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Gender training for peacekeepers: Preliminary overview of United Nations peace support operations

UN-INSTRAW Gender, Peace and Security Working Paper 4

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Abstract

Gender training has been promoted as a key strategy in efforts to mainstream gender perspectives into United Nations peacekeeping operations since the Security Council passed its Resolution 1325 on Women, Peace and Security in 2000. Important gains have been made during the past seven years in the integration of gender awareness training into pre-deployment as well as in-mission training programmes. Gaps still remain, however, as the implementation of gender training varies considerably from one troop-contributing country or peacekeeping mission to another and the reach and impact are not well documented. This paper introduces the concept of gender training for peacekeepers, discusses the institutional and political contexts within which gender training has been implemented in United Nations missions and troop-contributing countries and presents a preliminary overview of gender training opportunities for peacekeepers globally.

1. Introduction

The last twenty years have seen great changes in the nature of conflict and peacekeeping operations globally. United Nations (UN) peacekeeping operations functioned for decades within the Cold War model of monitoring cease fires and patrolling boarders after inter-state wars. Since the early 1990s, however, conflicts have increasingly taken place within states and, as a result, the scope of peacekeeping operations has widened considerably beyond exclusively military tasks. The mandates of UN peacekeeping operations now cover a vast variety of responsibilities, such as promoting human security, assisting demobilization of former fighters, supporting power-sharing arrangements and elections, strengthening the rule of law, training local police forces, monitoring respect of human rights and promoting economic and social development.

Understanding of the gendered aspects of conflict and violence has also increased in recent decades. The global women's movement was instrumental during the 1980s and 90s in demonstrating the prevalence of gender-based violence all over the world, in war and during peace, and put it firmly on the international policy agenda. Experiences documented in recent conflicts, such as those in former Yugoslavia, Rwanda and Sierra Leone have highlighted the vulnerability of women, men, boy and girls to sexual and gender-based violence. It has become clear that women, men, boys and girls experience violence before, during and after armed conflicts differently and have different vulnerabilities, insecurities and coping mechanisms. Furthermore, armed conflict has an impact on gender roles and relations as women, for example, may have to take up roles they might not do in peace time - as soldiers, as breadwinners or as prostitutes. A gendered understanding of violence and security should not simply highlight women's victimization: women are also agents in conflict and peace, both as perpetrators of violence and as peace-makers, and both men and women are victims of gender-based violence.

When peace support operations arrive at situations of complex internal strife, they may have several unintended consequences, particularly if the gendered nature of insecurities and of violence is not clearly understood and taken into account in policy and practice. In recent years, moreover, the UN has come under fierce criticism over allegations of sexual exploitation and abuse (SEA) by UN peacekeeping personnel. Although the organization has a clear policy of zero tolerance,³ a culture of impunity within certain peacekeeping operations has allowed abuses to take place.⁴ Any sexual relations between peacekeepers and local civilians are based on inherently

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¹ For peacekeeping operations under Chapter VI and VII of the UN Charter

² By human security, we refer to "protecting fundamental freedoms – freedoms that are the essence of life. It means protecting people from critical (severe) and pervasive (widespread) threats and situations. It means creating political, social, environmental, economic, military and cultural systems that together give people the building blocks of survival, livelihood and dignity". Human security thus broadens our concept of security from the security of states and boarders to the lives of people inside and across those boarders. Commission of Human Security, *Human Security Now* (New York: United Nations Commission on Human Security, 2003): 4.

³ United Nations Secretariat, "Secretary General's Bulletin: Special measures from protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)" (New York: United Nations, 9 October 2003); United Nations General Assembly, "A comprehensive review of a strategy to eliminate future sexual exploitation and abuse in United Nations Peacekeeping Operations (A/RES/59/300)" (New York: United Nations, 30 June 2005).

⁴ United Nations General Assembly, "A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations Peacekeeping Operations (A/59/710)" (New York: United Nations, 24 March 2005); Karishma Rajoo, "Sexual Abuse and Exploitation: Power Tools in Peacekeeping Missions" Conflict Trends 4 (2004); Sarah Martin, Must Boys Be Boys? Ending Sexual Violence and Abuse in UN Peacekeeping Missions (Washington: Refugees International).

unequal power relations. The fact that abusive sexual relations may have become relatively accepted by women and men in the host society after years of conflict makes tackling the issue even more of a challenge. It is clear, however, that a "'peace' that neglects the interests of a large part of the community, or that supports, reconstructs, and in some cases strengthens the inequities in the power structure, relegating women to roles of subordination and inferiority, cannot truly be a peace worth having – and is unlikely to be sustainable."⁵

Box 1: International Mandates for Gender Training in Peace Operations

The Namibia Plan of Action (2000) calls for gender issues to be "mainstreamed throughout all regional and national training curricula and courses for peace support operations, particularly those sponsored directly by the Training Unit of DPKO." ⁶

Security Council Resolution 1325 on Women, Peace and Security (2000) requested that all peacekeeping personnel – military, police and civilian – receive training on the "protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures." ⁷

The importance of gender considerations for the success of peacekeeping operations, and the urgency of tackling SEA by peacekeepers, has been gradually accepted by the international community during the past decade. Three references were made to women and peacekeeping in the 1995 Beijing Platform for Action. Eventually in 2000, the issues related to mainstreaming gender into all aspects of multidimensional peace operations were mapped out thoroughly in the Windhoek Declaration and Namibia Plan of Action. Soon after, the Security Council adopted the Resolution 1325 on women, peace and security, which calls for a mainstreaming of a gender perspective into all activities of UN peacekeeping missions, which includes providing gender training to all peacekeeping personnel (see Box 1).

While gender mainstreaming requires the integration of gender analysis in all decision-making, planning and implementation as well as monitoring and evaluation (See Box 2), three concrete efforts have been undertaken in UN missions and by the Department for Peacekeeping Operations (DPKO): (1) the appointment of specialist gender advisors to a number of missions, (2) attempts to increase the number of women leading and serving in peace operations and (3) the provision of gender-awareness training to peacekeeping personnel. This paper focuses on the latter and discusses the institutional and political contexts within which gender training has been implemented in UN missions and troop-contributing countries and presents a preliminary overview of gender training opportunities for peacekeepers globally. Finally, it raises potential questions for further research and policy discussion. The

⁵ Angela Mackay, "Training the uniforms: gender and peacekeeping operations" *Development in Practice* 13.2 (2003): 221.

⁶ United Nations, "Windhoek Declaration, The Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations" (Nairobi: UN, 31 May 2000a).

⁷ United Nations, "UN Security Council Resolution 1325 on Women, Peace and Security (S/RES/1325)" (New York: UN, 31 October 2000b).

⁸ Elisabeth Rehn and Ellen Johnson Sirleaf, "Women, War and Peace, An Independent Experts' Assessment of the Impact of Armed Conflict on Women and Women's Role in Peace-building" (New York: United Nations Development Fund for Women, 2002).

⁹ United Nations, "Beijing Declaration and Platform for Action (A/CONF.177/20 (1995) and A/CONF.177/20/Add.1)" (New York: United Nations, 15 September 1995).

¹⁰ United Nations 2000a.

¹¹ United Nations 2000b.

¹² Rehn and Johnson Sirleaf 2002.

paper is based on a desk-review of relevant literature, web based research on the curricula of peacekeeping training centres as well as the responses to questionnaires sent to all UN peacekeeping missions and a number of national and regional training centres. The paper also draws on the information collected during a three-week virtual discussion on gender training in the security sector, hosted by UN-INSTRAW. 13

2. Gender training for peacekeepers - current practice and institutional arrangements

The training of military, police and civilian peacekeepers on gender issues is intended to improve their capacity to fulfill the mandate of the mission through

- building "a common understanding of the values they are to uphold when working for the United Nations, [such as] the principles of equality between women and men and non-discrimination based on sex: "14
- helping peacekeepers understand the social context in which peacekeeping operations are carried out and the ways in which relationships between men and women and gender roles and responsibilities are transformed by violent conflict; 15 and
- making peacekeepers aware of the positive or negative impacts that their actions can have on the host country and develop basic skills of gender analysis. 16

United Nations stresses that gender training "is [...] not a luxury, but a requirement for improving the effective discharge of the mission's mandate and reducing both harmful forms of behaviour by peacekeeping personnel and unintended negative effects of mission policies and programmes". 17

Peacekeeping troops should receive gender-awareness training both during their predeployment training programme in the troop-contributing country and once they arrive in mission. The arrangements for both types of training are reviewed in the following sections, after which the tools, curricula and reach of gender training are discussed in more detail.

¹³ Tonisson Kleppe, Tolko, "Gender training and capacity building for the security sector: A discussion on good practices", Gender Peace and Security Working Paper 3 (Santo Domingo: UN-INSTRAW, 2007).

⁴ United Nations Department of Peacekeeping Operations (UN DPKO), Gender Resource Package for Peacekeeping Operations (New York: UN DPKO, 2004) 45.

¹⁵ Ibid.; Mackay 2003.

¹⁶ Ibid.

¹⁷ UN DPKO 2004: 45.

Box 2: Definitions

Gender refers to "social attributes and opportunities associated with being male and female. These attributes, opportunities and relationships are socially constructed and are learned through socialization. They are context/ time-specific and changeable. Gender defines power relations in society and determines what is expected, allowed and valued in a woman or a man in a given context" 18

Gender-based Violence (GBV) refers to violence targeting women or men, girls or boys on the basis of their gender or sexual orientation. It includes, but is not limited to, sexual violence, which is often used as an instrument of terror and torture in armed conflict situations¹⁹.

Gender mainstreaming is "the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, such that inequality between men and women is not perpetuated" ²⁰.

Gender training is "a capacity-building activity that aims to increase awareness, knowledge and practical skills on gender issues by sharing information, experiences and techniques as well as by promoting reflection and debate. The goal of gender training is to enable participants to understand the different roles and needs of both women and men in society, to challenge gender-biased and discriminatory behaviours, structures and socially-constructed inequalities, and to apply this new knowledge to their day-to-day work" ²¹.

Sexual exploitation is "any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another" ²²

Sexual abuse refers to "actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions" ²³

2.1 Pre-deployment training

The primary responsibility to train peacekeepers is on the Member States before troops depart on mission, ²⁴ and thus the extent to which peacekeeping personnel receive pre-deployment gender training depends largely on different troop-contributing countries' policies and priorities. The UN Department for Peacekeeping Operations (DPKO), on the other hand, has developed training materials for the use of Member States and it also offers advice and supplementary training events, such as training of trainers, on request to national and regional training centres. ²⁵ The DPKO Training and Evaluation Service (TES) has developed generic training packages available online to all member states for the pre-deployment training of *civilian* personnel have not been developed to date, ²⁶ but our preliminary overview of

¹⁸ United Nations Department of Peacekeeping Operations (UN DPKO), "DPKO Policy Directive: Gender Equality in UN Peacekeeping Operations" (New York: UN DPKO, November 2006a).

¹⁹ Spees, Pam, *Gender Justice and Accountability in Peace Support Operations: Closing the Gaps* (London: International Alert, 2004).

²⁰ Agreed Conclusions of ECOSOC Coordination Segment on Gender Mainstreaming 1997.

²¹ UN-INSTRAW Gender Glossary.

²² United Nations, "Secretary General's Bulletin: Special measures from protection from sexual exploitation and sexual abuse (ST/SGB/2003/13)" (New York: United Nations, 9 October 2003).

²³ United Nations 2003.

²⁴ UN DPKO 2004.

²⁵ Mackay 2003; UN DPKO 2004.

²⁶ United Nations, Gender Resource Pack for Peacekeeping Operations (New York: UN, 2004).

peacekeeping training centres²⁷ shows that a number of centres that provide predeployment training for civilian peacekeepers have included gender training in their programmes.

As peacekeeping training is primarily a responsibility of troop-contributing countries,

the levels of training between troops from different countries is likely to vary. It is noteworthy that the countries with most capacity to train peacekeepers, both in traditional duties of cease-fire monitoring and in the new challenges of multidimensional peace operations, are generally countries that send relatively few troops. The bulk of UN peacekeeping personnel come from developing countries (see Box 3) with limited resources and capacity to train their troops.²⁸ A Refugees International study²⁹ in West Africa, for example, found that on the whole troops had received very little pre-deployment training on non-technical issues, such preventing sexual exploitation and abuse. Similarly, our overview revealed that most opportunities for gender training are in countries of the North, rather than in those countries of the South where the majority of troops originate. Notable exceptions include the African Center for the Constructive Resolution of Disputes (ACCORD)

countries			
Co	untry	Troops	
1.	Pakistan	10173	
2.	Bangladesh	9675	
3.	India	9471	
4.	Jordan	3626	
5.	Nepal	3564	
6.	Ghana	2907	
7.	Uruguay	2583	
8.	Italy	2539	
9.	Nigeria	2465	
10	. France	1975	

The top 10 countries make up 59% of all UN military and police troops.

Source: UN DPKO, March 2007

in South Africa, Centro Argentino de Entranamiento Conjunto para Operaciones de Paz (CAECOPAZ) and Centro Conjunto para Operaciones de Paz de Chile (CECOPAC), which all provide gender training to military, civilian police and civilian peacekeeping personnel. Overall, there is a dearth of representative data on the extent to which gender issues are included in pre-deployment training and the percentage of personnel that it reaches.

2.2 In-mission training

Peacekeeping personnel receive induction trainings as they arrive at peacekeeping missions, with military and civilian police often trained separately from civilian staff. The extent to which gender training is included in the induction varies from one mission to another but tends to be stronger in missions that have gender advisers on their staff³⁰. The induction sessions on gender awareness are short, ranging from thirty minutes to two hours. They are generally conducted by the gender adviser or other gender unit staff, or in missions without a gender unit, the gender focal point may take up the responsibility of delivering the induction in addition to his or her daily responsibilities. Due to time limitations or language barriers, not all incoming personnel can be briefed by gender unit staff. In such situations, in the United Nations Organization Mission in the Democratic Republic of Congo (MONUC) for example, contingents are trained by officers who have been trained by the gender unit.

²⁷ See Annex 1 for further details.

²⁸ This need has been addressed by setting regional peacekeeping training centres in Africa, for example, but the gap in resources is still great. See for example Nicky Hitchcock, "Building Capacity for African Peacekeeping: A Profile of Prominent Peacekeeping Centres in Africa" *Conflict Trends* 3 (2002).

²⁹ Martin 2005.

³⁰ UN DPKO 2004; See Annex 2 for further details on gender training in UN missions.

The United Nations Institute for Training and Research (UNITAR) conducted a training programme on the *Special Needs of Women and Children in and after Armed Conflict* which provided gender training for civilian personnel on request in eight UN peacekeeping missions and one peacekeeping training centre between 2001 and 2006. The first phase of the project was completed by the end of 2006 and operations are suspended until the funding situation permits them to resume, but training materials as well as reports of in-mission trainings conducted by the project are still available on their website.³¹

2.3 Training tools and materials

Gender training materials aimed at peacekeeping personnel have been developed over the last seven years. The *Gender and Peacekeeping Online Training Course*³², prepared by UK Department for International Development (DFID) and the Canadian Department of Foreign Affairs and International Trade (DFAIT) in 2000, laid the ground work for gender training for peacekeepers and can still be accessed online³³ by any interested individuals. The website contains a thorough and conceptually solid three-day training programme, and can be used as a reference document by gender trainers or other individuals working in peacekeeping operations. The tool has been critiqued for being pitched at a rather academic level that is too sophisticated for its intended audience, i.e. all levels of personnel deployed to peacekeeping missions. Further development and updating of the course have been hampered by the fact that it does not have a single institutional home.³⁴

DPKO drew on and developed this existing material as they introduced Gender and Peacekeeping as one of their Standardized Generic Training Modules (SGTM) for military and civilian police peacekeeping personnel in co-operation with Member States' militaries. At present, these standardized modules include *Gender and Peacekeeping Operations* (SGTM 5c) and the more recent *Gender Equality in Peacekeeping* (SGTM 17), which have both been designed to be more accessible to a broad range of audiences among police and military personnel than the rather academic *Gender and Peacekeeping Online Training Course.* The training modules are available to Member States for pre-deployment training of military and civilian police personnel. It is noteworthy that DPKO has not developed training modules specifically for civilian personnel to date. The DPKO has also developed a training module on gender and peacekeeping, specifically for use during in-mission training.

The UNITAR Programme of Correspondence Instruction in Peacekeeping Operations (POCI) provides a correspondence course on *Gender Perspectives in UN Peacekeeping Missions*, ³⁹ which is available to any interested individuals and is specifically aimed at UN personnel deployed to peacekeeping missions. Their E-

³¹ See http://www.unitar.org/wcc/ for more details on the training programme on Special Needs of Women and Children in and after Armed Conflict.

³² http://www.genderandpeacekeeping.org/

³³ www.genderandpeacekeeping.org/

³⁴ Angela Mackay, Virtual Discussion on gender training for security sector personnel hosted by UN-INSTRAW in April 2007.

³⁵ Mackay 2003; Linda Etchart, "Progress in Gender Mainstreaming in Peace Support Operations," *Gender Mainstreaming in Conflict Transformation*, eds. Rawwida Baksh, Linda Etchart, Elsie Onubogu and Tina Johnson (London: Commonwealth Secretariat, 2005).

³⁶ Mackay 2003

³⁷ United Nations 2004

³⁸ United Nations Department for Peacekeeping Operations (UN DPKO), *Gender and Peacekeeping Operations In-Mission Training* (New York: UN DPKO, 2001).

⁹ http://www.unitarpoci.org/

Learning for African Peacekeepers (ELAP)⁴⁰ initiative allows military, police and gendarmerie peacekeeping personnel who are citizens of African nations to take all UNITAR POCI distance-learning courses free of charge. To-date most graduates of the course on *Gender Perspectives* are from African countries and have taken the course under the auspices of ELAP.⁴¹

In developing its gender training modules, DPKO strives to take advantage of local resources by co-operating with local women's organizations as well as UN entities with specialist knowledge on gender issues, such as UNIFEM. ⁴² This was the approach taken in the development and piloting of the Gender and Peacekeeping In-Mission package. When local representatives were included as part of a resource group during the training in the UN missions in Ethiopia and Eritrea, Sierra Leone and the Democratic Republic of Congo (DRC) "the results were fantastic because the 'peacekeept' were able to provide context and translate 'gender' in that society for the peacekeepers". ⁴³

The training materials discussed here and summarized in Table 1 provide a great deal of input for gender trainers to use in pre-deployment and in-mission training and their use also allows trainers to conform to standards, definitions and prioritizations set by DPKO. The responses to our questionnaire sent to peacekeeping training centres and mission gender advisors suggest that trainers make a lot of use of these standardized materials but also often adapt them to some extent to fit the needs and context of the peacekeeping mission or the troop-contributing country in question. In fact, Mackay argues that "[f]or pre-deployment training the material should be broad and generic, incorporating a wealth of different examples. For inmission training, it will be important to contextualise and offer local examples whose relevance the peacekeeper will immediately be able to test." 44

2.4 Curriculum and methods

Gender training for peacekeepers may take many forms and contents, as trainers often use parts of the standard modules developed by the DPKO and tailor them to the needs of the mission, of the training participants or according to the country's own policies and priorities regarding gender and peacekeeping.

Topics that are often dealt with in gender training for peacekeepers include: 45

• The **concept of gender**: although gender training for peacekeepers is generally very practice-oriented, some conceptual clarifications are needed to explain the concept of gender, the ways in which it differs from the concept of sex and varies from one culture to another. Discussing **cultural differences** in gender roles can highlight the ways in which gender norms are socially constructed and prepare peacekeepers to understand different gender norms in the new culture.

⁴⁰ http://elap.unitarpoci.org/

⁴¹ www.unitarpoci.org

⁴² UN DPKO 2004.

⁴³ Angela Mackay, Virtual Discussion on gender training for security sector personnel hosted by UN-INSTRAW in April 2007.

⁴⁴ Mackay 2003: 220.

⁴⁵ The examples are drawn from the United Nations standardized training modules, information gathered from individual training centres and mission gender advisors, as well as a Virtual Discussion on Gender Training for the Security Sector, documented in Tōnisson Kleppe 2007.

- Many trainers introduce Security Council Resolution 1325 on Women, Peace and Security, which is considered a useful entry point to the topic and supports a rights- and mandate-based approach to gender training.
- The standardized modules developed by DPKO devote considerable time to the **gender aspects of armed conflict**, including the differing roles, responsibilities, insecurities and vulnerabilities of men, women, boys and girls as well as the impact that violent conflict can have on gender relations.
- **Human rights**: the 17th Standardized Training Module approaches gender equality questions with a rights-based approach, which means that rather than appearing to impose their form of morality on the training participants, the trainer can draw on internationally accepted human rights norms as a basis for discussing issues related to gender equality in peacekeeping. 46
- Some trainings also deal with the issue of gender equality in the workplace and attempt to raise the awareness of the participants about policies and procedures regarding gender-based discrimination and/or sexual harassment in UN missions.

Although troops are often trained separately on issues relating to Code of Conduct of UN personnel, which covers the organisation's position on and definition of **sexual exploitation and abuse (SEA)**, the latter is sometimes also covered in gender training modules. There is some disagreement among practitioners on whether SEA issues should be included in gender training modules, as according to some, SEA should be seen as a code of conduct issue and might otherwise take up valuable time allocated to gender training. Proponents argue, however, that SEA and the culture of immunity that many perpetrators enjoy in peacekeeping missions is closely linked to existing gender stereotypes and unequal gender relations as well as experiences of sexual and gender-based violence during conflict. Even in cases where gender training is a separate activity from SEA training, discussing gender roles and inequalities can be a good entry point to addressing SEA.

Finally, it is noteworthy that although gender-awareness is raised in specific training modules dedicated to gender equality in peacekeeping operations, gender is clearly a cross-cutting issue in all peacekeeping activities, and thus should be discussed throughout the training programme for peacekeepers. ⁴⁹ Mainstreaming gender issues into the regular training agenda is a good way to get around the problem of lack of time allocated to gender training ⁵⁰ and may increase the acceptance of gender as an integral consideration in all aspects of peacekeeping operations. In our overview of gender training for peacekeepers, we came across a handful of training centres that have already made attempts to mainstream gender into all of their courses, such as the Austrian Study Centre for Peace and Conflict Resolution (ASPR), the Centre for International Peace Operations (ZIF) in Germany or the Folke Bernadotte Academy (FBA) in Sweden.

In terms of training methods, most gender training materials call for a mixture of presentation/lecture, debate, case studies and operational exercises. Some complement the training with audio-visual materials, and Dahrendorf recommends that the UN Public Information Office could support mission gender units in developing audio-visual materials, such as mission-specific training videos, "that

⁴⁶ See also Mackay 2003; Tõnisson Kleppe 2007.

⁴⁷ Tõnisson Kleppe 2007.

⁴⁸ Ibid.

⁴⁹ As urged in the Windhoek Declaration (United Nations 2000a), for example.

illustrate the impact and context of sexual exploitation and abuse" ⁵¹. In the Virtual Discussion on Gender Training for Security Sector Personnel moderated by UN-INSTRAW, ⁵² a number of gender trainers underlined the fact that gender training should be interactive, include discussion and debate, and deal with issues of practical relevance to the participants' work. ⁵³ Interactive methods may sometimes, however, be difficult to implement in hierarchical contexts. Mackay's experience of piloting her training tool in East Timor was, for example, that "[w]orking as self-starting groups exploring problems together was not a developed skill in most cases. Participants would generally defer to the senior person present and were reluctant to voice an opinion." ⁵⁴

2.5 Target audience and reach

Gender training for peacekeepers is aimed at military, civilian police and civilian personnel deployed to UN missions. While many national defence academies mainly offer training to military and police personnel, a number of training centres (such as the Centre for International Peace Operations (ZIF) in Germany; the African Centre for constructive Resolution of Disputes (ACCORD) in South Africa, or the Folke Bernadotte Academy in Sweden offering training to civilian personnel have incorporated gender-awareness training into their curricula. As mentioned above, DPKO's work on gender training has mainly focused on modules for military and civilian police personnel, although training has also been provided to civilian personnel in the past through UNITAR's Specific Needs of Women and Children during and after Armed Conflict training programme.

The extent to which gender training reaches peacekeeping personnel and what impact it has on peacekeeping operations and interaction between UN personnel and local population is clearly an issue in need of further research. The preliminary overview presented in Annex 1 already suggests that there are considerable gaps in the reach of gender training in a number of key troop-contributing countries. Similarly, not all UN peacekeeping missions have sufficient resources to train all incoming troops on gender issues. These capacity gaps are most pronounced in missions without gender units. It is also not always clear whether in-mission training reaches all troops due to language difficulties. ⁵⁵ Often only the commanding officers speak the 'mission language', while most troops only speak their native tongue. ⁵⁶

3. Challenges in gender training for peacekeepers and opportunities for future research, policy and practice

The issue with gender training

is the emotional rather than the intellectual challenge it presents. From the outset, it is at some level a politicised discussion. It strikes at the centre of everyone's being, male or female, because it is about beliefs, values, practices, expectations, and attitudes that identify every one of us. Long-held assumptions are likely to be challenged, issues of power and control

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⁵¹ Nicola Dahrendorf, "Sexual Exploitation and Abuse: Lessons Learnt Study. Addressing Sexual Exploitation and Abuse in MONUC" (New York: UN DPKO Best Practices Unit, 2006) 16.

⁵² In collaboration with the Geneva Centre for the Democratic Control of Armed Forces (DCAF) and the OSCE Office for Democratic Institutions and Human Rights (ODIHR).

⁵³ Tõnisson Kleppe 2007.

⁵⁴ Mackay 2003: 220.

⁵⁵ Martin 2005.

⁵⁶ Martin 2005.

confronted, and a demand made to look at the world from a different perspective.57

The political nature of gender training raises challenges both at the institutional level, as well as in the class room. One of the greatest challenges at the institutional level is the lack of resources and political will allotted to gender training and the resultant gaps in institutional capacity. As discussed above, the capacity to train peacekeeping troops in general, and with regards to gender in particular, is distributed very unevenly in geographic terms and the strongest training capacities tend not to coincide with the countries that contribute the most troops to UN missions, such as those in South Asia and Sub-Saharan Africa. Furthermore, the uneven coverage of pre-deployment gender training is also related to differing status that gender issues have in each troop-contributing country's peacekeeping agenda. For, "no matter what training material is produced, the issue of sovereignty prevents the UN from making it enforceable. UN personnel can suggest, request, persuade - but not enforce or insist on the delivery of training." 58

In-mission gender training is also very dependent on the leadership of the mission and their commitment to the cause as well as the existence of a specialised gender unit. Too often, the training of and awareness-raising among senior management is overlooked; it is assumed that they already know and understand. 59 "Without their commitment, [however,] the 'simple soldier' lacks support and reinforcement for any positive steps taken in the gender arena." 60 Furthermore, the full institutionalization of gender training in contexts of high staff turnover, such as peacekeeping missions, can only be possible with the full support of senior management. 61

In all missions, gender advisors and gender focal points have to tackle the huge task of briefing all incoming staff, often with little notice, and working to institutionalize gender training: "The high levels of staff turnover and the ongoing rotation of uniformed personnel result in the need for gender units to invest greatly in providing briefings and training to new staff on an ongoing basis."62 Dahrendorf63 suggests that training of in-mission trainers on gender issues and SEA would improve the reach of gender training and allow for the integration of gender issues to the wider induction training programme.

The fact that not all peacekeeping missions have a gender unit (see Annex 1), moreover, is an obstacle to the goal of providing gender training to all incoming troops in each mission. In missions without gender units, assigned gender focal points have to deal with this task in addition to their 'day jobs' and sometimes do not have the required capacity to undertake gender training for incoming staff. In some cases, however, such as in the UN missions in Cyprus and Georgia, the Gender Focal Point has taken the initiative to give short induction presentations to all staff on mission-specific gender issues, such as human trafficking. Without institutionalized

⁵⁷ Mackay 2003: 220.

⁵⁸ Mackay, 2003: 220

⁶⁰ Ibid. 221; See also Tõnisson Kleppe 2007.

⁶¹ With the aim of increasing the outreach of gender training for senior mission leaders, the UN DPKO has initiated a Training-of-Trainers programme, which gives gender trainers the readiness to conduct gender training sessions for senior mission leaders.

⁶² United Nations, 2006b; see also Martin, 2005; Higate, Paul, "Gender and Peacekeeping. Case Studies: The Democratic Republic of the Congo and Sierra Leone" Institute for Security Studies Monograph No. 91 (Pretoria: Institute for Security Studies). ⁶³ Dahrendorf 2006.

(and properly funded) gender units in each mission, however, such training remains dependent on the enthusiasm and capacity of individual staff members.

The political nature of gender training also results in a number of challenges for gender trainers in terms of training curriculum and methods. As the United Nations underlines,

By distinguishing between sex (a biological term) and gender (a social and cultural construct), gender training challenges traditional ways of thinking and uncovers common assumptions about women and men. Some personnel may find that discussing how culturally defined roles and responsibilities for women and men differ among regions and communities can be unsettling or even confrontational.⁶⁴

These challenges include the question of how to introduce the concept of gender and how to teach gender analysis in a non-confrontational as well as a practice-oriented way. One goal of gender training is to highlight, and to some extent challenge, prevailing gender relations and norms, and not just discuss women as a homogeneous "vulnerable group". This may involve problematizing dominant constructions of masculinity, which the military and police often draw on, and trainers have to find innovative ways to avoid causing a sense of accusation and encourage participants to consider new ways of seeing the world. 65

4. Conclusions

This brief background paper aims to have provided an introduction to gender training for peacekeepers and discussed the institutional arrangements and political challenges for its implementation. It suggests that while important advances have been made during the past years in institutionalising gender training for all peacekeeping personnel by troop-contributing countries, peacekeeping missions and the UN DPKO, there are still important gaps in the reach of gender training, as its implementation varies considerably from one country or mission to another.

A number of issues for further research arise from the discussion. First, assessing the reach and degree of implementation of gender training is clearly a topic that requires further investigation so that the greatest capacity gaps and the most pressing political resistance can be identified. Second, the impact of gender training on the behaviour and attitude of peacekeeping personnel and their impact on the ground is an under-researched area, and such evaluation would be crucial for identifying the best training tools and methods as well as for advocating for further resources. Third, while this paper has provided a preliminary overview of gender training for UN peacekeeping personnel, it would be important to extend the analysis to other peace operations (such as those lead by the OSCE, 66 the Economic Community of West African States, or the African Union) as well as to the work of humanitarian personnel not covered by UN codes of conduct.

⁶⁴ United Nations 2004: 46.

⁶⁵ For a detailed account on best practices for gender training within the security sector, see Tōnisson Kleppe, Toiko, "Gender Training for Security Sector Personnel – Good and Bad Practices", *Gender and Security Sector Reform Toolkit*, (UN-INSTRAW, DCAF, OSCE ODIHR, forthcoming).

⁶⁶ This review suggests that gender awareness training is also conducted for peacekeepers in missions conducted by regional bodies. Although primarily aimed at covering gender training for UN peacekeepers, we came across a number of training centres that provide gender training for other entities, such as the OSCE. Further study of gender training in a broader sample of peacekeeping missions could help us understand better the institutional and political factors that have an impact on the quality and reach of gender training as well as document further experiences and best practices.

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Annex 1: Gender training in national and regional training centres ⁶⁷		
Training centre	Training centre description	Description of gender training
African Center for the Constructive Resolution of Disputes (ACCORD), South Africa www.accord.org.za	ACCORD conducts a series of training workshops for peacekeepers in Africa, with special focus on civilian components of peacekeeping and civil-military cooperation. ACCORD works in cooperation with and provides training to African troop-contributing countries, UN missions in Africa and other regional peacekeeping training centres.	Gender training is included in a number of ACCORD courses, such as Conflict Management for Peacekeepers; Civilian Peacekeeping and Peacebuilding, with a minimum of three hours devoted to gender issues in each course. The training materials are primarily UN Standardized Generic Training Modules, but sometimes other institutions are invited to give presentations. The training is provided by male and female senior staff as well as trainers from partner institutions and UN missions.
Australian Defence Force Peacekeeping Centre www.defence.gov.au/adfw c/peacekeeping/index.htm	The Australian Defence Force Peacekeeping Centre provides military training and preparation for international peacekeeping mission	Gender issues are covered in the Centre's International Peace Operations Seminars.
Austrian Study Centre for Peace and Conflict Resolution (ASPR) www.aspr.ac.at	The ASPR is an independent non-profit organization, which aims to contribute to the promotion of peace and conflict resolution through research, training and education programmes. Training participants are mainly civilian but also police and military personnel on occasion.	Gender issues are covered in OSCE predeployment trainings, as well as the basic and specialist courses in the Centre's International Civilian Peacekeeping and Peacebuilding Training Programme and its EU project on Training for Civilian Aspects of Crisis Management. Gender issues are mainstreamed in all core and specialisation courses and also raised specifically at least once in each course. The ASPR also hosts gender-focused trainings and workshops, such as a week-long course on combating human trafficking in the OSCE area and a Training-of-Trainers (ToT) workshop on gender issues. While majority of participants at the Centre's courses are at junior or midmanagement level, the ToT is directed at senior OSCE officials.
Bangladesh Institute of Peace Support Operations Training www.bipsot.net/	The Bangladesh Institute of Peace Support Operations Training conducts training for military officers about to be deployed on peace support missions	Bipsot courses cover the UN Standardized Generic Training Module on gender issues in peacekeeping

⁶⁷ The descriptions of gender training in Annexes 1 and 2 are the result of web searches and email questionnaires, and cannot thus be considered an exhaustive list of gender training opportunities for peacekeepers globally. In order to build a more comprehensive global overview, UN-INSTRAW has developed an interactive web resource on Gender Training for Peacekeepers which allows users to update information on the gender training their institution provides. It can be accessed at www.un-instraw.org.

Annex 1: Gender training in national and regional training centres ⁶⁷		
Training centre	Training centre description	Description of gender training
Peace Support Training Centre (PSTC), Canada http://armyapp.dnd.ca/pst c-cfsp/	The Peace Support Training Centre provides pre-deployment training to Canadian forces and other Government of Canada personnel	The month-long UN Military Observer Course and the five-day Peace Support Operations Basic Course cover gender, human rights and sexual exploitation and abuse. The material used in the courses is Canadian but is founded on the principles of the UN standardized training modules.
Centre for International Peace Operations (ZIF), Germany www.zif-berlin.org	The Centre for International Peace Operations aims to enhance Germany's civilian crisis prevention capacities. It undertakes training, recruitment, and support of German civilian personnel for peace operations and election observation missions conducted in particular by the OSCE, the EU, and the UN.	Gender issues are integrated into several aspect of each course module and all participants receive the UN Security Council Resolution 1325 as part of pre-reading material. In their basic course, gender perspectives, and how they can affect work in the field, are discussed in modules such as cultural awareness, working with interpreters, human rights, and mediation and negotiation. Modules on stress management and code of conduct also address gendered insecurities and expectations during and after conflict. In specialist courses, some knowledge of gender and UN SC 1325 is assumed and the training concentrates on how to apply a gender perspective, distinction of female and male beneficiaries and also existing concepts of masculinities. Trainers of all modules are briefed on gender issues and how to integrate them into training.
Centro Argentino de Entranamiento Conjunto para Operaciones de Paz (CAECOPAZ) www.caecopaz.mil.ar	CAECOPAZ conducts pre-deployment training for Argentinian and international military, police and civilian peacekeeping personnel. The centre follows UN Standardized Generic Training Modules.	Gender issues are discussed as part of the UN Standardized Generic Training Module 1, which includes two hours on gender issues and an additional two hours on Code of Conduct and thus all military peacekeepers receive gender training in their own units as well as when they are assigned to CAECOPAZ for predeployment training. Gender training is also included in advanced courses for military personnel. Civilian students receive gender training in basic and advanced courses. Gender is also tackled as a cross-cutting issue in other modules, such as human rights, or groups at risk.
Centro Conjunto para Operaciones de Paz de Chile (CECOPAC) www.cecopac.cl	CECOPAC provides training courses for military, police and civilian personnel about to be deployed to peace support operations.	All courses at the centre cover gender issues as part of the UN Standardized Generic Training Modules, with the minimum of two hours devoted to the issue. Depending on the course, CECOPAC uses the standard training modules in all activites as well as additional subjects for specific mission and area of deployment.

Annex 1: Gender training	Annex 1: Gender training in national and regional training centres ⁶⁷		
Training centre	Training centre description	Description of gender training	
Civil-Military Co-Operation Centre of Excellence (CCOE) www.cimic-coe.org	The Civil-Military Co-Operation Centre of Excellence (CCOE) provides training and other support to NATO, sponsoring states and other military and civil institutions.	CCOE conducts a lesson on gender issues as part of its Civil-Military Co-operation Basic Course. Gender perspectives are also included in roles plays.	
Finnish Defence Forces International Centre www.fincent.fi	The Finnish Defence Forces International Centre conducts predeployment training for military, police and civilian peacekeepers, mainly from Finland and Nordic countries.	Gender issues are discussed as a component in two courses: Coordination, Liaison and Cooperation Course for European Union Operations, and NORDCAPS Partnership for Peace Coordination, Liaison and Cooperation Course.	
Folke Bernadotte Academy, Sweden www.folkebernadotteacade my.se	Folke Bernadotte Academy organises courses and trainings to improve the quality and effectiveness of international conflict and crisis management, peace support operations and disaster relief operations for military and civilian personnel.	Instead of conducting modules explicitly on gender, the FBA has mainstreamed a gender perspective to all its courses and subjects, with the support of experts from international and national organisations. The academy works on scenario-based learning and uses a lot of role play and practical exercises. Their recently adopted Gender Action Plan supports the mainstreaming of gender into all activities as well as ensuring an equal balance of male and female speakers, resource persons and experts.	
Genderforce, Sweden www.genderforce.se	Genderforce is a partnership consisting of six partners that represent both civilian and military organisations as well as NGOs: the Swedish Armed Forces, the Swedish Police, the Swedish Rescue Services Agency, the Kvinna till Kvinna Foundation, the Association of Military Officers in Sweden and the Swedish Women's Voluntary Defence Organisation. Its aim is to improve the Swedish international relief operations and peacekeeping missions by ensuring women's participation and a gender perspective.	The partnership has produced training methods and tools for Swedish personnel deployed abroad to assist them in gender issues and to promote empowerment of women in the mission area. The training modules cover issues such integrating a gender perspective into the daily work, trafficking in human beings and gender equality and women's human rights. The training takes 1-2 days and is based on modules from basic to more in-depth depending on the target group. Genderforce have also developed modules for mainstreaming a gender perspective into other types of training sessions, a training course for gender advisors, and a 'gender coach' programme for senior officials, who may have not time to participate in regular training events.	

Annex 1: Gender training in national and regional training centres ⁶⁷		
Training centre	Training centre description	Description of gender training
International Institute for Humanitarian Law, Italy www.iihl.org	The International Institute of Humanitarian Law (IIHL) is an independent and non-profit organisation, which encourages dialogue on humanitarian issues. The institute conducts training for military personnel, legal advisers, police officers, diplomats, students and members of international organizations.	Gender issues are covered briefly in all courses at the institute, particularly when human rights instruments are introduced as well as in a number of case studies.
Multinational Peace Support Operations Centre (MPSOTC), Greece http://www.mpsotc.gr/	The Multinational Peace Support Operations Centre conducts training for NATO and UN personnel.	Gender training of about two hours is conducted as part of the centre's basic and advanced courses, as well as UN Military Observer, Civil-Military Co-operation and Border Control courses. The training, which uses the UN standardized generic training modules, is conducted my national and international instructors to participants of all ranks.
Peace Support Operations Training Centre, Bosnia- Herzegovina (PSOTC) http://www.psotc.org/	PSOTC provides professional military education and staff training for officers of the Armed Forces of Bosnia Herzegovina and other International attendees and also promotes the benefits of inter entity co-operation, and supports the Armed Forces restructuring.	Gender issues are covered on the Peace Support Operations Staff Course in the Leadership and Ethics Package and selected exercises during the course.
Swedish Armed Forces www.mil.se		All Swedish Armed Forces personnel about to be deployed on mission take part in the 3,5-hour basic gender training as well as a Code of Conduct training of 2-4 hours which covers sexual exploitation and abuse and trafficking in human beings.

Annex 1: Gender training in national and regional training centres ⁶⁷		
Training centre	Training centre description	Description of gender training
Swedish Military International Training Centre (Swedint) www.swedint.mil.se	The Swedish Armed Forces International Centre offers training to international military, police and civilian peacekeeping personnel.	Most courses at Swedint include a lecture and case studies on gender issues in peace support operations. Students on staff courses, police commander courses and civilian staff courses get a common 1,5-hour lecture on gender issues. The United Nations Police Officers Course includes about 4 hours gender training, with topics such as anti-trafficking, dealing with sexual exploitation and abuse, women as actors and ways to include local women without jeopardising their security. Civil-Military Relations course includes about five hours of gender training and the UN Junior Officers Course about one hour. Swedint's training materials are developed out of the training programme for the Swedish Peacekeeping Units, which have been tailored for officers from an operational perspective. The case studies have a focus on women as actors and on how to include women in the peace building process, with examples of best practise and experiences of cultural obstacles.

Mission	Description of gender training	Contact
United Nations Mission in Sudan (UNMIS)	The Office of Gender Affairs conducts gender awareness inductions to all incoming military, civilian and police personnel, which covers the concepts of sex and gender, gender roles, gender mainstreaming mandates and definitions and the functions of the gender unit. The unit also conducts further training on gender mainstreaming, on gender-based violence and protection of IDPs. The induction training lasts about one hour and the course on gender mainstreaming lasts a day.	Gender Affairs Officer: Theresa Kambobe
United Nations Operation in Côte d'Ivoire (UNOCI)	The mission has no gender unit.	No gender unit
United Nations Mission in Liberia (UNMIL)	All mission personnel are trained on gender analysis and mainstreaming to ensure integration of gender in the design, implementation, monitoring and evaluation of policies, programmes and mission activities.	Senior Gender Advisor: Joana Foster
United Nations Organization Mission in the Democratic Republic of Congo (MONUC)	The Office for Gender Affairs conducts gender-awareness briefings to military observers, civilian police, and civilian personnel arriving at the mission as part of their inductions programme. Contingents are trained by officers who have been trained by the gender unit. Depending on the audience, the training sessions range from 30 minutes to 2 hours, and they cover topics such as gender roles, impact of armed conflict, survival strategies, sexual and domestic violence, sexual exploitation and abuse and women's participation in electoral processes.	Gender Advisor: Dominique Rene Bassinga
United Nations Mission in Ethiopia and Eritrea (UNMEE)	The mission has not gender unit and no gender training is provided to incoming personnel.	Gender Focal Point: Musi Khumalo
United Nations Mission for the Referendum in Western Sahara (MINURSO)	The mission has no gender unit.	No gender unit
United Nations Stabilization Mission in Haiti (MINUSTAH)	A briefing on gender issues of about one hour is compulsory for all incoming personnel, military, police and civilian, as part of their induction training.	Senior Gender Advisor: Nadine Puechguirbal
United Nations Integrated Mission in Timor-Leste (UNMIT)	The DPKO is in the process of recruiting staff for the gender unit in UNMIT.	To be recruited
United Nations Military Observer Group in India and Pakistan (UNMOGIP)	The mission has no gender unit.	No gender unit

Mission	Description of gender training	Contact
United Nations Peacekeeping Force in Cyprus (UNFICYP)	Short inductions on gender issues are mandatory for all categories of staff who come to mission. The briefing covers issues such as the definition of gender and equality, group exercises on gender roles, issues specific to Cyprus, particularly trafficking, international working environment and sexual harassment. Training on sexual exploitation and abuse and gender are combined into one session. Training is conducted by the Gender Focal Point, as the mission has no gender unit.	Gender Focal Point: Sally Anne Corcoran
United Nations Observer Mission in Georgia (UNOMIG)	Gender training of 30 minutes is provided to all incoming staff, both military, civilian and UN police officers, during their induction training upon their arrival to the mission. All the training is conducted by the UNOMIG Gender Focal Point, as the mission does not have a gender unit.	Gender Focal Point: Valerie Maugy
United Nations Mission in Kosovo (UNMIK)	The office of Gender Affairs conducts training to all UNMIK personnel from administration to civilian police, and both national and international staff. The one-day training session on gender and security covers issues such as gender in militarized societies, the perceptions of women and men in terms of security definitions and impacts, and the integration of a human security approach to the work of peacekeeping personnel.	Claire Hutchinson
United Nations Disengagement Observer Force (UNDOF)	The mission has no gender unit.	No gender unit
United Nations Interim Force in Lebanon (UNIFIL)	The mission has no gender unit.	No gender unit
United Nations Truce Supervision Organization (UNTSO)	The mission has no gender unit.	No gender unit
United Nations Assistance Mission in Afghanistan (UNAMA)	A political, or peace building mission, UNAMA has small numbers of military and police personnel. Gender training is mainly targeted at national and international civilian staff. An induction session of three hours is offered to most newly recruited staff, and some staff may get gender training twice. The training covers issues such as gender roles; gender mainstreaming; UN Security Council Resolution 1325; international and national legal frameworks; and gender issues in the working place. Sexual exploitation and abuse is covered separately by the Code of Conduct Officer.	Gender Advisor: Nesrin Hannoun
United Nations Integrated Office in Sierra Leone (UNIOSIL)	The mission has no gender unit.	No contact
United Nations Integrated Office in Burundi (BINUB)	Gender training of about two hours is given to all incoming military, civilian and police personnel. The training does not yet reach national staff, such as national police officers of this peace building mission.	Gender Affairs Officer: Isidore Boutchue

Annex 3: Training tools and materials		
Training	Institution	Aim and content
material		
Gender Resource Package for Peacekeeping Operations	UN DPKO, 2004	The thorough resource package – available online, on CD-rom and as a text book - is designed to explain the concept of gender mainstreaming to peacekeeping personnel at UN Headquarters and in missions. It is a reference guide that includes background information and highlights key gender issues in each functional area of peacekeeping operations, as well as a number of practical tools such as a gender assessment checklist for planning and guides to implementation. It is intended for use by all peacekeeping personnel, i.e., civilian, civilian police and military staff of
Gender Equality in Peacekeeping Operations SGTM 17	UN DPKO	all grades. The 17 th Standardized Generic Training Module to be used in pre-deployment training of peacekeeping personnel presents the concept of gender equality and approaches it as a human rights issue. In a 90-minute presentation, the aim of the module is to show peacekeepers how women and men are affected by conflict; the impact that conflict has on gender roles and relations; and how peacekeeping operations can help women and men benefit equally during the transition from war to peace. The training is conducted with a mixture of presentation and discussion and
		practical exercise.
Gender and Peacekeeping SGTM 5C	UN DPKO	The 5C Standardized Generic Training Module to be used in pre-deployment training of peacekeeping personnel is a 45-minute lecture that covers key topics on gender and peacekeeping such as the impact of conflict on men and women; roles and relationships between men and women; gender, sex, culture and human rights; and the impact peacekeepers may have on gender roles and responsibilities. The module has been replaced by the SGTM 17, above.
Gender and Peacekeeping Operations In- Mission Training	UN DPKO, 2001	The training manual is designed to enable instructors to read, prepare and deliver basic training on the meaning and implications of Gender and Peacekeeping Operations. It provides practical examples based on real experiences and situations in order to allow the participants to constantly test their understanding of the concepts. The manual includes the content of training in "trainer notes" as well as hand-outs for participants, slides for presentations, readings and additional materials. There are also suggestions on how to discuss such a contentious subject as gender in a constructive way with training participants.
Gender Perspectives in UN Peacekeeping Operations	UNITAR POCI	This correspondence course is aimed at interested individuals and covers conceptual and operational issues involved in integrating a gender perspective in peace support operations. It discusses how gender balance and gender equality allows women to stop being victimized during conflict. The course also emphasizes the need for women to have a strategic role at all decision-making levels in mission and in national and local institutions. The course is made of nine lessons.
Gender and Peacekeeping Online Training Course	UK Department for International Development and Canadian Ministry of Foreign Affairs	This thorough online resource for a three-day training on gender and peacekeeping has separate sections for trainers and participants with the curriculum, exercises as well as the methodology for each of the 7 themes. The themes cover gender and culture, human rights and international humanitarian law as well as gender in peacekeeping operations, in the conflict phase and in the post-conflict phase.