PEACEBUILD

GENDER AND PEACEBUILDING
WORKING GROUP

Gender Training and Fragile States:
What Works?

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Oxfam
Canada

Contents

The Gender and Peacebuilding Working Group (GPWG) is one of five working groups of Peacebuild – the Canadian Peacebuilding Network. The GPWG aims to translate the general international commitments that have been made on gender equality and peacebuilding into concrete actions and to promote the active participation of girls and women in peacebuilding. The GPWG is designed to strengthen collaboration among Canadian organizations, activists, and academics by providing a forum for the exchange of resources, facilitating dialogue between and among civil society and government, and contributing to the direction of programming and policy.

Abstract:

The Gender and Peacebuilding Working Group of Peacebuild and Oxfam Canada held a two-day workshop in Ottawa in January 2008, to examine the state of gender training in the context of security and fragile states. The participants represented staff from national and international machineries and non-governmental organizations, as well as consultants. The interactive workshop sessions identified a number of key priorities for taking the field forward. In light of the United Nations Security Resolution 1325 on women, peace and security, these priorities provide direction for policy, guidelines, methodology and materials in this area.

Acknowledgements:

Other Peacebuild publications in the Gender and Peacebuilding series include:

UNSCR 1325 Anniversary Postcard
Resource Sheet: Sexual Violence in the Democratic Republic of Congo
Background Paper: "Gender, Security and Fragile States: What Works in Gender Training?
Workshop Report: "Gender, Security and Fragile States: What Works in Gender Training?
Roundtable Report: "Islam and UNSCR 1325 in Afghanistan
Gender, Small Arms and Development: The Case of Southern Sudan
The Implementation of UNSCR 1325 in Afghanistan

Executive Summary

The Monterrey Consensus and the Paris Declaration on Aid Effectiveness represent an international trend towards accountability and evaluations of effectiveness. This trend is evident in many of the international organizations working in conflict-affected and fragile-state settings. It is equally evident in the Government of Canada's use of the results-based management framework. In this climate, assessments of the results of gender training programs and gender equality strategies are all the more important in demonstrating the utility and the limits of gender training in achieving its objectives. The 2008 workshop, "Gender, Security, and Fragile State: What Works in Gender Training," focused on the gender training needs and experiences of those working in insecure environments, with the aim of strengthening Canadian capacity in this area, as a contribution to global standards.

While the workshop highlighted key factors that contribute to success in gender training, participants recognized that these provided only a partial answer to the question 'What works in gender training'? The limitations of the workshop in this regard need to be placed in the wider context of debates about gender mainstreaming as a strategy for promoting gender equality. Advocates of gender mainstreaming are increasingly challenged to demonstrate the linkages between gender-related interventions designed to change individual and organizational behavior (including gender training), and improved organizational performance in producing positive outcomes in the lives of women and men. The experiences shared at the workshop suggest that those involved in delivering gender training are asking important questions about how these linkages can be better tracked and provide the much needed evidence from which to draw further conclusions about success in gender training. The workshop highlighted the need for improved monitoring and evaluation, organizational learning and knowledge management around gender training and how it fits into other organizational change processes.

Participants identified a number of critical points of intervention for those working in this field, over four key phases and aspects: clarifying the objectives of gender training, understanding and addressing the context in which gender training is taking place, designing and delivering gender training in a manner which is attentive to those contexts, and providing comprehensive evaluations and systems of accountability.

1.0   Gender Training: Background and Reflections[1]

When governmental and non-governmental organizations realize that their staff members do not have a clear understanding of gender analysis or how to contribute to gender equality, the common conclusion is "we need training." Over the past two decades, there have been numerous gender training initiatives – in the Canadian international development community and internationally. There is, however, little formal examination of the impact of these efforts.

Internationally, the United Nations Children's Fund, the United Nations Development Programme and the United Nations Population Fund are involved in developing joint gender training materials. The United Nations International Research and Training Institute for the Advancement of Women, the Geneva Centre for the Democratic Control of Armed Forces and the Office for Democratic Institutions and Human Rights have developed a tool-kit on gender and security sector reform. The Inter-Agency Standing Committee developed a roster of gender specialists, provided training and developed a new handbook on gender issues in emergencies. In Canada, there is a renewed demand for gender training, in the humanitarian sector and from NGOs.

There are a number of variables in the gender-training models that were developed and implemented by these organizations, including: the goals of the training, the length of the training, the organizational attitude towards the training, the target audience of the training and the trainer's own knowledge base, including adult education or facilitation skills.   There are, meanwhile, consistent assumptions across gender training materials. Gender affects the way in which resources (natural, social, economic, and cultural) are accessed or controlled and gender affects the relationship of individuals to social, political, legal, and military structures. Therefore, gender affects how individuals experience violent conflict and instability. Because women and men have distinct and differential relationships to these structures and resources, their needs must be addressed differently by organizations and agencies delivering assistance in fragile states and conflict-affected areas.

The fact that most organizations involved in development and humanitarian interventions have, at some point over the last two decades, carried out gender training, developed gender equality policies and strategies and hired gender equality specialists is a reflection of a nominal acceptance of the assumptions discussed above. However, one important variable to consider in assessing the effectiveness of gender training is the organizational context in which that training is delivered. Clearly, if training is optional or targeted at groups already committed to gender equality (such as a gender equality policy analyst) then the effect on

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[1] The following is, in part, excerpted from the paper "Gender, Security and Fragile States: What Works in Gender Training?" by Arja Vainio-Mattila (commissioned by the GPWG for the workshop). The full text of the paper is available at www.peacebuild.ca.

the organization's programming overall will be different than if gender training is mandatory and/or aimed at all employees engaged in programming and service-delivery activities.

Additionally, there are specific challenges to institutional change that have an impact on adapting gender equality approaches to interventions.[2] Individual learning and social learning are not necessarily linked. Gender training is often offered as a familiarization with tools/methods. These are relatively easily adapted by those who already have the background understanding of gender equality and its importance. However, those gaining these skills do not necessarily (or even likely) translate what they have learned into 'how things are done'. At best, the result may be that the organization designates a gender focal person whose task is to monitor the integration of gender into programming. There is often a lack of management support, and a lack of accountability, knowledge and skills among senior managers. Gender equality is not viewed as important, or central, by upper management.[3] Those tasked with gender-training and/or gender-analysis are marginalized, under-resourced and 'ghettoized' within their own organizations.

There are a number of factors which contribute to the outcomes of gender training. The objective of any gender training project needs to be clearly defined and realistic. Those delivering the training must be supported with adequate training and resources themselves. The training must be designed in a manner that reflects the designated objectives, the organizational context and the capacities and interests of the participants. The mandate of international norms on gender mainstreaming, to which Canada is signatory, identify systemic change as a key element in achieving their objective of gender equality.[4] However, if the objective of gender training projects carried out by signatories to those norms is formal, systemic change, then there must be a concomitant investment in developing the capacity of the organization, not just a small number of individuals. Formal, systemic change requires a different level of investment. It means systematically reviewing organizational policies for the integration of gender equality.

The Government of Canada's "whole of government" approach to interventions in fragile state and conflict-affected areas recognizes the inter-relatedness of economic, social and security needs. It recognizes the importance of having an inter-departmental strategy to address these needs. The whole of government approach would seem to provide a unique opportunity for gender equality to be integrated into organizational and policy change

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[2] Rao, Aruna and David Kelleher. "Is There Life After Gender Mainstreaming?" *Gender and Development*, Vol 13, No 2 (2005): 57-69.

[3] For example: Aasen, Berit. *Lessons from Evaluations of Women and Gender Equality in Development Cooperation,* Synthesis Report. Norwegian Agency for Development Cooperation, 2006.

[4] Canada has made commitments to support UNSCR 1325, as well as the Convention on the Elimination of All Forms of Discrimination Against Women, the Beijing Declaration and Platform for Action, and the UN Millennium Development Goals—the third of which is: "promote gender equality and empower women" ("Promote Gender Equality And Empower Women." Canadian International Development Agency. Updated: 2007-11-29. http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-131841-HC7).

mandates. The founding assumption of inter-relatedness which underwrites the whole of government approach parallels the imperative for gender equality to be mainstreamed as a cross-cutting issue. However, a recent evaluation of this approach notes the marked absence of gender equality from policy related to military intervention and conflict resolution.[5] Baranyi and Powell argue that "gender analysis can sharpen our understanding of local contexts and help us identify opportunities for promoting both gender equality and state building."[6] Yet they note a "virtual silence on gender equality in the defense, diplomacy and commerce chapters" of the government's policy statement on its whole of government approach. Canadian-based NGOs working on peace and security demonstrate a similar disconnect between their stated aims and the allocation of resources; a recent survey by the Gender and Peacebuilding Working Group of Peacebuild found that 75% of Canadian NGOs had not provided gender training to their staff in the three years prior to the study.[7]

Research on and evaluations of organizations working in fragile states and conflict affected areas demonstrate the need to devote more resources to ensure that they are working to support gender equality.[8] These evaluations demonstrate the need to consider what gender training can and cannot accomplish and what organizational strategies are needed to achieve the overriding goals of successfully addressing the needs of women and men and of promoting equality between women and men. Gender training is only one of many tools which must be used to achieve this goal.

2.0   Key Lessons from Experience: Workshop Findings

The 2008 workshop, "Gender, Security, and Fragile State: What Works in Gender Training," focused on the gender training needs and experiences of those working in insecure environments, with the aim of strengthening Canadian capacity in this area, as a contribution to global standards. The experiences shared at the workshop helped to expand and support the findings above. Participants identified a number of critical points of intervention for those working in this field, over four key phases and aspects: clarifying the objectives of gender training, understanding and addressing the context in which gender training is taking place, designing and delivering gender training in a manner which is attentive to those contexts, and providing comprehensive evaluations and systems of accountability.

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[5] Baranyi, Stephen, and Kristiana Powell. "Bringing Gender Back into Canada's Engagement in Fragile States: Options for CIDA in a Whole-of-Government Approach." North South Institute, 2005.

[6] ibid

[7] Collins, Robynn and Saskia Ivens. *Women, Peace and Security: The Canadian NGO Experience*. Peacebuild, 2007.

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2.1 Objectives and Purpose of Gender Training

The long-term objective of any gender training work is to increase equality between women and men. However, within that broad mandate, individual instances of gender training will have widely variable short-term objectives and functions. These objectives and functions are dependent on the context in which the training takes place and the participants involved. There are some specific elements which need to be accounted for in a conflict-affected or fragile-state setting. In times of instability, traditional social roles may provide reassurance to those who benefit from them. Moreover, in an unstable setting, those engaged in struggles for power may exploit existing hierarchies (between men and women, for example) in order to support their own positions. Fragile-state and conflict settings can also provide unique opportunities for achieving the goal of greater equality between women and men, although research suggests that these are very limited.[9]

There is a further important distinction to be made between organizational and non-organizational actors in a fragile-state or conflict-affected area. For gender training aimed at organizations, the objectives range from introducing basic concepts and raising awareness amongst staff, to providing staff with the capacity to perform gender-based analysis in their roles within the organization, to supporting the development of frameworks for policy and programming. For gender training aimed at conflict affected communities, the objectives range from the same basic introduction of concepts and raising awareness of the causes and consequences of gender inequality, to increasing women's involvement in peacebuilding processes and decision-making functions, to increasing the capacity of the relevant actors to provide aid and assistance to women and girls experiencing gender-based violence.

Finally, the make-up of the participants in any gender training will also necessarily affect its objectives and function. Important variables among participants include: mixed-sex versus same-sex participants; levels of training and existing awareness of the participants; participants of the same professional, organizational or social status versus participants with differing status levels; perceived or actual levels of existing awareness and support for gender equality in the organizational or cultural setting; perceived or actual personal security of the participants.

These elements exist to create a complex environment for gender training. Multiple objectives are the norm, rather than the exception. Some objectives can be met directly and some are only effectively addressed as part of wider movements for change, or through other means such as a dissemination and transfer mechanism. The objectives of an

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[9] El-Bushra, Judy, Asha El-Karib, and Angela Hadjipateras. *Gender-Sensitive Programme Design And Planning In Conflict-Affected Situations.* ACCORD, 2002. http://www.acord.org.uk/Publications/G&CResearch/ACORD%20Gender%20and%20Conflict%20Research%20Report.pdf

individual gender training event have to be clearly and solidly linked with wider objectives in a gender equality and mainstreaming strategy with organizational change.

2.2   Contexts

"It's not enough to take what exists and use it in a fragile state context without being more specific and deliberate about it."

Whenever and wherever gender training takes place, it takes place within specific organizational, professional, cultural and political contexts. Organizations and trainers need to take into account the dynamics at work within those contexts in the design and delivery of gender training. Moreover, they need to be aware of the overlapping and sometimes conflicting imperatives of those different contexts. Gender training may encounter conflicting objectives at the level of the organization, the local community, the state and the international community.

One outcome of the workshop was a framework for the analysis of the different contextual factors which affect gender training, in particular, and the work of organizations in fragile states and conflict affected areas, in general. This framework considers contextual factors at the state and international level, the community level, and the organizational level. Multiple factors are at play at each of these levels, and of course, a different division could be made. The levels identified here speak specifically to points of intervention for actors representing international, governmental, non-governmental and community organizations, as well as gender trainers themselves. Further, there are dynamic relationships within and across these different levels.

"Immediately after the 2005 earthquake in Pakistan, the Pakistani army very efficiently mobilized helicopters to fly into the remote mountain communities to fly the wounded down for medical care. Unfortunately, the copter crews were all male. As many of the devastated communities were conservative and Muslim, there are anecdotal reports of critically injured women refusing help, some screaming at the team not to touch them. Gender analysis would have alerted the rescuers to the need of having a woman in each copter crew: one who spoke the local language and whose presence could protect the honour of injured girls and women. In fact, the best option would have been two women so they could also protect the reputations of each other in the eyes of the local population. (Panelist story)

At the international and state level, gender training is affected by the imperatives of multi-lateral and international organizations who may be primary funders of the training and/or the organization in which the training is taking place. State institutions may be also funders of the training and/or the organization. State institutions themselves may be recipients of international aid. Moreover, in a fragile-state or conflict setting, state actors are often

implicated in ongoing conflicts and/or conflict resolution. The following are some of the questions to be asked about the state- and international-level context:

- What is the current stage and status of the humanitarian/peacekeeping mission and peace agreements or mission planning processes?
- Is the overall political climate one of freedom or suppression? For which groups in the present context?
- What are the policy imperatives of the primary national and multilateral actors?
- To what extent are state, regional and multilateral forces and actors an ongoing source of insecurity?
- How ready are multi-lateral and state actors to engage in debates about gender equality?
- Is the contribution of civil society to restoration of stability and peace recognized as being necessary?
- What are the limitations and strengths of existing state institutions, particularly taking into consideration existing state mechanisms for women's equality? Are proposed new mechanisms an entry point for partnership on gender equality through training?
- Where legal frameworks exist, how is the status of women addressed; where legal frameworks are not in place or respected, what is the evidence of differential impact on women and girls?
- What are the limitations and strengths of national capacity to promote gender equality?
- What international agreements are the parties signatory to that represent potential leverage, particularly CEDAW and other human rights conventions with obligatory reports, and are the last reports and concluding comments from the Commission on the Status of Women (CSW), as well as any shadow reports, available for background?

At the community level, multiple factors affect how gender roles and responsibilities are shaped and how gender training efforts are perceived. Conflicting norms may present when more than one community is involved. This is true of communities within a conflict or fragile state setting and of the communities from which multi-lateral and/or international organizations come.   Some of the questions to be asked about the community-level context are:

- What are the existing cultural norms with respect to gender roles and relations? How intact are these across generational, geographical and other differences?   How have these been influenced by the conflict/crisis?
- How do gender roles intersect with other markers, such as class, caste, age, faith, race and sexuality?
- What are the local sources of authority? What is the trend in terms of respect for competing authorities?

- How are those sources of community authority affected by the conflict or crisis? What relationships exist between local points of authority and humanitarian and peacekeeping agencies and actors?
- What relationships of power and influence exist among participants and between participants and other stakeholders particularly those with direct influence on conflict and peace?
- What allies exist in civil society and local governmental structures, as well as in mission structures?

The organization in which or through which the gender training takes place brings its own set of internal norms and needs. Gender training often has to swim upstream to be as successful as it is, even in inhospitable and consistently with under-resourced organizational settings. Gender training must be part of an overall strategy for gender equality. However, the gender training itself must also be responsive to organizational norms and needs in order to be effective. In order to ensure that gender training is linked to long-term organizational change, it is important to consider the internal culture of the organization. Shared values and norms can also provide a powerful entry point into discussions of gender equality. The following are some of the questions to be asked about the organizational-level context:

- What are the internal norms of the organization? How are these communicated and reinforced?
- What is the internal structure of the organization? Is there a mechanism to manage gender mainstreaming?
- What is the profile of men and women in the organization?
- What kind of gender training and or gender equality projects has the organization embarked on in the past? Who were its partners, national and other agency, and who are its partners in initiatives now?
- What are the existing skills and capacities of those in key functional groups in the organization?
- What is the professional or specialized 'language' of the organization? Who are respected experts?
- What are the existing hierarchies and/or relations of power in the organization?
- Where are gender equality units and resources located, and what policies and guidance are in place?
- Does the organization have senior champions who model good practice, and require training, or not?

Questions for gender equality trainers depend in part on their relationship with the organization providing training. Terms of reference for external trainers are often

established in advance and budgets are limited. However, trainers can try to raise questions that organizational representatives might not have considered. In some circumstances, an internal trainer can read and use organizational dynamics, target training to specific known needs, and deliver training directly relevant to people's contexts. Many organizations do not have internal gender equality training capacity. An internal trainer has a rich knowledge of the organizational context and participants, possibly also of the national context and specific conflict. An external trainer is often perceived to be more neutral than an internal person, may have more credibility and legitimacy than an inside person, and can bring fresh content and ways of approaching challenges of gender equality capacity. When both internal and external trainers are part of a larger facilitation team, capacity to manage the complex training process is multiplied. A well-supported platform for developing a community of practice is another key element in allowing trainers to work together and to draw on their collective experience to increase their effectiveness. Different members of a training team contribute strengths, and answers to the following questions:

- Do I know enough about the presenting context both nationally and organizationally? If not, how can I fill gaps?
- If I know almost *nothing* about the presenting context, what options do I have for rapid intelligence on site?
- Is a facilitation team in place with appropriate representation of both needed event functions and standpoints?
- Does the training design and available materials match and fit what I know about the context of participants?
- Do resource people on the facilitation team have reliable knowledge of the country context and language?
- Are the power dynamics in wider social structures and the workplaces people come from known and able to be taken into account in design and delivery? If not, or if control is limited, what plans do I have to compensate?
- What is my realistic assessment of *uptake capacity,* how much this context and learners can handle and absorb?
- Even if objectives are mixed and possibly opaque, can specific clear outputs be generated through the training?
- If real needs of participants will take time to surface and this is a one-off event out of context, how can I make it a meaningful process and successful for the participants as well as move the wider agenda forward?

2.3 Design and Delivery

The context factors outlined above are largely beyond the scope of individual trainers or trainings to change—at least in the short term. The primary point of intervention for gender trainers is in the design and delivery of the training itself. Here there are a number of

elements which the trainer may have more or less control over. These elements range from the way in which learning is conceptualized to the choice of venue and time of day for the training.

In their recent assessment of gender training, Mukhopadyay and Wong argue that it is important to consider how the learning process itself is conceptualized (2007:12).[10] The design of gender training should be based, in part, on a clearer understanding of how the learning process takes place. Gender training models of learning would benefit from increased dialogue with those working in the fields of adult education and participatory development.

Understanding how learning takes place and how learning is linked to behavior change is a first step in identifying what training can and cannot accomplish. As argued above, the objectives of the training need to be clearly defined—not only in terms of what is desirable, but also in terms of what is possible. Further, while organizations may have identified their own objectives and needs, it is also important that the training include an assessment of the participants' perceptions of what their objectives and needs are.

The internal dynamics of participants' relationship to each other, to the organization, to the community and to the trainer all need to be considered. This information is not always available in advance. Much of it is never articulated at all. However, some issues can be anticipated in the design of the training and others can be adapted to or integrated during the delivery of the training. People delivering gender equality training become efficient at reading signs and clues in non-verbal communications, body language, and changes in behaviour when interacting with different people. They also depend on internal members of facilitation teams to help them interpret and understand what they see. The use of local case studies and examples related to the job descriptions of the participants can be particularly useful in linking the gender training to long-term behavioral change. Trainers are encouraged to request and use job descriptions and Terms of Reference when designing learning application exercises. Where possible, the make-up of the training team is usefully tailored to match or approximate the make-up of the participants – in age, rank, sex, nationality, and language. For example, training delivered by foreign, female trainers, to local, male participants with high social status, through a translator, may be dismissed because the trainers are assumed to lack understanding, credibility, and status. On the other hand, this same training may be received positively when delivered through a combination of insider-outsider sources, or by a foreign female of sufficient age and rank. Men and masculinity are often left out of the dialogue, yet men and masculinity need to be addressed in a wider discussion about gender equality. Often, efforts to include masculinity as a topic

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[10] See also: Vainio-Mattila 1999, Hirvonen 2004, Hanson 2007.

in gender equality training, particularly in post-conflict environments and fragile states with its peculiarities of gender-based violence are rejected and not seen as relevant, consistent with male gender norms being so "given" that they are not seen.

Some design and delivery factors are specific to training for fragile states and conflict affected settings. The issue of security is primary amongst these. Security needs to be considered both in terms of the overall security of the geographic area, and in terms of the particular security of the location in which the training takes place. The location of the training venue and access to that location (roads, paths etc.) need to be secure. The choice of location should also take into account variable perceptions of its neutrality—a particular location may be considered safe by some participants but not by others. The choice of the time of day and length of the training need to be considered with respect to differing levels of security at different times of day and with respect to the availability of different participants. For example, there may be times of the day during which women are engaged in work and men are not and vice versa. It may not be considered appropriate or secure for women to travel after dark. In the case of training aimed at security sector actors, the issue of national security is an additional concern.

In considering all of these factors, it is important to balance the accommodation of the needs and preferences of the participants and the overall objective of gender equality. If too little attention is paid to the participants' own interests, this can lead to disengagement by the participants; if there is too much accommodation of the participants' interests, this can lead to a de-politicization of the aims of gender training. Balance is needed among a number of considerations and training teams need to constantly scan for where interests overlap and where they diverge. Organizational interests in gender equality are not uniform, any more than participants' interests are homogenous. A diversity of interests is present in every gender equality training. A familiar experience for trainers is to find participants in workshops more ready to move ahead on action for gender equality than the representatives of the contracting organization. The trainer's role may include serving as a link or conduit, helping different parts of the organization hear each other and work together.

2.4 Results

Little systematic evaluation has been conducted to determine the impact of gender training on the capacity of organizations to promote gender equality through their policy and programming, or even on the changes in related skills and competence of those who receive training. Although individual course evaluations are commonplace, these cannot measure the long-term impact of gender training on behavioral and/or organizational change. These assessment tools need to be complemented by evaluation tools and processes which measure

how gender training is or is not supported and how it is or is not contributing to results in the long term.[11]

Gender training can have little sustainable effect without the support of the organization at all levels. The allocation of resources both human and financial, is central to measuring results and to understanding how gender training can be most effective. Evaluation can help trainers and organizations understand both the limits and potentials of gender training and identify the successes and failures of an organization's overall gender equality strategy. Finally, evaluation is an important part of ensuring the accountability of organizations and actors in living up to their commitments to supporting gender equality.

The Monterrey Consensus and the Paris Declaration on Aid Effectiveness represent an international trend towards accountability and results-based management frameworks. This trend is evident in many of the international organizations working in conflict-affected and fragile-state settings. It is equally evident in the Government of Canada's use of the results-based management framework. In this climate, assessments of the results of gender training programs and gender equality strategies are all the more important in demonstrating the utility and the limits of gender training in achieving its objectives.

Organizations generally make their gender training materials publicly available. Some, such as, UNITAR's program on the "Training of Civilian Personal In Peacekeeping Operations On the Special Needs of Women and Children" list the number of courses conducted and some of the materials used. The public presentation of these materials and the lack of assessment of the long-term effectiveness of the materials suggest that one of the functions of producing these materials is managing public relations. That is to say, the presentation of the materials, the counting of reports produced and training sessions held, are presented as evidence of the gender-sensitivity of the organization and reported as progress on implementation of UNSCR 1325. Yet, without assessment of the effect of the training, these materials by themselves are not sufficient to demonstrate that the organization is functionally promoting gender equality. Measuring training by counting the number of people trained makes huge assumptions about the actual capacity to implement gender effective strategies and practices. Moreover, the public display of commitment to gender equality that is apparently manifested by these materials, is undermined by the lack of resources allocated to them – not least to the assessment of their effectiveness. It is notable that in the case of the example above, UNITAR has ceased this program as of September 2006 as a result of a lack of funding, yet the course outlines and materials remain on the website.

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[11] Beck, Tony. *Using Gender-Sensitive Indicators: A Reference Manual for Governments and Other Stakeholders*. Commonwealth Secretariat, 1999.

An analysis of financial resources allocated to gender training might form a more effective measure of the organizational commitment and long-term effectiveness of such training. A further source of data on effectiveness might be an attempt to demonstrate a correlation between levels of funding within organizations to gender training and the increased economic and social well-being of the communities in which their programs are deployed.

In order for gender training to be effective, financial and human resources need to be committed not only to the training itself, but to the evaluation of that training and to systematic follow-up over time for impact in the form of measured changes. Clear objectives, a clear understanding of the contexts in which gender training is occurring, and the context-responsiveness of gender training in its design and delivery are all important elements for evaluation. The organization in which gender training takes place is a determining factor at each of these levels: organizations set the objectives of the training; the organization's overall support for (or lack of support for) those objectives provide a crucial context for the training; the design and delivery of gender training is necessarily affected by that organizational climate. Even in relatively cool contexts or resistant ones, points of leverage with organizational commitments and mandate can be found, and organizational allies can be identified whose interests intersect with those responsible for gender equality. Assessment of gender equality training has to take into account the starting points and presenting context when progress is evaluated.

A number of elements must be considered in the evaluation of any gender equality training.
- Are participants satisfied with the training and can they identify and assess their own learning?
- Is the facilitation team satisfied with the job done in the circumstances?
- To what degree are organizers and sponsors satisfied that the training has met their objectives and satisfied their interests?
- Does the training include the development of a transfer plan to take learning back into participants' daily activities?

Finally, all of these elements must be considered within the context of the wider movements for change and greater equality, justice and peace in which work on gender equality is located.

3.0 Recommendations

Linking the workshop to priorities for trainers and workshop participants in gender training in fragile states yielded a broad set of experiences and recommendations for funders and organizations with an interest in and a responsibility for gender equality in fragile states, including organizations on the ground as well as international agencies and non-governmental organizations. This section provides some of those recommendations and priorities. The recommendations are further clarified through the anecdotes and stories that the facilitation team gathered at the workshop and which are available at the Peacebuild Website (www.peacebuild.ca).

3.1 For Funders

- Ensure training is part of an integrated approach; gender training is part of the process of supporting gender equality in fragile states (it is not a one-off event) and therefore, gender perspectives and attention to women's rights should be part of all training, and linked to capacity development and programming strategies;

- Track the links between objectives for gender equality training and wider mandates, policies, or strategies for specific peacekeeping missions or contexts along with the key agencies involved; require reporting on these links from groups and agencies to which resources are provided for gender equality training;

- Require reporting on capacity needs assessments specifically for gender mainstreaming, and training progress in meeting identified gaps and needs; capacity needs may include policies, procedures, mechanisms and guidance, as well as knowledge, skills and competencies;

- Integrate and evaluate gender training within larger knowledge management systems;

- Monitor gender equality activity including training as part of wider partnership and coordination initiatives, and consistently raise key questions about measures and capacity in inter-agency fora; and

- Plan and implement an evaluation of gender training in fragile states and provide for a knowledge-sharing forum where the results are shared and integrated into future plans.

3.2 For Organizations

- Build relationships between those in international organizations, people living and working in fragile states, the people who work on gender equality and women's rights in civil society and with the gender equality machinery in government;

- Review and analyze experience and revise gender equality policies and guidance on a regular basis to create enabling organizational environments;

- Map out clear organizational policies and strategies that illustrate where gender equality training fits; all gender equality training needs a clear organizational strategy that maps out the place and opportunities for gender equality training and other capacity related developments, enables appropriate assessment of baseline levels, and provides monitoring and evaluation of changes that result from gender training;

- Understand and develop training plans which are located within a wider capacity-development strategy; a training plan and coordinated implementation of training activities need to support a wider strategy; base a strategy on the assessment of contexts and needs, the quality of training proposals and designs, the resource people available, and the capacity to target and tailor learning support to specific government, NGO, and partner needs; [12]

- Secure and develop appropriate resources; appropriate levels of human and financial resources are a priority need; consider linking a partnership strategy with a resource mobilization strategy;

- Encourage expanded exchanges and networks of organizations involved in training: more knowledge and experience sharing between those working on gender training is needed in order to identify good practices and lessons learned; codification of experience is where knowledge management and instructional design come together; the same materials can be used for different purposes;

- Use existing information on the dynamics of working in fragile states and fill gaps through organizationally-supported research; cover details about the actors in each particular context and gender-equality entry points;

- Participate in and contribute to maintenance and sustainability of a community of practice on gender equality and fragile states; a community of practice is needed in order

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[12] Despite disappointment with the progress of gender mainstreaming, it remains the approach of choice in the international system, identified first in an ECOSOC resolution in 1997 and at the time of this report, still not replaced by an alternative approach.

to facilitate exchange among trainers and to provide opportunities for collaborative design and development, mutual support and capacity development; and

- Conduct regular reviews of organizational capacity to contribute to results on gender equality, as an integral part of mandate, and include consultation with and reports to partners on gender equality training success in influencing capacity and wider results.

3.3   For Gender Trainers

- Ensure an adequate situational analysis, which includes social relations, is undertaken; request a briefing on-the-ground from resource people familiar with social relations in the presenting situations and context;

- Consistently encourage organizers of gender equality training in fragile states to use criteria and recommendations for success contained in this report; be prepared with relevant examples of well developed gender equality capacity indicators and demonstrate links with training;

- Advocate for and work as a mutually supportive member of gender equality training facilitation teams – discourage overtures to deliver such training independently or single-handedly, or not as part of a team, and equally, discourage resource people parachuting in for an hour here or there, except where unavoidable or part of the design, consistently emphasizing continuity of participation as an important factor influencing training success;

- Maintain clarity and consistency in approach, objectives, expectations, results, indicators as these may differ among the different stakeholders; where people have different objectives and approaches or preferences, confirm early who the one primary contact is for the gender equality trainer and consistently follow advice from that person; a danger otherwise is that a gender trainer becomes a puppet pulled between divided interests;

- Facilitate and contribute to the development of a specific community of practice on gender equality and fragile states, with a strong sub-group on gender equality training;

- Proactively contribute to the consolidation of standards and expanding collections of materials and experience that can positively influence gender training in fragile states; these include assessment and evaluation tools;

- Be realistic about what can be accomplished in gender equality training in fragile states, and balance pragmatic realism with the sustained longer-term vision of wider purpose and goal, greater equality in sustainable peace; and

- Help organizers and agencies with an active role in post-conflict contexts and fragile states positively accept and work with widened scope for significant change that exists in such situations, particularly to "build back better" with respect to more equitable social relations.

3.4   For Participants in Gender Equality Training in Fragile States

- Ensure that gender equality training is adequately informed by context elements relating to women's rights and gender equality; these include formal commitments and obligations, reinforcing a human rights based approach, as well as cultural norms, social relations and changes being experienced by affected communities across sex, age, other factors of difference; be open to asking questions about training purpose, objectives, intent, design and outputs, as an active participant, "leading from the floor";

- Assist external resource people and participants in maximizing the opportunity for positive change in social relations and discussions about relational change in wider contexts-in-turmoil; do not hesitate to bring to a learner group's attention the more political and challenging aspects of work on women's rights and gender equality, and support and reinforce the validity of related point raised by others;

- Use self assessment and external assessments to gain clarity and perspective about learning objectives and expectations and engage with organizers, trainers and resource people to get learning needs met;

- Advocate for and use a single capacity instrument with which to conduct self-assessments and peer-assessments of gender equality capacity; such a capacity instrument or profile can be requested as one of the outputs of a gender equality training workshop, if it is not part of the pre-workshop needs assessment and design;

- Monitor and ensure that the focus of gender training (priorities) as well as the pace of change through training remains with national partners and wider systemic change, mediated through organizational change; funders, organizations, and trainers have a role in capacity strengthening processes, but that role is a facilitative one, supporting an agenda defined, prioritized and sequenced by national / local partners;

- Where national partners and their training are a secondary, not a primary, focus of training, emphasize, as a participant, the contribution such training makes to wider mission mandates and national goals of stability and sustained peace; and

- For people working in agencies involved in fragile states: request gender equality training as part of regular briefing and induction; monitor the training received, and provide candid feedback on it; familiarize yourself with national, mission and agency commitments to gender equality, as background for briefing and training provided; connect with gender advisors or gender focal points in the presenting context, as well as with inter-agency groups such as UN system Gender Theme Groups, and get the advice of people in these functions and bodies about priorities as well as partnership and coordination; advocate as a body for gender equality training delivered systematically over time, as an integral part of support in a fragile setting.

4.0 Conclusions

While the workshop highlighted key factors that contribute to success in gender training, participants recognized that these provided only a partial answer to the question 'What works in gender training'? The limitations of the workshop in this regard need to be placed in the wider context of debates about gender mainstreaming as a strategy for promoting gender equality. Advocates of gender mainstreaming are increasingly challenged to demonstrate the linkages between gender-related interventions designed to change individual and organizational behavior (including gender training), and improved organizational performance in producing positive outcomes in the lives of women and men. The experiences shared at the workshop suggest that those involved in delivering gender training are asking important questions about how these linkages can be better tracked and provide the much needed evidence from which to draw further conclusions about success in gender training. The workshop highlighted the need for improved monitoring and evaluation, organizational learning and knowledge management around gender training and how it fits into other organizational change processes. The conclusions presented here represent only a first step.

- More research, more rigorous pedagogy and more evaluation are needed before the question can be answered. "Gender equality training" has many shapes and variable meaning. Important decisions are being made about the provision of gender equality training without an adequate information base about what works.

- A better understanding of how change takes place within organizations is necessary. Gender training is expected to create awareness, build skills, support organizational change, and challenge organizational cultures. Yet, many of the expected or hoped for changes will only be achieved if training is part of an overall change strategy.

- Training should be seen as one way to build capacity (or achieve other, broader goals), not a goal in and of itself. There is much to be learned from other, innovative strategies to strengthen capacity, including: mentoring, exchanges, evaluations, and action-research.

- The broader context in which gender equality training is provided establishes the scope for change. Where a *National Action Plan* supports implementation of UNSCR 1325 on women, peace and security, gender training in fragile states has a meaningful national mandate and frame of reference. These cases are few. Broad advocacy for national action plans on 1325 is part of creating an enabling environment for gender mainstreaming, of which gender equality training is a part.

- The diversity of needs for gender equality training will not be met by an off-the-shelf training course or module, or by any agency or stakeholder group working alone. Each fragile state is recognized to be a unique context, requiring separate needs assessment and training design. Each organization and situation offers particular challenges and opportunities. What works for training for militaries will not necessarily work in a training session for NGOs. Partnerships are a necessity in post-conflict and fragile states.

- Capacity to address gender equality exists along a continuum, and needs to be developed incrementally, as part of a strategy that is integrated into wider substantive work. It is not a switch that can be flicked on by a workshop or a single course. There is a need for realism regarding what can actually be accomplished by gender training (especially of 'one-off' sessions).

- Training specially designed for people's reality, work, organization and country is more likely to achieve objectives as opposed to the delivery of a generic training module.

- Gender training in the context of fragile states has much to learn from general gender training experiences. These, however, must be adapted and reinterpreted in light of the specific challenges of working during and after crises.

- Communications, information sharing and coordination are three key challenges for those with responsibility for gender equality training.

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Annex A: Acronyms

CECI	Centre d'etude et de cooperation internationale
CIDA	Canadian International Development Agency
DCAF	Geneva Centre for the Democratic Control of Armed Forces
DFAIT	Department of Foreign Affairs and International Trade
DFID	United Kingdom Department for International Development
GENCAP	Gender Capacity Stand-by Project of United Nations Inter-agency Standing Committee
GPWG	Gender and Peacebuilding Working Group
IAPC	International Association of Chiefs of Police
IASC	Inter-Agency Standing Committee
INSTRAW	International Research and Training Institute for the Advancement of Women
NGO	Non-governmental Agency
ODIHR	Office for Democratic Institutions and Human Rights
OSCE	Organization for Security and Co-operation in Europe
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSCR	United Nations Security Council Resolution

Annex B: Resources

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Annex C: Workshop Agenda

Day 1: Sharing Experience and Distilling Key Factors Influencing Gender Training

1.1   Opening
- Welcome: Kate McInturff
- Introduction and Overview: Patricia Keays
- Reporting and Reflections: Cindy Hanson

1.2   Background Paper: "Gender Training: Background and Reflections," Arja Vainio-Mattila

1.3   Validation and Amplification – Working group discussion of Research Paper

1.4   Shared Experience with Gender Training
- NGO Experiences: Carol Miller, Odette McCarthy, Beth Woroniuk
- Multilateral Experiences: Linda Pennells, Noreen Khan
- Security Sector Experiences: Hilary Anderson, Angela Mackay

1.7   Consolidating What We Know and Don't Know

1.8   Close and reflection

Day 2: Gender, Security and Fragile States: Consolidating Experience and Assessing Needs

2.1   Feedback from Facilitation Team

2.2   Revisiting and Organizing Work from Day 1
- The Gender Training Universe – Context Map
- Grouping Key Factors From Day 1 - Gallery Sheets
- Context Factors – Enabling Environment
- Design Factors – Pedagogical Elements
- Delivery Factors – Specific to Trainers and Trained in a Particular Event
- Results/Change and Accountability/Evaluation
- Consolidate Sets of Key Factors for Successful Gender Training

2.3   Gender Training for Who? Learning Groups for Gender Training in Fragile States and Factors Essential for Success/Results

2.4   Gap Analysis: Gender Training in Fragile States - What More do We Need?

2.5   Problem-Solving: Seeking Solutions to Shared Big Questions / Challenges Facing Gender Training in Fragile States

2.6   Report-backs and Discussion – Identification of Strategy Elements

2.7   Going Forward – What Do We Need?

2.8   Recap and Follow-up or Transfer Strategies

2.9   Evaluation / Feedback and Closing

Appendix D: Facilitation Process

The facilitation process used group input and group processes throughout, combining presentations and panels with structured working groups. A facilitation team was one important aspect. A core of five people provided different perspectives and experience, and one person, in a paid coordinator role, served as a central communications node and provided continuity. An external facilitator was contracted and this enabled the organizers and facilitation team to participate fully in the workshop. A designated lead on documentation and reporting and a designated lead on facilitation complemented the team and established a clear division of labour that meant people in key roles could focus on particular roles and tasks.

A pre-workshop paper was commissioned and the workshop began with an overview of findings, which helped to contextualize gender equality training in fragile states in the wider global picture of gender training. A cross-section of participants was deliberately invited and the range of experience and views positively informed the workshop – including people from government, non-governmental organizations, and the private sector, mainly consultants with gender equality training experience. The participants were divided into working groups of those experienced with gender training and those who wanted to receive gender training. This helped accommodate the range of experience, permitted more reflective opportunities and led to a consolidated view.

The design of a phased "living" agenda underpinned the workshop, with outputs from each discussion building on what came before and leading to what came after, and objectives linked to outputs for each main session. Being realistic in setting objectives was an important aspect of the organizing group's management of the process, while at the same time remaining open to wider possibilities and contributions such as the workshop identifying elements of Canadian contributions to global standards for gender equality training.

The workshop was part of wider structures and processes, and stronger for it – the Gender Working Group of Peacebuild built directly on prior research done on NGO implementation of UNSCR 1325, and methodically convened a consultation to research what works with gender training in fragile states, before initiating or recommending training as a solution to the persistent gap in attention and capacity in this area. In this way, the participants were able to contribute to something larger than a two-day event. Finally, the use of an international reference permitted national reflection and stocktaking- specifically, the use of UNSCR 1325 on women, peace and security provides a common reference point.

ANNEX E: Participant Evaluation Summary

Participant evaluations for the workshop were extremely positive. They noted that the workshop held rich discussions, that it was very participatory and well facilitated, and contained insightful and practical information. The flexibility of the agenda was noted as a strength, the adult learning styles were appreciated, and the shared experiences in organizational change processes were attributes of the facilitation team appreciated by the participants.

Significant things the participants took away from the workshop included: a wider network of colleagues with experience in gender training and fragile states, a clearer understanding of how to move forward using four main areas of training – context, design, delivery and results. Although some participants felt the issue of what a gender specialist is remained unresolved, non-trainers appreciated the interaction and knowledge they gained from working with trainers themselves. Participants also acknowledge the need for "concerted work on monitoring and evaluation of gender training."

Participants said they would follow-up by setting up a community of practice, speak with colleagues and feed into future proposals for training, specifically for training UN personnel and DFAIT staff; distribute the report, share knowledge, report to Gencap, and integrate the training practices learned in the workshop.

Priorities for systematic follow-up included:
➢ Search for opportunities to share knowledge, tools and best practices;
➢ Keep networking;
➢ Discuss with other (UN) agencies;
➢ Integrate gender into wider training so it's addressed with security sector mission requirements;
➢ Bring together NGOs to develop evaluation mechanisms;
➢ Gather information on tools for assessment and evaluation;
➢ Follow-up with NGOs;
➢ Develop profiles of training assignments in fragile states, including lessons learned; and
➢ Work toward developing an overall framework.

Participants noted that they felt challenged within their own understanding about gender training in fragile states in terms of the need to take adult education methodology into more consideration; in terms of gathering clarity around change and evaluations; in terms of thinking and addressing issues posed by the context. One participant said she felt enchanted more than challenged and another added that she was still reflecting on the whole process.

Annex F: Participants

Hilary Anderson, UN INSTRAW

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Saskia Ivens, Consultant

Patricia Keays (Facilitator), Consultant

Noreen Khan, UNICEF

Yannick Lamonde, Department of Foreign Affairs and International Trade

Carol Miller, Oxfam Canada

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Arja Vainio-Mattila, Huron College

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