Special Committee on Peacekeeping Operations

Background Guide 2019

Written by: Tobias Dietrich and Natalie Keller, Directors; Dominic Tierno and Mary Moeller, Assistant Directors
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  
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# Table of Contents

United Nations System at NMUN-NY.................................................................2

Committee Overview.........................................................................................3

- Introduction ........................................................................................................3
- Governance, Structure, and Membership ............................................................3
- Mandate, Functions, and Powers .......................................................................4
- Recent Sessions and Current Priorities .............................................................6
- Conclusion ............................................................................................................7
- Annotated Bibliography ......................................................................................7
- Bibliography .......................................................................................................8

I. Mainstreaming Gender in Peacekeeping Operations .......................................11

- Introduction ........................................................................................................11
- International and Regional Framework .............................................................11
- Role of the International System ......................................................................13
- Successes in Gender-Inclusive UN Peacekeeping ..............................................15
- Engaging Troop-Contributing Countries in Increasing Female Uniformed Personnel ..................................................16
- Conclusion ............................................................................................................17
- Further Research ................................................................................................17
- Annotated Bibliography ......................................................................................18
- Bibliography .......................................................................................................20

II. Improving the Use of Technology in Peacekeeping Operations .....................25

- Introduction ........................................................................................................25
- International and Regional Framework .............................................................25
- Role of the International System ......................................................................27
- Case Studies of Emerging Technology in Peacekeeping Operations ................28
- Furthering the Involvement of Technology-Contributing Countries ..................31
- Conclusion ............................................................................................................32
- Further Research ................................................................................................32
- Annotated Bibliography ......................................................................................32
- Bibliography .......................................................................................................35

III. Accountability, Conduct, and Discipline in Peacekeeping Operations ............39

- Introduction ........................................................................................................39
- International and Regional Framework .............................................................39
- Role of the International System ......................................................................41
- Prevention and Field Training ..........................................................................43
- Discipline and Enforcement ..............................................................................44
- Strengthening and Implementing Accountability Mechanisms .........................45
- Conclusion ............................................................................................................46
- Further Research ................................................................................................46
- Annotated Bibliography ......................................................................................46
- Bibliography .......................................................................................................49
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. As such, it is used to assist countries in achieving and maintaining peace, and often in transitioning from conflict to peace. 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. Even in these instances, the goal is to only use minimal force, if any. 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. Peacekeeping activities can include the protection of human rights, electoral assistance, mine action, and disarmament, demobilization and reintegration of combatants, among others priorities.

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. In 1956, the UN General Assembly established the UN Emergency Force I (UNEF I). The mandate authorized the force to supervise of the withdrawal of armed forces and to serve as a buffer between Egyptian and Israeli forces. This was the first instance of the UN deploying armed forces, and it demonstrated the need for more coherent and structured peacekeeping operations. 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.” 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. 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.”

Governance, Structure, and Membership

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

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2 UN Peacekeeping, What is Peacekeeping.
3 Ibid.
4 Bothe, Peacekeeping Forces, 2016.
5 UN Peacekeeping, Forming a New Operation.
7 UN Peacekeeping, Data.
8 Bothe, Peacekeeping Forces.
9 UN Peacekeeping, UNEF I Mandate.
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

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19 Ibid.
23 Ibid.
27 Ibid.
and present, to improve peacekeeping, meet current and future challenges, and initiate reforms with the UN Secretary-General.\textsuperscript{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.\textsuperscript{31} This includes recommendations on measures to enhance and strengthen the capacity to conduct peacekeeping operations.\textsuperscript{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.”\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{36} As part of this, the UN Secretary-General may also suggest reform initiatives in his report to the committee.\textsuperscript{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.\textsuperscript{38} This connection between C-34 and DPKO and DFS is essential for peacekeeping operations to work more effectively.\textsuperscript{39} Furthermore, C-34 is briefed on recommendations from DPKO and DFS on new developments.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{44} The organizational side of peacekeeping operations is handled by DPKO.\textsuperscript{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.\textsuperscript{46}


\textsuperscript{32} Ibid.

\textsuperscript{33} Ibid.

\textsuperscript{34} Ibid.


\textsuperscript{36} Ibid.

\textsuperscript{37} Ibid.

\textsuperscript{38} UN DPKO & UN DFS, \textit{A New Partnership Agenda: Charting a New Horizon for UN Peacekeeping}, 2009.


\textsuperscript{40} Ibid.

\textsuperscript{41} Sharland, \textit{How Peacekeeping Policy Gets Made: Navigating Intergovernmental Processes at the UN}, 2018, p. 16.

\textsuperscript{42} UN Peacekeeping, \textit{What is Peacekeeping; UN Peacekeeping, How We Are Funded}.

\textsuperscript{43} UN Peacekeeping, \textit{Forming a New Operation}.

\textsuperscript{44} UN Peacekeeping, \textit{Role of the General Assembly}.


\textsuperscript{46} Sharland, \textit{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.\(^62\)

\(^48\) Ibid.
\(^49\) Ibid.
\(^51\) 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.
\(^57\) 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

Annotated Bibliography


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.


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.


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

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.
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.

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.

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.

Bibliography


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. 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 UN Department of Peacekeeping (DPKO) statistics. 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. In some estimates, experts evaluate that at its current rate, UN peacekeeping will only hit its gender parity goal in the year 2352.

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. 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. 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. 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). 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.

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. 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. 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

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68 UN DPKO, Our History, 2018.
70 Ibid.
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.
representation of women and for equal rights of employment in the profession of their choice. 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. 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.

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. 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. The Agreed Conclusions also recommended that the UN partner with Member States to achieve gender mainstreaming in all aspects of the international system.

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. 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. 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. 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.

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. 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. 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. 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

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81 Ibid.
83 Ibid.
84 Ibid.
85 UN General Assembly, Comprehensive review of the whole question of peacemaking operations in all their aspects, Report of the Special Committee on Peacekeeping Operations (A/54/87), 1999.
87 Ibid.
88 Ibid.
90 Ibid.
91 Ibid.
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

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92 Ibid.
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.
Gender Strategy within their missions and policies.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{114} The NGO Working Group regularly lobbies the Security Council on WPS-related policy advocacy.\textsuperscript{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

\textsuperscript{105} UN ECOSOC, Mainstreaming a gender perspective into all policies and programmes in the United Nations system (E/2017/57), 2017.
\textsuperscript{106} Ibid.
\textsuperscript{107} Council of the EU, Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP, 2008.
\textsuperscript{108} Ibid., pp. 10-11.
\textsuperscript{110} Ibid., pp. 4-5.
\textsuperscript{113} Ibid., pp. 24-26.
\textsuperscript{115} Ibid.
recommendations to Member States.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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).\textsuperscript{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.\textsuperscript{121} Additionally, violence from conflict generally results in more female-headed households due to conflict-related casualties of men.\textsuperscript{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.\textsuperscript{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.\textsuperscript{124} A higher number of female peacekeepers is also associated with fewer allegations of sexual exploitation and abuse against UN peacekeepers.\textsuperscript{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.\textsuperscript{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.\textsuperscript{127} Additionally, when women are involved in peace negotiations, agreements are 35% more likely to last 15 years or longer.\textsuperscript{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.\textsuperscript{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.\textsuperscript{130} Having more women at the

\begin{itemize}
\item \textsuperscript{117} Ibid.
\item \textsuperscript{118} UN Security Council, *Women and peace and security (S/RES/2122 (2018))*, 2018.
\item \textsuperscript{120} UN Coordinating Action on Small Arms, *Women, men and the gendered nature of small arms and light weapons*, 2017, p. 6-7.
\item \textsuperscript{121} Ibid., p. 8.
\item \textsuperscript{122} Ibid., p. 18.
\item \textsuperscript{123} UN Division for the Advancement of Women, *The Role of Women in United Nations peace-keeping*, 1995, p. 8.
\item \textsuperscript{124} UN Coordinating Action on Small Arms, *Women, men and the gendered nature of small arms and light weapons*, 2017, pp. 23-25.
\item \textsuperscript{125} Kenny, *Wanted: More Women Peacekeepers*, 2016.
\item \textsuperscript{126} UN Division for the Advancement of Women, *The Role of Women in United Nations peace-keeping*, 1995, p. 9.
\item \textsuperscript{127} UN-Women, Council on Foreign Relations, *Women’s Participation in Peace Processes*, 2018.
\item \textsuperscript{128} Ibid.
\item \textsuperscript{129} Farr, *Gender-aware Disarmament, Demobilization and Reintegration (DDR): A Checklist*, 2005.
\item \textsuperscript{130} Ibid.
\end{itemize}
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

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131 Ibid.
143 Ibid.
that gender perspectives and women’s rights are being adequately considered in program
development.\textsuperscript{144} In 2010, the NGO the Geneva Centre for the Democratic Control of Armed Forces
released a report titled \textit{Implementing the Women, Peace and Security Resolutions in Security Sector
Reform} (2014), which provides further recommendations for gender-based SSR.\textsuperscript{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.\textsuperscript{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.\textsuperscript{147}

\textbf{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.\textsuperscript{148} While there
they continue fall behind parity in gender-balance from TCCs’ troops, and are persistently under-
represented in DDR and post-conflict processes.\textsuperscript{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.\textsuperscript{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.\textsuperscript{151}

\textbf{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?

\textsuperscript{144} Bastic & de Torres, \textit{Implementing the Women, Peace and Security Resolutions in Security Sector Reform, Office
\textsuperscript{145} Ibid., p. 7.
\textsuperscript{146} Ibid., p. 7.
\textsuperscript{147} Ibid., p. 7.
on Female Military and Police Personnel in UN Peacekeeping Operations Prepared for the 10th Anniversary
the Leadership Opportunities}, 2008.
\textsuperscript{150} UN General Assembly, \textit{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-
Annotated Bibliography


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.


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.


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.


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.

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.


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.


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.


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.


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.


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. 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. 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. 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. 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.

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. 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. 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.

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. The topic has largely been dealt with on an ad hoc basis through committee discussions and through some key reports. 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.” 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. 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..."
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. The report evaluated the current situation of UN peacekeeping and gave specific recommendations for improvement. The aspects discussed include the need for changes to peacekeeping strategies, realistic mandates, improved leadership, and utilizing information technology. 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. 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.

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. 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.

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. 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. The report discusses several different areas where technology can help PKOs, including improving shelter, water supply, communications, energy, and health services. Evenly more importantly are the operational imperatives given by the report, providing suggestions on how to implement technology, demonstrating ready-to-use technology application.

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). Goal 16 on peace, justice and strong institutions is important for peacekeeping as a whole, while other goals address

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164 UN General Assembly, Comprehensive review of the whole question of peacekeeping operations in all their aspects (A/RES/71/314), 2017.
165 Ibid.
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., pp. 13-14.
171 Ibid., pp. 26-44.
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. SDGs 6 and 7, focusing on water and energy respectively, address two aspects needed in every peacekeeping mission. 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.

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). 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. 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. 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. 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. Furthermore, modern technology can enhance situational awareness and the protection of civilians, which is one of the central goals of a PKO.

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. 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. 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. 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. 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. 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. The Panel concluded that technology can help UN peacekeeping, but will not solve political problems on its own. Continued efforts to solve conflicts on a basis of negotiations will always be necessary for sustainable peace.

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178 Ibid.
179 Ibid.
180 Ibid.
186 Ibid.
189 Ibid., pp. 3-5.
190 Ibid., pp. 3-5.
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. 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. 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. DFS also established the Partnership for Technology in Peacekeeping in 2014. 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. Holding regular symposiums to foster this intensive cooperation and exchange of knowledge has already led to several important options to improve peacekeeping. Topics include utilizing situational awareness and geospatial information services; improving the use of ICTs; and increasing the involvement of academic and research institutions.

The field of ICT involves private and non-governmental organizations, and this ongoing ICT development gives opportunities to use this knowledge for peacekeeping. 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. ICT4Peace has contributed largely to the Secretary-General’s ICT strategy and has also already impacted PKOs. 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. 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. 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. 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.

**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. 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. Furthermore, the logistical challenges that emerge with implementing new technologies in the field, such as equipment costs, effective technical support, and access to energy

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196 Ibid.
197 Ibid.
199 Ibid.
200 Ibid.
205 Ibid.
208 Ibid.
210 Ibid., p. 105.
supply, will also have to be considered. 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.

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. The main challenge for communication in the field is often based on different TCCs using different equipment that is incompatible. Barrier-free communication is needed at tactical, operational, and strategic levels. 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. 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. 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. 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.

Unmanned Aerial Vehicles
The advancements made in the field of unmanned aerial vehicles (UAVs), often referred to colloquially as “drones,” have been highly publicized. The possibilities UAVs offer to PKOs 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. While there are different applications for drones, the main function they currently provide for the UN is surveillance. 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. 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. 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. 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.

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211 Ibid.
212 Ibid.
215 Ibid., pp. 34-37.
216 Ibid., pp. 34-37.
217 Ibid., pp. 34-37.
218 Ibid., pp. 34-37.
219 MUTALINK, Our Solution, 2018.
221 Ibid.
222 Ibid.
223 Ibid.
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.\textsuperscript{227} While 15 missions use solar energy, only 0.1\% of the total energy consumed in PKOs is generated from renewable sources.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{231} It is also difficult to make energy available on call, because while storing energy is possible, it is technologically difficult and costly.\textsuperscript{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.\textsuperscript{233} Additionally, utilizing commercially available systems that combine renewable energy with diesel generators, would reduce the mission’s fossil fuel usage.\textsuperscript{234} DFS has also started to improve existing energy systems by utilizing tools like generator synchronization.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{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.\textsuperscript{242}

\textsuperscript{228}Ibid.
\textsuperscript{230}UN DESA, \textit{Sustainable Development Goal 13}, 2018.
\textsuperscript{232}Ibid.
\textsuperscript{234}Fullick, \textit{Modular Power and Renewables, Renewable Energy World}, 2018.
\textsuperscript{235}UN DFS, \textit{Environmental Good Practice}, 2017.
\textsuperscript{236}Ibid.
\textsuperscript{238}UN Environment, \textit{Greening the Blue Helmets}, 2012, p. 24.
\textsuperscript{240}Ibid., pp. 32-34.
\textsuperscript{241}The Water Project, \textit{Wells in Africa}, 2018.
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 understand 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

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\(^{243}\) Ibid., pp. 32-34.  
\(^{244}\) UN DFS, *DFS Environment Strategy*, 2017.  
\(^{249}\) Ibid., pp. 45-48.  
\(^{252}\) Ibid.  
\(^{254}\) Ibid.  
\(^{255}\) Ibid.  
\(^{256}\) Ibid.  
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.
262 Ibid.
263 Ibid.
264 Ibid.
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.


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.


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.


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.


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.


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.


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.


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.


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.


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.

Bibliography


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. 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. 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. 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. 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.

In recent years the UN has begun to take more action to address misconduct and take measure to increase accountability and discipline. 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.” 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. The complexities of this topic call for a multi-pronged approach to make lasting change. Better prevention and field training for peacekeeping personnel may reduce incidences of violence and abuse in the field and improve overall conduct. 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.

International and Regional Framework

Peacekeeping is not directly included in the Charter of the United Nations (1945). 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. 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. The General Convention grants the UN and UN personnel immunity from legal accountability, including UN peacekeepers, if they are acting in their official capacity. This includes immunity from arrest and “from legal process of every kind.” This immunity essentially grants peacekeepers impunity from punishment for crimes committed in their role as peacekeepers.

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272 UN DFS, Sexual Exploitation and Abuse; UN DFS CDU, Other Misconduct.
274 Ibid.
276 Ibid.
279 Ibid.
281 Ibid., p. 2.
284 Ibid.
285 Ibid.
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-Hussein, 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


\(^{288}\) Ibid.


\(^{290}\) 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.


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

\(^{296}\) Ibid.


that appropriate measures should be taken to hold these experts and officials accountable to international law, without violating the *Charter of the United Nations*. 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. 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. 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.

The UN enters into status of forces agreements (SOFAs) with Member States that host peace operation and troop-contributing states for peacekeeping operations. SOFAs define the parameters of the peacekeeping operation and outline the privileges and immunities of the peacekeepers on that mission. 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. Each peacekeeper falls under the criminal jurisdiction of their state of nationality, and that state can choose whether to grant that peacekeeper immunity. The UN creates MoU agreements with states that contribute troops to peacekeeping operations. These MoUs outline the standard of conduct to which the troop-contributing state intends to hold its troops. 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. However, the majority of countries have not submitted these documents.

### 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. 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. In 2018, C-34 asked to be notified of peacekeeping investigations except for investigations of misconduct, where MOUs apply. 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. On the training side, C-34 has urged Member States to pursue in-field training and conduct predeployment seminars and e-learning on misconduct.

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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.
308 Ibid.
309 UN Peacekeeping, *Standards of Conduct*.
310 Ibid.
DPKO and the Department of Field Support (DFS) are primarily responsible for enforcing UN policies on conduct in peacekeeping. 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. 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. In July 2008, DFS launched the Misconduct Tracking System, a global database and confidential tracking system for allegations against peacekeepers. The database facilitates information-sharing between DFS and field missions, but relies heavily on Head of Missions accurately reporting allegations of misconduct.

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. CDU is responsible for providing strategic direction to ensure accountability and discipline, including the formulation of policy for and oversight of investigations. 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. 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. CDTs record allegations of misconduct in the Misconduct Tracking System.

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. It specifies roles and responsibilities in the accountability process, including the duties of Heads of Mission and senior officers. 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. The Ten Rules: Code of Personal Conduct for Blue Helmets (1999) is a reference guide for peacekeepers outlining basic expectations. 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. Although the Ten Rules are not legally binding, troop-contributing states have accepted them as a general code of conduct.

Other UN partners include the Office of Internal Oversight Services (OIOS). The OIOS is an accountability body assisting the Secretary-General in his mandate to assess and direct the UN. OIOS has made a number of reports on peacekeeping to UN bodies over the years that evaluate peacekeeping.
operations and responses to allegations of misconduct. OIOS also has the power to carry out investigations into UN peacekeepers when allegations of misconduct are made.

DFS has delegated human resources responsibilities to the UN Office of Human Resources Management (OHRM), including hiring and firing personnel. 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. 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.

**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. UN military and police peacekeepers are trained on the UN Standards of Conduct before and after deployment by individual Member States and regional bodies. Civilian peacekeepers are trained by the DPKO’s Integrated Training Service in Entebbe, Uganda. 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. 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. 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.

The UN has a zero-tolerance policy on sexual exploitation. 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. 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. Shifting the reporting burden to peacekeepers is one strategy the UN is using to close the gap. UN personnel, including peacekeepers, are given No Excuse cards, which detail policies on sexual misconduct. UN personnel are required to report misconduct, or risk being considered complicit in the misconduct themselves. 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. All personnel undergo an online course in preventing and reporting sexual misconduct.

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335 UN DFS, *Investigations*.
336 UN Careers, *What are you doing for peace?*.
337 UN DFS, *Disciplinary Processes*.
338 Ibid.
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.
348 Ibid.
349 UN DFS, *Training; UN Deputy Spokesperson, Quarterly Updates: 2018 – 3rd Quarter*, 2018.
350 UN DFS, *Accountability*.
351 UN DFS, *Complaints*.
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

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355 Ibid.
356 Ibid.
357 Ibid.
360 UN Secretary-General, Secretary-General’s Bulletin: Special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13), 2003.
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

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371 Ibid.
373 Ibid., p. 4.
374 Ibid., p. 4.
376 Ibid.
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


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.
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.


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.


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.


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.


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


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.


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.


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.


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.


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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