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Background Paper for Virtual Discussion on

“Gender Training and Capacity-Building for Security Sector Personnel”

This background paper is an introduction to various issues regarding gender training for security sector personnel and how to measure its impact. The paper's purpose is to give initial input to the virtual discussion on the subject to facilitate the exchange and collection of information from gender training experts.

Gender training for inclusive security

The concept of the security sector (see Box 1) has come to refer not only to the traditional notion of national security and territorial defence, but also to the broader concept of the protection of people’s physical integrity and well-being. One of the central mandates of the security sector (see Box 2) is to ensure the right to security for women, men, boys and girls.

The reality is that the security needs of women, girls and marginalised men and boys are not being adequately met. Especially in the areas of gender-based violence (including violence against men and boys), the security sector has failed to prevent and respond to these crimes. To give an example, at least one in every three women have been beaten, coerced into sex, or otherwise abused in their lifetimes¹.

In addition, men are highly overrepresented in most security institutions around the world. For example, between 1957 and 1989, women represented 0.1% of field-based military working in peacekeeping operations, and in 2000, women made up only 4% of police and 3% of military in UN operations². Gender stereotypes and masculinities, discrimination and sexual harassment often permeate the

Box 1: Gender and Security Sector Reform – Definitions

Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes on a differential basis. Whereas biological sex is determined by genetic and anatomical characteristics, gender is an acquired identity that is learned, changes over time, and varies widely within and across cultures. Gender is relational and refers not simply to women or men but to the relationship between them.

Security Sector

Organisations and entities that have the authority, capacity, and/or orders to use force or the threat of force to protect the state and civilians. It also includes the civil structures responsible for managing such organisations.

Security Sector Reform

The transformation of security institutions so that they play an effective, legitimate and democratically accountable role in providing external and internal security.

(from UN INSTRAW Gender, Peace and Security Glossary: <http://www.un-instraw.org/en/index.php?option=content&task=blogcategory&id=153&Itemid=213>)

¹UNFPA, “State of the World 2000”, Chapter 3: Ending Violence Against Women and Girls, [http://www.unfpa.org/swp/2000/english/ch03.html]

²UNIFEM - E. Rehn, E. Johnson Sirleaf (2002), *Women War Peace – The Independent Experts’ Assessment*, Progress of the World’s Women, Vol. 1; Chapter 5: “Women and Peace Operations”, p. 64, [http://www.unifem.org/filesconfirmed/149/217_chapter05.pdf]

working environment. Gender perspectives therefore need to be integrated throughout the security sector in order to guarantee equal access to security, gender-balance of staff, efficiency and a healthy work environment.

Gender training can help to increase the possibility to satisfy the distinct security needs of both men and women. This training and capacity-building for security sector personnel involves increasing awareness of the specific gender roles and security needs of men and women, contributing to a more inclusive security through gender training and other activities. All areas of the security sector (see Box 2), from core security actors to civil society, must be addressed by gender training programmes to change attitudes towards distinct gender based security needs.

Benefits and challenges of gender training

Gender training has been shown to have a significant impact on the work of security sector personnel. For example, in **Honduras**³ a pioneering initiative to gender-sensitize **police officers** proved so successful that it became part of the regular police training programme and significantly increased the number of reported cases of domestic violence.

The absence of thorough and repeated gender training may, in contrast, make it more difficult to prevent gender-based violence. An example is the **United Nations Mission in the Democratic Republic of Congo (MONUC)**⁴, where the Gender Unit was not established until one year after the mission had been set up. Despite recorded incidents of sexual abuse and exploitation, senior commanders failed to take any measures to prevent and respond to their subordinates' offences. This underlines the importance of implementing gender training for senior officers.

Box 2: The Security Sector

The official security sector	<i>Core security actors</i>	International/Regional forces Military/Paramilitary Police Border guards/Customs Intelligence services
	<i>Justice and Rule of Law</i>	Judicial and penal institutions
	<i>Official oversight bodies</i>	Government bodies Ministries of defence, justice, finance, foreign affairs and internal affairs Parliamentarians
Additional security sector actors	<i>Non-statutory oversight bodies</i>	Civil society organisations Media Donors supporting SSR
	<i>Non-statutory security forces</i>	Armed opposition groups Private security firms

Gender training at senior levels is a perennial problem. Supportive leadership is essential, but lack of support and modelling can undermine the most successful efforts at lower levels. The assumption often exists that senior managers already know the subject or do not have time for training, but experience demonstrates this not to be the case. Gender training is necessary at all levels, yet it can be difficult to effectively institutionalise at senior levels due to resistance or neglect.

³ UNFPA, "State of the World 2005", Ch. 7, p. 2, [http://www.unfpa.org/swp/2005/english/ch7/chap7_page2.htm]

⁴ N. Dahrendorf, "Addressing Sexual Exploitation and Abuse in MONUC: Lessons Learned Study", March 2006, Peacekeeping Best Practices Section, UN Department of Peacekeeping Operations, [http://pbpu.unlb.org/pbpu/view/viewdocument.aspx?id=2&docid=752&menukey=_7_1]

Another challenge of gender training and capacity-building is the approach of the gender trainer. Trainers must succeed in making gender training relevant to the audience so that they accept the content and act accordingly, making it their own. Yet, many trainers are mandated to perform capacity-building with little prior knowledge or support. The best of training is thus always at the mercy of trainers who may or not be well versed, interested or committed to the subject.

The theory of gender mainstreaming and the significance of a gendered approach may be made comprehensible and relevant in the classroom, but it is not an easy task to make the cultural transfer from theory to practice. Everything can come adrift when faced with the social reality of the work environment. Hence, it is important that the trainers ensure that the voices of the local population are heard and specifically included in gender training.

Framing and designing gender training and capacity-building

Gender training is an essential component in the process of creating a participatory, accountable and equitable security sector. The goals of gender training include:

- attitude changes towards increased gender sensitivity
- building knowledge on international, national and internal laws and policies on:
 - gender discrimination
 - sexual harassment, gender-based violence and other gendered security issues
- behavioural changes to integrate gender issues into their daily work
- inform the participants about benefits of integrating gender

Gender trainings should provide security sector personnel with **critical thinking** on gender issues, which means to:

- **Be aware of the differences** between men's and women's specific security needs.
- **Actively take these different security needs into account** in all work situations (e.g. police officers handling cases of gender-based violence, border guards searching women at check points, judges issuing decisions on arrest and detention warrants for violent offenders etc.)
- **Prevent and adequately address** all forms of **criminal conduct or neglect** of gender-specific insecurities committed by either security sector personnel or civilians.

The gender training must be designed specifically for the work context of the course participants. All security sector personnel, independent of the institution, rank or sex, should ideally undergo mandatory gender training. Gender trainings thus need to be contextualised with regard to the area of the security sector that is targeted, depending on:

- Sector of work (judges, NGO staff, policy-makers, peacekeepers, police officers, prison staff, etc.)
- Age and sex of the participants
- Educational level, professional positions and ranks of the participants

Certain security sector areas are more suited to academic training. Other security branches may on the other hand profit from more practical training programmes that are more closely connected to everyday work experiences. Various learning

techniques/pedagogies may be considered, such as “problem-based learning”⁵ that makes use of the participants’ former knowledge and experiences to improve the learning process.

The structure and content of gender training also depend on geographical, political and cultural factors, for example:

- legal framework regarding women's and LGBT persons' rights;
 - the intersection between gender and cultural norms;
 - if it is a post-conflict, developing or developed country/area and the different realities of each context
- A groundbreaking example of gender training within the judicial sector is a course led by civil society organisations to train judges of the Iraqi High Tribunal⁶. The course was held at the end of 2006 and addressed recent developments in domestic and international law concerning gender-based violence and women’s rights.

Gender training and capacity-building must be designed specifically for the needs of the target audience. Before drafting the structure and content of training, it is therefore essential to perform a gender analysis. This is useful to identify the different roles and activities of men and women within the particular society and sector where the course participants work. A useful tool for generating a comprehensive gender analysis is a gender impact assessment, which aims to help identify the different effects of security sector policy and programming in terms of gender equality (including equal participation of women). Based on the results, gender training can be designed to address those areas of the security sector that need to be strengthened with regard to women's and men's specific security needs. Gender training also follows the creation of policies on gender issues, both to educate on the new policies and build gender capacity in general.

- An example of **gender impact assessments** is that for the Thames Valley Police in the **United Kingdom**⁷, which focused on how the police interact with women, especially those who are difficult to reach and those belonging to minority groups.

Structure and content of gender training and capacity-building

Gender training and capacity-building play a key role in ensuring that security personnel protect civilians in an inclusive manner. To this end, most basic gender trainings for security sector personnel have a common core structure, including, among others, the following elements:

- Introduction to the terms and concepts of gender and sex, gender roles, masculinities, gender equality, gender mainstreaming, etc.

⁵ M. Conley, A. Livingstone, S. Meharg, “Collaborative Problem-based Learning in a Peacekeeping Environment: The Role of the Pearson Peacekeeping Centre in International Peacekeeping Training”, 6th International Conference on Knowledge, Culture and Change in Organisations, Prato (Italy), 10-14 July 2006, [<http://www.iddrtg.org/articles/collabproblem1.doc>]

⁶ Global Justice Center / Women's Alliance for a Democratic Iraq / Gender Justice, “Gender Justice and Training for the Iraqi High Tribunal, 2006, [<http://globaljusticecenter.net/media/IHT%20two%20pager%20with%20footer.pdf>]

⁷ UK Department of Trade and Industry, Women and Equality Unit, *Gender Impact Assessment*, 2002, p. 12-13 [http://www.womenandequalityunit.gov.uk/equality/gender_impact_assessment.pdf]

- Analysis of the meanings of sexual and gender-based violence (SGBV), sexual exploitation and abuse (SEA) and of the different impacts of violence on men and women;
- Legal frameworks for gender and security, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the UN Security Council Resolution 1325, and other international laws or human rights instruments;
- Practical examples or case studies: considering the importance of gender for the specific work context of the participants;

In addition to the basic awareness-raising gender courses, more intensive training on specific subjects can provide a more in-depth understanding of gender-specific insecurities.

There is very little knowledge about gender training in some areas of the security sector, especially regarding border police, customs, private security companies, penal institutions and all the oversight bodies. In others, such as peacekeeping operations, there is much more information to be found regarding gender training and good practices.

Good practices

Experiences from gender training on UN Security Council Resolution 1325 for **peacekeepers** in the **Swedish Armed Forces**⁸ suggest the following good practices:

- Choose an appropriate language and course content to avoid making the course participants feel provoked or criticised by the message of the training. Certain words, such as “feminism”, may be very provocative, while another closely related term can have a more neutral connotation, such as “gender equity” or “equality.”
- Examples of bad practice are better taken from other areas of the security sector than from that of the participants, to avoid that participants may feel provoked by criticism of their own institution.
- Gender trainers that belong to the military and are familiar with work-specific terminologies may have more legitimacy and gain more respect from participants.
- Having a male and a female trainer working together may have a greater impact on participants.

The Swedish Armed Forces are also currently running a pilot **Gender Coach Programme**. This provides gender coaches for senior officials, aiming at enhancing their knowledge in gender equality. The reason for choosing to work with the top management is that they have both the power and ability to influence structures and behaviour within organisations. Hence, it’s important for them to deepen their understanding of gender equality. Many times though, for people at this level it is too time-consuming to take part of in-depth training programmes, which is why coaching is an effective way to achieve the desired result.

Monitoring and evaluation of gender training and capacity-building

Once a gender training programme has been implemented, one of the most important and yet most difficult tasks is to measure the impact of the training. The evaluation process is a fundamental tool that allows us to identify and learn from good and bad practices, and to design and implement appropriate follow-up training.

⁸Interview with Linda Johansson, Project Manager of the gender training programme of the Swedish Armed Forces

Evaluation of gender trainings must therefore be prioritised from the drafting phase and reflected in the project budget.

The evaluation process has two main objectives:

- to measure the level of gender-awareness of trained security sector personnel and collect their opinions of the training
- to measure the impact of the gender training on the participants' response to gender specific security needs

These two elements should be related in evaluation processes in order to show the relation between the training itself and its overall impact. Some of the challenges of measuring the impact of gender trainings are to identify what one wishes to measure and to choose appropriate indicators. The evaluation of the specific training process or event can be done with the help of well-defined tools such as tests and evaluation forms. Measuring the *impact* of the gender training, on the other hand, is a more complicated task. Changes in attitudes and behaviour can be indicators of the overall impact, such as a change in the number of reported rapes. Other useful tools include:

- qualitative data on improvement in the response of the security sector to gendered security needs/realities, or concrete changes in women's security situation
 - information from local women and general perceptions of the behaviour of security services
- quantitative data and statistics on specific issues, including for example:
 - number of reported cases of sexual assaults
 - number of convictions for gender based violence

Concluding that gender training for security sector personnel can be effective and successful where it has been implemented, challenges remain in respect to transparency, training methods, efficiency and evaluation. This e-discussion aims to help to fill these gaps by providing a platform for dialogue in order to improve the capacity building processes within the security sector.