



New York City, NY, USA
24 - 28 March (Conf. A) / 14 - 18 April (Conf. B)



Special Committee on Peacekeeping Operations Background Guide 2019

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Dear Delegates,

Welcome to the 2019 National Model United Nations New York Conference (NMUN•NY)! We are pleased to welcome you to the Special Committee on Peacekeeping Operations (C-34). This year's staff are: Directors Tobias Dietrich (Conference A) and Natalie Keller (Conference B), and Assistant Directors Dominic Tierno (Conference A) and Mary Moeller (Conference B). Tobias graduated with an MSc in Nanoscience in 2016. Right now he is working as a project manager for the Regensburg Baseball Club. Natalie is pursuing her law degree and is currently studying at the University of Vienna with a focus on international private and comparative law. Dominic is currently attending Stockton University, where he is pursuing a BA in Political Science, concentrating in International Affairs. Mary is a Data Analyst at the Center for Domestic Peace, which is an NGO providing services to battered women.

The topics under discussion for the Special Committee on Peacekeeping Operations are:

1. Mainstreaming Gender in Peacekeeping Operations
2. Improving the Use of Technology in Peacekeeping Operations
3. Accountability, Conduct, and Discipline in Peacekeeping

The C-34 is a unique body within the United Nations (UN) system, tasked with conducting periodic reviews on the performance of UN peacekeeping operations and providing recommendations for their improvement. As such, its reports are not only essential to the General Assembly, but also to the Security Council, the Departments of Peacekeeping and Field Support, and individual Member States. Given that the recommendations of the C-34 affect all aspects of peacekeeping and therefore all UN Member States, the Committee operates on a consensus model seeking to achieve the best possible outcomes for the UN as a whole. As such, we encourage all delegates to emulate this during the conference.

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. We encourage you to explore your Member State's policies in depth and use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the Conference, each delegation will submit a [Position Paper](#) by 11:59 p.m. (Eastern) on 1 March 2019 in accordance with the guidelines in the [NMUN Position Paper Guide](#).

Two resources, available to download from the [NMUN website](#), that serve as essential instruments in preparing for the Conference and as a reference during committee sessions are the:

1. [NMUN Delegate Preparation Guide](#) - explains each step in the delegate process, from pre-Conference research to the committee debate and resolution drafting processes. Please take note of the information on plagiarism, and the prohibition on pre-written working papers and resolutions. Delegates should not start discussion on the topics with other members of their committee until the first committee session.
2. [NMUN Rules of Procedure](#) - include the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure.

In addition, please review the mandatory [NMUN Conduct Expectations](#) on the NMUN website. They include the Conference dress code and other expectations of all attendees. We want to emphasize that any instances of sexual harassment or discrimination based on race, gender, sexual orientation, national origin, religion, age, or disability will not be tolerated. If you have any questions concerning your preparation for the committee or the Conference itself, please contact the Under-Secretaries-General for the Department of Peace and Security, Leah Schmidt (Conference A) and Alexander Rudolph (Conference B), at usg.ps@nmun.org.

We wish you all the best in your preparations and look forward to seeing you at the Conference!

Conference A

Tobias Dietrich, Director
Dominic Tierno, Assistant Director

Conference B

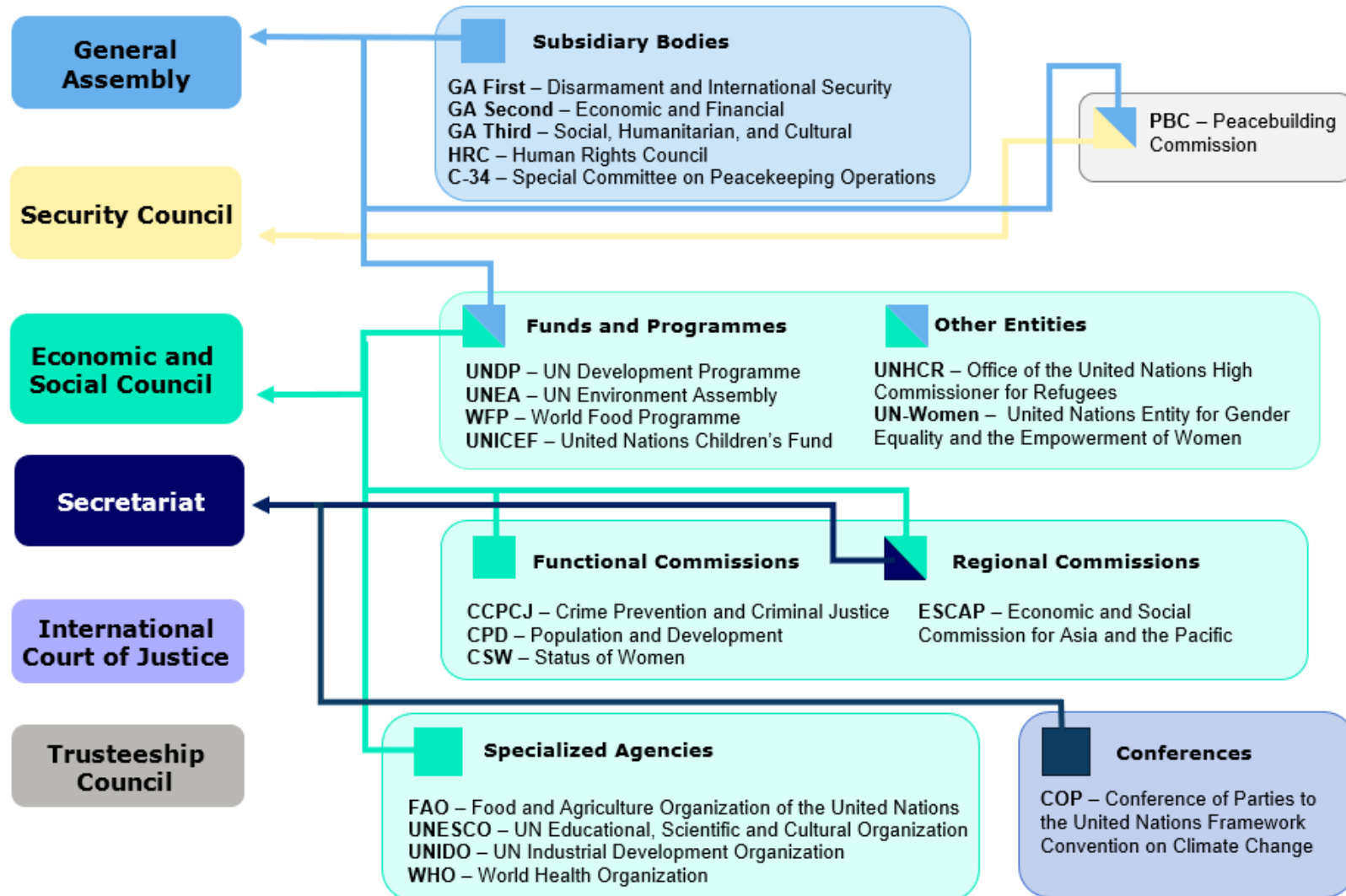
Natalie Keller, Director
Mary Moeller, Assistant Director

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United Nations System at NMUN•NY

This diagram illustrates the UN system simulated at NMUN•NY and demonstrates the reportage and relationships between entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee's position, purpose, and powers within the UN system.



Committee Overview

Introduction

The United Nations (UN) has used peacekeeping as one of the main tools for maintaining international peace and security.¹ As such, it is used to assist countries in achieving and maintaining peace, and often in transitioning from conflict to peace.² Peacekeeping is based on impartiality, consent of the parties, and the non-use of force as the basic principles, however the use of force is permitted in particular cases for self-defense as well as defense of the mandate.³ Even in these instances, the goal is to only use minimal force, if any.⁴ Peacekeeping operations can be used for conflict prevention, management of existing conflicts, and building peace after a conflict; therefore, the mandates of different missions can vary substantially.⁵ Peacekeeping activities can include the protection of human rights, electoral assistance, mine action, and disarmament, demobilization and reintegration of combatants, among others priorities.⁶

Since 1948, the UN has mandated 71 peacekeeping operations and as of 30 September 2018 there are 102,934 personnel, including uniformed and civilian personnel as well as UN volunteers, serving in 14 peacekeeping operations.⁷ In 1956, the UN General Assembly established the UN Emergency Force I (UNEF I).⁸ The mandate authorized the force to supervise of the withdrawal of armed forces and to serve as a buffer between Egyptian and Israeli forces.⁹ This was the first instance of the UN deploying armed forces, and it demonstrated the need for more coherent and structured peacekeeping operations.¹⁰ On 18 February 1965, the General Assembly established the Special Committee on Peacekeeping Operations (C-34) through resolution 2006 (XIX) on the “Comprehensive review of the whole question of peacekeeping operations in all their aspects.”¹¹ The task of C-34, as a subcommittee of the General Assembly, is to review all aspects of peacekeeping and report annually to the General Assembly through the Fourth Committee.¹² Even with the establishment of C-34 in 1965, there was no definition of peacekeeping until the *Agenda for Peace* in 1992 provided the following:

“Peacekeeping is the deployment of a United Nations presence in the field, hitherto with the consent of all the parties concerned, normally involving United Nations military and/or police personnel and frequently civilians as well. Peacekeeping is a technique that expands the possibilities for both the prevention of conflict and the making of peace.”¹³

Governance, Structure, and Membership

C-34 meets annually in New York City in February for about four weeks.¹⁴ During the session, officers are elected, the agenda is adopted, and the draft report is prepared and reviewed for submission to the General Assembly.¹⁵ C-34 is governed and presided over by a bureau, which consists of a Chair, four

¹ UN DPKO & UN DFS, *United Nations Peacekeeping Operations: Principles and Guidelines*, 2008.

² UN Peacekeeping, *What is Peacekeeping*.

³ Ibid.

⁴ Bothe, *Peacekeeping Forces*, 2016.

⁵ UN Peacekeeping, *Forming a New Operation*.

⁶ UN DPKO & UN DFS, *United Nations Peacekeeping Operations: Principles and Guidelines*, 2008.

⁷ UN Peacekeeping, *Data*.

⁸ Bothe, *Peacekeeping Forces*.

⁹ UN Peacekeeping, *UNEF I Mandate*.

¹⁰ Weinlich, *The UN Secretariat's Influence on the Evolution of Peacekeeping*, 2014, p. 18.

¹¹ UN General Assembly, *Comprehensive review of the whole question of peace-keeping operations in all their aspects (A/RES/2006(XIX))*, 1965.

¹² New Zealand Ministry of Foreign Affairs and Trade, *United Nations Handbook 2017-18*, 2017.

¹³ UN General Assembly & UN Security Council, *An Agenda for Peace: Preventive Diplomacy, Peacemaking and Peace-Keeping: Report of the Secretary-General (A/47/277 – S/42111)*, 1992.

¹⁴ New Zealand Ministry of Foreign Affairs and Trade, *United Nations Handbook 2017-18*, 2017.

¹⁵ International Peace Institute & Center on International Cooperation, *Enhancing the Work of the C-34: An options paper presented to the Special Committee on Peacekeeping Operations*, 2011.

Vice-Chairs, and a Rapporteur.¹⁶ Nigeria has traditionally served as the Chair since 1972 and was re-elected in the most recent session.¹⁷

C-34 is divided into sub-working groups, with an upper limit of eight sub-working groups, and a Working Group of the Whole.¹⁸ The Working Group of the Whole, together with the sub-working groups, prepares draft recommendations to be included in the report of C-34 for consideration by the General Assembly.¹⁹ The Chair of the Working Group of the Whole decides on how to divide the work of the Committee into sub-working groups, which then address a range of issues and topics; the working groups draft different sections of the report in parallel and combine their drafts into the annual report that is presented to the whole committee.²⁰ The decisions of C-34 are made by consensus.²¹ The Working Group of the Whole has traditionally been chaired by Canada since 1966.²² The Department of Peacekeeping Operations (DPKO) and the Department of Field Support (DFS) provide substantive support and briefings while the Disarmament and Peace Affairs Branch of the Department for General Assembly and Conference Management provides procedural as well as technical support.²³

According to General Assembly resolution 2006 (XIX), membership of C-34 is determined by the General Assembly President and the Secretary-General “after appropriate consultations.”²⁴ The membership of C-34 has expanded since its creation and when the People’s Republic of China became the 34th member in 1989, the name C-34 was created, though membership has expanded since that time.²⁵ In 1997, the General Assembly expanded the membership of C-34 to include past and present personnel contributors to peacekeeping operations.²⁶ The expansion of the membership also extends to Member States who were observers at the 1996 C-34 session and “those Member States which become personnel contributors to United Nations peacekeeping operations in years to come or participate in the future in the Special Committee for three consecutive years as observers.”²⁷ Currently, C-34 is comprised of 153 Member States and 13 observers including intergovernmental and non-governmental organizations.²⁸

Mandate, Functions, and Powers

General Assembly resolution 2006 (XIX) states that the primary function of C-34 is to comprehensively review the whole question of peacekeeping operations in all their aspects and to report to the General Assembly on peacekeeping operations.²⁹ C-34 evaluates all aspects of peacekeeping operations, past

¹⁶ International Peace Institute & Center on International Cooperation, *Enhancing the Work of the C-34: An options paper presented to the Special Committee on Peacekeeping Operations*, 2011.

¹⁷ International Peace Institute & Center on International Cooperation, *Enhancing the Work of the C-34: An options paper presented to the Special Committee on Peacekeeping Operations*, 2011; UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

¹⁸ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

¹⁹ Ibid.

²⁰ Sharland, *How Peacekeeping Policy Gets Made: Navigating Intergovernmental Processes at the UN*, 2018, p. 14; International Peace Institute & Center on International Cooperation, *Enhancing the Work of the C-34: An options paper presented to the Special Committee on Peacekeeping Operations*, 2011.

²¹ Sharland, *How Peacekeeping Policy Gets Made: Navigating Intergovernmental Processes at the UN*, 2018, p. 13.

²² International Peace Institute & Center on International Cooperation, *Enhancing the Work of the C-34: An options paper presented to the Special Committee on Peacekeeping Operations*, 2011.

²³ Ibid.

²⁴ UN General Assembly, *Comprehensive review of the whole question of peace-keeping operations in all their aspects (A/RES/2006(XIX))*, 1965.

²⁵ International Peace Institute & Center on International Cooperation, *Enhancing the Work of the C-34: An options paper presented to the Special Committee on Peacekeeping Operations*, 2011.

²⁶ UN General Assembly, *Comprehensive review of the whole question of peace-keeping operations in all their aspects (A/RES/51/136)*, 1997.

²⁷ Ibid.

²⁸ New Zealand Ministry of Foreign Affairs and Trade. *United Nations Handbook 2017-18*, 2017; United Nations, General Assembly, Seventy-Second session, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

²⁹ UN General Assembly, *Comprehensive review of the whole question of peace-keeping operations in all their aspects (A/RES/2006(XIX))*, 1965.

and present, to improve peacekeeping, meet current and future challenges, and initiate reforms with the UN Secretary-General.³⁰ It is the only entity in the UN with a mandate to conduct a comprehensive review of the whole question of peacekeeping operations in all their aspects.³¹ This includes recommendations on measures to enhance and strengthen the capacity to conduct peacekeeping operations.³²

After the creation of C-34, the General Assembly expanded C-34's mandate stating that it "should continue its efforts for a comprehensive review of the whole question of peacekeeping operations in all their aspects, review the implementation of its previous proposals and consider any new proposals so as to enhance the capacity of the United Nations to fulfill its responsibilities in that field."³³ Over the years, C-34 has addressed a wide range of topics concerning peacekeeping operations such as conduct and discipline, restructuring of peacekeeping, cooperation with regional arrangements or guiding principles, definitions concerning peacekeeping operations, and the implementation of mandates.³⁴

The UN Secretary-General prepares a report on the implementation of the recommendations made by C-34 in their annual report to the General Assembly.³⁵ The report highlights key developments in peacekeeping operations following the annual report of C-34 and addresses issues that should be considered by the committee.³⁶ As part of this, the UN Secretary-General may also suggest reform initiatives in his report to the committee.³⁷ Moreover, C-34 works closely with DPKO and DFS to address and work on peacekeeping policy issues and DPKO and DFS can then realize the recommendations given by C-34 in its report.³⁸ This connection between C-34 and DPKO and DFS is essential for peacekeeping operations to work more effectively.³⁹ Furthermore, C-34 is briefed on recommendations from DPKO and DFS on new developments.⁴⁰

Since its creation, the functions of C-34 have changed and today it is mainly a forum for states, particularly troop- and police-contributing countries, to discuss developments in peacekeeping.⁴¹ The primary UN bodies dealing with peacekeeping operations are the UN Security Council, UN General Assembly Fourth Committee, UN General Assembly Fifth Committee, and C-34.⁴² The Security Council authorizes peacekeeping operations through Security Council resolutions, which determine the mandate and the size of the peacekeeping operations, as well as the specific tasks and goals of the mission.⁴³ The peacekeeping budget is approved by the UN General Assembly Fifth Committee, which is also responsible for administrative issues such as personnel or logistics.⁴⁴ The organizational side of peacekeeping operations is handled by DPKO.⁴⁵ The UN General Assembly Fourth Committee and C-34 are jointly responsible for substantive guidance on peacekeeping missions, which includes operational discussions as well as broader discussions on partnership and cooperation.⁴⁶

³⁰ UN General Assembly, *Implementation of the recommendations of the Special Committee on Peacekeeping Operations: Report of the Secretary-General (A/72/573)*, 2017.

³¹ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

³² Ibid.

³³ Ibid.

³⁴ Ibid.

³⁵ UN General Assembly, *Implementation of the recommendations of the Special Committee on Peacekeeping Operations: Report of the Secretary-General (A/72/573)*, 2017.

³⁶ Ibid.

³⁷ Ibid.

³⁸ UN DPKO & UN DFS, *A New Partnership Agenda: Charting a New Horizon for UN Peacekeeping*, 2009.

³⁹ UN General Assembly, *Implementation of the recommendations of the Special Committee on Peacekeeping Operations: Report of the Secretary-General (A/72/573)*, 2017.

⁴⁰ Ibid.

⁴¹ Sharland, *How Peacekeeping Policy Gets Made: Navigating Intergovernmental Processes at the UN*, 2018, p. 16.

⁴² UN Peacekeeping, *What is Peacekeeping*; UN Peacekeeping, *How We Are Funded*.

⁴³ UN Peacekeeping, *Forming a New Operation*.

⁴⁴ UN Peacekeeping, *Role of the General Assembly*.

⁴⁵ Bothe, *Peacekeeping Forces*, 2016.

⁴⁶ Sharland, *How Peacekeeping Policy Gets Made: Navigating Intergovernmental Processes at the UN*, 2018, pp. 2-3.

Recent Sessions and Current Priorities

Published in 2015, the *Report High-level Independent Panel on Peace Operations* (HIPPO report) has influenced many of the changes and developments concerning peacekeeping operations in recent years.⁴⁷ The HIPPO report assessed and analyzed the state of peacekeeping operations and pointed out necessary changes, including a discussion on how to strengthen conflict prevention and why it has become more and more important for peacekeeping operations.⁴⁸ It outlined four core areas of work to improve peace operations: conflict prevention and mediation, protection of civilians, clarity on the use of force, and new approaches for the prevention of a relapse into conflict.⁴⁹ Many of the issues mentioned in the report are now part of the agenda of sessions of C-34 and its report.⁵⁰ C-34 emphasizes restructuring of peacekeeping, strengthening operational capacity, and developing strategies for complex peacekeeping operations as the primary areas for reform and development.⁵¹

Several priorities currently underpin the modernization of peacekeeping operations, one of which is the *Environment Strategy* by DFS which came into effect in 2017.⁵² The goal is to achieve better environmental management and natural resource use in peacekeeping operations.⁵³ The strategy outlines five pillars, including energy conversation, water management, data collection, waste management, and more comprehensive environmental planning.⁵⁴ The strategy is set out to be achieved by 2023.⁵⁵

The *Gender Forward Looking Strategy 2014-2018* by DPKO and DFS highlights the role of women in building sustainable peace.⁵⁶ The goal is to mainstream gender in peacekeeping operations and to incorporate a gender perspective in all activities and at levels of operations.⁵⁷ This is done by building on Security Council resolutions on women, peace and security, explicitly integrating a gender perspective in all areas of peacekeeping, and applying systematic gender training for personnel in peacekeeping operations.⁵⁸

Another priority is the *Revised Action Plan to Improve the Security of Peacekeepers*.⁵⁹ The Action Plan, adopted in 2018, is divided into actions at field and headquarters level and contains steps to be taken to enhance the safety of peacekeepers and establish accountability for attacks against them.⁶⁰ Some of the suggested steps can be more difficult to achieve because they not only rely on the cooperation of the UN entities involved, but also on national laws and greater cooperation and coordination with Member States.⁶¹ UN peacekeeping entities are working with relevant Member States to set out clear training requirements and increase capacity to reach these goals.⁶²

⁴⁷ UN General Assembly & UN Security Council. *Report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people*, 2015.

⁴⁸ Ibid.

⁴⁹ Ibid.

⁵⁰ UN General Assembly & UN Security Council. *Report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people*, 2015; UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

⁵¹ UN General Assembly, Seventy-Second session, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

⁵² UN DFS, *DFS Environment Strategy*, 2017.

⁵³ Ibid.

⁵⁴ Ibid.

⁵⁵ Ibid.

⁵⁶ UN DPKO & UN DFS, *Gender Forward Looking Strategy 2014-2018*, 2014.

⁵⁷ Ibid.

⁵⁸ Ibid.

⁵⁹ UN Peacekeeping, *Revised Action Plan to Improve the Security of Peacekeepers*, 2018.

⁶⁰ Ibid.

⁶¹ Ibid.

⁶² Ibid.

Conclusion

C-34 is in the unique position of being the only entity to review and evaluate peacekeeping operations at a broad operational level.⁶³ It is responsible for developing and forming new initiatives and reforms and is therefore the primary entity to shape peacekeeping operations through oversight and comprehensive review.⁶⁴ The mandate and work of C-34 has developed over time and now also includes conflict prevention as part of peacekeeping.⁶⁵ The recommendations of C-34 are guided by the overall goals of effectively planning and managing UN peacekeeping operations, assessing conflict situations, and effectively responding to Security Council mandates.⁶⁶ To do so, C-34 addresses all areas of peacekeeping operations from safety and security measures to promoting best practices in training and deployment through close cooperation with DPKO and DFS.⁶⁷

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<http://opil.ouplaw.com/view/10.1093/law:epil/9780199231690/law-9780199231690-e365>

This source is a thorough encyclopedia entry on the history and practice of peacekeeping. It provides information on the legal basis of United Nations peacekeeping operations and how peacekeeping operations are formed and structured. The entry also includes references to other articles with more information on specific topics as well as references to the corresponding chapters of the Charter of the United Nations. This is a great source for delegates to the development of peacekeeping operations and the different aspects of operations that C-34 oversee and discuss in its annual report.

United Nations, Department of Peacekeeping Operations & United Nations, Department of Field Support. (2008). *United Nations Peacekeeping Operations: Principles and Guidelines*. Retrieved 10 August 2018 from:

https://peacekeeping.un.org/sites/default/files/capstone_eng_0.pdf

The United Nations Peacekeeping Operations: Principles and Guidelines provides general information on peacekeeping operations and the United Nations framework for such operations. Different peacebuilding activities such as the protection and promotion of human rights and electoral assistance and their role in peacekeeping operations are discussed here. Since DPKO and DFS cooperate with C-34, this source also provides information on topics that can be discussed in the annual sessions of the committee. This source is important for delegates as it provides information on how peacekeeping missions are planned and deployed and how mandates are implemented.

United Nations, General Assembly, Seventy-second session. (2017). *Implementation of the recommendations of the Special Committee on Peacekeeping Operations: Report of the Secretary-General (A/72/573)*. Retrieved 8 July 2018 from: <http://undocs.org/A/72/573>

This document from 2017 addresses the implementation of the recommendations of the Special Committee on Peacekeeping Operations. It gives a great overview of the work that has been done and needs to be done regarding peacekeeping operations. This report is provided every year following the report of C-34 to the General Assembly Fourth Committee. It discusses a range of topics relevant to peacekeeping operations and identifies key challenges and developments such as gender and peacekeeping. It gives delegates a great introduction to all areas of recent peacekeeping operations and

⁶³ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

⁶⁴ Ibid.

⁶⁵ UN General Assembly, *Address by H.E. Mr. Miroslav Lajčák, President of the 72nd Session of the UN General Assembly, to Special Committee on Peacekeeping Operations (C34)*, 2018.

⁶⁶ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

⁶⁷ Ibid.

outlines different reform possibilities and areas for development with regards to the work of C-34 and the implementation of recommendations by DPKO.

United Nations, General Assembly, Seventy-second session. (2018). *Report of the Special Committee on Peacekeeping Operations (A/72/19)*. Retrieved 8 July 2018 from: <https://undocs.org/A/72/19>

This report summarizes guiding principles and strategies of peace operations and is an essential source in identifying priorities of the committee. It provides general information on the committee and links this report to other relevant United Nations documents, such as General Assembly resolutions addressing related topics. The report also discusses strategies for complex peacekeeping operations and is a good starting point to determine future developments and efforts concerning reform of peacekeeping operations. The 2018 report is the most recent report and gives delegates the opportunity to assess the work of C-34 in the previous year and identify key areas of work and future goals.

United Nations, General Assembly & United Nations, Security Council. (2015). *Report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people (A/70/95–S/2015-446)*. Retrieved 12 August 2018 from: <https://undocs.org/S/2015/446>

This report is an assessment of the state of peacekeeping conducted by the HIPPO in 2015. It is a great resource because it specifically focuses on changes that need to be made for peacekeeping operations to be successful and identifies areas of work including conflict prevention and peace mediation. Further, the report contains specific suggestions on what should be done or changed in the field. As the changes suggested by the High-level Panel on Peace Operations can still be found in the 2018 C-34 report, this report is very relevant and critical for delegates to read to understand the current direction of C-34.

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I. Mainstreaming Gender in Peacekeeping Operations

Introduction

Since the inception of United Nations (UN) peacekeeping in 1948, peacekeeping operations have grown to include over 110,000 active personnel from 120 Member States, including police, military, and civilian personnel.⁶⁸ However as of January 2017, women only comprised 22% of civilian personnel, 10% of police, and 3% of military personnel in these peacekeeping field operations, as per by UN Department of Peacekeeping (DPKO) statistics.⁶⁹ According to DPKO these statistics have “remained largely unchanged over the past few years,” despite DPKO’s operational imperative to recruit and retain female peacekeeping staff.⁷⁰ In some estimates, experts evaluate that at its current rate, UN peacekeeping will only hit its gender parity goal in the year 2352.⁷¹

The Special Committee on Peacekeeping Operations (C-34), as the body in charge of setting high-level best practices for peacekeeping operations (PKOs), has been particularly criticized for having weak recommendations on gender mainstreaming and inclusion of female peacekeepers in the past.⁷² In particular, the sexual abuse and exploitation of civilians by peacekeepers has received substantial public attention, and has reflected the overall need to revise and update high-level peacekeeping policies with regards to gender.⁷³ As established in the pivotal Security Council resolution 1325 (2000), UN peacekeeping missions have also been recommended to expand their understanding of gender and peacekeeping in order to recognize women as negotiators, peacekeepers, and advisors, not only victims; however women still continue to be particularly underrepresented at the upper levels of the UN peacekeeping infrastructure.⁷⁴ It will be up to C-34 to realize and mitigate those obstacles which stand in the way of fully gender mainstreaming UN peacekeeping operations (PKOs).⁷⁵ In order to fully mainstream gender and expand women’s participation in this, it will be paramount to understand the role of women in peacekeeping operations, and how the UN can work with Troop-Contributing Countries (TCCs) to ensure their contributions are more gender inclusive.⁷⁶

International and Regional Framework

The basis of gender mainstreaming can be traced back to the *Charter of the United Nations* (1945), which established the right of all individuals, regardless of sex, to have higher living standards and full employment.⁷⁷ In 1948 the *Universal Declaration of Human Rights* recognized equal rights for all individuals without exception, including equality of employment and right to participate in society, adding further to the framework of gender mainstreaming.⁷⁸ In 1979 the General Assembly adopted the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW), one of the first international framework documents on gender equality, which laid out specific provisions for the equal

⁶⁸ UN DPKO, *Our History*, 2018.

⁶⁹ UN DPKO, *Women in Peacekeeping: A Growing Force*, 2017.

⁷⁰ Ibid.

⁷¹ Kenny, *Wanted: More Women Peacekeepers*, 2016.

⁷² Women’s International League for Peace and Freedom, *Gender and the Special Committee on Peacekeeping Operations 2004 Meeting*, 2004.

⁷³ Women’s International League for Peace and Freedom, *Gender and the Special Committee on Peacekeeping Operations 2004 Meeting*, 2004; UN DPI, *UN received 70 new allegations of sexual exploitation and abuse in three months*, 2018.

⁷⁴ Women’s International League for Peace and Freedom, *Gender and the Special Committee on Peacekeeping Operations 2004 Meeting*, 2004; Gaestel & Shelley, *Female UN peacekeepers: An all-too-rare sight*, *The Guardian*, 2015.

⁷⁵ Women’s International League for Peace and Freedom, *Gender and the Special Committee on Peacekeeping Operations 2004 Meeting*, 2004.

⁷⁶ UN Security Council, *Women and peace and security (S/RES/1960 (2010))*, 2010.

⁷⁷ *Charter of the United Nations*, 1945.

⁷⁸ UN General Assembly, *Universal Declaration of Human Rights (A/RES/217 A (III))*, 1948.

representation of women and for equal rights of employment in the profession of their choice.⁷⁹ In 1995, the General Assembly adopted the *Beijing Declaration and Platform for Action* (Beijing Declaration), which was at the time the most progressive international framework for advancing women's rights.⁸⁰ The Beijing Declaration made comprehensive commitments in twelve key areas of concern and provided a central political map for the UN to affirm women's rights internationally.⁸¹

In 1997 the UN officially established the policy of "gender mainstreaming," which the UN defined in the Economic and Social Council (ECOSOC) "Agreed Conclusions" (1997) as the inclusion of women's and men's concerns in all levels of policy making, policy evaluation, and any planned action to be taken by the UN, with the ultimate goal of benefitting men and women equally.⁸² In 1997 ECOSOC adopted the "Agreed Conclusions 1997/2" as part of its annual report, which called for gender mainstreaming to play a role in all levels of UN decision-making.⁸³ The Agreed Conclusions also recommended that the UN partner with Member States to achieve gender mainstreaming in all aspects of the international system.⁸⁴

In 1999, C-34 aligned with the new goals of UN gender mainstreaming by publishing a report outlining the need for more gender-sensitive approaches in field operations and DPKO, titled the *Comprehensive review of the whole question of peacekeeping operations in all their aspects, Report of the Special Committee on Peacekeeping Operations* (1999), which aimed to strengthen the overall best practices regarding gender equality in peacekeeping.⁸⁵ The *Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations* developed by DPKO and the Office of the Special Adviser on Gender Issues and Advancement of Women in May 2000, focuses specifically on the role of gender mainstreaming in peacekeeping operations.⁸⁶ The Plan of Action states that women must have an equal role in peace and ceasefire negotiations, and that gender issues should be fully addressed in any post-conflict negotiations that occur.⁸⁷ Additionally, the Plan of Action provides guidelines for recruiting women to high-ranking decision-making positions, and suggests DPKO use the same gender mainstreaming procedures that are in use by other UN agencies.⁸⁸

In October 2000, the Security Council adopted the pivotal resolution 1325 on "Women and Peace and Security," which was the first official document calling for the increased participation of women in decision-making during conflict resolution and peace processes.⁸⁹ The resolution also calls for incorporating more gender perspectives into peacekeeping operations, expanding the role of women in peacekeeping operations, and requiring that special attention be given to the needs of women and girls in conflict areas.⁹⁰ Furthermore, resolution 1325 calls upon the Secretary-General to appoint more women to special advisor roles in peacekeeping while expanding the role of women on the ground in field operations.⁹¹ The adoption of resolution 1325 marked the beginning of the Women, Peace, and Security (WPS) agenda at the UN, inspiring future WPS-focused resolutions, including UN Security Council resolutions 1820 (2009), 1888 (2009), 1889 (2010), 1960 (2011), 2106 (2013), 2122 (2013), and 2242

⁷⁹ UN General Assembly, *Convention on the Elimination of All Forms of Discrimination Against Women (A/RES/34/180)*, 1979.

⁸⁰ UN Fourth World Conference on Women, *Beijing Declaration and Platform for Action*, 1995.

⁸¹ Ibid.

⁸² UN General Assembly, *Report of the Economic and Social Council for the year 1997 (A/52/3Rev.1)*, 1997.

⁸³ Ibid.

⁸⁴ Ibid.

⁸⁵ UN General Assembly, *Comprehensive review of the whole question of peacekeeping operations in all their aspects, Report of the Special Committee on Peacekeeping Operations (A/54/87)*, 1999.

⁸⁶ UN General Assembly & UN Security Council, *Letter dated 12 July from the Permanent Representative of Namibia to the United Nations addressed to the Secretary-General, Windhoek Declaration on the tenth anniversary of the United Nations Transition Assistance Group (A/55/138)*, 2000.

⁸⁷ Ibid.

⁸⁸ Ibid.

⁸⁹ UN Security Council, *Women and Peace, and Security (S/RES/1325 (2000))*, 2000.

⁹⁰ Ibid.

⁹¹ Ibid.

(2015), documents, and programmes which focus on bringing women into leadership roles both during and after conflict.⁹²

Role of the International System

C-34 was formed to produce annual reports aimed at evaluating peacekeeping operations in all their aspects, and making recommendations for their improvement.⁹³ The 2018 report of C-34 notes the operational need for women in peacekeeping operations to serve in roles ranging from police personnel and troops, to high-ranking administrative officials.⁹⁴ In the report, C-34 stressed the importance of having gender perspectives and expertise in areas including economic recovery and disarmament discussions at the UN level, but also on local, regional, and national levels regarding conflict resolution.⁹⁵ The report noted that including such perspectives can build resilience in communities, and ensure that specific gender-based concerns such as the involvement of women in post-conflict society are considered.⁹⁶

Further, the 2018 report noted that the deployment of women peacekeepers is important to assist national security institutions, as the gender perspectives of women can help those institutions achieve greater gender-balanced approaches to security, which can assure that they are overall more responsive to the needs of women.⁹⁷ The C-34 committee requested the Secretariat create a system of gender-targets and accountability designed to promote women to leadership positions through methods such as mentoring and focusing on the hiring of additional female personnel, specifically in the police sector.⁹⁸ Another major point from C-34 in the 2018 report is the need to support survivors of conflict-related sexual violence and to provide training modules at all levels to ensure all members of UN Peacekeeping are able to work sensitively with survivors.⁹⁹ C-34 further acknowledged the decision of the Secretary-General, stating that countries that were involved in acts pertaining to sexual abuse and exploitation were to remain prohibited from participating in UN peacekeeping, while also urging those countries to cooperate with a Special Representative to prevent those issues from occurring further.¹⁰⁰

In 2014, DPKO and the Department of Field Support (DFS) adopted the *DPKO/DFS Gender Forward Looking Strategy 2014-2018*, which is focused on ensuring that gender mainstreaming becomes more of an integral part of UN peacekeeping that extends beyond the hiring of more women.¹⁰¹ This policy is also focused on training peacekeepers and their host countries in mainstreaming gender through security reforms, which can help to further engage the participation of women at all levels by developing gender-focused policies.¹⁰² Since the release of this report, DPKO has focused on implementing policy changes addressing gender through measures that target gender-based discrimination, utilizing gender perspectives in internal policymaking, and mandating gender training for all personnel.¹⁰³ DPKO also utilizes a Gender Task Force to ensure the full inclusion of the Gender Strategy within all its policies, while also providing a forum to ensure that the various peacekeeping missions are also integrating the

⁹² Ibid.

⁹³ PeaceWomen, *Special Committee on Peace-Keeping Operations (C34)*, 2018.

⁹⁴ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

⁹⁵ Ibid., pp. 46-47.

⁹⁶ Ibid., pp. 46-47.

⁹⁷ Ibid., p. 51.

⁹⁸ Ibid., p. 56.

⁹⁹ Ibid., p. 57.

¹⁰⁰ Ibid., p. 57.

¹⁰¹ UN DPKO & UN DFS, *DPKO/DFS Gender Forward Looking Strategy 2014-2018*, 2014; UN DPKO & UN DFS, *DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations*, 2010.

¹⁰² UN DPKO & UN DFS, *DPKO/DFS Gender Forward Looking Strategy 2014-2018*, 2014; UN DPKO & UN DFS, *DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations*, 2010.

¹⁰³ UN DPKO & UN DFS, *DPKO/DFS Gender Forward Looking Strategy 2014-2018*, 2014; UN DPKO & UN DFS, *DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations*, 2010, p. 3.

Gender Strategy within their missions and policies.¹⁰⁴ Echoing this action, in 2017, a report from the Secretary-General noted that gender perspectives were being integrated within analysis and mission planning and stressed the importance of inter-agency cooperation between UN bodies.¹⁰⁵ The report also called for accountability measures to ensure that various UN agencies are integrating gender mainstreaming policies, particularly within the peace and security sectors of the UN.¹⁰⁶

On a regional level, the European Union (EU) has worked to implement similar gender mainstreaming strategies for their peacekeeping missions as well, particularly a strategy called *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP*.¹⁰⁷ Using this implementation strategy, the EU has primarily focused on preventative policies with troop contributing countries, particularly in regards to preventing sexual exploitation and abuse.¹⁰⁸ The *Second Report on the EU-indicators for the Comprehensive Approach to the EU Implementation of the UN Security Council Resolutions 1325 & 1820 on Women, Peace, and Security* (2014) notes that the EU made progress in appointing gender advisors to Common Security and Defense Policy missions, but also showed that the EU was not as successful in other areas such as having partner states adopt national gender policies.¹⁰⁹ The Council of the European Union noted that 16 of their Member States adopted the protocols outlined in their reports for implementing Security Council resolution 1325, but also noted that more Member States needed to commit to these efforts, especially in regards to the creation of their own national action plans (NAPs) on implementation of resolution 1325.¹¹⁰

The African Union (AU) adopted the *Continental Results Framework for Monitoring and Reporting on the Implementation of the Women, Peace and Security Agenda in Africa* (2018), which took note of serious issues pertaining to sexual violence in African conflict zones and the significant underrepresentation of women in peace processes, such as in AU Peace Support Operations where women comprise only 2.9% of troops, and as little as .08% of troops, depending on the contributing Member State.¹¹¹ The AU's *Implementation of the Women, Peace and Security Agenda in Africa* (2016) has also been a primary focus, including implementing policies focused on bringing women into the security sector, allowing women the ability to take part in conflict resolution and peacebuilding, and achieving better gender diversity in representation and leadership.¹¹² The same AU implementation strategy indicated that women in police and military roles in peacekeeping operations were still at significantly low rates at all military and administrative levels and needed increased support from AU Member States through methods such as national and regional peace platforms with a gender mainstreaming focus.¹¹³

Civil society has also played a significant role in focusing on the issue of gender mainstreaming in peacekeeping, particularly the non-governmental organization (NGO) NGO Working Group on Women, Peace and Security, which is comprised of various stakeholders including Amnesty International and Human Rights Watch.¹¹⁴ The NGO Working Group regularly lobbies the Security Council on WPS-related policy advocacy.¹¹⁵ An example of this comes through their Monthly Action Points (MAPs), which make direct policy observations and recommendations to the Security Council, and also provide tailored

¹⁰⁴ UN DPKO & UN DFS, *DPKO/DFS Gender Forward Looking Strategy 2014-2018*, 2014, pp. 19-20.

¹⁰⁵ UN ECOSOC, *Mainstreaming a gender perspective into all policies and programmes in the United Nations system (E/2017/57)*, 2017.

¹⁰⁶ *Ibid.*

¹⁰⁷ Council of the EU, *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP*, 2008.

¹⁰⁸ *Ibid.*, pp. 10-11.

¹⁰⁹ Council of the EU, *Second Report of the EU-indicators for the Comprehensive Approach to the EU implementation of the UN Security Council Resolutions 1325 & 1820 on Women, Peace and Security*, 2014.

¹¹⁰ *Ibid.*, pp. 4-5.

¹¹¹ AU, Peace and Security Council, *Continental Results Framework for Monitoring and Reporting on the Implementation of the Women, Peace and Security Agenda in Africa (PSC/PR/COMM.(DCCLXXII))*, 2018.

¹¹² AU Commission, *Implementation of the Women, Peace, and Security Agenda in Africa*, 2016, pp. 15-16.

¹¹³ *Ibid.*, pp. 24-26.

¹¹⁴ NGO Working Group on Women, Peace and Security, *About*, 2018.

¹¹⁵ *Ibid.*

recommendations to Member States.¹¹⁶ Their August 2018 publication focuses on gender issues that are persistent across all UN peacekeeping missions, specifically the need for greater accountability in sexual exploitation and abuse by peacekeepers, while also improving the process for women who have been detained.¹¹⁷

Successes in Gender-Inclusive UN Peacekeeping

In Security Council resolution 2122 of 2018 on “Women, Peace and Security,” the Security Council noted the significant role that women can play at all levels of PKOs, from in-field operations to the policymaking level.¹¹⁸ Emphasis on the important support of local women by female peacekeepers has become particularly important in recent years, with a number of recent studies indicating that women continue to be disproportionately impacted by violent conflict and that women are differentially affected by post-conflict processes.¹¹⁹ A 2017 report from the UN Coordinating Action on Small Arms showed that in addition to conflict-related violence, women in conflict areas showed repeated patterns of being particularly vulnerable to continued domestic violence, sexual violence, and the use of illicit small arms and light weapons (SALWs).¹²⁰ According to this report, female refugees most often cite sexual violence by men armed with SALW as the primary reason for fleeing their home and community in conflict.¹²¹ Additionally, violence from conflict generally results in more female-headed households due to conflict-related casualties of men.¹²² UN Coordinating Action on Small Arms noted in their original report *The Role of Women in United Nations Peacekeeping* (1995) that women were more likely to feel comfortable discussing issues of violence and marginalization with other women, research that continues to be reiterated in PKO best practices today.¹²³ Female peacekeepers can therefore help women who have suffered gender-related violence, sexual violence, marginalization, and resulting poverty by providing confidential survivor assistance, psycho-social support, guidance on economic reintegration, and ensuring that the UN provides gender-responsive support to these communities.¹²⁴ A higher number of female peacekeepers is also associated with fewer allegations of sexual exploitation and abuse against UN peacekeepers.¹²⁵

In addition to supporting local women and providing needed gender-responsive support to victims of violence, female peacekeepers also play an important role at the negotiating table.¹²⁶ Currently, women only comprise 2% of Chief Mediators and 3% of UN military peacekeepers, yet a joint-study completed by UN-Women and the Council on Foreign Relations shows that when women are involved in peace negotiations the agreements are 36% more likely to succeed.¹²⁷ Additionally, when women are involved in peace negotiations, agreements are 35% more likely to last 15 years or longer.¹²⁸ In a post-conflict setting, women are often excluded from the disarmament, demobilization, and reintegration (DDR) process, which works to disarm combatant groups and to allow ex-combatants to resettle their lives.¹²⁹ However because civilian women rarely identify as ex-combatants, women are often prevented from taking advantage of essential programs that comprise the DDR processes.¹³⁰ Having more women at the

¹¹⁶ NGO Working Group on Women, Peace and Security, *Monthly Action Points, Women Peace and Security*, 2018.

¹¹⁷ *Ibid.*

¹¹⁸ UN Security Council, *Women and peace and security (S/RES/2122 (2018))*, 2018.

¹¹⁹ UN Security Council, *Women and peace and security (S/RES/2122 (2018))*, 2018; Wood, *Conflict-related sexual violence and the policy implications of recent research*, 2014.

¹²⁰ UN Coordinating Action on Small Arms, *Women, men and the gendered nature of small arms and light weapons*, 2017, p. 6-7.

¹²¹ *Ibid.*, p. 8.

¹²² *Ibid.*, p. 18.

¹²³ UN Division for the Advancement of Women, *The Role of Women in United Nations peace-keeping*, 1995, p. 8.

¹²⁴ UN Coordinating Action on Small Arms, *Women, men and the gendered nature of small arms and light weapons*, 2017, pp. 23-25.

¹²⁵ Kenny, *Wanted: More Women Peacekeepers*, 2016.

¹²⁶ UN Division for the Advancement of Women, *The Role of Women in United Nations peace-keeping*, 1995, p. 9.

¹²⁷ UN-Women, Council on Foreign Relations, *Women’s Participation in Peace Processes*, 2018.

¹²⁸ *Ibid.*

¹²⁹ Farr, *Gender-aware Disarmament, Demobilization and Reintegration (DDR): A Checklist*, 2005.

¹³⁰ *Ibid.*

negotiating table for peace processes and be involved in programming DDR processes can ensure that in the post-conflict peacebuilding, women are not neglected in key resettlement, economic reintegration, and post-conflict legislative processes, thereby ensuring more enduring peace.¹³¹

Engaging Troop-Contributing Countries in Increasing Female Uniformed Personnel

A 2008 UN internal study showed that at the time, women only comprised 2% of uniformed peacekeeping personnel.¹³² A series of 2017 statistics from the UN Coordinating Action on Small Arms showed only a 1% increase in the number of women serving as military personnel in peacekeeping operations since the 2008 internal study.¹³³ Part of the existing obstacle to full gender equity in peacekeeping is that current troop contributions for UN peacekeeping operations come from Member States, called TCCs, and thus responsibility for recruitment of women falls mainly on the respective TCCs.¹³⁴ TCCs are often reluctant to send in female peacekeepers due to a number of reasons, including cost factors stemming from the additional facilities needed for women, security issues in conflict-zones, and existing social stigma facing women in uniform.¹³⁵ Security factors are a primary concern of TCCs, and many are often reluctant to send female troops to areas with high-risk or a higher likelihood for sexual abuse and exploitation.¹³⁶ However, despite these barriers, having female peacekeepers and applying a gendered perspective to peacekeeping enhances PKO effectiveness and operationalization.¹³⁷ For example, understanding how men and women use demined agricultural land differently, by talking to both local men and women, change demining approaches to provide a better understanding of the population that the PKO serves.¹³⁸ This means that the UN is currently working with TCCs to find a way to mitigate barriers and increase the presence of female peacekeepers in order to improve overall mission success.¹³⁹

According to the UN International Research and Training Institute for the Advancement of Women (UN-INSTRAW), a partnership with UN Peacekeeping and TCCs focused on finding incentives to encourage more women to join the armed forces could result in more women moving onto peacekeeping missions, if successful.¹⁴⁰ DPKO and DFS have also recommended increased predeployment training and evaluation to ensure that Member States are aware of the need for women in deployment areas, and cognizant of the UN mandates to improve gender mainstreaming implementation, as outlined in the DPKO/DFS's report *Integrating a Gender Perspective Into the Work of the United Nations Military in Peacekeeping Operations* (2010).¹⁴¹

DPKO and DFS have also proposed broad-level gender-focused security sector reform (SSR).¹⁴² The proposed reforms would support national security institutions while simultaneously promoting gender-sensitive policies so that women are better recruited and promoted in the areas of security.¹⁴³ One method of implementing SSR would be to include women in the reform process itself, which can ensure

¹³¹ Ibid.

¹³² UN-INSTRAW, *Women With a Blue Helmet: The Integration of Women and Gender Issues in Peacekeeping Operations*, 2010, p. 7.

¹³³ UN Coordinating Action on Small Arms, *Women, men and the gendered nature of small arms and light weapons*, 2017, p. 25.

¹³⁴ UN-INSTRAW, *Women With a Blue Helmet: The Integration of Women and Gender Issues in Peacekeeping Operations*, 2010, p. 12.

¹³⁵ Kenny, *Wanted: More Women Peacekeepers*, 2016.

¹³⁶ Kenny, *Using Financial Incentives to Increase the Number of Women in UN Peacekeeping*, 2017, p. 6.

¹³⁷ Dharmapuri, *Wanted: More Men to Champion Women in Peacekeeping*, 2017.

¹³⁸ Dharmapuri, *Wanted: More Men to Champion Women in Peacekeeping*, 2017.

¹³⁹ Dharmapuri, *Wanted: More Men to Champion Women in Peacekeeping*, 2017.

¹⁴⁰ UN-INSTRAW, *Women With a Blue Helmet: The Integration of Women and Gender Issues in Peacekeeping Operations*, 2010, p. 24.

¹⁴¹ UN DPKO & UN DFS, *DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations*, 2010, p. 14.

¹⁴² UN DPKO & UN DFS, *DPKO/DFS Gender Forward Looking Strategy 2014-2018*, 2014; UN DPKO & UN DFS, *DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations*, 2010.

¹⁴³ Ibid.

that gender perspectives and women's rights are being adequately considered in program development.¹⁴⁴ In 2010, the NGO the Geneva Centre for the Democratic Control of Armed Forces released a report titled *Implementing the Women, Peace and Security Resolutions in Security Sector Reform* (2014), which provides further recommendations for gender-based SSR.¹⁴⁵ Recommendations include recognizing that SSR would need for institutional policies to eliminate formal barriers preventing women from achieving high military rankings; a promotion agenda that includes the evaluation of the skills women bring with them into their military positions; and increased representation of women at decision-making levels within peacekeeping.¹⁴⁶ The report also included tools and recommendations for creating gender-responsive SSR and DDR by requiring TCCs to develop national-level plans on gender-inclusive troop hiring processes, code of conducts for accountability with allegations of sexual abuse and exploitation, and demonstrating troop accountability when gender-inclusivity is not affirmed.¹⁴⁷

Conclusion

Gender mainstreaming has been demonstrated to be an effective policy approach across the entire UN system to increase women's involvement and participation across a range of areas; however the UN's PKOs and peacekeeping programmes continue to notably lag in achieving gender equity.¹⁴⁸ While there have been some increases in the number of women seen in police, military, and civilian personnel recruitment since Security Council resolution 1325, women still hold few leadership positions in PKOs, they continue fall behind parity in gender-balance from TCCs' troops, and are persistently under-represented in DDR and post-conflict processes.¹⁴⁹ However, recent recommendations on incentivizing TCCs to prioritize gender-equitable troop recruitment, the implementation of gender-based training and policies at the institutional level, and the UN's increasingly hardline against sexual abuse and exploitation by peacekeepers, have shown promise in making peacekeeping a more gender-inclusive sector of the UN in the future.¹⁵⁰ As having more female uniformed personnel and gender-based peacekeeping programming heralds more meaningful, effective, and inclusive peacekeeping missions, C-34's role of setting best practices to mainstream gender in PKOs will likely create more effective future peacekeeping overall.¹⁵¹

Further Research

Delegates should to take into consideration the current obstacles facing gender mainstreaming approaches in peacekeeping missions in examining areas for improvement and innovation. Questions delegates should consider include: how can regional organizations potentially play a greater role in effectively bringing women and gender perspectives into peacekeeping? How can C-34 best create high-level recommendations regarding peacekeeping? What additional accountability measures can be used to increase implementation efficacy? How can the UN forge better partnerships with national and regional security organizations to assist in implementing gender mainstreaming in all aspects of peacekeeping missions? What other obstacles face female troops in training, missions, and overseas postings that must be addressed?

¹⁴⁴ Bastic & de Torres, *Implementing the Women, Peace and Security Resolutions in Security Sector Reform*, *Office for Democratic Institutions and Human Rights et al.*, 2010, p. 7.

¹⁴⁵ *Ibid.*, p. 7.

¹⁴⁶ *Ibid.*, p. 7.

¹⁴⁷ *Ibid.*, p. 7.

¹⁴⁸ Conaway & Shoemaker, *Women in United Nations Peace Operations: Increasing the Leadership Opportunities*, 2008; NGO Working Group on Women, Peace and Security, *Monthly Action Points, Women Peace and Security: August 2018*, 2018.

¹⁴⁹ UN Peacekeeping, *Women in Peacekeeping: A Growing Force*, 2017; UN DPKO, *DPKO/OMA Statistical Report on Female Military and Police Personnel in UN Peacekeeping Operations Prepared for the 10th Anniversary of the SCR 1325*, 2010; Conaway & Shoemaker, *Women in United Nations Peace Operations: Increasing the Leadership Opportunities*, 2008.

¹⁵⁰ UN General Assembly, *Comprehensive review of the whole question of peacekeeping operations in all their aspects, Implementation of the Special Committee on Peacekeeping Operations, Report of the Secretary-General (A/72/573)*, 2017.

¹⁵¹ UN-Women, *Council on Foreign Relations, Women's Participation in Peace Processes*, 2018.

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Conaway, C. & J. Shoemaker. (2008). *Women in United Nations Peace Operations: Increasing the Leadership Opportunities*. Retrieved 10 August 2018 from: https://wiisglobal.org/wp-content/uploads/2014/01/wiis_PeaceOpsFinal1.pdf

This particular document will be essential for delegates in understanding the internal mechanisms and policies that support gender mainstreaming within DPKO, especially in regard to gender mainstreaming in-field operations in peacekeeping. This document also explains various barriers that have prevented women from achieving high-level promotions and success in peacekeeping operations, which include issues such as lack of family-duty postings and lack of adequate compensation. This report sheds light on some of the continuing trends and obstacles facing women within peace operations, and provides potential solutions to these existing barriers.

Council of the European Union. (2008). *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP*. Retrieved 5 August 2018 from: http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/03-implementation-esdp_en.pdf

This report is an excellent example of a regional approach to the implementation of Security Council resolution 1325 by the European Union. In this document, delegates can see the unique issues that emerge from the implementation of 1325 at the regional level, such as the slow emergence of National Action Plans and the underrepresentation of women in leadership recruitment. Furthermore, this report outlines the EU commitment to balancing gender in all levels of government and in ESDP missions. The report also shows the role that gender advisers can play in ensuring that gender mainstreaming goals are met, and that gender perspectives are given appropriate attention at all levels of the EU. This document is an excellent example of regional cooperation and outlines the commitments made outside of the UN body in regards to gender mainstreaming implementation.

United Nations, Department of Peacekeeping Operations & United Nations, Department of Field Support. (2010). *DPKO/DFS Guidelines: Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations*. Retrieved 6 August 2018 from: https://peacekeeping.un.org/sites/default/files/dpko_dfs_gender_military_perspective.pdf

This policy outlines the goal of DPKO to further integrate gender perspectives into UN peacekeeping operations. Here, delegates will be able to examine the issues of gender mainstreaming from a military perspective, which can differ from the implementation of gender mainstreaming policy goals. This document outlines the roles of women in UN military field operations, the goals and implementation strategies for better mainstreaming, and the role of the military in protecting civilian women and girls. An important aspect of this report is the focus on the security of women in peacekeeping operations, namely on patrol-based duty.

United Nations, Department of Peacekeeping Operations & United Nations, Department of Field Support. (2010). *Gender Equality in Peacekeeping Operations* [Report]. Retrieved 9 July 2018 from: https://peacekeeping.un.org/sites/default/files/peacekeeping/en/gender_directive_2010.pdf

The purpose of this report is to create guidelines that outline gender equality in peacekeeping operations, and also to explain those frameworks which define the role of gender in post-conflict situations. The policy outlines the role of gender in information-sharing, recruitment, consensus-building, stability restoration, and protection of civilians. The report also mentions the necessity of DPKO/DFS collaborating with TCCs to further recruit women into peacekeeping operations. This report provides a comprehensive overview of the policies, recommendations, and implementation strategies for the WPS agenda.

United Nations, Department of Peacekeeping Operations & United Nations, Department of Field Support. (2010). *Ten-year Impact Study on Implementation of UN Security Council Resolution 1325 (2000) on*

Women, Peace and Security in Peacekeeping [Report]. Retrieved 5 August 2018 from: https://www.globalpolicy.org/images/pdfs/10year_impact_study_1325.pdf

The Ten-year Impact Study shows the levels of progress that have been achieved in meeting the goals of Security Council resolution 1325. This document also demonstrates areas that need improvement or saw little or no success, and the various methods that could be used for ensuring that these goals are met in the future. Furthermore, the document takes a look at implementation in various field operations, which could be helpful for delegates in understanding how efforts have progressed. There are also details available on the challenges of protecting women in peacekeeping operations, and the various legal reforms within the aforementioned operations, which delegates will likely find useful in guiding their research.

United Nations, Department of Peacekeeping Operations & United Nations, Department of Field Support. (2014). *DPKO/DFS Gender Forward Looking Strategy 2014-2018*. Retrieved 7 July 2018 from: <https://peacekeeping.un.org/sites/default/files/dpko-dfs-gender-strategy.pdf>

The strategy was written to evaluate the progress made in regard to gender equality and improving the role of women in UN peacekeeping operations. This evaluation outlines goals for greater improvements in areas such as partnerships, role clarification and reinforcement, promoting the rights of women, and establishing the long-term strategies for DPKO to follow. This is done through a strategic framework that lists outcomes and goals to be met over a period of four years. Delegates should use this document to understand the overall focus of DPKO policy, and to understand their specific goals in regard to gender mainstreaming.

United Nations, Fourth World Conference on Women. (1995). *Beijing Declaration and Platform for Action*. Retrieved 10 July 2018 from: <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>

This resolution acknowledges and outlines the successes in achieving greater gender equality but also notes the substantial difficulties and shortcomings of the process. The desire to see greater efforts directed toward eliminating poverty, allowing for equal rights and equal opportunities, eliminating discrimination toward women and girls, promoting access to greater economic resources, and addressing the unequal economic impacts directed at women during times of recession, are some of the main aspects explored in this pivotal framework document. Delegates are encouraged to utilize this source in their research due to its significance in establishing future policies and studies.

United Nations, General Assembly, Thirty-fourth session. (1979). *Convention on the Elimination of All Forms of Discrimination against Women (A/RES/34/180)* [Resolution]. Adopted on the report of the Third Committee (A/34/830). Retrieved 10 July 2018 from: <http://undocs.org/A/RES/34/180>

This Convention is a human rights framework for clearly establishing what discrimination against women is, condemning discrimination against women, and calling upon Member States to ratify the Convention and create national policies to prevent and eliminate gender-based discrimination. The Convention also calls for social and societal reforms to ensure long-term success at eliminating gender discrimination, while granting equal rights to women including rights to work, protection of health, security, freedom of thought, and profession. Delegates should consider the historical and present-day implications of this Convention and how it has influenced institutional change within the UN.

United Nations, General Assembly, Seventy-second session. (2018). *Report of the Special Committee on Peacekeeping Operations (A/72/19)*. Retrieved 3 August 2018 from: <https://undocs.org/A/72/19>

This document provides delegates with a firsthand account of the work that the Special Committee on Peacekeeping Operations does, and their most recent round of reporting. In this document, C-34 reiterates existing language on gender mainstreaming, gender-specific risk in peacekeeping operations, the ongoing issues pertaining to the lack of women in high-level decision-making positions, and generalized safety of peacekeepers. C-34 further emphasized the need for predeployment training, which can help peacekeepers identify gender-specific risks in various peacekeeping missions; however,

delegates will note that very little new language on gender mainstreaming introduced in this year's report.

United Nations, Security Council, 4213th Meeting. (2000). *Women and Peace and Security (S/RES/1325 (2000))* [Resolution]. Retrieved 10 July 2018 from: [http://undocs.org/S/RES/1325\(2000\)](http://undocs.org/S/RES/1325(2000))
Security Council resolution 1325 makes suggestions to Member States on how to best improve the roles and status of women in peace and security issues. This document focuses on the equal and full inclusion of women in peace and security leadership roles, and the need for parties to conflicts to take special measures to protect women and girls from gender-based violence. Additional thought is given to the roles of women and girls in armed conflict, and the roles women can play in post-conflict disarmament processes. Delegates should consider the pivotal role this document has played in guiding future resolutions and policies, as this resolution established the UN's Women, Peace and Security agenda and sets the precedent for future gender mainstreaming efforts.

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II. Improving the Use of Technology in Peacekeeping Operations

Introduction

Technology, the “application of scientific knowledge for practical purposes,” is rapidly changing the lives of people globally.¹⁵² According to a report of the International Telecommunications Union at the end of 2015, 3.2 billion people were using the internet, which is 47% of the global population.¹⁵³ Within the United Nations (UN), new technological developments not only pose new and more efficient means of enacting global diplomacy, but also benefit in-field work such as UN peacekeeping.¹⁵⁴ In particular, the field of information and communications technology (ICTs) which is “the combination of informatics technology with other, related technologies, specifically communication technology” is especially important for UN peacekeeping, because it allows for more efficient exchange of important information between different actors.¹⁵⁵ As the Under-Secretary-General for Peacekeeping Operations stated in 2017 in a meeting of the Working Group on Peacekeeping operations, “innovation and technology in peacekeeping [is] not a luxury but a necessity” to meet mission challenges arising from emerging and multifaceted threats.¹⁵⁶

Through ongoing review of its actions, the UN has definitively established that the usage of modern technology, such as renewable energy production or surveillance through drones in its peacekeeping operations (PKOs), can better help missions fulfill their current mandates and meet challenges in the evolving field of peacekeeping.¹⁵⁷ Enabling PKOs to function better through technology is often referred to as “Smart Peacekeeping,” based on the fact that utilizing technology can make much of the in-field processes, such as energy production, surveillance, and water supplies, easier for peacekeeping personnel, thereby improving overall mission operationalization.¹⁵⁸ Evaluating the current state of technology in peacekeeping operations, and looking at a variety of technological options that might help peacekeeping to keep up with current challenges will be important to understanding how UN missions can better operationalize through the use of new technology.¹⁵⁹

International and Regional Framework

As the topic of utilizing technology in peacekeeping operations is relatively new within the larger historical legacy of peacekeeping, detailed guidance and frameworks are still being developed.¹⁶⁰ The topic has largely been dealt with on an ad hoc basis through committee discussions and through some key reports.¹⁶¹ The foundation for the UN’s work on peacekeeping is established in the *Charter of the United Nations* (1945); article VII allows the Security Council to use force to “maintain or restore international peace and security.”¹⁶² While peacekeeping as a term is not specified, in the Charter it has become a very powerful tool to aiding the UN in achieving its mandate.¹⁶³ The General Assembly reviews the work on peacekeeping every year and adopts a resolution on the issue, with the most recent one adopted in 2017 on the “Comprehensive review of the whole question of peacekeeping operations in all their

¹⁵² Independent Commission on Multilateralism, *Discussion Paper: The Impact of New Technologies on Peace, Security and Development*, 2016; Oxford Living Dictionaries, *Definition of technology in English*, 2018.

¹⁵³ International Telecommunications Union, *Press Release: China, India now world’s largest Internet markets*, 2016.

¹⁵⁴ Schwab, *The Fourth Industrial Revolution: what it means, how to respond*, *World Economic Forum*, 2016.

¹⁵⁵ UNESCO, *Information and communication technology in education: A Curriculum for Schools and Programme of Teacher Development*, 2002, p. 13.

¹⁵⁶ UN Security Council, *Report on the activities of the Working Group on Peacekeeping Operations for the period from 1 January to 31 December 2016 (S/2017/130)*, 2017.

¹⁵⁷ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014.

¹⁵⁸ International Peace Institute, *Smart Peacekeeping: Towards Tech-Enabled UN Operations*, 2016.

¹⁵⁹ *Ibid.*

¹⁶⁰ UN General Assembly, *Report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people (A/70/95)*, 2015.

¹⁶¹ *Ibid.*

¹⁶² *Charter of the United Nations*, 1945, Art. VII.

¹⁶³ UN DPKO, *Mandates and the Legal Basis for Peacekeeping*, 2018.

aspects.”¹⁶⁴ The annual resolution always includes recognition of the key annual report submitted by the Special Committee on Peacekeeping Operations (C-34), urging the implementation of the suggested measures.¹⁶⁵

The necessity of bringing the technological standard of UN PKOs to a higher level was first established in the *Report of the Panel on United Nations Peace Operations* (Brahimi Report) in 2000.¹⁶⁶ The report evaluated the current situation of UN peacekeeping and gave specific recommendations for improvement.¹⁶⁷ The aspects discussed include the need for changes to peacekeeping strategies, realistic mandates, improved leadership, and utilizing information technology.¹⁶⁸ The need for continued development was recently reiterated in a 2017 study by Lieutenant General Carlos Alberto dos Santos Cruz, *Improving Security of United Nations Peacekeepers: We need to change the way we are doing business* (Cruz Report), which evaluated the reasons for a rising amount of fatalities in UN peacekeeping operations.¹⁶⁹ The report was an important guideline for the work of C-34 in 2018, as it provided a recent study on the operational challenges that PKOs face throughout all aspects of these operations.¹⁷⁰ Besides determining several key areas that the UN needs to address in order to improve mission operationalization, such as better predeployment training, administration, updating the principles of peacekeeping, and improving tactical intelligence, the report noted the need to equip peacekeepers with basic technology to improve their security.¹⁷¹ The Secretary-General also addressed the need for technology to overcome new operational challenges in his 2016 report on “Implementation of the recommendations of the Special Committee on Peacekeeping Operations” (A/70/579), and emphasized the importance of continuous development toward increased use of relevant technology in missions.¹⁷²

The Department of Peacekeeping operations (DPKO) and the Department of Field Support (DFS) established an Expert Panel on Technology and Innovation in UN Peacekeeping (Expert Panel) in 2014 in order to find suitable ways to utilize the opportunities presented by new technology.¹⁷³ Finding diverse potential for new technology, the expert panel evaluated a number of these applications and submitted a comprehensive final report, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping* (2014), which will help the UN become more efficient in PKOs.¹⁷⁴ The report discusses several different areas where technology can help PKOs, including improving shelter, water supply, communications, energy, and health services.¹⁷⁵ Evenly more importantly are the operational imperatives given by the report, providing suggestions on how to implement technology, demonstrating ready-to-use technology application.¹⁷⁶

Another key framework guiding the work of the UN on this topics is the *2030 Agenda for Sustainable Development* (2015) and the resulting Sustainable Development Goals (SDGs).¹⁷⁷ Goal 16 on peace, justice and strong institutions is important for peacekeeping as a whole, while other goals address

¹⁶⁴ UN General Assembly, *Comprehensive review of the whole question of peacekeeping operations in all their aspects* (A/RES/71/314), 2017.

¹⁶⁵ Ibid.

¹⁶⁶ UN General Assembly, *Report of the Panel on United Nations Peace Operations* (A/55/305), 2000.

¹⁶⁷ Ibid.

¹⁶⁸ Ibid.

¹⁶⁹ Cruz, *Improving Security of United Nations Peacekeepers: We need to change the way we are doing business*, 2017.

¹⁷⁰ Ibid.

¹⁷¹ Ibid., pp. 13-14.

¹⁷² UN General Assembly, *Implementation of the recommendations of the Special Committee on Peacekeeping Operations: Report of the Secretary-General* (A/70/579), 2015.

¹⁷³ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014.

¹⁷⁴ Ibid.

¹⁷⁵ Ibid., pp. 26-44.

¹⁷⁶ Ibid.

¹⁷⁷ UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development* (A/RES/70/1), 2015.

different areas on the use of technology in PKOs.¹⁷⁸ SDGs 6 and 7, focusing on water and energy respectively, address two aspects needed in every peacekeeping mission.¹⁷⁹ Furthermore SDG 9 on infrastructure and fostering innovation is also relevant for peacekeeping, as technology is one of the key means through which innovation can be brought to the field.¹⁸⁰

Role of the International System

While the analysis and evaluation of new technological possibilities is conducted by a variety of UN bodies, a key leader in driving progress toward implementation is the Special Committee on Peacekeeping Operations (C-34).¹⁸¹ In its 2018 annual report, the Committee stresses the need to increase the use of technology in peacekeeping missions, and tasks the relevant executing bodies, including DPKO, to act upon this recommendation.¹⁸² While C-34 does not directly implement the changes to PKOs, its recommendations serve as the high-level guidelines for the UN's peacekeeping work.¹⁸³ However, one major challenge for the committee is responding to the speed at which technology is being developed and the resulting evaluations of technology for peacekeeping.¹⁸⁴ In its latest report, C-34 repeatedly emphasized the need for the UN to implement more technology in PKOs to make them safer and better-suited to facing key challenges in peacekeeping.¹⁸⁵ Furthermore, modern technology can enhance situational awareness and the protection of civilians, which is one of the central goals of a PKO.¹⁸⁶

C-34 call for newer operational technology was also emphasized by the Working Group on Peacekeeping Operations, which was established by the Security Council in 2001 to foster discussion and dialogue on current peacekeeping issues between troop-contributing countries (TCCs) and the Security Council.¹⁸⁷ In 2016, the Working Group held a meeting on the "Use of Technology in Peacekeeping Operations" to discuss how technology can enhance the safety and security of peacekeepers while also improving communication, situational awareness, and other aspects of PKO operationalization.¹⁸⁸ One particularly important aspect discussed at this 2016 meeting is the "need to develop a policy framework [...] governing the use of technology in peacekeeping," which has yet to be created.¹⁸⁹ Furthermore, the working group emphasized the necessity of providing suitable training for peacekeeping personnel to successfully use new technology as well as technology that is already in place.¹⁹⁰ The results of the working group led to the creation of the High-Level Independent Panel on Peace Operations (HIPPO), which was tasked with reviewing UN peace operations as a whole in 2014.¹⁹¹ Its report emphasizes the need to start the process with "enabling" technologies, such as larger bandwidth or improved latency for communications, which can then lead to other technologies being brought into PKOs.¹⁹² The Panel concluded that technology can help UN peacekeeping, but will not solve political problems on its own.¹⁹³ Continued efforts to solve conflicts on a basis of negotiations will always be necessary for sustainable peace.¹⁹⁴

¹⁷⁸ Ibid.

¹⁷⁹ Ibid.

¹⁸⁰ Ibid.

¹⁸¹ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

¹⁸² UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/71/19)*, 2017, p. 52.

¹⁸³ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

¹⁸⁴ *Meeting on the Use of Technology in Peacekeeping Operations*, Security Council Report, 2016.

¹⁸⁵ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

¹⁸⁶ Ibid.

¹⁸⁷ UN DPI, *United Nations Security Council Subsidiary Organs: Working Group on Peacekeeping Operations*, 2018.

¹⁸⁸ UN Security Council, *Report on the activities of the Working Group on Peacekeeping Operations for the period from 1 January to 31 December 2016 (S/2017/130)*, 2017, pp. 3-5.

¹⁸⁹ Ibid., pp. 3-5.

¹⁹⁰ Ibid., pp. 3-5.

¹⁹¹ UN General Assembly, *Report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people (A/70/95)*, 2015.

¹⁹² Ibid.

¹⁹³ Ibid., p. 42.

¹⁹⁴ Ibid., p. 42.

DPKO and DFS, and in particular its Information and Communications Technology Division, are the main actors within the UN to implement the recommendations by C-34 and decisions by the Security Council on PKOs.¹⁹⁵ In 2014, DPKO and DFS established the Expert Panel on Technology and Innovation in UN Peacekeeping in order to find suitable ways to utilize the opportunities presented by new technology.¹⁹⁶ The expert panel submitted their report in December of 2014, and this report served as an important basis for the discussions of the Working Group on Peacekeeping Operations.¹⁹⁷ DFS also established the Partnership for Technology in Peacekeeping in 2014.¹⁹⁸ The goal of the partnership is to improve cooperation between Member States, private companies, and non-governmental organizations, and DPKO and DFS, to utilize technological and innovative capacities.¹⁹⁹ Holding regular symposiums to foster this intensive cooperation and exchange of knowledge has already led to several important options to improve peacekeeping.²⁰⁰ Topics include utilizing situational awareness and geospatial information services; improving the use of ICTs; and increasing the involvement of academic and research institutions.²⁰¹

The field of ICT involves private and non-governmental organizations, and this ongoing ICT development gives opportunities to use this knowledge for peacekeeping.²⁰² For example the ICT4Peace project, which is a non-profit foundation under supervision of the Swiss government, develops strategies and makes recommendations for the use of ICTs for peaceful purposes.²⁰³ ICT4Peace has contributed largely to the Secretary-General's ICT strategy and has also already impacted PKOs.²⁰⁴ For example it has made contributions to the Crisis Information Management Strategy in supporting crisis management and evaluating possible technological options to solve key challenges.²⁰⁵ Similarly, the North Atlantic Treaty Organization (NATO) started working on technology in peace and security with a project called Science for Peace and Security (SPS) in 1958.²⁰⁶ The project, which fosters dialogue and cooperation on scientific research and technological innovation, has been cooperating with the UN and other international organizations to help improve peacekeeping worldwide.²⁰⁷ Another particularly fruitful and well-established project is the cooperation between SPS and the United Nations Mine Action Service (UNMAS) focusing on training security forces to deal with destruction of explosive devices.²⁰⁸

Case Studies of Emerging Technology in Peacekeeping Operations

With the PKO improvement potential offered by technology, it is necessary to take an in-depth look at several of these opportunities to evaluate their feasibility.²⁰⁹ With the broad analysis of the Expert Panel of 2014, many of these options have already been examined to an extent, but the panel also emphasized that emerging work must continue and that other possible applications of technology need to be evaluated as well.²¹⁰ Furthermore, the logistical challenges that emerge with implementing new technologies in the field, such as equipment costs, effective technical support, and access to energy

¹⁹⁵ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014.

¹⁹⁶ Ibid.

¹⁹⁷ Ibid.

¹⁹⁸ UN Partnership for Technology in Peacekeeping, *About Us*, 2018.

¹⁹⁹ Ibid.

²⁰⁰ Ibid.

²⁰¹ UN Partnership for Technology in Peacekeeping, *Third International Symposium 2016*, 2016.

²⁰² Stahn, *NGOs and International Peacekeeping – Issues, Prospects and Lessons Learned*, 2001.

²⁰³ ICT4Peace Foundation, *ICT for Peaceful Purposes*, 2018.

²⁰⁴ UN General Assembly, *Status of implementation of the information and communications technology strategy for the United Nations Secretariat (A/65/491)*, 2010.

²⁰⁵ Ibid.

²⁰⁶ NATO, *Science for Peace and Security Programme*, 2017.

²⁰⁷ NATO, *The NATO Science for Peace and Security (SPS) Programme*, 2017.

²⁰⁸ Ibid.

²⁰⁹ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014.

²¹⁰ Ibid., p. 105.

supply, will also have to be considered.²¹¹ While the specific issues may differ depending on the type of technology utilized, these are consistent challenges to implementation and require innovative solutions by the international community.²¹²

Communication

With PKOs becoming more complex in recent years due to the increased presence of evolving threats, having fast and reliable in-field communication is becoming increasingly important to successfully running these operations.²¹³ The main challenge for communication in the field is often based on different TCCs using different equipment that is incompatible.²¹⁴ Barrier-free communication is needed at tactical, operational, and strategic levels.²¹⁵ However, since a single UN mission is always made up of troops deployed from a number of different TCCs, finding solutions to create interoperability between different systems will be key to better communication within PKOs.²¹⁶ While there are different technical options to reach this level of interoperability and new innovations such as IP-based communication will likely help to solve the issue, taking measures to link existing systems is a more efficient solution.²¹⁷ Additionally, while there is commercially available technology already used by a majority of the world's militaries that could be used for mission command and control, the cost of such equipment and the need for specially trained personnel to operate it is a significant barrier to implementation.²¹⁸ A possible solution suggested by the Expert Panel is MUTALINK, which allows to connect a variety of radio, video, and data sharing systems to communicate with each other without having to replace the systems in use, but similar financial and training challenges complicate implementation of such a system.²¹⁹

Unmanned Aerial Vehicles

The advancements made in the field of unmanned aerial vehicles (UAVs), often referred to colloquially as "drones," have been highly publicized.²²⁰ The possibilities UAVs offer to PKO are immense, as seen in tactical successes by the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) peacekeeping mission; however, the costs of UAVs can be an obstacle to implementation.²²¹ While there are different applications for drones, the main function they currently provide for the UN is surveillance.²²² Being able to reach remote locations without endangering peacekeeping personnel, and having heat-signature and night-vision equipment allows the mission to easily monitor their surroundings, improve their security, and make personnel missions more reliable.²²³ While MONUSCO mainly uses larger long-endurance drones to gain situational awareness, miniature UAVs, which are substantially cheaper and allow for quick operational- and tactical-level information on a smaller area, can provide significant benefits in nearly every PKO.²²⁴ Advancements in this sector are also supported by civil society organizations like UAViators, which is working on developing much needed standards for the use of UAVs, as well as best practices and information on UAV training.²²⁵ Their goal is to create a better understanding of the advantages and dangers of UAVs, while educating operators, coordinating learning activities, and promoting active exchange on current developments in this field.²²⁶

²¹¹ Ibid.

²¹² Ibid.

²¹³ Brazier, D, Partnerships for Progress: Non-traditional Resources for Peacekeeping Technology, *UN Chronicle*, 2017.

²¹⁴ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014, pp. 34-37.

²¹⁵ Ibid., pp. 34-37.

²¹⁶ Ibid., pp. 34-37.

²¹⁷ Ibid., pp. 34-37.

²¹⁸ Ibid., pp. 34-37.

²¹⁹ MUTUALINK, *Our Solution*, 2018.

²²⁰ African Defense Forum, Feature: Peacekeepers turn to technology, *defenceWeb*, 2015.

²²¹ Ibid.

²²² Ibid.

²²³ Ibid.

²²⁴ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014, pp. 54-55.

²²⁵ UAViators, *Welcome to UAViators*, 2018.

²²⁶ Ibid.

Energy Supply

While the overall level of renewable energy production worldwide is increasing, it still only plays a very small role in UN peacekeeping.²²⁷ While 15 missions use solar energy, only 0.1% of the total energy consumed in PKOs is generated from renewable sources.²²⁸ Most of the energy produced for the missions still comes from diesel generators; these generators not only need to be supplied with sufficient fuel, which must be transported to remote locations, but also produces greenhouse gas emissions.²²⁹ Reducing these emissions is an important step toward reaching the SDGs, in this case specifically goal 13 on action to combat climate change, and will make overall mission operationalization more sustainable.²³⁰

One central challenge to ensuring renewable energies in PKOs is that the production is often dependent on outside factors such as the right weather conditions for wind and solar energy generation.²³¹ It is also difficult to make energy available on call, because while storing energy is possible, it is technologically difficult and costly.²³² However, as has been recommended by DFS in its Environmental Strategy, an increased usage of tools such as solar/diesel hybrid systems would provide a feasible interim option and also help to generally prepare missions for future technological advancements.²³³ Additionally, utilizing commercially available systems that combine renewable energy with diesel generators, would reduce the mission's fossil fuel usage.²³⁴ DFS has also started to improve existing energy systems by utilizing tools like generator synchronization.²³⁵ For instance, the United Nations Interim Force in Lebanon (UNIFIL) in particular has been using this tool, which allows generators to always run at the highest achievable efficiency depending on the energy needed, and thereby also helps to reduce the amount of fossil fuel needed to provide enough energy for the mission.²³⁶ Consulting with experts on these technological options at the next C-34 meeting could help the body in recommending further alternative energy sources and finding new ways to utilize the technology already in use to a higher extent.²³⁷

Water Supply

DFS estimates that 84 liters of water per person per day are needed in peacekeeping environments, but providing this amount of water is often a difficult task.²³⁸ Moreover, ensuring that these large volumes of water are available is not only logistically difficult, but also is often a significantly larger allocation than what is available to local inhabitants, presenting additional ethical dilemmas.²³⁹ In many cases it is necessary to drill boreholes to provide the necessary, but without information on where exactly groundwater is available, it can take several attempts to find a water-producing borehole.²⁴⁰ Because it can be necessary to drill several hundred meters deep to find water, these attempts are not only expensive, but also take a significant amount of time, which can be crucial in a peacekeeping operation.²⁴¹ Technology such as ground-penetrating radar and advanced geospatial imaging can help PKOs find areas where boreholes will be more likely to be water-producing.²⁴²

²²⁷ International Peace Institute, *Green Peacekeeping: The Environmental Impact of UN Peace Operations*, 2018.

²²⁸ *Ibid.*

²²⁹ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014, pp. 38-41.

²³⁰ UN DESA, *Sustainable Development Goal 13*, 2018.

²³¹ International Peace Institute, *Green Peacekeeping: The Environmental Impact of UN Peace Operations*, 2018.

²³² *Ibid.*

²³³ *Birendra Peace Operations Training Center, The Last Kilometer*, 2017.

²³⁴ Fullick, *Modular Power and Renewables, Renewable Energy World*, 2018.

²³⁵ UN DFS, *Environmental Good Practice*, 2017.

²³⁶ *Ibid.*

²³⁷ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

²³⁸ UN Environment, *Greening the Blue Helmets*, 2012, p. 24.

²³⁹ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014, pp. 32-34.

²⁴⁰ *Ibid.*, pp. 32-34.

²⁴¹ The Water Project, *Wells in Africa*, 2018.

²⁴² UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014, pp. 32-34.

In environments where no or only limited fresh water is available, and therefore needs to be transported to from other locations, water purification technology and utilizing non-potable recycled water can reduce the amount of fresh water needed.²⁴³ In 2014-2015, the United Nations–African Union Hybrid Operation in Darfur (UNAMID) was able to meet 40% of the water needs with recycled water, thereby decreasing the amount of fresh water needed and reducing operation costs by over \$ 1.6 million in 2014-2015.²⁴⁴

UN Mine Action

The UNMAS was established in 1997 with the goal of addressing the problem of landmines and explosive remnants of war (ERW).²⁴⁵ According to Landmine Monitor, more than 8000 people were killed or injured by mines or ERW in 2016, posing a significant threat to civilians as well as UN personnel.²⁴⁶ UNMAS supports more than 10 PKOs with knowledge and expertise on dealing with explosive threats.²⁴⁷ Technology can help to detect landmines and allow for a controlled disarmament by specialized personnel.²⁴⁸ Ground-penetrating radar can be used to detect sub-surface mines, which otherwise pose a substantial risk to peacekeepers in conflict areas.²⁴⁹ With technology available to deactivate the mines, this safe detection method can replace human detection procedures and increase safety for peacekeeping personnel as well as local inhabitants.²⁵⁰ Technology can also be used to raise public awareness and thereby increase the safety of civilians as well.²⁵¹ The UNMAS Landmine & ERW Safety app released in 2013 made progress in helping the public identify and understanding the threats of landmines by utilizing existing technology.²⁵²

Furthering the Involvement of Technology-Contributing Countries

While there are numerous technological innovations that can help the UN develop their peacekeeping work, more often than not, financing the available technology is a major obstacle to in-field implementation.²⁵³ A new concept to address this is the idea of TechCCs or technology-contributing countries, such as the United States of America, Singapore, or Germany, among others.²⁵⁴ Instead of providing uniformed peacekeepers to UN PKOs, which are often developing or middle-income countries, TechCCs are developed states which have the financial capacity and technical expertise to provide new technology to missions.²⁵⁵ Contributions from TechCCs are not limited to providing equipment, but can also include technological concepts, expertise, and oversight.²⁵⁶ The expertise available in developed countries to provide this technology can improve PKOs in the field; these efforts can also improve the work of the UN in the headquarters, by spreading knowledge on new technologies.²⁵⁷ Many of the tools that would help PKOs are already commercially available and are being used by militaries around the world.²⁵⁸ Bringing this existing equipment into the UN's missions not only reduces the mission cost, but because the equipment does not have to be bought by the UN, it allows for better training of

²⁴³ Ibid., pp. 32-34.

²⁴⁴ UN DFS, *DFS Environment Strategy*, 2017.

²⁴⁵ UNMAS, *About UNMAS*, 2018.

²⁴⁶ International Campaign to Ban Landmines, *Landmine Monitor 2017*, 2017.

²⁴⁷ UNMAS, *About UNMAS*, 2018.

²⁴⁸ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014, pp. 45-48.

²⁴⁹ Ibid., pp. 45-48.

²⁵⁰ Bonsor, *How Landmines Work*, *howstuffworks*, 2001.

²⁵¹ Geneva International Centre for Humanitarian Demining, *UNMAS Landmine & ERW Safety app*, 2016.

²⁵² Ibid.

²⁵³ International Peace Institute, *Smart Peacekeeping: Towards Tech-Enabled UN Operations*, 2016.

²⁵⁴ Ibid.

²⁵⁵ Ibid.

²⁵⁶ Ibid.

²⁵⁷ UN OIOS, *Evaluation of DPKO/DFS Planning during the Force Generation Process and Related Engagement with the Security Council and Troop-Contributing Countries*, 2017; International Peace Institute, *Smart Peacekeeping: Towards Tech-Enabled UN Operations*, 2016.

²⁵⁸ International Peace Institute, *Smart Peacekeeping: Towards Tech-Enabled UN Operations*, 2016.

peacekeeping personnel as they can learn from others that have already worked with the respective equipment.²⁵⁹

Initial success with this approach has been demonstrated by the Netherlands and Sweden, who have provided well-trained personnel in addition to intelligence and surveillance support to the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA).²⁶⁰ This contribution was referred to as the All-Sources Information Fusion Unit and their role consisted of analyzing available intelligence to support different activities of the mission such as ensuring the correct delivery of humanitarian aid and combating illegal trafficking.²⁶¹ This contribution helped the overall mission operationalization, and it also demonstrated the importance of creating a successful collaboration between the TCCs and TechCCs to reach the best results for the mission.²⁶² This will be one of the aspects where C-34 can support this initiative, by developing best practices for how TechCCs should collaborate with other parts of PKOs.²⁶³ Having C-34 establish consistent procedures and standards across all missions will help to fully utilize the resources of TechCCs.²⁶⁴

Conclusion

With UN peacekeeping becoming more complex, technological advancements are needed in order for missions to successfully meet their mandates.²⁶⁵ However, there are several challenges barring the full implementation of new technologies, including financing, developing suitable policies, and creating enough expertise and knowledge to efficiently use the tools appropriately.²⁶⁶ New technology can be helpful in many areas, but it cannot replace the role of peacekeeping personnel, which is still needed for much more than operating new tools.²⁶⁷ With the involvement of TechCCs, whose role continues to evolve, the UN has a new option to further involve developed countries in peacekeeping while also supporting developing countries with direct knowledge transfer and capacity-building.²⁶⁸ Ensuring the full operationalization of peacekeeping missions by harnessing the power of new technology will be a major focus for C-34 and the international community in the immediate future.²⁶⁹

Further Research

Moving forward, delegates should consider the following questions on the issue of technology in peacekeeping: Which key points need to be included in a policy framework for increased use of technology in PKOs? Which technologies can bring the most immediate advancements for the UN's PKOs? How can differing capabilities in different contributing countries be addressed? How can TCCs learn from TechCCs on how to operate new technology? Which kind of contribution from TechCCs is most helpful? How can C-34 help to establish a framework for efficient collaboration between TechCCs and TCCs? How can the UN increase the use of renewable energy? What kind of regulations can C-34 suggest on the use of UAVs?

Annotated Bibliography

²⁵⁹ Ibid.

²⁶⁰ Ibid.

²⁶¹ Rietjens & Dorn, *The Evolution of Peacekeeping Intelligence: The UN's Laboratory in Mali*, 2017.

²⁶² Ibid.

²⁶³ Ibid.

²⁶⁴ Ibid.

²⁶⁵ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014.

²⁶⁶ International Peace Institute, *Smart Peacekeeping: Towards Tech-Enabled UN Operations*, 2016.

²⁶⁷ UN DPKO, *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*, 2014.

²⁶⁸ International Peace Institute, *Smart Peacekeeping: Towards Tech-Enabled UN Operations*, 2016.

²⁶⁹ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

African Defense Forum. (2015, September 14). Feature: Peacekeepers turn to technology. *defenceWeb*. Retrieved 12 August 2018 from:

http://www.defenceweb.co.za/index.php?option=com_content&view=article&id=40598

This article by the African Defense Forum discusses technology in peacekeeping with a focus on the use of UAVs. Having an understanding of the variable uses of UAVs for peacekeeping will be key for delegates when proposing ways to utilize this technology even more efficiently. Furthermore, the article discusses a variety of technological applications beyond what is discussed in this background guide, such as the application of smartphones, helmet cameras, thermal imaging, and remote microphones, among others. This source will help delegates better understand the diversity of options that technology offers for PKOs.

Dorn, W. (2011). *Keeping watch: Monitoring, technology and innovation in UN peace operations*. Tokyo, New York, Paris: United Nations University Press. Retrieved 5 July 2018 from: https://read.un-ilibrary.org/human-rights-and-refugees/keeping-watch_c3365c39-en#

This book by Dorn is a useful resource on technology and innovation within the United Nations. While the book is comprehensive and addresses numerous aspects of the issue, the first two chapters provide a particularly thorough introduction to understanding the recent development of UN peacekeepers' tasks and how they have been addressed within the UN. Furthermore, this book discusses the issue of monitoring in the context of peacekeeping operations, which is one of the key areas where peacekeeping operations can profit from new technology. Delegates can utilize this source to understand the recent developments of peacekeeping and can thereby gain an in-depth understanding of how the UN develops its operations.

Fullick, L. (2018, March 20). Modular Power and Renewables. *Renewable Energy World*. Retrieved 15 September 2018 from: <https://www.renewableenergyworld.com/articles/print/volume-21/issue-2/features/wind-solar-hydro-storage/modular-power-and-renewables.html>

This article discusses the development of modular power generation, which is the combination of different sources of energy production. Utilizing solar-diesel hybrid systems can help to save fuel while still guaranteeing a stable supply with needed energy. The options and challenges of storing electrical energy are also addressed. Understanding the background of modular power generation and the new possibilities available in such technologies will be important for delegates when making recommendations about how to better supply peacekeeping operations with energy.

International Peace Institute. (2016). *Smart Peacekeeping: Towards Tech-Enabled UN Operations*. Retrieved 7 July 2018 from: <https://www.ipinst.org/wp-content/uploads/2016/07/IPI-Rpt-Smart-PeacekeepingFinal.pdf>

This article discusses the contributions of TechCCs as providing a different type of participation in PKOs that could support UN peacekeeping. Delegates discussing the topic will want to evaluate the potential of TechCCs, as they will likely provide a path forward to modernizing UN peacekeeping. The article furthermore discusses how different kinds of technology can support peacekeeping operations in-field. This article discusses how technology offers various options to improve intelligence in a peacekeeping environment and thereby allow for better management of situations in the field.

Rietjens S. & W. Dorn. (2017). *The Evolution of Peacekeeping Intelligence: The UN's Laboratory in Mali*. Retrieved 13 August 2018 from:

https://www.researchgate.net/publication/318185995_The_Evolution_of_Peacekeeping_Intelligence_The_UN%27s_Laboratory_in_Mali

Discussing the question of TechCCs is an important aspect of developing peacekeeping operations in connection with technology. This source discusses the specific contributions in the intelligence field made by European states during the peacekeeping mission in Mali. It highlights the advantages of having these TechCCs involved, but also

critically analyzes the problems that still need to be solved. Understanding pros and cons of the involvement of TechCCs in mission contributions will be important for delegates to know in order to further develop this idea through international dialogue.

United Nations, Department of Peacekeeping Operations. (2014). *Performance Peacekeeping: Final Report of the Expert Panel on Technology and Innovation in UN Peacekeeping*. Retrieved 6 July 2018 from: https://peacekeeping.un.org/sites/default/files/performance-peacekeeping_expert-panel-on-technology-and-innovation_report_2015.pdf

This report requested by the Under-Secretaries-General for Field Support and Peacekeeping Operations discusses the options for and chances of increased technology use in peacekeeping operations. It addresses various areas where technology can be used in peacekeeping operations and how the use of technology can improve the way that mandates are fulfilled. Many of the potential solutions are already used worldwide, but this report discusses how the UN still faces ongoing logistical challenges to full implementation of new technology. The report discusses these obstacles to implementation, in addition to recommendations for addressing them. This report will be a useful resource to delegates in understanding the various areas where technology can support PKOs, and it is important as one of the main guiding documents this issue.

United Nations, Department of Public Information. (2017, September 6). *Feature: Does drone technology hold promise for the UN* [News Article]. Retrieved 9 July 2018 from:

<https://news.un.org/en/story/2017/09/564452-feature-does-drone-technology-hold-promise-un>

This article discusses the idea of using drones for the UN in general. While the potential to use drones is almost unlimited, the article provides an overview of a few of the most feasible of these options. This feature also describes some of the potential issues drones can create if used incorrectly, as well as some of the ethical dilemmas that the use of drones presents. Weighing the advantages and the risks, and thereby finding suitable uses for UAV, will be one of many aspects delegates will have to consider in discussing technological innovation for peacekeeping.

United Nations, General Assembly, Seventieth session. (2015). *Report of the High-level Independent Panel on Peace Operations on uniting our strengths for peace: politics, partnership and people (A/70/95)*. Retrieved 9 July 2018 from: <http://undocs.org/A/70/95>

This report of the HIPPO discusses peacekeeping in general and also addresses the importance of technology for peacekeeping. While only section C10 (clauses 310 – 313) explicitly addresses technology, there are many other aspects of peacekeeping mentioned in the report where technological options could play an important role in improving UN peacekeeping. The report once more stresses the importance of effectively utilizing already existing technology, and this discussion will be key for delegates to understand when addressing how to best utilize technology in PKOs.

United Nations, General Assembly, Seventy-first session. (2017). *Report of the Special Committee on Peacekeeping Operations (A/71/19)*. Retrieved 5 July 2018 from: <http://undocs.org/A/71/19>

The most recent report submitted by C-34 to the General Assembly is an important starting point for delegates to understanding how the C-34 committee operates. The report gives recommendations on the key annual issues on C-34's agenda. Reading through the report will show delegates how technology is utilized in almost every aspect of peacekeeping and also demonstrates how C-34 can make effective recommendations to the other UN bodies on this issue. Understanding the variety of peacekeeping aspects that are affected by technology is important for the work of C-34, because it shows how even small technological advancements can have a big impact on the success of a PKO.

United Nations, Security Council. (2017). *Report on the activities of the Working Group on Peacekeeping Operations for the period from 1 January to 31 December 2016 (S/2017/130)*. Retrieved 7 August 2018 from: <http://undocs.org/S/2017/130>

The report of the Working Group on Peacekeeping Operations discusses the use of technology in peacekeeping operations. Importantly, it gives delegates an understanding

of a more Security Council-based perspective on the issue. The report discusses the question of developing a policy framework on the use of intelligence in PKOs, which will be a key discussion on the utilization of technology during missions in the future. The Working Group has proven to be an important guide for the development of UN peacekeeping, and therefore delegates should have a thorough understanding of the current work of the group.

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III. Accountability, Conduct, and Discipline in Peacekeeping Operations

Introduction

United Nations (UN) Peacekeeping has faced a wave of scrutiny following allegations of peacekeeper misconduct, as well as for their own reluctance to hold accused peacekeepers accountable.²⁷⁰ Misconduct is any action that violates UN principles, human rights laws, or other rules and regulations, including sexual exploitation and abuse, financial fraud, and theft.²⁷¹ Allegations of peacekeeper misconduct increased sharply in 2016 and have fallen since, but misconduct remains a pressing issue, with more than 500 allegations in 2018.²⁷² Misconduct by peacekeepers damages UN Peacekeeping's credibility, making it difficult for the UN to maintain the moral authority necessary to advise governments on human rights.²⁷³ Peacekeepers are often deployed to deescalate conflicts, protect civilians and uphold human rights, but a lack of accountability for perpetrators of abuse may undermine these ideals.²⁷⁴

In recent years the UN has begun to take more action to address misconduct and take measure to increase accountability and discipline.²⁷⁵ In 2015, after peacekeepers in the Central African Republic were accused of sexual violence against children, former Secretary-General Ban Ki-moon dismissed the Head of Mission in a move that his representative called "unprecedented."²⁷⁶ As there is no international framework which outlines the human rights protections peacekeepers must adhere to, peacekeepers exist in a legal limbo, making it difficult to hold them criminally accountable.²⁷⁷ The complexities of this topic call for a multi-pronged approach to make lasting change.²⁷⁸ Better prevention and field training for peacekeeping personnel may reduce incidences of violence and abuse in the field and improve overall conduct.²⁷⁹ In cases where abuse still takes place, enacting clear and effective accountability mechanisms that hold perpetrators responsible will require the support of the UN system and all Member States engaged in peacekeeping.²⁸⁰

International and Regional Framework

Peacekeeping is not directly included in the *Charter of the United Nations* (1945).²⁸¹ However, parts of the Charter are applicable to peacekeeping, such as Article 101 paragraph 3, which states that one of the most important considerations when hiring UN staff is the employee's moral integrity.²⁸² The *Convention on the Privileges and Immunities of the United Nations* (General Convention) (1946) is a companion document to the *Charter of the United Nations*.²⁸³ The General Convention grants the UN and UN personnel immunity from legal accountability, including UN peacekeepers, if they are acting in their official capacity.²⁸⁴ This includes immunity from arrest and "from legal process of every kind."²⁸⁵ This immunity essentially grants peacekeepers impunity from punishment for crimes committed in their role as peacekeepers.²⁸⁶

²⁷⁰ Jennings, *The Immunity Dilemma: Peacekeepers' Crimes and the UN's Response*, 2017.

²⁷¹ Peace Operations Training Institute, *Ethics in Peacekeeping*, 2005, p. 4.

²⁷² UN DFS, *Sexual Exploitation and Abuse*; UN DFS CDU, *Other Misconduct*.

²⁷³ Stern, *Reducing Sexual Exploitation and Abuse in UN Peacekeeping: Ten Years After the Zeid Report*, 2015.

²⁷⁴ *Ibid.*

²⁷⁵ Sengupta, *U.N. Official Resigns Amid Accusations of Sex Abuse by Peacekeepers*, 2015.

²⁷⁶ *Ibid.*

²⁷⁷ Sheeran et al., *Peacekeeping and Accountability*, 2014, p. 2.

²⁷⁸ UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005.

²⁷⁹ *Ibid.*

²⁸⁰ Sheeran et al., *Peacekeeping and Accountability*, 2014, p. 4.

²⁸¹ *Ibid.*, p. 2.

²⁸² *Charter of the United Nations*, 1945, Art. 101.

²⁸³ UN General Assembly, *Convention on the Privileges and Immunities of the United Nations (A/RES/22 (I))*, 1946.

²⁸⁴ *Ibid.*

²⁸⁵ *Ibid.*

²⁸⁶ Jennings, *The Immunity Dilemma: Peacekeepers' Crimes and the UN's Response*, 2017.

The 2003 General Assembly resolution 57/306 on “Investigation into sexual exploitation of refugees by aid workers in West Africa” provides definitions for sexual exploitation and abuse and creates rules for UN peacekeepers regarding this abuse.²⁸⁷ It also includes extending the same consequences levied against people who assault refugees to peacekeepers found responsible for similar violations and mandating that the Secretary-General establish procedures for reporting and investigating allegations.²⁸⁸ In addition, the resolution encourages UN bodies to establish codes of conduct for humanitarian aid workers and develop appropriate procedures for disciplinary action.²⁸⁹

In response to General Assembly resolution 57/306, in 2003 the UN Secretary-General released the Secretary-General’s Bulletin 2003/13, “Special measures for protection from sexual exploitation and sexual abuse,” and has since written another bulletin with this same title every year.²⁹⁰ This annual bulletin clarifies the standards by which UN forces must operate by prohibiting them from committing sexual exploitation and abuse.²⁹¹ This document is used as their basis for UN Staff Regulations and Rules, obliging UN staff to create an atmosphere where sexual exploitation is considered unacceptable.²⁹²

The *Report of the Secretary-General’s Special Adviser, Prince Zeid Ra’ad Zeid Al-Husseini, on a Comprehensive Strategy to Eliminate Future Sexual Exploitation and Abuse in United Nations Peacekeeping Operations* (Zeid Report) (2005) was a response to the 2004 Peacekeeping misconduct in the Congo.²⁹³ Its creation was mandated by the Special Committee on Peacekeeping operations (C-34) in its 2005 “Report of the Special Committee on Peacekeeping Operations and its Working Group.”²⁹⁴ The Zeid Report outlined the extent of sexual misconduct by peacekeepers and included recommendations for its mitigation.²⁹⁵ Some accountability-specific recommendations include firing peacekeepers found guilty of serious misconduct, imposing fines, and changing mission Memorandum of Understandings (MoUs) between the troop-contributing state and the host state to make peacekeepers subject to the criminal jurisdiction of the host state.²⁹⁶

General Assembly resolution 62/63 (2008) addresses the criminal accountability of UN officials and experts on peacekeeping missions, which is a separate issue from accountability for personnel belonging to contingents from Member States.²⁹⁷ This is because there are five different classifications of UN Peacekeepers depending on who employs them and their role in the mission.²⁹⁸ This resolution states

²⁸⁷ UN Secretary-General, *Secretary-General’s Bulletin: Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)*, 2003; UN General Assembly, *Investigation into sexual exploitation of refugees by aid workers in West Africa (A/RES/57/306)*, 2003.

²⁸⁸ Ibid.

²⁸⁹ UN General Assembly, *Investigation into sexual exploitation of refugees by aid workers in West Africa (A/RES/57/306)*, 2003.

²⁹⁰ UN Secretary-General, *Secretary-General’s Bulletin: Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)*, 2003; Code Blue, *Secretary-General’s Reports and Bulletins: Special Measures Reports*.

²⁹¹ UN Secretary-General, *Secretary-General’s Bulletin: Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)*, 2003.

²⁹² Ibid.

²⁹³ UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005.

²⁹⁴ UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005; UN General Assembly, *Report of the Special Committee on Peacekeeping Operations and its Working Group at the 2005 substantive session (A/59/19)*, 2005.

²⁹⁵ UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005.

²⁹⁶ Ibid.

²⁹⁷ UN General Assembly, *Criminal accountability of United Nations officials and experts on mission (A/RES/62/63)*, 2008.

²⁹⁸ O’Brien, *Protectors on trial? Prosecuting peacekeepers for war crimes and crimes against humanity in the International Criminal Court*, 2012.

that appropriate measures should be taken to hold these experts and officials accountable to international law, without violating the *Charter of the United Nations*.²⁹⁹ In 2016, the UN Security Council adopted resolution 2272 (2016) on “United Nations Peacekeeping Operations,” which discussed the recent efforts of the Secretary-General against sexual abuse by peacekeepers.³⁰⁰ Security Council resolution 2272 (2016) was adopted in support of the Secretary-General’s policy to withdraw peacekeeping personnel that are accused of sexual misconduct.³⁰¹ It asks the Secretary-General to continue this policy in the future, to investigate whether troop-contributing states are holding its offending forces accountable, and, if not, to replace the unit accused of misconduct.³⁰²

The UN enters into status of forces agreements (SOFAs) with Member States that host peace operation and troop-contributing states for peacekeeping operations.³⁰³ SOFAs define the parameters of the peacekeeping operation and outline the privileges and immunities of the peacekeepers on that mission.³⁰⁴ Individuals can receive immunity from international criminal proceedings if they are military personnel from a country with a SOFA between the UN and the host state.³⁰⁵ Each peacekeeper falls under the criminal jurisdiction of their state of nationality, and that state can choose whether to grant that peacekeeper immunity.³⁰⁶ The UN creates MoU agreements with states that contribute troops to peacekeeping operations.³⁰⁷ These MoUs outline the standard of conduct to which the troop-contributing state intends to hold its troops.³⁰⁸ Since it is often unclear what laws apply to peacekeepers while they are abroad, the UN Department of Peacekeeping Operations (DPKO) has asked each troop-contributing Member State to submit a document explaining the legal framework for its contingent of peacekeepers.³⁰⁹ However, the majority of countries have not submitted these documents.³¹⁰

Role of the International System

The Special Committee on Peacekeeping Operations (C-34) requested the creation of the Zeid Report in its 2005 annual report.³¹¹ In this report, C-34 expressed its grave concerns at the allegations of sexual misconduct stemming from the peacekeeping mission in the Democratic Republic of the Congo.³¹² In 2018, C-34 asked to be notified of peacekeeping investigations except for investigations of misconduct, where MOUs apply.³¹³ C-34 has recommended that the UN add more female peacekeepers, and make a greater effort to communicate with both local populations and the host country, both of which have been statistically proven to reduce instances of sexual misconduct.³¹⁴ On the training side, C-34 has urged Member States to pursue in-field training and conduct predeployment seminars and e-learning on misconduct.³¹⁵

²⁹⁹ UN General Assembly, *Criminal accountability of United Nations officials and experts on mission (A/RES/62/63)*, 2008.

³⁰⁰ Smith, *Accountability and sexual exploitation and abuse in peace operations*, 2017.

³⁰¹ UN Security Council, *United Nations Peacekeeping Operations (S/RES/2272 (2016))*, 2016.

³⁰² *Ibid.*

³⁰³ Petrova, *Criminal Misconduct and Sexual Offenses Committed by UN Personnel During Peacekeeping Missions, Beyond Intractability*, 2015.

³⁰⁴ *Ibid.*

³⁰⁵ Sheeran et al., *Peacekeeping and Accountability*, 2014, p. 3.

³⁰⁶ *Ibid.*, p. 2.

³⁰⁷ Petrova, *Criminal Misconduct and Sexual Offenses Committed by UN Personnel During Peacekeeping Missions, Beyond Intractability*, 2015.

³⁰⁸ *Ibid.*

³⁰⁹ UN Peacekeeping, *Standards of Conduct*.

³¹⁰ *Ibid.*

³¹¹ UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005; UN General Assembly, *Report of the Special Committee on Peacekeeping Operations and its Working Group at the 2005 substantive session (A/59/19)*, 2005.

³¹² UN General Assembly, *Report of the Special Committee on Peacekeeping Operations and its Working Group at the 2005 substantive session (A/59/19)*, 2005.

³¹³ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations (A/72/19)*, 2018.

³¹⁴ *Ibid.*

³¹⁵ *Ibid.*

DPKO and the Department of Field Support (DFS) are primarily responsible for enforcing UN policies on conduct in peacekeeping.³¹⁶ DPKO is responsible for transmitting information about misconduct and the outcomes of investigations to troop-contributing states, meaning it plays a vital role in facilitating accountability.³¹⁷ DFS maintains the day-to-day operations, provides essential services, budgeting, and human resources to peacekeeping missions, while DPKO is responsible for the logistics of peacekeeping, strategy, and policy.³¹⁸ In July 2008, DFS launched the Misconduct Tracking System, a global database and confidential tracking system for allegations against peacekeepers.³¹⁹ The database facilitates information-sharing between DFS and field missions, but relies heavily on Head of Missions accurately reporting allegations of misconduct.³²⁰

To assist with DPKO's ongoing mission to increase discipline and accountability in peace operations, the DFS Conduct and Discipline Unit (CDU) was founded in 2007.³²¹ CDU is responsible for providing strategic direction to ensure accountability and discipline, including the formulation of policy for and oversight of investigations.³²² The CDU is also responsible for liaising with Member States about allegations of misconduct against their troops and advising the Secretariat on implementing their strategy to address misconduct.³²³ Many peacekeeping missions have Conduct and Discipline Teams (CDT), which are responsible for training peacekeepers on UN rules, implementing strategies to encourage adherence to local laws, and assessing allegations of misconduct.³²⁴ CDTs record allegations of misconduct in the Misconduct Tracking System.³²⁵

The *Policy on Accountability for Conduct and Discipline in Field Missions* (2015) is a collaborative document between DPKO, DFS, and the Department for Political Affairs.³²⁶ It specifies roles and responsibilities in the accountability process, including the duties of Heads of Mission and senior officers.³²⁷ Commanding officers must report instances of misconduct to the head of unit, which then goes to the Head of Mission and then to the mission's CDT liaison, who then reports it to the CDT.³²⁸ The *Ten Rules: Code of Personal Conduct for Blue Helmets* (1999) is a reference guide for peacekeepers outlining basic expectations.³²⁹ The ten rules center around the following principles: to respect local laws; to respect human rights; and to be cautious when handling confidential information, which may damage the image of the UN.³³⁰ Although the Ten Rules are not legally binding, troop-contributing states have accepted them as a general code of conduct.³³¹

Other UN partners include the Office of Internal Oversight Services (OIOS).³³² The OIOS is an accountability body assisting the Secretary-General in his mandate to assess and direct the UN.³³³ OIOS has made a number of reports on peacekeeping to UN bodies over the years that evaluate peacekeeping

³¹⁶ UN DFS, *Conduct in UN Field Missions – Who is Involved*.

³¹⁷ UN General Assembly, *Report of the Special Committee on Peacekeeping Operations and its Working Group at the 2005 substantive session (A/59/19)*, 2005.

³¹⁸ UN Peacekeeping, *Department of Field Support; UN Peacekeeping, Department of Peacekeeping Operations*.

³¹⁹ UN Peacekeeping, *Standards of Conduct*.

³²⁰ UN DFS, *Data*.

³²¹ UN DFS, *Conduct in UN Field Missions – Who is Involved*.

³²² *Ibid.*

³²³ *Ibid.*

³²⁴ *Ibid.*

³²⁵ UN DFS, *Complaints*.

³²⁶ UN DFS, *Accountability*.

³²⁷ *Ibid.*

³²⁸ UN DPKO et al., *Accountability for Conduct and Discipline in Field Missions*, 2015.

³²⁹ UN DFS, *Ten Rules: Code of Personal Conduct for Blue Helmets*, 1998.

³³⁰ *Ibid.*

³³¹ UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005.

³³² UN DFS, *Conduct in UN Field Missions – Who is Involved*.

³³³ UN OIOS, *Office of Internal Oversight Services (OIOS)*.

operations and responses to allegations of misconduct.³³⁴ OIOS also has the power to carry out investigations into UN peacekeepers when allegations of misconduct are made.³³⁵

DFS has delegated human resources responsibilities to the UN Office of Human Resources Management (OHRM), including hiring and firing personnel.³³⁶ If an investigation against a civilian peacekeeper accused of misconduct finds the claims to be substantiated, the OHRM and the Department of Management decide on disciplinary measures.³³⁷ For military and police personnel, the only option available to UN Heads of Mission is repatriation and passing the case on to the peacekeeper's Member State, where the peacekeeper can be held to the jurisdiction of their state of origin.³³⁸

Prevention and Field Training

Although the success of UN peacekeeping efforts relies on accountability, prevention must also be a key area of focus to minimize the occurrence of these abuses.³³⁹ UN military and police peacekeepers are trained on the UN Standards of Conduct before and after deployment by individual Member States and regional bodies.³⁴⁰ Civilian peacekeepers are trained by the DPKO's Integrated Training Service in Entebbe, Uganda.³⁴¹ Individual peacekeepers are screened for any previous misconduct on UN missions by their home Member States, and they must also attest that they have no instances of misconduct on their record.³⁴² This screening was mandated in the *Policy on Human Rights Screening of United Nations Personnel* (2012), but Member States apply the screening process inconsistently, limiting the utility and veracity of these screenings.³⁴³ Additional preventive measures in the field include: limiting peacekeepers' freedom of movement, enforcing curfews, requiring uniforms to be worn at all times, no-contact policies with the local population, and banning travel to certain areas.³⁴⁴

The UN has a zero-tolerance policy on sexual exploitation.³⁴⁵ Most missions have non-fraternization policies as well, since any sexual conduct with civilians would likely have a large power differential, making free and full consent difficult to obtain.³⁴⁶ Victims of misconduct often choose not to report; this can be due to their ignorance of reporting methods, fear of stigma, and concerns that the allegation will be ignored.³⁴⁷ Shifting the reporting burden to peacekeepers is one strategy the UN is using to close the gap.³⁴⁸ UN personnel, including peacekeepers, are given No Excuse cards, which detail policies on sexual misconduct.³⁴⁹ UN personnel are required to report misconduct, or risk being considered complicit in the misconduct themselves.³⁵⁰ Peacekeepers are trained in reporting methods, which include an e-mail address, a hotline, a locked complaint box, in-person complaint to the CDT, or a complaint to OIOS.³⁵¹ All personnel undergo an online course in preventing and reporting sexual misconduct.³⁵²

³³⁴ UN OIOS, *Reports to Governing Bodies*, 2018.

³³⁵ UN DFS, *Investigations*.

³³⁶ UN Careers, *What are you doing for peace?*.

³³⁷ UN DFS, *Disciplinary Processes*.

³³⁸ *Ibid.*

³³⁹ UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005.

³⁴⁰ UN DFS, *Prevention*.

³⁴¹ UN DFS, *Training*.

³⁴² UN DFS, *Prevention*; IRIN, *Is the UN Peacekeeper Selection Process Flawed?*, 2014.

³⁴³ *Ibid.*

³⁴⁴ UN DFS, *Prevention*.

³⁴⁵ UN Peacekeeping, *Standards of Conduct*.

³⁴⁶ *Ibid.*

³⁴⁷ Miller, *How We Found Unreported Claims of UN Peacekeeper Abuse*, 2018.

³⁴⁸ *Ibid.*

³⁴⁹ UN DFS, *Training*; UN Deputy Spokesperson, *Quarterly Updates: 2018 – 3rd Quarter*, 2018.

³⁵⁰ UN DFS, *Accountability*.

³⁵¹ UN DFS, *Complaints*.

³⁵² UN Deputy Spokesperson, *Quarterly Updates: 2018 – 3rd Quarter*, 2018.

Discipline and Enforcement

Accountability for UN peacekeepers differs depending on if they are military or civilian personnel, with troop-contributing states having jurisdiction over military staff and the host state or third parties having jurisdiction over civilians.³⁵³ Although UN staff have immunity under the General Convention, they are held accountable to the Staff Regulations and Rules and orders from the Secretary-General through the previously described misconduct process.³⁵⁴ UN Volunteers are granted General Convention immunity under SOFAs, while UN contractors are bound both by local law and the organization's rules for contractors.³⁵⁵ Policy and military observers are covered by the General Convention but they also sign an undertaking, which binds them to the policies and rules of the peacekeeping mission.³⁵⁶ DPKO has outlined guidelines for both military and police observers in *Directives for Disciplinary Matters Involving Civilian Police Officers and Military Observers*, which explains the standards of conduct and explains the application of immunity does extend to this particular category.³⁵⁷

There are five categories of discipline for misconduct: internal disciplinary actions including warnings or formal reprimands; retraining; repatriation; criminal proceedings; or financial liability for damages.³⁵⁸ The investigative procedures for police, military observers, and peacekeepers from troop-contributing states are identical.³⁵⁹ Each Head of Mission is required to appoint someone to handle reports of abuse by peacekeepers.³⁶⁰ If the Head of Mission finds that there is substance to the allegations, a board of inquiry meets to discuss the subject and the Head of Mission notifies DPKO, which notifies the troop-contributing state.³⁶¹ After the board of inquiry has completed its fact-finding mission, it reports back to the Head of Mission, who makes a decision regarding penalties.³⁶² The Head of Mission then has the option to recommend firing the peacekeeper(s) from the mission, at which point the troop-contributing Member State's permanent mission would be notified.³⁶³

If a peacekeeper is accused of sexual misconduct, their paychecks are suspended until the investigation is complete.³⁶⁴ If an investigation finds that sexual misconduct occurred and the Head of Mission repatriates the peacekeeper, all withheld paychecks are put into a trust fund for supporting victims.³⁶⁵ While Member States are encouraged to collect DNA samples from peacekeepers accused of sexual misconduct, they are not required to do so, which makes it more difficult to link peacekeepers to crimes and potentially hold them criminally accountable.³⁶⁶

UN investigative entities like OIOS are required to complete investigations into misconduct within six months, and troop-contributing states are expected to do the same.³⁶⁷ In urgent cases, the time frame may be shortened to 90 days.³⁶⁸ UN peacekeeping missions are required to make quarterly reports on

³⁵³ O'Brien, *Protectors on trial? Prosecuting peacekeepers for war crimes and crimes against humanity in the International Criminal Court*, 2012.

³⁵⁴ UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005.

³⁵⁵ *Ibid.*

³⁵⁶ *Ibid.*

³⁵⁷ *Ibid.*

³⁵⁸ Peace Operations Training Institute, *Ethics in Peacekeeping*, 2005, pg. 6.

³⁵⁹ UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005.

³⁶⁰ UN Secretary-General, *Secretary-General's Bulletin: Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)*, 2003.

³⁶¹ UN General Assembly, *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)*, 2005.

³⁶² *Ibid.*

³⁶³ *Ibid.*

³⁶⁴ UN DFS, *Accountability*.

³⁶⁵ *Ibid.*

³⁶⁶ UN DFS, *Accountability*.

³⁶⁷ UN DFS, *Investigations*.

³⁶⁸ *Ibid.*

allegations of sexual misconduct, which are compiled and delivered to the press by the UN Deputy Spokesperson.³⁶⁹ There are also annual quality assurance exercises which take inventory of all current open cases of misconduct, including sexual assault allegations.³⁷⁰ One of these exercises found that between 2016-2017, 574 allegations were filed against peacekeepers, 459 of which were allegations of sexual exploitation and abuse; of these cases, only 30 individuals have been jailed.³⁷¹

Since 2007, Member States that enter into an MoU with the UN and send peacekeepers must pursue action in cases where one of their peacekeepers is charged.³⁷² Member States are required to notify their national authorities and the Secretary-General of any accusation of misconduct against peacekeepers raised by the UN, but there is no enforcement mechanism in place if Member States fail to comply.³⁷³ In 2012, OIOS found that only 50% of Member States in these circumstances notified their national authorities as outlined in the MoU, and few prosecutions have taken place.³⁷⁴

Strengthening and Implementing Accountability Mechanisms

In response to recent discussions about the conduct of UN peacekeeping personnel, various actors within the UN system are seeking ways to strengthen accountability mechanisms.³⁷⁵ One approach being taken by the Under-Secretary-General for Peacekeeping Operations is to conduct predeployment evaluations on military units to ensure that they understand conduct requirements and have basic military competency.³⁷⁶ A database of troop-contributing states' legal frameworks is being created at the behest of the Secretary-General.³⁷⁷ Recently, DFS added quarterly and annual accountability reporting tools and made a website dedicated to conduct and discipline which shares information on case matters and on new initiatives.³⁷⁸ In addition, Secretary-General Antonio Guterres created a High-Level Task Force on improving the UN's response to sexual exploitation and abuse.³⁷⁹ This task force is composed of high-ranking members of the UN system and is mandated to create a comprehensive strategy to improve the UN's response to sexual misconduct.³⁸⁰

A 2017 Secretary-General report outlines the UN's plan to improve the response to sexual abuse committed by peacekeepers.³⁸¹ The strategy rests on four pillars: centering survivors in the process, ending impunity, creating partnerships with civil society and third parties, and developing more transparent communication.³⁸² The report identifies patriarchal structures and gender inequality as the root causes of sexual abuse, which the report considers to be gendered violence.³⁸³ Actions to implement the strategy include: appointing Field Victims' Rights Advocates in high-misconduct missions, requiring all agency heads to certify that they have reported all allegations, developing a policy on balancing confidentiality with disclosing information to national authorities, creating a tool to screen UN personnel that have been dismissed due to allegations of sexual violence, developing a compendium of national

³⁶⁹ UN Deputy Spokesperson, *Quarterly Updates: 2018 – 3rd Quarter*, 2018.

³⁷⁰ UN General Assembly, *Implementation of the recommendations of the Special Committee on Peacekeeping Operations: Report of the Secretary-General (A/72/573)*, 2017.

³⁷¹ *Ibid.*

³⁷² Sheeran et al., *Peacekeeping and Accountability*, 2014, p. 4.

³⁷³ *Ibid.*, p. 4.

³⁷⁴ *Ibid.*, p. 4.

³⁷⁵ UN Peacekeeping, *Under-Secretary-General for Peacekeeping Operations at the UN Security Council Thematic Debate on Peacekeeping Reform and Performance*, 8349th meeting, 2018.

³⁷⁶ *Ibid.*

³⁷⁷ UN Deputy Spokesperson, *Quarterly Updates: 2018 – 3rd Quarter*, 2018.

³⁷⁸ UN General Assembly, *Implementation of the recommendations of the Special Committee on Peacekeeping Operations: Report of the Secretary-General (A/72/573)*, 2017.

³⁷⁹ UN Secretary-General, *Note to Correspondents: The Secretary-General's Report on Special Measures for Protection from Sexual Exploitation and Abuse: A New Approach*, 2017.

³⁸⁰ UN DPI, *New task force to develop strategy to strengthen response to sexual exploitation and abuse*, 2017.

³⁸¹ UN General Assembly, *Special measures for protection from sexual exploitation and abuse: a new approach: Report of the Secretary-General (A/71/818)*, 2016.

³⁸² *Ibid.*

³⁸³ *Ibid.*

laws on sexual exploitation, and creating a new policy requiring all staff to find an affidavit annually to confirm they understand UN standards of conduct and the consequences for violating them.³⁸⁴

In 2018, the Secretary-General announced Action for Peacekeeping in which UN peacekeeping partners will be brought together to develop a set of principles and commitments to improve peacekeeping policies and processes.³⁸⁵ Additionally, on the invitation of the Secretary-General, 90 Member States have joined the Compact on Preventing Sexual Exploitation and Abuse as part of the Action for Peace initiative.³⁸⁶ It includes commitments from the Secretary-General and Member States to vet potential peacekeepers for past misconduct, facilitate investigations, collect and test DNA samples, and otherwise hold peacekeepers accountable.³⁸⁷

Conclusion

Due to immunity under the General Convention and the limited action taken by some Member States in prosecuting their own peacekeepers, accountability for misconduct has been unreliable and inconsistent.³⁸⁸ The few rules that exist are poorly enforced and carry little heft.³⁸⁹ All of these things must be accounted for when attempting to reform conduct, discipline, and accountability mechanisms in peacekeeping.³⁹⁰ By understanding the current international bodies involved, the international documents that frame the issue, the status quo of training and discipline, and suggestions of what should be changed, C-34 make support the UN in operating peacekeeping missions that act with integrity and justice.³⁹¹

Further Research

As delegates continue their research, they should consider the following: Have any peacekeepers from your Member State been accused of misconduct and what was the result? Does your Member State have an agreement with the Secretary-General on holding troops accountable? What prevention and accountability mechanisms do individual Member States have in place, and how can the UN support their enforcement? How do Member States train peacekeepers differently than others? How can the UN add consequences to the rules it has created for Member States? What new standards can the UN apply to troops? What tools can be used to support the reform of conduct, discipline, and accountability procedures for all levels of UN peacekeeping personnel?

Annotated Bibliography

Deschamps, M., et al. (2015). *Taking Action on Sexual Exploitation and Abuse by Peacekeepers*. Retrieved 21 August 2018 from: https://peaceoperationsreview.org/wp-content/uploads/2015/12/CAR_sexual_exploitation_Independent_Review_Report.pdf

This source is an independent review of the UN's response to allegations of sexual misconduct by peacekeepers in the CAR. It provides a critical third-party perspective of the problems with how the UN handles allegations. Further, this document provides an extensive list of dispositional, strategic, and operational changes that could be made to improve the UN's response. Delegates interested in a deeper understanding of the topic

³⁸⁴ Code Blue Campaign, *Fact Sheet on the Secretary-General's Initiatives to Prevent and Respond to Sexual Exploitation and Abuse*, 2018.

³⁸⁵ UN Secretary-General, *Secretary-General's remarks to Security Council High-Level Debate on Collective Action to Improve UN Peacekeeping Operations*, 2018.

³⁸⁶ Ibid.

³⁸⁷ PassBlue, *Voluntary Compact on Preventing Sexual Exploitation and Abuse*, 2017.

³⁸⁸ Jennings, *The Immunity Dilemma: Peacekeepers' Crimes and the UN's Response*, 2017.

³⁸⁹ UN DFS, *Prevention*; IRIN, *Is the UN Peacekeeper Selection Process Flawed?*, 2014.

³⁹⁰ UN Secretary-General, *Secretary-General's remarks to Security Council High-Level Debate on Collective Action to Improve UN Peacekeeping Operations*, 2018.

³⁹¹ Ibid.

will find this document to be an informative guide on what sexual misconduct has previously occurred in peace operations.

Petrova, M. (2015). *Criminal Misconduct and Sexual Offenses Committed by UN Personnel During Peacekeeping Missions*. Beyond Intractability. Retrieved 22 August 2018 from: <https://www.beyondintractability.org/library/criminal-misconduct-and-sexual-offenses-committed-un-personnel-during-peacekeeping-missions>

This source provides an overview of the UN's current accountability mechanisms, proposes solutions, and outlines remaining challenges. It also contextualizes these efforts in the history of misconduct in peacekeeping. This source critiques both the UN and Member States in a way that exposes challenges C-34 must be prepared to face. It is an invaluable source for any delegate wishing to understand the problem holistically from a third-party perspective.

Sheeran, S., et al. (2014). *Peacekeeping and Accountability – International Law Programme Meeting Summary*. Chatham House. Retrieved 6 July 2018 from: https://www.chathamhouse.org/sites/default/files/field/field_document/20140528PeacekeepingAccountability.pdf

This is a summary of an event held by Chatham House. During the event, four experts on peacekeeping discussed the challenges on holding peacekeepers accountable, providing an analytical perspective that is both academic and objective. This source provides a critical third-party perspective on misconduct in peacekeeping. It also includes policy critiques and suggestions for changes. Delegates will find this source to be a useful summary of challenges and possible solutions.

United Nations, Department of Field Support, Conduct and Discipline Unit. (n.d.). *Conduct in UN Field Missions – Our Mandate* [Website]. Retrieved 8 July 2018 from: <https://conduct.unmissions.org/mandate>

This website outlines the mandate to address conduct in United Nations field missions. In addition to presenting the mandate, it briefly states in what ways UN personnel are trained and responsible for when acting on behalf of the United Nations. In order to properly address accountability, conduct, and discipline in peacekeeping, it is integral for delegates to understand the mandate and how the Department of Peacekeeping Operations is able to respond. To do so, this source is great starting point for delegates to begin.

United Nations, General Assembly, First session. (1946). *Convention on the Privileges and Immunities of the United Nations (A/RES/22 (I))*. Adopted on the report of the Sixth Committee (A/43). Retrieved 11 September 2018 from: [http://undocs.org/A/RES/22\(I\)](http://undocs.org/A/RES/22(I))

This Convention grants immunity to the UN under international law. This immunity is extended to UN employees acting in their official capacity, including peacekeepers. This immunity is a major barrier to holding peacekeepers criminally accountable for their actions. Delegates would do well to familiarize themselves with this source in order to understand the ongoing issues with accountability of peacekeeping personnel that commit misconduct. Because C-34 does not have the power to change the Charter of the United Nations, delegates must be prepared to work within the immunity framework the Charter of the United Nations lays out.

United Nations, General Assembly, Fifty-ninth session. (2005). *A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations (A/59/710)* [Report]. Retrieved 22 August 2018 from: <https://undocs.org/A/59/710>

This source is the Zeid Report, which describes the extent of sexual misconduct by peacekeepers and includes recommendations for its amelioration. It includes a description of the means of accountability at the time of publication. Many of the recommendations made in the Zeid report have been implemented as policy. This is a critical document for discovering the progress made in the last decade and understanding the new policies that have been adopted. It can be considered the most influential

document in addressing peacekeeper misconduct to date, making it necessary reading for delegates

United Nations, General Assembly, Seventy-second session. (2017). *Implementation of the recommendations of the Special Committee on Peacekeeping Operations: Report of the Secretary-General (A/72/573)*. Retrieved 5 July 2018 from: <https://undocs.org/A/72/573>

This is a report by the Secretary-General to the UN General Assembly. It gives a holistic overview of the current state of peacekeeping reform, including accountability, conduct, and discipline as well as other topics like budgetary concerns and peacekeeper mortality. It also explains the specific outcomes of previous requests made by C-34. Delegates will find it helpful for understanding the UN's current understanding of accountability, conduct, and discipline in peacekeeping, particularly section IV on People-Centered Operations.

United Nations Peacekeeping. (n.d.). *Standards of Conduct* [Website]. Retrieved 8 July 2018 from: <https://peacekeeping.un.org/en/standards-of-conduct>

This website provides an overview of standards of conduct for UN peacekeepers, as well as the UN's strategy for preventing misconduct. More importantly, this web page shows what the UN prioritizes in addressing these situations. The page includes details of the UN's zero-tolerance policy regarding sexual exploitation and abuse. It also has links to the legal frameworks individual Member States have laid out for their own troops. Delegates will find this web page to be a good place to start their research due to its succinct overview of the rules peacekeepers are intended to follow.

United Nations Secretariat. (2003). *Secretary-General's Bulletin: Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)*. Retrieved 8 July 2018 from: www.undocs.org/ST/SGB/2003/13

This is a bulletin by the Secretary-General addressing misconduct by peacekeeping personnel. This binding document prohibits UN employees from violating human rights, including by committing acts of sexual misconduct. It establishes a reporting hierarchy but does not describe specific consequences for misconduct, stating only that the Head of Mission should take appropriate action. Delegates will find it to be key to understanding the historical context of the topic and attempts to address misconduct.

United Nations, Secretary-General. (2018). *Secretary-General's remarks to Security Council High-Level Debate on Collective Action to Improve UN Peacekeeping Operations*. Retrieved 14 September 2018 from: <https://www.un.org/sg/en/content/sg/statement/2018-03-28/secretary-generals-remarks-security-council-high-level-debate>

This address by Secretary-General Antonio Guterres to the Security Council highlights recent efforts to reform peacekeeping. It emphasizes some of the concerns the Security Council must prioritize in addition peacekeeper misconduct, including peacekeeper deaths and missions without clear end dates. Any delegate wishing to understand the political complexities behind peacekeeper misconduct will find this document to be a useful source.

United Nations, Security Council, 7643rd meeting. (2016). *United Nations Peacekeeping Operations (S/RES/2272 (2016))* [Resolution]. Retrieved 22 August 2018 from: [http://undocs.org/S/RES/2272\(2016\)](http://undocs.org/S/RES/2272(2016))

This resolution by the Security Council supports and affirms the decision of the Secretary-General to expel peacekeeping forces accused of sexual abuse from their country of service. It also asks that the Secretary-General continue this practice. Notably, this document openly recognizes that misconduct is under-reported, and identifies misconduct as a critical issue to be addressed, which delegates will find useful when crafting draft resolutions. This document provides delegates with an excellent example of a set of policy changes which have not yet been fully implemented.

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