse, involving 155 MONUC personnel. The investigations involved a range of offences:

Prostitution	27.8%
Patrimy	18.8%
Abusive/exploitive sexual relationship	17.3%
Sex for jobs	9.0%
Prostitution with minor	6.0%
Sexual relationship with minor	6.0%
Rape of minor	3.0%

As a result of the investigations, allegations were substantiated against 68 personnel (more than 40% of the alleged perpetrators), comprising 0.4% of all MONUC personnel. More specifically, perpetrators represented the following percentages of all personnel according to category:

Police	3.2%
UNVs	1.6%
Civilian Staff Members	0.7%
Contractors	0.5%
Military Contingents	0.2%

The substantiated allegations concerned 60 victims, including 15 minors under the age of 18 years. As a result of investigations conducted by the OASEA, the following actions have been taken:

1 civilian staff member summarily dismissed
5 civilian staff members suspended without pay pending a final decision
2 civilian staff members suspended with pay pending a final decision
2 civilian staff members charged only
3 UNVs summarily dismissed
2 UNVs reprimanded
10 police repatriated on disciplinary grounds
30 military personnel repatriated on disciplinary grounds

As evident in the above data, allegations were substantiated against all categories of personnel. Allegations were also substantiated against all levels of personnel, from support staff to senior managers, and from the rank-and-file to commanding officers. These include personnel who were found to have directly engaged in acts of sexual exploitation and abuse, as well as managers and commanders who failed to fulfill their particular responsibility to report or maintain an environment which prevents such acts.

2

Investigations (contd.)

It is also noteworthy that more than one-third of the unsubstantiated allegations against civilian personnel were false allegations. These allegations were made by other MONUC personnel, persons claiming to be victims, the Congolese Police and in one case, a local NGO. In this regard, MONUC personnel are reminded that false allegations made deliberately and with malicious intent will be dealt with severely and will be subject to disciplinary measures. False allegations not only harm the individuals against whom they are made, but also damages staff morale and camaraderie more generally and undermines efforts to tackle genuine cases of sexual exploitation and abuse.

On 4 October 2005, the OASEA formally handed over its investigative authority to the Office of Internal Oversight Services (OIOS). This was in accordance with General Assembly Resolution 59/297, which decided that OIOS is the sole body within the United Nations mandated to investigate all category I offences, including sexual exploitation and abuse. The OASEA has transmitted 54 outstanding and new allegations and case files to OIOS for investigation or other appropriate action. New allegations of sexual exploitation and abuse continue to be received by the OASEA.

Policy Developments

Intranet Website on Sexual Exploitation and Abuse

The OASEA is in the process of revising the existing intranet website on sexual exploitation and abuse. The revised website is expected to be launched in the coming weeks and will contain updated information relating to the applicable standards of conduct, the complaints mechanism, focal points on sexual exploitation and abuse, support and assistance to victims, and training.

MONUC Action Plans and Focal Points on Sexual Exploitation and Abuse

In August 2005, the SRSG instructed all Heads of Offices to develop and implement regional action plans for the prevention of sexual exploitation and abuse in their respective regions. Heads of Offices were also required to appoint a Focal Point on sexual exploitation and abuse whose responsibilities include receiving complaints, raising awareness, facilitating training and otherwise assisting Heads of Offices in implementing action plans. Similarly, the Police Commissioner and the Force Commander were also tasked to designate Focal Points and develop action plans at the sector/sub-sector levels and the division/brigade/contingent levels respectively. These efforts are ongoing.

Victim Support

As the focal point for the UN Country Team in the DRC on all issues relating to sexual exploitation and abuse, the OASEA is noting a series of focused discussions on the draft United Nations policy on support to victims of sexual exploitation and abuse drafted by the Task Force on Protection from Sexual Exploitation and Abuse which is part of the Executive Committees on Peace and Security and on Humanitarian Affairs. These discussions are aimed at examining the feasibility of the proposed policy and identifying relevant best practices. The outcome of the discussions, which involve UN agencies, national and international NGOs, government partners and other MONUC offices, will be forwarded shortly to the Task Force.

3

Training

In October 2005, the OASEA held two "Train the Trainers" workshops for military contingent members in Kisangani and Kinshasa respectively. Both trainings were for a full day, and were provided to senior officers to enable them to train their soldiers in a graduated manner. It is expected that this programme will help ensure that all incoming contingent members are systematically trained regarding sexual exploitation and abuse matters shortly after their arrival in the mission. A similar training programme will be held for civilian focal points on sexual exploitation and abuse from all Regional Offices on 17 November 2005. The OASEA also continues to provide training to all new civilian personnel as well as Military Observers, Staff Officers and Police.

Conduct and Discipline Unit

The OASEA will formally segue into the CDU on 8 November 2005. The primary aim of the CDU will be to ensure the prevention of all types of personnel misconduct, with particular emphasis on sexual exploitation and abuse, as well as compliance with and the enforcement of United Nations standards of conduct. The CDU will therefore carry on the work of the OASEA with respect to sexual exploitation and abuse, with the exception of investigations which as explained above are now being conducted by OIOS. The terms of reference of the CDU include:

Strategic Guidance and Policy Development

- Advising the SRSG/OSRSG, Force Commander, Police Commander and Administration on policy, procedures and guidelines relating to personnel misconduct;
- Identifying lessons learned and best practices on addressing personnel misconduct; and
- Developing and implementing policies on assistance to victims, paternity claims and other issues related to personnel conduct and discipline.

Prevention and Training

- Promoting awareness of UN standards of conduct;
- Developing and implementing the training strategy for all MONUC personnel on UN standards of conduct; and
- Developing and monitoring the implementation of preventative measures.

Identification and Response

- Receiving and reviewing complaints on personnel misconduct, and channeling complaints to OIOS, SIU or MP; and
- Liaising with the CDU at UN Headquarters on follow-up action taken by Member States, Office for Human Resources Management (OHRM), UN Volunteers and other relevant offices during and after completion of investigation into personnel misconduct.

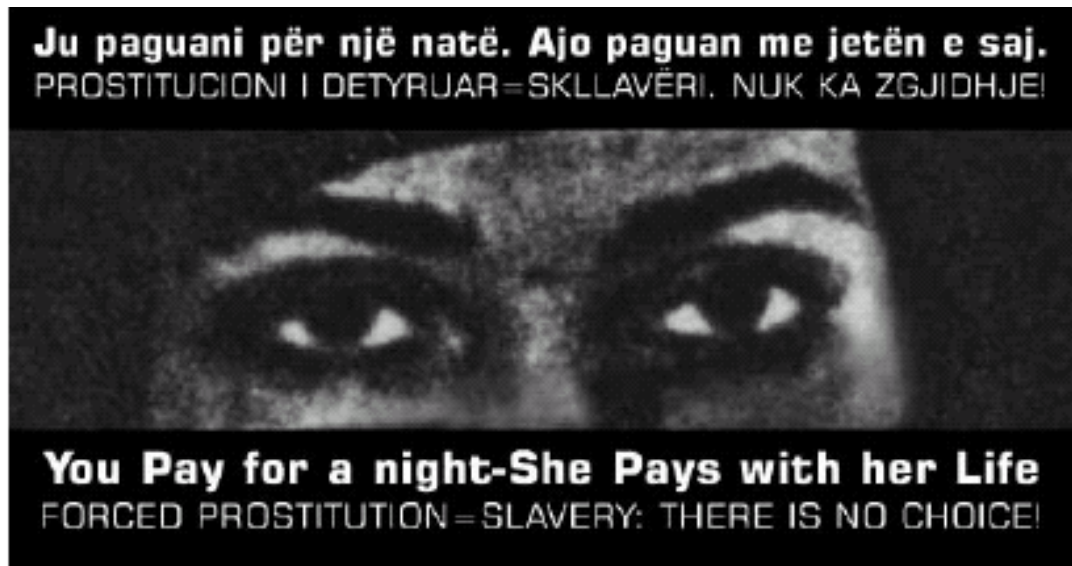
Complaints and concerns regarding sexual exploitation and abuse may be submitted directly to the CDU, or to any designated focal point on sexual exploitation and abuse. The CDU will in turn forward complaints to OIOS for investigation or take other action as appropriate.

Contact information for the CDU remains the same as for the OASEA

Phone:	001 900 7744 (24 hours a day)
Fax:	001 900 6079
Email:	SEA@unm-05.org
Text:	MONUC HQ, 3rd Floor

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9. International Organisation for Migration (IOM) – Poster for Counter-Trafficking Campaign, Kosovo, 2000



ANNEX E. PUBLIC INFORMATION PRODUCTS FOR INTERNAL COMMUNICATIONS ON SEXUAL EXPLOITATION AND ABUSE
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The following products were developed by DPKO to inform United Nations peacekeepers about their fundamental duty of care and code of conduct.

Information campaigns related to sexual exploitation and abuse aimed at UN personnel, including themes and slogans for public information products on sexual exploitation and abuse, should draw on the contents of the following established key products:

1. The Peacekeeper's Duty of Care
2. Ten Rules Code of Personal Conduct for Blue Helmets.
3. We are United Nations Peacekeepers.

THE PEACEKEEPER'S DUTY OF CARE

- You are privileged to have been selected to serve in a UN peacekeeping operation. This privilege confers upon you serious responsibilities towards the population you have come to serve.
- When serving in a peacekeeping operation, you represent the United Nations. The Blue Beret should be worn with pride and with awareness of its meaning to the world.
- The trust bestowed upon the United Nations and the mandate entrusted to the United Nations by the international community call upon you to exercise the highest standards of professional conduct and behaviour, whether on or off duty.
- UN peacekeepers are deployed into extraordinary situations in which local populations are often at extreme risk. The entire population that we serve are considered beneficiaries of our assistance. It is the duty of each peacekeeper to protect the vulnerable and to refrain from doing harm.
- UN peacekeepers have a unique opportunity to help populations emerging from difficult conflict situations and to contribute to a lasting peace and stability. Because of our sensitive role, misbehaviour of one single peacekeeper can diminish the positive role of the entire UN. Maintain respect for the local population and the highest standards of professionalism at all times.
- Any form of exploitation or abuse of the local population is unacceptable. UN standards of conduct forbid sexual exploitation and abuse of the local population. These standards apply to all peacekeepers irrespective of local customs or laws, or the customs or laws of your own country.
- The United Nations is an expression of the best hopes and aspirations of the international community. Each peacekeeper is an ambassador of this organization. Stay mindful of your role and of your responsibilities.

Rev. 9.9.05

TEN RULES CODE OF CONDUCT FOR BLUE HELMETS

1. 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 peace-keeper and do not abuse or misuse your authority.
2. Respect the law of the land of the host country, their local culture, traditions, customs and practices.
3. Treat the inhabitants of the host country with respect, courtesy and consideration. You are there as a guest to help them in so doing will be welcomed with admiration. Neither solicit nor accept any material reward, honour or gift.
4. Do not indulge in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or United Nations staff, especially women and children.
5. Respect and regard the 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.
6. Properly care for and account for all United Nations money, vehicles, equipment and property assigned to you and do not trade or barter with them to seek personal benefits.
7. Show military courtesy and pay appropriate compliments to all members of the mission, including other United Nations contingents regardless of their creed, gender, rank or origin.
8. Show respect for and promote the environment, including the flora and fauna, of the host country.
9. Do not engage in excessive consumption of alcohol or traffic in drugs.
10. 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 United Nations.

WE ARE UNITED NATIONS PEACEKEEPERS

The United Nations Organisation embodies the aspirations of all the people of the world for peace. In this context the United Nations Charter requires that all personnel must maintain the highest standards of integrity and conduct.

We will comply with the Guidelines on International Humanitarian Law for Forces Undertaking United Nations Peacekeeping Operations and the applicable portions of the Universal Declaration of Human Rights as the fundamental basis of our standards.

We, as peace-keepers, represent the United Nations and are present in the country to help it recover from the trauma of a conflict. As a result we must consciously be prepared to accept special constraints in our public and private lives in order to do the work and to pursue the ideals of the United Nations Organisation.

We will be accorded certain privileges and immunities arranged through agreements negotiated between the United Nations and the host country solely for the purpose of discharging our peacekeeping duties. Expectations of the world community and the local population will be high and our actions, behaviour and speech will be closely monitored.

We will always:

- ◆ Conduct ourselves in a professional and disciplined manner, at all times;
- ◆ Dedicate ourselves to achieving the goals of the United Nations;
- ◆ Understand the mandate and mission and comply with their provisions;
- ◆ Respect the environment of the host country;
- ◆ Respect local customs and practices through awareness and respect for the culture, religion, traditions and gender issues;
- ◆ Treat the inhabitants of the host country with respect, courtesy and consideration;
- ◆ Act with impartiality, integrity and tact;
- ◆ Support and aid the infirm, sick and weak;
- ◆ Obey our United Nations superiors and respect the chain of command;
- ◆ Respect all other peace-keeping members of the mission regardless of status, rank, ethnic or national origin, race, gender, or creed;
- ◆ Support and encourage proper conduct among fellow peace-keepers;
- ◆ Maintain proper dress and personal deportment at all times;
- ◆ Properly account for all money and property assigned to us as members of the mission; and
- ◆ Care for all United Nations equipment placed in our charge.

We will never:

- ◆ Bring discredit upon the United Nations, or our nations through improper personal conduct, failure to perform our duties or abuse of our positions as peacekeepers;
- ◆ Take any action that might jeopardize the mission;
- ◆ Abuse alcohol, use or traffic in drugs;
- ◆ Make unauthorised communications to external agencies, including unauthorised press statements;
- ◆ Improperly disclose or use information gained through our employment;
- ◆ Use unnecessary violence or threaten anyone in custody;
- ◆ Commit any act that could result in physical, sexual or psychological harm or suffering to members of the local population, especially women and children;
- ◆ Become involved in sexual liaisons which could affect our impartiality, or the well-being of others;
- ◆ Be abusive or uncivil to any member of the public;
- ◆ Wilfully damage or misuse and United nations property or equipment;
- ◆ Use a vehicle improperly or without authorisation;
- ◆ Collect unauthorised souvenirs;
- ◆ Participate in any illegal activities, corrupt or improper practices; or
- ◆ Attempt to use our positions for personal advantage, to make false claims or accept benefits to which we are not entitled.

We realise that the consequences of failure to act within these guidelines may:

- ◆ Erode confidence and trust in the United Nations;

- ◆ Jeopardize the achievement of the mission; and
- ◆ Jeopardize our status and security as peace-keepers.

ANNEX F. BACKGROUND TO KEY REFERENCE DOCUMENTS ON SEXUAL EXPLOITATION AND ABUSE

The following texts provide the background to key documents which can be used as reference material for briefings on sexual exploitation and abuse:

1. THE SECRETARY-GENERAL'S BULLETIN "SPECIAL MEASURES FOR PROTECTION FROM SEXUAL EXPLOITATION AND SEXUAL ABUSE" (ST/SGB/2003/13)

In 2003, the Inter-Agency Standing Committee (IASC) Task Force on Sexual Exploitation and Abuse⁴ elaborated what became the Secretary-General's Bulletin "Special measures for protection from sexual exploitation and sexual abuse" (ST/SGB/2003/13).

The Bulletin defines sexual exploitation and sexual abuse and provides that such acts, particularly when perpetrated against beneficiaries of United Nations' protection or assistance, constitute serious misconduct and are therefore grounds for disciplinary measures, including summary dismissal.

The Bulletin, which prohibits all acts of sexual exploitation and abuse, specifically sets out the following acts:

- Sexual activity with children (persons under the age of 18) regardless of the age of majority or age of consent locally. Mistaken belief in the age of a child is not a defence; and
- Exchange of money, employment, goods services or assistance to beneficiaries of assistance for sex, including sexual favours or other forms of humiliating, degrading or exploitative behaviour. This means that UN staff are prohibited from soliciting or engaging in prostitution.

The Bulletin strongly discourages, but does not prohibit, sexual relationships between UN staff and beneficiaries of assistance, since they are based on inherently unequal power dynamics, and undermine the credibility and integrity of the work of the United Nations. In peacekeeping operations, "beneficiaries of assistance" means all nationals of the host country as well as refugees in the host country.

In addition, the Bulletin obliges all staff to report concerns or suspicions of sexual exploitation and abuse and places the onus on managers at all levels to support and develop systems that maintain an environment that prevents sexual exploitation and abuse. The Secretary-General has appointed focal points responsible for receiving complaints.

The Bulletin applies to all staff (both internationally and locally recruited) of the United Nations, including separately administered organs, funds and programmes of the United

⁴ The IASC Task Force is co-chaired by OCHA and UNICEF and comprises WFP, UNHCR, OHCHR, DPKO, UNOPS, UNDP, OSAGI, InterAction and SCHR (Oxfam and Save the Children/UK). A large number of other humanitarian organisations provide input to the work of the Task Force.

Nations. It must be made applicable by agreement to all organisations or individuals entering into co-operative arrangements with the United Nations. It applies for the duration of their assignments with the UN, regardless of their geographic location. The SGB was issued with effect from 15 October 2003.

Further to GA/RES/59/300 of 22 June 2005, the standards of conduct in this Bulletin also apply to all other categories of peacekeeping personnel including UN Volunteers, individual consultants, individual and corporate contractors as well as UN police and military personnel serving in UN peacekeeping operations.

2. **REPORT TO THE SECRETARY-GENERAL ON “A COMPREHENSIVE STRATEGY TO ELIMINATE FUTURE SEXUAL EXPLOITATION AND ABUSE IN UNITED NATIONS PEACEKEEPING OPERATIONS” (A/59/710) or “ZEID REPORT”**

In July 2004, the Secretary-General invited H.R.H Prince Zeid Ra’ad Zeid Al-Hussein to act as his adviser and assist the UN in addressing the problem of sexual exploitation and abuse by UN peacekeeping personnel. The Secretary-General considered that as the Permanent Representative of a major troop and police contributing country and both a former civilian peacekeeper and national military officer, Prince Zeid would bring a unique perspective to addressing this serious problem.

When the Special Committee on Peacekeeping Operations requested the Secretary-General in its 2005 report (A/59/19) to make available a comprehensive report with recommendations on sexual exploitation and abuse by United Nations civilian, civilian police and military personnel in peacekeeping operations, he asked Prince Zeid to undertake its preparation.

In formulating these recommendations, Prince Zeid drew on extensive consultations with representatives of troop and police contributing countries that provide military and police personnel and the Secretariat as well as insights from a visit to the United Nations peacekeeping operation in the Democratic Republic of Congo (from 24 October to 3 November 2004).

The report is the first comprehensive analysis of this problem and provides recommendations directed at both the Secretariat and Member States aimed at eliminating future sexual exploitation and abuse in United Nations peacekeeping operations. It mainly focuses on challenging the culture of impunity for perpetrators as well as on implementing improved prevention efforts. It particularly covers the following four areas of concern:

- The rules of the organisation and the fact that the Secretary-General's Bulletin containing detailed prohibitions on acts of sexual exploitation and abuse is only binding on UN staff and not all categories of personnel in a peacekeeping mission;
- The problems with the current Mission investigative process;
- The lack of organisational, managerial and command accountability in addressing sexual exploitation and abuse; and
- The need for enforced individual disciplinary, financial and criminal accountability.

The report addresses the perceived unwillingness of the UN system and police and troop contributing countries (PCCs/TCCs) to effectively respond to the problem of sexual exploitation and abuse in peacekeeping operations and advocates a professionalisation of the Mission's system of investigation and procedures, as well as the implementation of immediate preventative and response measures. Specific attention is paid to the problem of "exchange of money for sex", and particular concern is expressed about the number of minors sexually abused or exploited. The difficulties of serving in peacekeeping missions are also acknowledged and recommendations made to better address personnel welfare.

Some of the most significant recommendations are as follows:

Firstly, it recommends that rules against sexual exploitation and abuse be unified for all categories of peacekeeping personnel so that civilian, civilian police and military personnel are all held to the same standard. This would involve amending the applicable rules for all other categories to bring them in line with the rules binding staff as set out in the Secretary-General's Bulletin.

Secondly, it recommends the establishment of a professional investigative capacity staffed by experts who have experience in investigating sex crimes, particularly those involving young children. This capacity would have access to modern techniques of forensic identification (e.g. fibre analysis and DNA testing).

Thirdly, it recommends a series of organisational, managerial and command measures to address sexual exploitation and abuse. For instance, it proposes improving welfare and recreational facilities to off-set increased restrictions on peoples' personal lives such as curfews and wearing of military uniforms at all times. It also proposes recovering from Member States the "daily allowances" for soldiers found to have engaged in sexual exploitation and abuse and to pay that money into a Trust Fund for Victims. The report suggests that staff engaging in sexual exploitation and abuse be fined in addition to other penalties such as dismissal and that any fines be paid into the Trust Fund for Victims.

And fourthly, it makes a number of recommendations to ensure that peacekeeping personnel who commit acts of sexual exploitation and abuse are held:

- (i) individually accountable through appropriate and swift disciplinary action.
- (ii) financially accountable (see above) for the harm they have done to victims.
- (iii) criminally accountable if the acts of sexual exploitation and abuse committed by them constitute crimes under applicable law. For instance, it recommends that TCCs agree to take action against members of contingents found by a UN investigation to have committed such acts. Moreover, the Secretary-General established a group of experts to come up with solutions to the current difficulties in trying UN staff for crimes such as rape in countries without a legal and judicial system that satisfies international human rights standards.

3. UNITED NATIONS PEACEKEEPING PERSONNEL: STATUS AND RULES OF CONDUCT AND DISCIPLINE (Annex to "Zeid Report", A/59/710)

The various categories of personnel serving in UN peacekeeping operations enjoy a different legal status and are subject to different administrative and disciplinary rules.

The Annex to Prince Zeid's report to the Secretary-General on "A Comprehensive Strategy to Eliminate Future Sexual Exploitation and Abuse in United Nations Peacekeeping Operations" (A/59/710) provides a detailed account of the status, rules of conduct and disciplinary procedures applicable to different categories of United Nations Peacekeeping Personnel.

These rules are detailed and complex. The essential points may be summarised as follows (in case of specific questions the actual rules should be consulted):

a. United Nations staff

- Are civilian personnel.
- Are bound by the Charter of the United Nations (Art.101), United Nations Staff Regulations and Rules, and all other relevant administrative instructions and issuances, including the rules prohibiting sexual exploitation and abuse set out in ST/SGB/2003/13.
- Are required to live up to the highest standards of integrity and observe the "Standards of conduct for the international civil service", adopted by the International Civil Service Commission and welcomed by the UN General Assembly.
- Are required to abide by local laws and honour their private obligations (e.g. payment of rent for private accommodation).
- Under the 1946 Convention on the Privileges and Immunities of the United Nations, enjoy "functional immunity" of officials, i.e. immunity from legal process for the purposes of the official duties they perform, but not for the personal benefit of the individuals themselves. They are thus subject to local civil and criminal jurisdiction for acts committed by them in the host country that do not form part of their official functions. For instance, an act subject to local civil jurisdiction might be non-payment of personal bills, and an act subject to local criminal jurisdiction would be rape. The 1946 Convention requires the Secretary-General to co-operate with the appropriate law enforcement authorities to facilitate the proper administration of justice and provides that the Secretary-General has the right and the duty to waive the immunity of any official in any case where, in his opinion, the immunity would impede the course of justice and where the immunity can be waived without prejudice to the interest of the United Nations.
- Sexual exploitation and abuse is defined as serious misconduct by the Secretary-General's Bulletin. The penalty for serious misconduct is either dismissal or summary dismissal.

b. United Nations Volunteers

- Are civilian personnel but are not members of the staff and are thus not subject to the UN Staff Regulations and Rules.
- Are bound by the United Nations Volunteers (UNV) Programme's rules of conduct that provide that local laws, moral codes and traditions in host countries must be respected. These rules have been amended to include the prohibitions against sexual exploitation and abuse in the Secretary-General's Bulletin.

- The Status of Forces Agreements provide UNVs with the privileges and immunities of officials under the 1946 Convention. UNVs thus enjoy “functional immunity” of United Nations staff while in the Mission area (see above).
- If an investigation substantiates an allegation of serious misconduct against a UNV, the Department of Peacekeeping Operations repatriates the UN Volunteer and the UNV Programme is expected to take disciplinary action against the Volunteer who will also be precluded from further UN peacekeeping assignments.

c. Individual consultants, and individual and corporate contractors

- Are civilians whose services are engaged by the UN but they are not staff.
- They may be accorded the status and privileges of “experts on mission” if required to travel on behalf of the United Nations. Experts on mission have “functional immunity” which is subject to waiver under the same criteria as “officials” (see below for a discussion of experts on mission).
- Are bound by contracts for consultants and contractors that provide that they must refrain from any conduct that would adversely reflect on the United Nations or from any activity that is incompatible with the aims and objectives of the Organisation. Since GA/RES/59/300 of 22 June 2005, individual consultants, individual and corporate contractors will also be bound by the standards of ST/SGB/2003/13.
- Any failure to conform to UN standards of conduct will result in the termination of their contract(s) with the UN.
- Consultants and contractors who are not accorded expert on mission status are subject to local law and have no “functional immunity.”

d. United Nations “experts on mission”

- Examples of experts on mission include UN police officers, members of formed police units, military observers, military liaison officers, military staff officers and UN corrections officers.
- Under the 1946 Convention on the Privileges and Immunities of the United Nations, experts on mission enjoy “functional immunity”, i.e. immunity from legal process for the purposes of the official duties they perform, but not for the personal benefit of the individuals themselves. They are thus subject to local civil and criminal jurisdiction for acts committed by them in the host country that do not form part of their official functions. For instance, an act subject to local civil jurisdiction might be non-payment of personal bills, and an act subject to local criminal jurisdiction would be rape. The 1946 Convention requires the Secretary-General to co-operate with the appropriate law enforcement authorities to facilitate the proper administration of justice and provides that the Secretary-General has the right and the duty to waive the immunity of any expert on mission in any case where, in his opinion, the immunity would impede the course of justice and can be waived without prejudice to the interest of the United Nations.
- For any acts of serious misconduct, are subject to the *Directives for Disciplinary Matters Involving Civilian Police Officers and Military Observers*. Other relevant mission-specific directives, standard operating and administrative procedures or

issuances may also contain information on various issues relating to conduct, prohibitions, discipline or legal issues concerning UN civilian police officers and military observers.

- Experts on mission are bound by the standards in: the “*Ten Rules: Code of Personal Conduct for Blue Helmets*”, “*We are the United Nations Peacekeepers*”. They also sign an undertaking to abide by the standards of conduct in ST/SGB/2003/13, all policies and directives laid down by the Head of Mission and to live up to the highest standards of integrity while in service for the United Nations.
- If an investigation substantiates an allegation of serious misconduct against an expert on mission, the UN can take administrative and disciplinary action (usually repatriation) against the individual. The PCC may be able to take further criminal or civil action depending on its law.

e. Members of national military contingents

- The military members of national contingents, or “troops”, form the bulk of military personnel serving in UN peacekeeping operations.
- The Status of Forces Agreements entered into by the UN with the host State provide that members of national contingents remain under the exclusive criminal jurisdiction of their own national authorities and, therefore, have immunity from local criminal prosecution.
- If a UN administrative investigation substantiates an allegation of serious misconduct against a member of a national contingent, the UN may direct the repatriation of the contingent member to his/her home country. General Assembly resolution 59/287 has conferred conduct of investigations into defined categories of serious allegations of misconduct on OIOS. This includes allegations of sexual exploitation and abuse. Any disciplinary and/or criminal action is the responsibility of the appropriate national authorities of the TCC.
- The UN requires that the TCC agree that members of its contingent be bound by the standards in: the “*Ten Rules: Code of Personal Conduct for Blue Helmets*”, “*We are the United Nations Peacekeepers*”, and ST/SGB/2003/13.
- Other relevant mission-specific directives, standard operating and administrative procedures or issuances may also contain information on various issues relating to conduct, prohibitions, discipline or legal issues concerning members of national contingents.

ANNEX G. PUBLIC INFORMATION STRATEGY ON SEXUAL EXPLOITATION AND ABUSE

The Department of Peacekeeping Operations (DPKO) is committed to addressing the issue of sexual exploitation and abuse by UN peacekeepers seriously and substantively. DPKO has put in place a series of measures to enforce the Organisation's "zero-tolerance" policy and will continue to take systematic disciplinary action where appropriate. These measures - at UN headquarters, within field missions and with TCCs and PCCs - form an integral part of the implementation process of the Department's two-year programme of action to address sexual exploitation and abuse. Stamping out sexual exploitation and abuse and other forms of egregious misconduct remains a priority for the Department, and an effective public information plan comprises an important part of our strategy towards achieving this goal.

I. Basic Principles

The basic principles for our communications strategy on sexual exploitation and abuse are as follows. We will:

1. **Provide the media/public with timely information** on sexual exploitation and abuse cases, by - as possible- proactively announcing relevant developments rather than responding to queries.
2. **Be as honest and forthcoming as possible** in interactions with the media, while respecting the need for due process and confidentiality. Interaction with the media shall be guided by provisions in the Standard Operating Procedure (SOP) for public information activities on sexual exploitation and abuse, in particular its Annex B.
3. **Publicise measures taken by DPKO** through UN Spokespeople at Headquarters and on missions and by working closely with TCCs/PCCs and other partners (e.g. NGOs, academic institutions, think tanks etc.).
4. **Keep the issue at the forefront of our thinking** through constant vigilance and by continuing to address sexual exploitation and abuse, both internally and externally, through inclusion in all relevant training (including pre-deployment training in TCCs/PCCs, training for new staff and senior leadership induction training) and by distributing the SOP on public information activities on sexual exploitation and abuse to all PI staff, the Conduct and Discipline Teams and other relevant components.
5. **Restore/build local confidence** in peacekeeping missions through advising of actions taken by the UN and TCCs/PCCs and through specific outreach measures, including victims' assistance, targeting relevant communities within the mission areas.
6. **Enlist the support of others** to help us explain the issue. These partners will include NGOs, academics and other relevant organisations with whom we can build partnerships and work jointly to address the issue.

7. **Contextualize the issue** by placing it within the larger framework of conduct issues and by strengthening efforts to publicize positive developments in UN peacekeeping.

II. External Communications

More cases of sexual exploitation and abuse by UN peacekeepers are likely to come to light in the months ahead. While some of this will be due to the strengthened measures and mechanisms put in place to address the issue, public and media interest is likely to increase as further allegations surface. Measures to ensure that briefers are fully prepared to respond to discuss sexual exploitation and abuse by UN peacekeepers in an informed and effective manner will include:

a. Clear focal points, clear messages

Provide briefers, including public information officers, senior managers and other personnel likely to make public statements on this issue, with the SOP on public information activities on sexual exploitation and abuse and other guidance documents on addressing this in public statements. This will ensure that the established key messages are delivered in all public statements on this subject and that briefers are fully aware of the departmental line and have access to the necessary public information tools and facilities to respond effectively.

b. Contextualize the issue

Sexual exploitation and abuse needs to be placed in the public debate within the broader context of measures being taken to address all conduct issues, i.e. expanding the issue to include other forms of misconduct involving criminal acts or violations of UN standards, rules or regulations. The measures being taken to address sexual exploitation and abuse by UN peacekeepers are part of the larger UN reform process. They promote accountability and the further “professionalization” of the Department and should be portrayed as such in public statements and briefings. They include introducing a unified standard of conduct; mandatory training; strengthening investigative resources, managing and for following up allegations of misconduct, and improved managerial accountability.

c. Anticipate the story

We must be prepared, to the extent possible, to respond to new developments by securing substantive input/information in a timely fashion from the relevant components in missions (e.g. military, police, OIOS, Conduct and Discipline Teams or others) or at UN headquarters (e.g. Desk Officers, Conduct and Discipline Team or others). The ability to anticipate stories and events related to sexual exploitation and abuse by UN peacekeepers will greatly assist the process of mitigating possible fall-out and will help free us to focus on capitalising on “good news” peacekeeping stories.

d. Keep the pressure on

Pressure must continue to be put on TCCs/PCCs to regularly provide information on the follow-up actions they are taking regarding related cases involving their contingent members. Such information should be regularly updated and available to briefers. Working closely with partners in the UN family, academic, NGO and policy studies communities will also help us get the message out and raise awareness of the importance of the issue.

e. Accountability and accessibility

Work with missions to ensure local community access to assistance and complaints mechanisms and to ensure provision of clearly identified contact points and access to victims' assistance programmes.

f. Brief proactively, brief widely, brief regularly

To the extent possible, the Department will take a proactive line in getting information out to the press. This will help us shape the debate and as with "anticipating the story" above, reduce potential damage in the wake of negative media reports. Key clarifications in policy (i.e. establishment of a departmental policy on when the names of TCCs can be released publicly or a potential decision to put TCCs on public notice that we are "willing to exclude them from peacekeeping participation" if they do not show a commitment to ensuring the uniform standard of conduct) should also be explained publicly by senior DPKO officials, both at periodic media updates and to smaller groups of key journalists. Comments on this issue are to be guided by applicable provisions of relevant SOPs.

III. Internal Communications

a. Implement SOP on public information activities on sexual exploitation and abuse

Ensuring a wide distribution of the Mission Directive on sexual exploitation and abuse by UN peacekeepers as well as the SOPs on public information activities on sexual exploitation and abuse and its annexes, and their practical application in the field will increase awareness and understanding of these issues within the organisation as a whole.

b. Promote advocacy and dialogue

Re-emphasize the importance that the Department is attaching to this issue by building and maintaining a constant "in-house" dialogue at all levels. Our goal is to engage staff at Headquarters and on mission, as well as with the entire UN family NGOs and other relevant entities. The "messengers" will include mission leadership, the head of the Conduct and Discipline Team, relevant Focal Points and PIOs.

c. Train personnel at all levels

Internal communications will rely heavily on the training of personnel at all levels, including senior leadership, incoming civilian staff, and pre-deployment training on sexual exploitation and abuse issues in PCCs and TCCs.

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