

Lesson 3.4



Sexual Exploitation and Abuse

Lesson at a Glance

Aim

To explain to UN peacekeeping personnel the UN standards prohibiting sexual exploitation and abuse (SEA).

Relevance

You have an **obligation** to uphold the highest standards of conduct. The UN has a **zero tolerance policy on SEA** by UN personnel.

Some peacekeeping personnel may believe that likelihood of SEA occurring in their mission is very small. This belief is not adequate preparation. Allegations of SEA by UN peacekeeping personnel have been made by victims in many missions.

This lesson explains what you must do to create and maintain an environment which prevents SEA.

Learning Outcomes

Learners will:

- Explain what “zero tolerance of SEA” means
- Describe SEA and the uniform standards on SEA for peacekeeping personnel
- Describe DPKO's three-pronged approach to addressing SEA – prevention, enforcement and remedial action
- List actions to take to support zero tolerance of SEA

Lesson Map

Recommended Lesson Duration: 60 minutes total

1-2 minutes per slide

Use short option learning activity

The Lesson	Pages 3-23
Starting the Lesson	Intro Slides
Learning Activity 3.4.1: Film: <i>To Serve with Pride</i>	
Duty to “Protect and Serve”	Slide 1
Zero Tolerance of SEA	Slide 2
Definition of SEA	Slides 3-5
Uniformed Standards on SEA – Prohibited Acts	Slide 6
Learning Activity 3.4.2: Guidelines and Prohibitions on SEA	
DPKO's Three-Pronged Approach to SEA	Slides 7-10
What Individual Peacekeeping Personnel Can Do	Slides 11-12
Summary	Pages 24-25
Learning Evaluation	Pages 26-28
OPTIONAL: Additional Learning Activities	See Resource
Learning Activity 3.4.3: Ground Rules on SEA	
Learning Activity 3.4.4: Defining SEA	
Learning Activity 3.4.5: Consequences of SEA	

The Lesson



Starting the Lesson

Introduce the following (using the Introductory Slides):

- Lesson Topic
- Relevance
- Learning Outcomes
- Lesson Overview

This lesson emphasizes the uniform standards personnel are expected to maintain, rather than participant perceptions of SEA. Standard responses to commonly asked questions on prohibited behaviour have been provided for the instructors' convenience.

It is particularly important in this session to ensure that it is well managed and stays on topic. Ensure that confidentiality and anonymity are maintained in any examples used during discussions.

Specific issues may link to the lesson on Women, Peace and Security covered in Module 2.

Learning Activity**3.4.1**Film: *To Serve with Pride***METHOD**

Film, group discussion

PURPOSE

To introduce SEA and the UN's zero tolerance policy

TIME

30 minutes

- Film: 24:24 minutes
- Discussion: 5 minutes

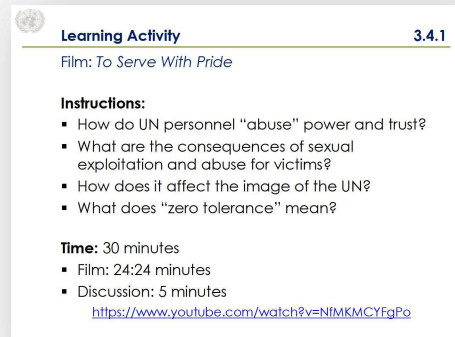
INSTRUCTIONS

- How do UN personnel “abuse” power and trust?
- What are the consequences of sexual exploitation and abuse for victims?
- How does it affect the image of the UN?
- What does “zero tolerance” mean?

<https://www.youtube.com/watch?v=NfMKMCYFgPo>


RESOURCES

- Learning Activity instructions



Learning Activity 3.4.1

Film: *To Serve With Pride*

Instructions:

- How do UN personnel “abuse” power and trust?
- What are the consequences of sexual exploitation and abuse for victims?
- How does it affect the image of the UN?
- What does “zero tolerance” mean?

Time: 30 minutes

- Film: 24:24 minutes
- Discussion: 5 minutes

<https://www.youtube.com/watch?v=NfMKMCYFgPo>

Duty to “Protect and Serve”

Slide 1

The slide features a small UN emblem in the top left corner. The main title is "1. Duty to 'Protect and Serve'". Below the title is a bullet point: "Your conduct as UN personnel must uphold the confidence and trust of people you serve". At the bottom of the slide, there are four small posters arranged horizontally. Each poster has a title in blue: "DIGNITY", "INTEGRITY", "SAFETY", and "COURTESY". Each poster contains a grid of black and white photographs and the text: "Your behaviour as UN Staff upholds the confidence and trust of the people you serve to serve." At the bottom of each poster is the UN logo and the text "UN DEPARTMENT OF PEACEKEEPING 7-24-18888".

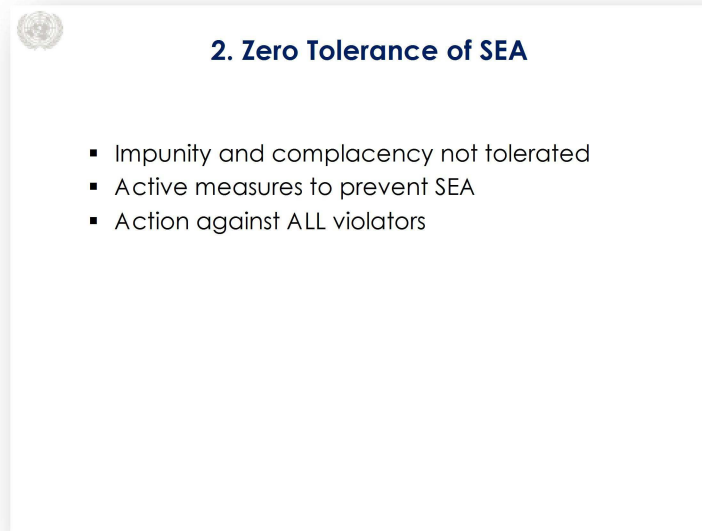
Key Message: Your conduct as UN peacekeeping personnel must uphold the confidence and trust of the people you have come to serve.



Recall the previous lesson. Remind participants that one of the three principles underpinning UN standards of conduct is “zero tolerance policy on SEA”.

Zero Tolerance of SEA

Slide 2



Key Message: The UN has a zero tolerance policy on SEA. Zero-tolerance here means:

- A culture of impunity and complacency toward SEA is no longer tolerated
- Active measures must be in place to prevent SEA
- Anyone found to have violated UN standards of conduct receives appropriate disciplinary action

The UN's zero tolerance policy on SEA is contained in the Secretary-General's Bulletin on *Special Measures for protection from sexual exploitation and abuse* (ST/SGB/2003/13).

Former UN Secretary-General Ban Ki-moon stated:

"The United Nations, and I personally, are profoundly committed to a zero-tolerance policy against sexual exploitation or abuse by our own personnel. This means zero complacency. When we receive credible allegations, we ensure that they are looked into fully. It means zero impunity."

Unfortunately, there are allegations of misconduct involving peacekeeping personnel. The UN has taken action against personnel violating the standards of conduct on SEA. The problem persists. The UN continues to improve how it:

- Receives and investigates complaints
- Ensures appropriate action against all who violate standards

Individual peacekeeping personnel are responsible for their behaviour and preventing SEA.

Definition of SEA



Definitions of SEA are complicated on the first read. This lesson takes the time to work through them so learners absorb the content. Present the lesson as a guide to the UN zero tolerance policy on SEA. All need to know it thoroughly. Start and end the lesson with the slide of definitions.

Slide 3

A white rectangular slide with a small UN logo in the top left corner. The title '3. Definition of SEA' is centered at the top. Below the title is a bulleted list of three items: 'Sexual exploitation', 'Sexual abuse', and a statement that both constitute Category I serious misconduct.

3. Definition of SEA

- **Sexual exploitation:** actual or attempted abuse of a person's vulnerability, differential power or trust for sexual purposes, including profiting monetarily, socially or politically from the exploitation
- **Sexual abuse:** actual or threatened physical intrusion of a sexual nature, by force or under unequal or coercive conditions
- Sexual exploitation and abuse constitute Category I serious misconduct

Key Message: All SEA is Category I: serious misconduct for all UN personnel.

According to the Secretary-General's Bulletin on *Special Measures for Protection from Sexual Exploitation and Sexual Abuse - ST/SGB/2003/13*:

Sexual exploitation: *actual or attempted abuse of a person's vulnerability, differential power or trust for sexual purposes, including profiting monetarily, socially or politically from the exploitation.*


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

Examples:

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

- Trafficking people for prostitution
- Procuring prostitutes for others

Slide 4



Interpreting Key Words

Vulnerable	<ul style="list-style-type: none"> ▪ Fighting for survival in desperate circumstances ▪ Lack of awareness of rights and obligations, denial of human rights ▪ Unequal power relations that can be exploited ▪ Prevalence of sexual and gender-based violence
Differential Power	<ul style="list-style-type: none"> ▪ An imbalance between economic, social, education and professional status ▪ A dependence by one person on another to sustain life ▪ A position of authority of one person over another
Abuse of Trust	<ul style="list-style-type: none"> ▪ Further victimizes vulnerable persons ▪ Violates victims' human rights ▪ Disrupts families/communities and undermines peace
Beneficiaries of Assistance	<ul style="list-style-type: none"> ▪ Broadly interpreted to cover the local population the UNPKO is mandated to serve

Key Message: Key words to consider in defining SEA include “vulnerability” and “differential power”.

Vulnerable

Members of host communities in peacekeeping contexts are vulnerable for many reasons:

- Collapsed economy with many fighting for survival in desperate circumstances
- Lack of awareness of human rights
- Frustration with denial of human rights
- History of unequal power relations which others can exploit
- Prevalence of sexual and gender-based violence
- Conflict and lawlessness

Differential Power

Differential power in the peacekeeping context can mean the following:

- An imbalance between economic, social, education and professional status
- Dependence by one person on the help of another to sustain life
- Position of authority of one person over another

Abuse of Trust

Peacekeeping personnel must not abuse trust. Abuse of trust:

- Further victimizes vulnerable people
- Violates victims' human rights
- Disrupts families and communities
- Undermines the possibility of peace

Beneficiaries of Assistance

- Where a UN peacekeeping mandate includes serving the population, "beneficiaries of assistance" includes local people

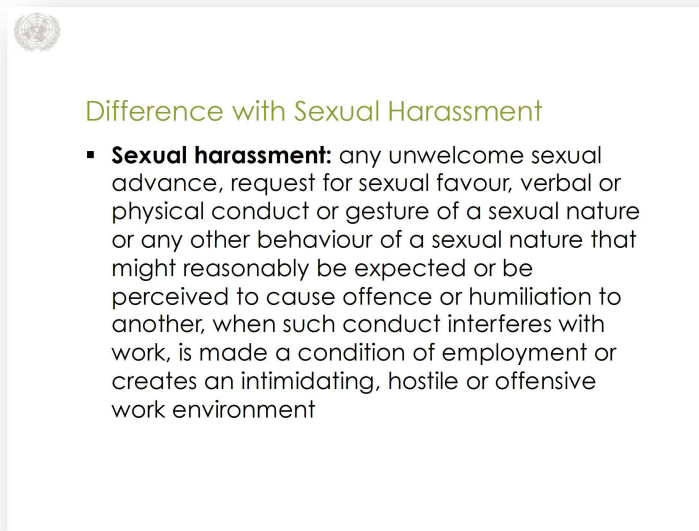
Peacekeeping personnel work with vulnerable people. An inherently unequal dynamic exists between peacekeeping personnel and beneficiaries. Peacekeeping personnel have money, food and shelter. Local people have less or no access to these essentials. The result is differential power. Peacekeeping personnel have more power.

The UN strongly discourages sexual relationships between UN staff and beneficiaries of assistance. Such relationships are likely to be based on inherently unequal power dynamics.



Ensure that sexual harassment is not confused with sexual exploitation and sexual abuse. Sexual harassment is a workplace related offence, so it involves staff or related personnel and not members of the general public.

Slide 5



The slide features a small circular logo in the top left corner. The main title is "Difference with Sexual Harassment" in green text. Below it is a single bullet point defining sexual harassment.

Difference with Sexual Harassment

- **Sexual harassment:** any unwelcome sexual advance, request for sexual favour, verbal or physical conduct or gesture of a sexual nature or any other behaviour of a sexual nature that might reasonably be expected or be perceived to cause offence or humiliation to another, when such conduct interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment

Key Message: Sexual harassment and SEA are different.

Sexual harassment: any unwelcome sexual advance, request for sexual favour, verbal or physical conduct or gesture of a sexual nature, or any other behaviour of a sexual nature that might reasonably be expected or be perceived to cause offence or humiliation to another, when such conduct interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment. (Prohibition of discrimination, harassment, including sexual harassment, and abuse of authority (ST/SGB/2008/5)).

There is often confusion about whether a particular action or conduct is sexual harassment, sexual exploitation or sexual abuse.

Sexual harassment is:

- Associated with the workplace
- Involves staff or related personnel
- Does not involve members of the public

Not all sexual harassment involves:

- An abuse of a position of vulnerability
- Differential power or trust
- Actual or threatened physical intrusion of a sexual nature

When sexual harassment does involve these, it is also sexual exploitation or sexual abuse.

Perpetrators may commit SEA against:

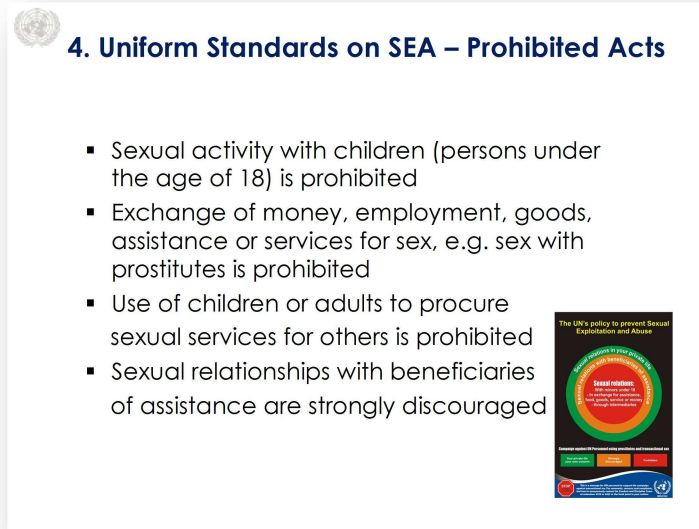
- UN personnel
- Personnel of partner agencies
- Members of the local community

Sexual harassment is Category II misconduct, not Category I serious misconduct.

Sexual harassment and SEA must be reported.


Uniform Standards on SEA – Prohibited Acts

Slide 6



4. Uniform Standards on SEA – Prohibited Acts

- Sexual activity with children (persons under the age of 18) is prohibited
- Exchange of money, employment, goods, assistance or services for sex, e.g. sex with prostitutes is prohibited
- Use of children or adults to procure sexual services for others is prohibited
- Sexual relationships with beneficiaries of assistance are strongly discouraged



Key Message: Uniform means the same. Uniform standards on SEA apply to all peacekeeping personnel in the same way. Uniform standards on SEA establish:

- Sexual activity with children (persons under the age of 18) is prohibited
- Exchange of money, employment, goods, assistance or services for sex, including sex with prostitutes, is prohibited
- Use of children or adults to procure sexual services for others is prohibited
- Sexual relationships with beneficiaries of assistance as strongly discouraged

Learning Activity**3.4.2****Guidelines and Prohibitions on SEA****METHOD**

Scenarios, questions

PURPOSE

To apply and deepen understanding of SEA

TIME

Short option: 10 minutes

- Group work: 5-7 minutes
- Discussion: 3 minutes

Longer option: 45 minutes

- Introduction: 5 minutes
- Small groups: 15 minutes
- Reports: 20 minutes (may vary depending on number of groups)
- Summary and close: 5 minutes

INSTRUCTIONS

- Consider the scenarios
- Identify “vulnerability”, “differential power” and “trust”
- How has the Uniform Standards on SEA been violated?

RESOURCES

- Learning Activity instructions
- Activity material
- Scenarios
- Responses to discussion questions

The thumbnail shows a page titled "Learning Activity" with the sub-heading "Guidelines and Prohibitions on SEA" and the reference "3.4.2". It contains the following text:

Instructions:

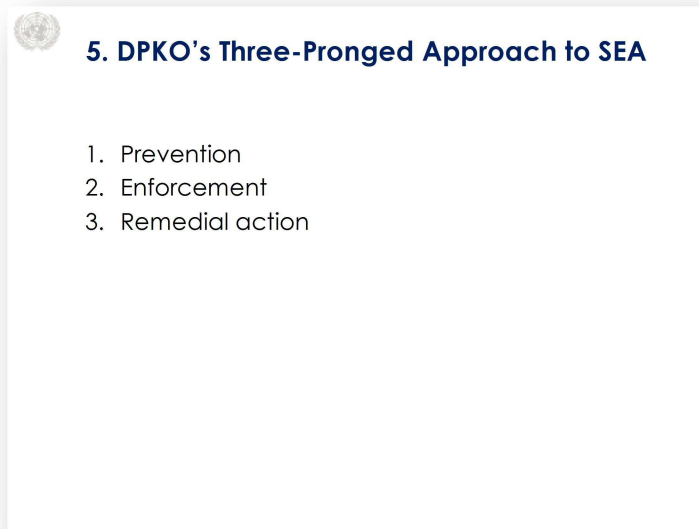
- Consider the scenarios
- Identify “vulnerability”, “differential power” and “trust”
- How have the Uniform Standards on SEA been violated?

Time: 10 minutes

- Group work: 5-7 minutes
- Discussion: 3 minutes

DPKO's Three-Pronged Approach to SEA

Slide 7



Key Message: DPKO and DFS have a three-pronged strategy for addressing SEA:

- Prevention
- Enforcement
- Remedial action

The UN developed this approach to respond to SEA, but the three steps are relevant measures in addressing all types of misconduct.

Slide 8

The slide features a small UN emblem in the top left corner. The main heading is '1. Preventive Measures' in green. Below it is a bulleted list: 'Uniform standards on SEA', 'Training', 'Public information', and 'Welfare and recreation'. To the right is a red poster with white text that reads: 'Sex for cash or barter is against UN rules', 'IT CAN:', '- GET YOU FIRED', '- GET YOU REPATRIATED', '- PUT YOU BEFORE A COURT', '- BAR YOU FROM UN JOBS', '- RUIN YOUR REPUTATION', '- BRING SHAME ON YOUR COUNTRY', '- GIVE YOU HIV/AIDS', 'Would you risk it?', and a 'STOP' sign graphic with the text 'It's hard to say for sure'.

Key Message: Preventative measures include:

- Uniform standards on SEA
- Training
- Public information
- Welfare and recreation

Uniform standards on SEA

Uniform standards on SEA establish:

- Sexual activity with children (persons under the age of 18) is prohibited
- Exchange of money, employment, goods, assistance or services for sex, including sex with prostitutes, is prohibited
- Use of children or adults to procure sexual services for others is prohibited
- Sexual relationships with beneficiaries of assistance are strongly discouraged

Training

Peacekeeping personnel must receive training on SEA. Training starts with this pre-deployment course. In-mission briefing and training continues it. In-mission training on misconduct for deployed peacekeeping personnel covers mission-specific conduct and discipline issues.

Public Information

Public information and outreach include poster campaigns, briefings during town-hall meetings, intranet web sites, newsletters and radio broadcasts. The UN releases information on misconduct, including SEA allegations, investigations and follow-up action.

Welfare and Recreation

Missions have been asked to improve welfare and recreation facilities. The UN repays Member States for the costs of welfare and recreation equipment they provide.

Slide 9



Key Message: Enforcement measures include:

- Complaints mechanisms and reporting
- Data management
- Investigations
- Follow-up

Complaints mechanisms and reporting

The Conduct and Discipline Unit (CDU) and Office of Internal Oversight Services (OIOS) are the main entities for receiving misconduct allegations. They have developed different ways to report:

- Locked drop-boxes
- Private meeting rooms for confidential reporting
- Telephone hot lines
- Secure email addresses
- Focal points for the country and region
- Civil society networks
- UN networks

Data management

The UN records allegations of misconduct including SEA in a global database for tracking. The Misconduct Tracking System (MTS) helps the UN monitor allegations and cases.

Authorities refer all allegations received to the UN or national authorities for investigation.

The UN uses its Misconduct Tracking System to vet UN international staff. Human resources checks applications to work in field missions against records of misconduct in prior assignments to field missions. The UN similarly vets individually recruited military, police, corrections officers and UN Volunteers. Troop and Police Contributing Countries (TCCs, PCCs) vet military contingents and formed police units for prior misconduct.

Investigations

The UN commits to a six-month timeline for completing investigations.

CDUs in the missions assess allegations before referring them for investigation.

Investigation entities for serious misconduct and misconduct include:

- National authorities for military personnel
- OIOS
- Mission entities: Special Investigation Unit, Force Provost Marshall and UN Police Unit
- Panels set up for this purpose

The UN has also set up Immediate Response Teams in peacekeeping missions to gather and preserve evidence for use in investigations.

Follow-up

Action is taken when allegations are proven. Where allegations of sexual exploitation and sexual abuse are proven, the perpetrator may be criminally accountable. Follow-up on cases of misconduct happens a) in the mission, b) at UN Headquarters and c) with national authorities.

On proven allegations

For staff members:

- The UN takes disciplinary action against its staff members
- Proven cases of criminal conduct can be referred for prosecution or directly prosecuted by national authorities

For personnel deployed as experts on mission, essentially police personnel and military observers:

- The contributing Member State must take disciplinary action; the UN will ask the contributing Member State to take appropriate action
- The UN can take only limited action against the personnel, for example repatriation and barring them from future missions
- The UN follows up with the contributing Member State until it receives information on actions taken
- Proven cases of criminal conduct can also be referred for prosecution or directly prosecuted by national authorities.

For military personnel:

- The TCC sets disciplinary action or criminal sanctions; the UN asks for appropriate actions to be taken
- The UN can take only limited action against the personnel; for example repatriation and barring from future missions
- TCCs are required to report back to the UN on misconduct investigations and prosecutions
- The UN follows up with a TCC until informed of actions taken

More on accountability

The UN:

- To increase accountability, the UN is implementing measures from the Secretary-General's report on Special measures for protection from SEA, adopted by the General Assembly in May 2015:

- Strengthening administrative measures against staff members found to have committed these acts, including withholding entitlements
- Suspending pay to TCCs/PCCs in connection with suspects, based on credible evidence

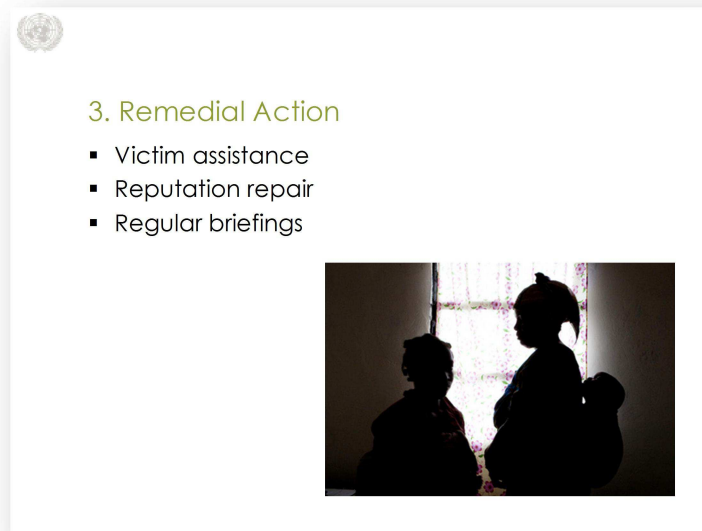
Secretary-General:

- The Secretary-General reports each year on:
 - SEA
 - Disciplinary matters and cases of criminal behaviour for staff members

Peacekeeping missions:


- Peacekeeping missions report quarterly and yearly on conduct and discipline to the Department of Field Support (DFS) at UN Headquarters
- Leadership of peacekeeping missions are accountable. They:
 - Track progress on procedures designed to reduce SEA
 - Report all actions taken to prevent SEA
 - Ensure cooperation during investigations

Slide 10



3. Remedial Action

- Victim assistance
- Reputation repair
- Regular briefings



Key Message: Remedial action includes:

- Victim assistance
- Reputation repair
- Regular briefings

Victim Assistance

Missions must help and support SEA complainants and victims. Help includes medical and psycho-social care, legal services and immediate material care, for example food, clothing and shelter. Legal services include support for the pursuit of paternity and child support claims.

Learning support: For more information, see the General Assembly Resolution (A/RES/62/614) on the *United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel 2007*.

Reputation Repair

The UN communicates the results of investigations to the public, on proven and unproven cases. Information is aggregated so no specific groups, contingents, nationalities or countries are “named and shamed”.

Regular Briefings

Regular briefings may be held to release information on allegations of misconduct, including SEA. This outreach helps manage potentially significant and negative effects of misconduct on:

- A mission's image and credibility
- Its ability to implement its mandate


This refers in particular to cases reported in the media.

What Individual Peacekeeping Personnel Can Do



Ask participants to recall the Uniform standards on SEA.

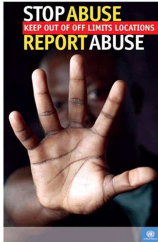
Slide 11



6. What Individual Peacekeeping Personnel Can Do

Individual Responsibility

- Professional and personal
- Reflect UN image
- Uniform standards on SEA
- Personal discipline
- Duty to SEA-free environment
- Duty to report SEA



The poster features a close-up of a hand with fingers spread, set against a dark background. At the top, the text reads 'STOP ABUSE' in large, bold, yellow letters. Below it, in smaller white text, is 'KEEP OUT OF OFF LIMITS LOCATIONS'. At the bottom, in large, bold, yellow letters, is 'REPORT ABUSE'. A small UN logo is visible in the bottom right corner of the poster.

Key Message: Individual peacekeeping personnel must uphold the uniform standards on SEA.

Uniform standards on SEA establish:

- Sexual activity with children (persons under the age of 18) is prohibited
- Exchange of money, employment, goods, assistance or services for sex, including sex with prostitutes, is prohibited
- Use of children or adults to procure sexual services for others is prohibited
- Sexual relationships with beneficiaries of assistance as strongly discouraged

When you accept an assignment with the UN, you agree to uphold its standards of conduct. The UN has high standards of conduct.

When you serve with the UN, you represent it during your free time and your working day. You do not have the same freedoms in your “private life” as you do when you are in your home country or working for another organization. The UN holds you to a high, strict standard of conduct because **everything you do reflects on the image of the UN. You must live up to the UN’s expectations behavior for its personnel and always prevent SEA.**

Working with the UN can be difficult. **You must have strong personal discipline.** You will be subject to a wide variety of dangerous, frustrating and awkward situations, including desperate people asking you to violate UN standards of conduct. Your response is to continue to say “no”.


The UN has found SEA in all duty stations. The form and extent of SEA vary. **All UN personnel and partners have an obligation to create and maintain an environment that prevents SEA and to uphold standards of conduct.** This applies regardless of your opinion of the problem in your duty station or the likelihood of it happening.

Personnel must report concerns or suspicions about SEA to the appropriate office in the mission, or to OIOS. UN authorities must investigate, not a person who reports concerns. Personnel should only report such concerns in good faith. Reporting an allegation known to be false is misconduct. People who report concerns later proven untrue will not face repercussions when they make such a report in good faith.




This part of the session outlines the duty of leadership to be accountable and responsible for maintaining the highest standard of conduct and preventing, monitoring and responding to misconduct. It relates to the third key principles underpinning UN standards of Conduct: Accountability of those in command who fail to enforce the standards of conduct.

Slide 12



Leadership and Accountability

- Implement policies
- Mandatory SEA training by ALL
- Focal Points and awareness-raising
- Welfare and recreation
- Emphasize duty to report
- Address violations
- Report all misconduct to CDU or OIOS



Key Message: Leadership is accountable and responsible. Leadership has a duty to:

- Maintain the highest standards of conduct
- Prevent, monitor and respond to misconduct

Issues of misconduct also raise issues of poor leadership.

Managers and Commanders must work to prevent and respond to misconduct, including SEA. Individuals in these positions can do much to show what “zero tolerance” means.

On SEA, managers and commanders are to:

- Be familiar with the Mission's Action Plan to Prevent SEA
- Organize campaigns for specific groups (e.g. anti-child prostitution campaigns)
- Include as performance objectives in managers' work-plans the prevention of misconduct, and evaluate this through performance appraisals
- Remind senior personnel of their role in “setting the tone” and “leading by example”
- Appoint focal points for SEA in field locations
- Actively and publicly support efforts of the mission CDU and focal points to address SEA
- Organize and use meetings for awareness-raising on misconduct. For example:
 - Town-hall briefings
 - Meetings with senior management
 - Meetings by managers with their staff

- Key meetings with contingent commanders, heads of offices
- Ensure all personnel under supervision or command take compulsory SEA training, including contingent members
- Include a session on SEA in induction briefings
- Appear at the start of conduct and discipline training sessions to stress leadership commitment to addressing conduct and discipline issues

On prevention measures, managers and commanders are to:

- Set the tone and be role models
- Provide welfare and recreation facilities
- Rotate troops regularly in remote areas
- Ensure induction and on-going training on misconduct

Enforcement measures, managers and commanders are to:

- Set up procedures for internal complaints
- Stress the duty to report
- Establish non-fraternization policy, curfew, off limits locations and patrols
- Coordinate investigations

Summary

Zero tolerance of SEA means SEA is no longer tolerated

- A culture of impunity and complacency towards SEA is no longer tolerated
- Active measures are in place to prevent SEA
- Anyone found to have violated UN standards of conduct receives appropriate disciplinary action

Uniform standards on SEA: no sex with children, prostitutes and beneficiaries, and do not use children or adults to procure sex for others

- **Sexual exploitation:** *actual or attempted abuse of a person's vulnerability, differential power or trust for sexual purposes, including profiting monetarily, socially or politically from the exploitation*
- **Sexual abuse:** *actual or threatened physical intrusion of a sexual nature, by force or under unequal or coercive conditions*
- Examples:
 - Providing any help or aid – food, clothing, lodging – in exchange for sexual favours
 - Threatening to withhold any help or aid in exchange for sexual favours
 - Buying sex from prostitutes, even where prostitution is legal in the host country
 - Forcing a young boy or girl to engage in sexual acts
 - Rape
 - Trafficking people for prostitution
 - Procuring prostitutes for others
- **Uniform standards on SEA** apply to all peacekeeping personnel in the same way. Uniform standards on SEA establish:
 - Sexual activity with children (persons under the age of 18) is prohibited
 - Exchange of money, employment, goods, assistance or services for sex, including sex with prostitutes, is prohibited
 - Use of children or adults to procure sexual services for others is prohibited
 - Sexual relationships with beneficiaries of assistance as strongly discouraged

(Cont.)

(Summary cont.)

DPKO three-pronged approach: preventive, enforcement, remedial measures

- **Preventive measures:**
 - Uniform standards on SEA
 - Training
 - Public information
 - Welfare and recreation
- **Enforcement measures:**
 - Complaints mechanisms/reporting
 - Data management
 - Investigations
 - Follow-up
- **Remedial action:**
 - Victim assistance
 - Reputation repair
 - Regular briefings

It is your duty to take action: maintain an SEA-free environment and report SEA

- You are accountable for your professional and personal behaviour
- Your behaviour must reflect the UN
- You must uphold the uniform standards on SEA
- You must have personal discipline
- You have a duty to maintain an SEA-free environment
- You have a duty to report SEA

Evaluation

Notes on Use: An example of learning evaluation questions for this lesson may be found below.

There are different types of learning evaluation questions for the instructor to choose from (See Options). Types of learning evaluation questions are:

- 1) Fill in the blank/sentence completion
- 2) Narrative
- 3) True-False

Combine in different ways for pre-assessment and post-assessment. Each evaluation type covers different content. No sub-set covers all learning outcomes. Make sure you include learning evaluation questions for each learning outcome when you combine them.

Three main uses of evaluation questions are: a) informally ask the whole group, b) semi-formally assign to small groups or c) formally give to individuals for written responses.

The UN takes SEA seriously and there is zero tolerance for SEA. All peacekeeping personnel need to be fully familiar with content of this lesson. Give extra support to helping participants really learn the material. Mix up the evaluation questions and answers, and prepare separate reference sheets. Divide the group into pairs and give each pair several sheets. One person in the pair asks, the other answers. After 10 minutes, get them to change roles. Circulate, and where learners are having trouble, help with guidance and prompt questions. Evaluation questions used this way help reinforce learning.

Evaluation Questions for Lesson 3.4	
Questions	Answers
Fill-in-the-blanks	
1. The UN has a _____ policy on sexual exploitation and abuse.	Zero tolerance. The UN forbids staff involvement in any in SEA.
2. SEA is _____ misconduct.	Category 1, Serious Misconduct.
3. _____ is abuse of a person's vulnerability and trust for sexual purposes.	Sexual exploitation. The person doing the exploitation may profit in different ways – money, power, social favours. <u>Attempted</u> abuse of a person's vulnerability or trust, or use of power against them, is SEA.

4. Actual or threatened sexual physical intrusion is _____	Sexual abuse.
5. _____ receive help from a peacekeeping mission. Broadly interpreted, this includes local people.	Beneficiaries of assistance
6. The UN strategy on SEA has _____ parts or prongs; name them.	Three 1. Prevention 2. Enforcement 3. Remedial action
Narrative <i>Note: Frame narrative evaluations as questions, requests or directions.</i>	
7. Lesson 3.4 covers different duties and obligations peacekeeping personnel have on sexual exploitation and abuse. Explain these obligations.	<ol style="list-style-type: none"> 1. Do not engage in any sexual exploitation and abuse yourself. It's a crime, and a human rights violation. 2. Uphold the highest standards of conduct in all professional and private activities – you are accountable and must uphold Uniform Standards on SEA. 3. Report cases of sexual exploitation and abuse. 4. Contribute to a positive environment of respect that prevents SEA. 5. "Protect and serve" – behave in ways that justify the confidence and trust of people you have come to serve: with dignity, integrity, safety and courtesy.
8. Explain the UN's zero tolerance policy on SEA.	<ul style="list-style-type: none"> ▪ The UN passed the policy in 2003 because victims accused peacekeepers in different missions of SEA (Violations in Democratic Republic of Congo were widely reported) ▪ All missions have reported SEA. The problem persists. ▪ The UN zero tolerance policy means zero complacency, and zero impunity. ▪ The policy means the UN: <ol style="list-style-type: none"> a) investigates credible allegations; b) holds perpetrators accountable, no impunity.

	c) puts active measures in place to prevent SEA, including mandatory training.
9. Name at least five examples of SEA.	<ul style="list-style-type: none"> ▪ providing any help or aid in exchange for sexual favours – food, clothing, lodging ▪ threatening to withhold help or aid in exchange for sexual favours ▪ buying sex from prostitutes ▪ forcing a young girl or boy to have sex ▪ rape ▪ trafficking people for prostitution ▪ procuring prostitution for others
10. Explain four main provisions in the UN's Uniform Standards on Sexual Exploitation and Abuse.	<p>Uniform Standards <u>prohibit</u>:</p> <ul style="list-style-type: none"> ▪ sex with children under 18 years ▪ exchanging anything for sex ▪ use of anyone to procure sex <p>Uniform Standards <u>strongly discourage</u>:</p> <ul style="list-style-type: none"> ▪ sexual relationships between peacekeepers and beneficiaries of assistance
True-false	
11. When a person exchanges favours for sex, it is not sexual exploitation because it does not involve money.	<p>False</p> <p>Sex, attempted sex, favours in exchange for sex -they are all serious. Sexual exploitation is an abuse of power. The actual act or benefit does not matter. The benefit can be money, power, social status or other favours.</p>
12. Peacekeeping personnel can have sex with prostitutes when prostitution is legal under national laws.	<p>False. Buying sex from prostitutes is SEA for the UN, Category 1 misconduct, even if it is legal in the host country.</p>
13. The UN strongly discourages peacekeeping personnel from having sex with local people who benefit from UN assistance, but does not prohibit it.	<p>True. Uniform Standards on SEA prohibit three acts – sex with children, exchanging anything for sex, and getting others to procure sex. Sex with beneficiaries of assistance is “strongly discouraged”.</p>

Commonly Asked Questions and Key Words

Key Words or phrases for this lesson:

Key Word or Phrase	Definition
Sexual exploitation	Sexual exploitation: actual or attempted abuse of a person's vulnerability, differential power or trust for sexual purposes, including profiting monetarily, socially or politically from the exploitation.
Sexual abuse	Sexual abuse: actual or threatened physical intrusion of a sexual nature, by force or under unequal or coercive conditions.

Commonly asked questions from participants:

Possible Questions	Possible Responses
Where can one find numbers for investigated and resolved cases of SEA?	Annual General Assembly reports on investigations (OIOS report). Information circular on Disciplinary Measures taken by the Secretary General. Annual report on Special Measures for Protection from Sexual Exploitation and Abuse.
Why does the United Nations not have authority over Member States with regards to individual SEA cases?	Member States are sovereign, according to Article 2 in the UN Charter. Uniform personnel sent by Member States remain under the jurisdiction of these states. Civilian staff members working for the UN have a contractual employment relation with the UN and this provides a degree of administrative jurisdiction to the UN on these staff members.
How is misconduct linked to the domestic jurisdiction of the host country and the home country of the staff member?	The presence of UN personnel in the host country gives that country the jurisdiction over UN personnel, other than members of national contingents, for misconduct that amounts to breaches of the law in that host country, subject to lifting of the UN privileges and immunities. For members of national contingents, they remain subjected to the laws of their own country. UN personnel, other than members of national contingents, could also be prosecuted for breaches to the national laws of their own country even if those breaches are committed outside of their own country.
Does having consensual sex with a prostitute automatically become sexual exploitation?	Yes, it is prohibited.

<p>Does it matter if SEA occurs outside of the mission area in the officer's own country (or another country) while on leave?</p>	<p>It does not matter. This policy is applicable to UN personnel wherever they are.</p>
<p>My national standards of conduct are different to the UN standards. Which standards apply to me?</p>	<p>Regardless of national standards, the uniform standards on SEA are the minimum standards for UN personnel.</p>
<p>Why does the UN supply condoms while at the same time preach zero-tolerance on SEA?</p>	<p>Part of the DPKO comprehensive HIV/AIDS prevention strategy. Sexual relations between consenting adults who are UN personnel are not prohibited, provided they do not contravene applicable codes of conduct.</p>

Reference Materials

Below are materials which are a) referenced in this lesson, and b) required reading for instructor preparations:

- [Charter of the United Nations, 1945](#)
(articles 100 and 101 (3) – and with regard to the meaning of terms such as integrity, efficiency and competence)
- [United Nations Peacekeeping Operations Principles and Guidelines, also known as the Capstone Doctrine, 2008](#)[International Bill of Human Rights](#)
- [Convention on the Privileges and Immunities of the United Nations, 1946](#)
- [Security Council Resolution 2272 \(2016\) on sexual exploitation and abuse by United Nations peacekeepers \(S/RES/2272\)](#)
- [Model Memorandum of Understanding \(MOU\) between the United Nations and Troop Contributing Countries \(A/C.5/60/26\)](#)
- [Subsequent amendments to the Model MOU between the United Nations and Troop Contributing Countries \(A/61/19/REV.1 \(SUPP\)\)](#)
(Annex contains 10 Rules/Code of Personal Conduct for Blue Helmets “We are the United Nations Peacekeepers” from the UN General Assembly Report of the Special Committee on Peacekeeping Operations and its Working Group on the 2007 Resumed Session (A/61/19 Part III). Guidance on disciplinary matters is also in the revised model Memorandum of Understanding, (A/61/19 part III).).
- [Ten Rules/Code of Personal Conduct for Blue Helmets “We are United Nations Peacekeepers” 1998](#) (also see in Lesson 3.3 as ‘Handout’)
- [Model Status of Forces Agreement for United Nations Peacekeeping Operations \(A/45/594\)](#)[Secretary General's Bulletin on “Special measures for protection from sexual exploitation and sexual abuse” \(ST/SGB/2003/13\) 9 October 2003](#)
- [Secretary General's Bulletin on “Prohibition of discrimination, harassment, including sexual harassment, and abuse of authority” \(ST/SGB/2008/5\)](#)
- [Family and child support obligations \(ST/SGB/1999/4\)](#)
- [Reporting of suspected misconduct \(ST/IC/2005/19\)](#)
- [Secretary General's Bulletin on “Protection against retaliation for reporting misconduct and for cooperating with duly authorized audits or investigations” \(ST/SGB/2005/21\) 19 December 2005](#)
- [UN Policy on Human Rights in United Nations Peace Operations and Political Missions, 2011](#)
- [UN Policy on Human Rights Screening of UN Personnel, 2012](#)
- [DPKO-DFS Policy on Training for all United Nations Peacekeeping Personnel, 2010](#)
- [DPKO-DFS Policy on Operational Readiness Assurance and Performance Improvement, 2016](#)
- [DPKO-DFS Guidelines on Operational Readiness Preparation for Troop Contributing Countries in Peacekeeping Missions, 2017](#)

- [DPKO-DFS Standard Operating Procedure for the Assessment of Operational Capability of Formed Police Units for Service in UN Peacekeeping Operations and Special Political Missions, 2017](#)
- [DPKO-DFS Policy on Accountability for Conduct and Discipline in Field Missions, 2015](#)

Additional Resources

UN Information

The website for UN peacekeeping: <http://www.un.org/en/peacekeeping/>

DPKO website on Conduct and Discipline:
<http://www.un.org/en/peacekeeping/issues/cdu/>

DPKO-DFS website for Conduct and Discipline Unit (CDU):
<https://conduct.unmissions.org/who-is-involved>

UN Factsheet on Sexual Exploitation and Abuse:
<http://www.un.org/en/peacekeeping/documents/2015factsheet.pdf>

UN Protection from Sexual Exploitation and Abuse (PSEA) Task Force:
<http://www.pseataaskforce.org>

[Code of Personal Conduct for Blue Helmets:](#)
http://www.un.org/en/peacekeeping/documents/ten_in.pdf

Sexual Exploitation and Abuse 'No Excuse' pocket card:
<http://dag.un.org/handle/11176/400598>

UN Glossary on Sexual Exploitation and Abuse:
<https://hr.un.org/sites/hr.un.org/files/UN%20Glossary%20on%20SEA.pdf>

Factsheet on Peacekeeping Initiatives Addressing Sexual Exploitation and Abuse:
<http://www.un.org/en/peacekeeping/documents/CD-Fact-Sheet-March-2017.pdf>

UN Documents

UN documents can be found on: <http://www.un.org/en/documents/index.html> (Search by document symbol, e.g. A/63/100)

DPKO and DFS Guidance

The repository for all official DPKO and DFS guidance is the Policy and Practice Database: <http://ppdb.un.org> (only accessible from the UN network). Official peacekeeping guidance documents are also accessible through the Peacekeeping Resource Hub: <http://research.un.org/en/peacekeeping-community>

Instructors are encouraged to check for the latest guidance.

UN Films

UN films can be found on YouTube: <https://www.youtube.com/user/unitednations>

[UN Peacekeeping Is \(Long Version\) \(3:10 minutes\)](#)

[To Serve With Pride \(24:24\)](#)

[UN Special Coordinator discusses response to SEA \(1:12 minutes\)](#)

Additional Training Resources

UN peacekeeping training materials can be found on the Peacekeeping Resource Hub: <http://research.un.org/en/peacekeeping-community/Training>

UN mandatory training 'Prevention of Sexual Exploitation and Abuse by UN Personnel' and 'Prevention of Workplace Harassment, Sexual Harassment, and Abuse of Authority in the Workplace' can be accessed on Inspira:

<http://inspira.un.org>

UN mandatory training 'Prevention of Sexual Exploitation and Abuse by UN Personnel' can also be accessed on the United Nations System Staff College (UNSSC) website:

<http://portals.unssc.org/course/view.php?id=74>

The Conduct and Discipline Unit (CDU) at headquarters and in the mission provide additional information or support on issues covered in the lesson.

For additional information or support, please contact the Member States Support Team of the Integrated Training Service (ITS) in New York.

For additional information or support on human rights aspects of this lesson, instructors can contact the Methodology, Education and Training Unit of the Office of the High Commissioner of Human Rights (OHCHR) in Geneva at Metu@ohchr.org

The PSEA Task Force provides tools for 'Training and Awareness for Personnel':

<http://www.pseataaskforce.org/en/tools>