Integrating Gender in Peacekeeping Training

An Approach from the ECOWAS Subregion

Ecoma Alaga and Emma Birikorang

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Introduction

This paper examines the trajectory of gender integration in training for peacekeeping within the Economic Community of West African States (ECOWAS). Originally established as a subregional economic integration organisation in May 1975, ECOWAS has undergone a number of internal transformations, including those it initiated in order to effectively address and tackle the enormous political, economic, social and security challenges confronting its member states and citizenry as a result of insecurity, violent conflicts, disasters and entrenched inequalities.

West Africa has suffered several internal conflicts over the last few decades, starting with Liberia in 1989 (and again in 2003), then Sierra Leone in 1991, Guinea–Bissau in 1998 and Côte d'Ivoire in 2002 (and more recently in 2011). All of these conflicts have displayed varying degrees of intensity, casualties, characteristics and emerging trends (not least the systematic employment of sexual violence and the targeting of women's bodies as a means of warfare). The slow response of the international community to the crises in the region resulted in the renewed determination of West African states to be more assertive in cooperating regionally over conflict prevention, management and resolution, leading to the intervention of a regional peacekeeping force in Liberia, Sierra Leone, Guinea–Bissau and Côte d'Ivoire.

Looking beyond the experiences of ECOWAS in peacekeeping and its efforts to institutionalise an elaborate peacekeeping (and security) mechanism, this paper focuses on the strategies by which gender and particularly women's rights considerations have been integrated into ECOWAS' peacekeeping agenda. It specifically focuses on and situates the discourse within the context of training for peacekeeping and peace support operations, which has thus far been the most obvious entry point for the integration of gender perspectives. The paper provides an overview of the available instruments, including the three ECOWAS training centres of excellence (TCE) in Nigeria, Ghana and Mali established to provide strategic, operational and tactical-level peace support training curriculum and programmes respectively.

The paper specifically focuses on the Kofi Annan International Peacekeeping Training Centre (KAIPTC) in Ghana, which has the mandate for operational-level peace support training. It discusses the different training programmes offered by the KAIPTC with an aim to locate its gender component. The contributions and role of the United Nations Department for Peacekeeping Operations

(UNDPKO) in influencing the integration of gender perspectives in training for peacekeeping and peace support operations is briefly discussed in order to highlight the benefits UN, and possibly the African Union (AU), field-based monitoring of the delivery of these training programmes could have in harmonising a shared agenda and sustaining gender issues within broader peacekeeping and peace support doctrine and actual operations.

ECOWAS: normative and practical dimensions of peacekeeping

Much as the initial vision for ECOWAS was for an economic integration scheme, regional security crises and the international security dynamics in the late 1970s and early 1980s meant that a debate at the strategic level about security matters was critical if the vision for economic integration was to be achieved. Adebayo Adedeji notes with regret that political instability, civil strife and conflicts have been the Achilles heel of regionalism and economic integration in West Africa (Adedeji 2004: 38). The 1960s and 1970s marked a period when there were several coups in West African states, such as Ghana, Gambia, Nigeria, Togo, Liberia and Guinea.

In attempting to institutionalise mechanisms to respond to the prevailing international security threats in the 1970s and 1980s, a Protocol on Non-Aggression (PNA) was signed in Lagos on 22 April 1978, in accordance with which member states resolved not to use force as a means of settling their disputes. Also, the Protocol Relating to Mutual Assistance on Defence (PMAD) was signed in Freetown in 1981,[1] in which member states declared and accepted that any armed threat or aggression directed against any member state would constitute a threat or aggression against the entire community (article 2). Member states thus resolved to give mutual aid and assistance (article 3) against any armed threat or aggression, especially in the following circumstances:

- Armed conflict between two or several member states if the settlement procedure by peaceful means as indicated in article 5 of the non-aggression protocol proves ineffective (article 4a)

- Internal armed conflict within any member state engineered and supported actively from outside, likely to endanger the security and peace in the entire community (article 4b).

These provisions in the PMAD were to ensure the respect of the territorial integrity and sovereignty of member states. However, community forces were not to intervene if the conflict remained purely internal (article 18 (2)). These interventions were expected to be implemented by the Allied Armed Forces of the Community (AAFC) (articles 6 (3) and 13). The AAFC was to be composed of units from the existing national armed forces of member states (ECOWAS 1981: chapter V). Under the PMAD it was envisaged that standardised training would be essential, hence member states were required to organise joint military exercises together in order to ensure operational effectiveness in the conflict areas.

Challenges of regional peacekeeping

It became evident to heads of state in the region, whose powers were under threat from their own people, that they did not have the capacity or capability to deal with the crises that confronted the region. In 1990, President Samuel Doe of Liberia asked ECOWAS for support to repel the rebel incursion by the National Patriotic Front of Liberia (NPFL) (Aboagye 1999 and Khobe 2000), while in Sierra Leone and Guinea–Bissau, ECOWAS had unilaterally decided to intervene in order to restore power to the legitimate governments.

In addition, the porosity and fluidity of West African borders were such that conflict and instability in one country could potentially affect neighbouring states. The intervention in the civil war that broke out in Liberia in 1989 was the first such one by ECOWAS. The challenges encountered, successes chalked up, lessons learned and best practices formed by this experience influenced the training for peacekeepers in West Africa.

Within the operational environment, the lack of a coherent doctrine among the contingents had a negative impact on the mission. Aboagye (1999:159) reiterates that 'the definition of doctrine – training with available equipment in the way that an army or a force intends to fight the next war or conduct the next operation – under these circumstances readily shows that contingents without equipment in Liberia did not have a doctrine for fighting with those weapons'. This is a point also emphasised by Khobe (2000), who wrote that one of the critical factors inhibiting the work of ECOMOG were the different training standards, doctrines and poor coordination among the various units.

In addition, besides the overall humanitarian mandate to protect citizens, gender issues were never seriously considered neither within the strategic and operational level discourse nor the planning for ECOMOG. ECOMOG lacked a mandate on gender, which in part also stemmed from the lack of attention to gender in the various kinds of training (if they took place at all) received at the national level, not to mention the stereotypical attitude and character of national military formations that prevailed at the time. This had serious implications for the behaviour of ECOMOG personnel on the ground, who indulged excessively in acts of sexual exploitation and abuse, which has resulted in the growing socio-cultural and economic problems associated with 'ECOMOG babies' (Ujorha 2010) many years after the force's intervention, particularly in Liberia.

Establishing frameworks for intervention

Even though there were significant improvements with each mission, from Liberia to Sierra Leone and Guinea–Bissau, challenges still remained which required more careful planning for any future conflicts. The draft protocol on conflict prevention, management and peacekeeping therefore formed the basis for the more comprehensive 'ECOWAS Protocol Relating to the Mechanism for Conflict Prevention, Management, Resolution, Peacekeeping and Security' (hereafter referred to as the Mechanism), adopted in December 1999 in Lomé.

The Mechanism sought to institutionalise structures and processes that would ensure consultation and collective management of regional security issues (article 1), providing a framework for regional intervention in political crises in member states (article 3) with ECOMOG as the adopted regional intervention force (article 22).

The objectives of the Mechanism which are relevant to this chapter are:

- Maintain and consolidate peace, security and stability within the community, and prevent, manage and resolve internal and inter-state conflicts

- Strengthen cooperation in the areas of conflict prevention, early warning, peacekeeping operations, the control of cross-border crime, international terrorism and proliferation of small arms and anti-personnel mines

- Establish institutions and formulate policies that would allow for the organisation and coordination of humanitarian relief missions

- Promote close cooperation between member states in the areas of preventive diplomacy and peacekeeping

- Constitute and deploy a civilian and military force to maintain or restore peace within the subregion, whenever the need arises. (article 3).

One of the objectives of the protocol is, therefore, the creation and deployment of a civilian, police and military force to maintain or restore peace within the subregion – an ECOWAS Standby Force (ESF).

The Mechanism responded to the challenge of arbitrariness levelled against the previous ECOWAS Standing Mediation Committee (SMC), which authorised the first deployment of ECOMOG. The Mechanism establishes a Mediation and Security Council (MSC) comprising nine member states, of which seven are elected by the heads of state and government. The other two members would be the current and past chair of the authority (article 8). It is this more inclusive group (nine, in contrast to the four of the SMC) of ECOWAS heads of states that authorises any future ESF missions (article 10).

The ECOWAS Conflict Prevention Framework and gender, peace and security

Signed in 2008, the purpose of the ECOWAS Conflict Prevention Framework (ECPF) is to serve as a reference for the ECOWAS system and member states in their efforts to strengthen human security in the region. Achieving this objective requires effective and durable cooperative interventions to prevent violent conflicts within and between states, and to support peacebuilding in post-conflict environments. Comprising 14 major components, the ECPF is a comprehensive document that focuses on operational and structural prevention (the latter is crucial for tackling issues of gender inequalities). The 14 components are: early warning; preventive diplomacy; democracy and political governance; human rights and the rule of law; media; natural resource governance; cross-border initiatives; security governance; practical disarmament; women, peace

and security; youth empowerment; ECOWAS standby force; humanitarian assistance; and peace education (the culture of peace).

In addition to the women, peace and security component, which focuses exclusively on those issues, some other components also pay particular attention to gender. For example, the early warning component (article 48) calls for collaboration with the Department of Human Development and Gender within ECOWAS as well as women and youth organisations in the subregion. This could be extended to areas such as the elaboration of annual needs assessments and concise training plans for efficient and evolving human capacity building.

The component on preventive diplomacy calls for capacity building in mediation and alternative dispute resolution for local peace constituents, traditional and religious leaders, women's groups; and for financial and technical support to local peace constituencies for handling local disputes involving women and youths, among others. The component on human rights and the rule of law calls for training workshops and seminars on the penal code, marital law, customary code and land tenure and related legislation for officials of the traditional justice system.

The objective of the women, peace and security component of ECPF is to consolidate women's role and contribution and to propel them centre stage in the design, elaboration, implementation and evaluation of conflict prevention, resolution, peacebuilding and humanitarian initiatives while strengthening regional and national mechanisms for the protection and advancement of women (article 81).

In order to actualise these requirements of the ECPF and the 1999 Mechanism, a number of resources and strategies are required. These include training, as the main tool for improving the operational readiness and responsiveness of the ESF. Indeed, the Mechanism recognises the centrality of training as a tool for enhancing cognition and preparedness of the ESF and in its article 30 calls for the training of the composite stand-by units by the relevant department in the ECOWAS Commission in consultation with member states. In this regard, it specifically calls for the development of common training programmes, instruction manuals and the organisation of training and proficiency courses for the military, civilian and police personnel who would be engaged in the ESF at both national levels and in regional training centres.

ECOWAS centres of excellence for peacekeeping and peace support training

The capability of the ESF is to be developed across four main elements: 'manpower',[2] equipment (priority access to equipment for training and deployment, according to readiness), training and sustainability (the ability to sustain deployment of both the ESF task and main forces for 90 days).

Relevant to this paper is the capability of the ESF that is to be generated specifically through training. Training is essential for the ESF as it is intended to

prepare earmarked ECOWAS regional military, police and civilian components to conduct peace support operations (PSO) in a multidimensional and multinational environment. It is to be undertaken individually and collectively, according to required operational capability and level of readiness. Collective training will be conducted at national level and, where appropriate, at ECOWAS level via the ECOWAS TCEs.

To facilitate this process, ECOWAS entered into a memorandum of understanding (MoU) with three designated institutions in Nigeria, Ghana and Mali which serve as the ECOWAS TCEs for peacekeeping and peace support operations. They include the National Defence College (NDC), Nigeria; the Kofi Annan International Peacekeeping Training Centre (KAIPTC), Ghana; and the Ecole de Maintien de la Paix Alioune Blondin Beye (EMPABB), Mali. The three TCEs are mandated to provide training support for ECOWAS on strategic, operational and tactical issues respectively. Under the terms of the MoU, 'Strategic is the level at which PSOs [peace support operations] are planned and coordinated. The training audience will include: the Commission's Management/Commissioners, Directors and Advisors, Special Representatives and Force Commanders, Community Parliament and Management of other ECOWAS institutions, Technical Committee for Peace and Security, Member State's Senior officials and the Mission Planning and Management Cell (MPMC).' It was noted that the bulk of this audience was expected to be civilian. The operational is also the level at which PSOs are directed. This is done through the appropriate deployed headquarters, usually based on a joint task force. The training audience comprises the military, civilian, police, gendarmerie and humanitarian organisations functioning at that level. Tactical implies the level at which PSOs are executed. These are the elements and individuals subordinated to the deployed headquarters and responsible for carrying out the standing tasks and activities of the mission. This will be predominantly the basic structure of the mission that may comprise military, police, gendarmerie, humanitarian personnel and civilian elements.

Kofi Annan International Peacekeeping Training Centre

As earlier stated, given the limitation of materials this paper focuses extensively on one of the three centres, the KAIPTC in Accra, Ghana. Named after the former United Nations (UN) secretary-general, Kofi Annan, the KAIPTC was established in August 2000 following the 1998 approval by Ghana's Ministry of Defence for the establishment of an international peacekeeping training centre to signify the country's more than five decades of experience and competence in peace support operations. The centre was not only envisaged as a resource for Ghana but also to help meet the peacekeeping training requirements of West Africa in particular and Africa in general.

The centre, which was officially opened in 2004, provides operational-level peace support research and training to military, police and civilian personnel using a multidimensional approach that aims to enable participants to learn in a simulated environment similar to that on a mission. In this regard, it embraces all

aspects of research and training for enhanced performance in integrated PSOs, drawing participants from the full spectrum of the peacekeeping community, the security sector and civil, diplomatic and non-governmental agencies. Since the first peacekeeping training course was organised in 2003, the centre has run over 170 training courses for more than 5,400 individuals from over 86 countries and major organisations in Africa, Europe, North and South America and Asia. Core courses in peacekeeping activities are augmented by other specialist and train-the-trainer courses, seminars, conferences and workshops, all of which are designed to reflect regional needs and stakeholder requirements.

Besides organising this standardised and specialist training, the KAIPTC also hosts a field training team that conducts pre-deployment training courses for units in the Ghanaian armed forces, military observers and other staff officers designated for UN/AU missions. This team trains an average of over 3,800 individuals every year at the Bundase Training Camp in Ghana. This unique relationship between the Ghanaian armed forces and the Ghana police service, ECOWAS, the AU, the UN, development partners, international development agencies, academic institutions, peacekeeping training institutions and civil society organisations brings a broad and rich spectrum of ideas to bear on the development, design and implementation of training courses at the KAIPTC, as will be discussed in the subsequent section. In the meantime, it is worth noting that training programmes at the KAIPTC are demand driven and meet UN standard training modules. Courses are targeted at operational/middle-level military, police and civilian personnel and cut across conflict prevention, PSOs and post-conflict reconstruction; they are delivered in English and French.

Overall, it is important to note that the majority of the trainees of the KAIPTC have been and are currently engaged in various peacekeeping missions and PSOs in both West Africa and other parts of the world, either as civilian, military or police mission personnel.

Training programmes at the KAIPTC[3] and the place of gender

The operational-level peace support training programme provided by the KAIPTC is structured into a number of component courses. Except for its recent MA programme in conflict, peace and security, which spans one academic year, the majority of training courses delivered by the KAIPTC range from five weeks to three days. Table 1 lists the courses available.

The civil–military (CIMIC) course is a two-week course that focuses on improving civil–military planning and coordination. It targets middle level military and police officers and management level civilian authorities. The course content includes cultural awareness and code of conduct; civil and military doctrines, principles and guidelines; negotiation and mediation; media relations; facilitation and working with interpreters; and organising quick impact projects.

The collaborative problem-based learning (CPBL) (training of trainers) course is a one-week course that focuses on pedagogy and methodology for training delivery. Under the CPBL model, trainers assume the role of facilitator and guide rather than lecturer, and support and encourage learners to build knowledge through research, questioning and problem-solving activities. The target group for the course includes current and potential trainers and facilitators from the KAIPTC research and training departments, the other two ECOWAS TCEs (NDC, Abuja and EMP, Mali), as well as other peacekeeping training centres in Africa. The course content is very much practice based and consists of 15 modules: preparations and planning for a training course; dealing with different personality types; use of training aids; presentation skills; facilitation skills; guide to teaching facts and concepts using CPBL; guide to teaching skills and knowledge; and preparation of a lesson plan.

The conflict prevention course spans two weeks and its design is based on the human security concept. It aims to provide knowledge and expertise on conflict prevention through an understanding and explanation of the factors that cause and trigger conflicts, and in this regard is envisaged to directly contribute to the implementation of the ECOWAS ECPF and the African peace and security architecture. It is one of the few courses of the KAIPTC that explicitly includes a module on gender, women and related issues. Specific course content consists of 11 modules: new wars, conflict and multidimensional peacekeeping – a methodological approach; women and conflict prevention; the nature of African states; citizens, government and conflict prevention; the rule of law and conflict prevention; human rights, transitional justice and conflict management; elections, democracy and conflict; security sector systems and conflict prevention; natural resource governance and conflict prevention in Africa; media and conflict prevention in Africa; and risk assessment and vulnerabilities.

Spanning five weeks, the development diplomacy for peace and security course is one of the longest courses organised by the KAIPTC. It aims to strengthen capacity for bilateral and multilateral dialogue, diplomacy and security cooperation. The course is also very practice oriented with varied simulation exercises to enhance problem-solving, negotiating and communication skills. This training course includes a study tour to a neighbouring country, in-service preparations and in-service follow-up in the participants' home country. Course content includes global governance, international relations and the African security architecture; international humanitarian law, human security, responsibility to protect, gender and conflict; communication, mediation and negotiation skills; good governance and conflict; governance, private actors and conflict; and civil–military interfaces and security system reform.

The disarmament, demobilisation and reintegration (DDR) (foundation) course is modelled on the UN integrated disarmament, demobilisation and reintegration standards document (IDDRS) and conforms to the UN standardised training modules 1–3. Trainers and facilitators on the course have field experience from the Integrated DDR Training Group (IDDRTG), including the United Nations Development Programme and DPKO. The course is aimed at enhancing UN and

Table 1 Courses at the KAIPTC and the place of gender

Course title	Duration	Gender-related content	Time allotted to gender -related content	Trainers/facilitators
Civil–military cooperation (CIMIC)	2 weeks	Yes	2hrs	Predominantly male
Collaborative problem-based learning (CPBL)	1 week	No	–	–
Conflict prevention	2 weeks	Yes	6hrs	Mixed
Development diplomacy for peace and security (DDPS)	5 weeks	Yes	4.5hrs	Predominantly male
Disarmament, demobilisation and reintegration (DDR) (foundation course)	2 weeks	Yes	2hrs	Balanced
Disarmament, demobilisation and reintegration (advanced course) (DDR-A)	2 weeks	Yes	3hrs	Balanced
Elections observation	2 weeks	Yes	2.5hrs	Predominantly male
Election management	2 weeks	Yes	2hrs	Predominantly male
Integrated peace support operations (IPSO)	3 weeks	Yes	5hrs	More men than women
Joint campaign planning	2 weeks	No	No	Predominantly male
Partnering integrated logistics operational tactics	2 weeks	Yes	2.5hrs	More men than women
Protection of civilians in Africa	2 weeks	Yes	5hrs	Mixed
Rule of law	2 weeks	Yes	5hrs	Balanced
Security sector reform (SSR) (Police)	1 week	Yes	4.5hrs	Mixed
Small arms and light weapons (SALW)	3 days to 2 weeks (depending on course and module)	Foundation course in 2010 but in all subsequent courses to date, issues of gender are highlighted in all the modules	–	The trainers and facilitator were a mix of male and female, but on the border facility course the facilitators were three females to one man
United Nations Mission in Darfur (UNAMID) pre-deployment police training	2 weeks	Yes	6hrs	Balanced
West African Peacebuilding Institute	3 weeks	Yes	1 week	Balanced

regional peacekeeping capacity by providing participants with a comprehensive, operational-level understanding of the principles and procedures involved in the planning, coordination and conduct of DDR and associated cross-cutting issues such as small-arms control, human rights, gender, special needs groups and HIV/AIDS among others. The course is delivered over a two-week period and consists of about 40 modules, including the following broad areas: concepts, policy and strategy, with a focus on the UN approach to DDR, post-conflict sta-bilisation, peacebuilding and recovery frameworks; structures and processes for

integrated DDR planning, programme design, national institutions, mission and programme support and monitoring and evaluation; operations, programmes and support with a focus on the role and responsibilities of UN military and police; and cross-cutting issues with a focus on women, gender, youth and special needs groups, the security sector reform (SSR) and DDR nexus, cross-border population movement, food aid and health (HIV/AIDS) issues.

Like the foundation course, the advanced DDR course runs for two weeks. It focuses on reintegration and is aimed at equipping participants with high-level training and an enhanced technical capacity on key reintegration issues. The curriculum covers the linkages and stopgaps between reinsertion and reintegration, guiding principles, approaches and elements of reintegration, reintegration assessments and analysis, design of reintegration programmes, as well as coordination and institutional mechanisms for reintegration. A number of modules address specific areas under economic, social and political reintegration as well as critical issues such as psycho-social counselling, transitional justice, advocacy and resource mobilisation, special needs groups, and the nexus between SSR and DDR. Overall the course package is in compliance with the ongoing revisions of the UN IDDRS document, and the International Labour Organisation (ILO) Guidebook for Socio-Economic Reintegration of Ex-Combatants, as well as best practice in the implementation of DDR programmes. While these documents extensively address women and gender (the IDDRS documents) and special needs groups (the ILO guidelines) as crosscutting issues, the course delivery does not give them the same emphasis. This is not least because of the short time slot allocated to the session on gender and the inability of facilitators to make the linkages between gender and other modules sufficiently ingrained as a crosscutting issue. The sole focus on the women associated with the fighting forces as a special needs group also posits women as a vulnerable group and downplays their potential role as actors in other aspects of DDR, especially reintegration.

The election observation course supports the premise espoused in articles 6 and 12 (3) of the ECOWAS 2001 Protocol on Democracy and Good Governance, which states that the 'preparation, conduct of elections and announcement of results shall be done in a transparent manner'; and that 'a way of ensuring transparency in the electoral processes is to have observers and monitors being part of the process without interference'. Thus the course is aimed at equipping participants with the requisite professional skills in election observation. It is particularly tailored to addressing the capacity requirements of civilian personnel already deployed in missions or those preparing for future missions in election observation capacities. The course is delivered over two weeks and structured along three thematic modules: essential knowledge on election observation; election observation themes within ECOWAS policy frameworks; and practical application in election observation missions in Africa.

The three-week integrated peace support operations (IPSO) course is aimed at enhancing capacity in operational-level planning, coordination and conduct of PSOs as part of conflict management. It is designed for military personnel with the rank of army captain to lieutenant colonel or their equivalent in other

military services or the security sector, e.g. police, border guards, government civil servants. Course content includes the nature of conflicts in Africa; conflict analysis; legal frameworks for IPSO (at ECOWAS, AU and UN levels); the impact of conflict on youth and children and strategies to mitigate such impacts; international humanitarian law in an IPSO environment; the use of force and rules of engagement; gender issues in IPSO; civilian, military and police dimensions of IPSO; crisis mapping; negotiations in IPSO; mediation and facilitation in IPSO; governmental view on IPSO; introduction to the UN system; logistics in IPSO; coordination between IPSO elements; security-sector reform; civil–military relations (based on the AMISOM experience) and the socio-economic dimension of conflict resolution. Though the course includes a gender component, this only focuses on issues of sexual exploitation and abuse (SEA) and is delivered over a two–three-hour period by a guest lecturer who does not participate in other parts of the course. This short one-off presentation makes it difficult to link the discourse on SEA (and gender more broadly) with other aspects of the course. It raises critical concerns over the usefulness of the 'gender presentation' for participants of such key ranks within the security sector, some of who may be receiving 'training' on gender for the first time.

The joint campaign planning course is a two-week course that is organised twice a year for senior officers from the military, police, gendarmerie, diplomatic missions and their equivalents from all organisations involved in multidisciplinary peace support operations. It specifically targets staff officers who could be part of the ECOWAS stand-by force as well as allocates some slots to AU panel members. The course aims to enhance regional peacekeeping capacity by promoting the understanding of the principles and procedures involved in the planning and conduct of a regional, multifaceted, multinational peace support operation. Course content includes organisation and procedures of a taskforce headquarters; development of operational planning methods; and planning of a PSO in the framework of a regional deployment.

The partnering integrated logistics operational tactics course focuses on the planning, coordination and conduct of logistics in PSOs. It is designed for military or civilian logisticians within national forces and logistics staff in regional organisations or peace support. The two-week course, which is based on a mixture of seminars, exercises and syndicate discussions, gives in-depth knowledge on African Standby Force (ASF) and ESF logistics planning and execution, as well as outlines the logistics roles in DDR and civil–military operations. The course includes theory and information on UN headquarters and the DPKO; UN field mission logistic and administrative support organisations; mission planning; force deployment planning and execution; staging onward movement and integration, sustainment and redeployment; ASF logistic and administrative support organisations; ESF logistic and administrative support organisations; contingent-owned equipment, finance and contracting; national operational and logistic functions in peacekeeping missions; current operational and logistic experiences and realities in peacekeeping missions; the role of civilian police and fire departments in peace support operations; and an introduction to the mission role in DDR.

The course on the protection of civilians in Africa was jointly developed by the KAIPTC, International Peace Support Training Centre, the Legon Centre for International Affairs and Diplomacy, the NDC, the Southern African Development Community Regional Peacekeeping Training Centre and the Austrian Study Centre for Peace and Conflict Resolution. It aims to provide knowledge and expertise on protection of civilians in Africa through an understanding and explanation of the various national, regional, international and institutional frameworks for protecting civilians during conflict situations. The course largely targets experts and practitioners from non-governmental institutions as well as from national, regional and international governmental institutions involved in the protection of civilians, planning and preparation of PSOs. Course modules are delivered over a two-week period and include an introduction to the protection of civilians (POC); the legal framework of POC; POC activities and actors in different contexts; national, regional and international communication, cooperation and coordination; POC in the framework of peace support operations in Africa; implementing African POC; and the conduct of POC.

The rule of law course aims to provide participants with knowledge about the different rule of law mechanisms that are crucial for supporting a rule of law framework, particularly in conflict and post-conflict environments. The course is delivered over two weeks and consists of seven modules on: the concept, context and scope of the rule of law in peace support operations; international law, international humanitarian law and institutions; applicable law and local institutions; monitoring and evaluating the rule of law; fact finding for the establishment of the rule of law; executive functions and the rule of law; capacity development for the rule of law; gender and special groups; security sector reform; and good governance. Target participants are middle-level civilian, military and police staff as well as prison officers and members of civil society organisations dealing with legislative, transitional justice, reconciliation and human rights issues.

The security sector reform (police) course was developed in collaboration with the Pearson Peacekeeping Centre, Canada to assist middle-level police officers to better undertake reform duties in the post-conflict reconstruction phase of peacebuilding. The course consists of four modules: peace and security in Africa; peacebuilding in post-conflict environments; reconstructing, reforming and rebuilding of police institutions; and security sector governance. It is delivered over two weeks.

The small arms and light weapons (SALW) course is a subregional training course that includes five distinct but interlinked training courses, namely the SALW foundation course; a high-level training seminar; and specialised courses in stockpile management, marking, record keeping and tracing, and border security management. It focuses on issues of supply and demand (including the livelihoods question), the misuse of SALW and the regulation of civilian ownership, SALW and post-conflict peacebuilding, SALW control initiatives and frameworks, the functions and structure of national commissions, vulnerable groups (such as women, children and the youth) and communication strategy. The border management component of the course also addresses issues of gender in arms trafficking. The duration for the SALW foundation course, high-level

training seminar and specialised courses are two weeks, three days and two weeks (for each of its sub-components) respectively. The high-level seminar is designed for senior policy actors while the other two specifically target personnel of the 15 national commissions for SALW as well as technocrats from their partner institutions and civil society organisations.

The UNAMID pre-deployment police training course is designed for police officers that are to be deployed to the UN/AU Hybrid Mission in Darfur (UNAMID). The course runs for two weeks and complies with the UN standardised generic training modules and mission-specific training modules for Darfur. Course content includes crosscutting issues such as SEA, gender, vulnerable groups and HIV/AIDS.

The West Africa Peace-building Institute is an annual three-week peacebuilder practitioners' course that is jointly run with the West Africa Network for Peacebuilding. Course content includes an introduction to peacebuilding paradigms, dialogue and mediation, human security, youth and peace education, early warning and response, women and gender mainstreaming in peacebuilding, and justice building and conflict resolution. Again, the problem with this course is that it approaches gender and women's issues in isolation rather than from the integrated perspective that is crucial for making the links with other areas of the course.

Lastly, the conflict, peace and security MA programme is aimed at equipping participants with the basic tools for analytical thinking, good judgment, leadership and other critical managerial skills. It covers one academic year and it consists of five core and four elective courses. Participants are also required to submit a research dissertation along with group work and term papers. The taught component of the course includes research methods in conflict, peace and security; theories and analysis of conflict, peace and security; comparative development studies in Africa; leadership; international relations theory; the history of and legal framework for peace support operations; critical perspectives on children, youth and conflict; and contemporary and emerging security threats.

Clearly, efforts are being made to incorporate gender perspectives into curriculum, training and research at the KAIPTC. In addition, the centre explicitly calls for equal gender participation on its training courses. The centre's commitment is demonstrated by its success in increasing the recruitment of females to its training and research department. However, a number of concerns remain. First, the course time allocated to dedicated sessions on gender or related issues is limited. Trainers and presenters are thus compelled to rush a subject that is often so contentious and fraught with debate (arising from trainees' individual cultural orientations and perceptions) that the delivery of the main substance of the session is put at risk.

Second, the approach to training on gender is isolated within the courses especially with the tendency to somewhat 'time-out' by having a gender presentation (or so-called training). Timing-out is an approach that is used as an icebreaker

within courses. It is introduced to manage fatigue, but rather than have trainees take an actual break, a 'time-out' session is introduced and usually led by a guest speaker who brings a different dynamism, energy or view to the training. It is also used as a measure to introduce other elements, which may have been over-looked in the design, planning and delivery of the course. While this is claimed to be a good approach for introducing gender in courses that would otherwise have been completely gender-blind, it is usually insufficient for conveying knowledge, let alone a skill set, on gender. To be effective, gender should be an integral part of the design, planning and delivery of the course. It should be linked systemati-cally to other parts of the course so as to demonstrate its relevance and potential applicability in actual PSOs. Otherwise, trainees leave the course appreciating that gender is an essential element to be considered but not knowing how to make the connections in their day-to-day activities. It may, therefore, be useful to have gender trainers on hand throughout the course to respond to issues that come up in other sessions. Third, the tendency to have mostly women delivering the training on gender and related issues risks perpetuating misconceptions that gender is synonymous with women, a point which some trainees have voiced on different courses. This is critical, especially when one considers that the bulk of the trainers, presenters and facilitators for the more technical issues are male. The fourth concern relates to the absolute exclusion of the gender discourse in more technical courses such as the joint campaign planning course. Does this imply a lack of capacity to integrate gender or that gender is not regarded as relevant to the discourse? Possible approaches to tackling this particular issue could include ensuring that all trainers and facilitators themselves undergo reg-ular gender training, systematically engaging the gender focal points or units of stakeholder institutions at national and regional levels in this training and improving collaboration with the UN system, which has gained significant expe-rience in integrating gender perspectives into the technical component of PSOs (at least at a theoretical level). Such collaboration could include adapting the UN gender guidelines for the various components – political affairs, electoral, police and military – of missions. The fifth concern relates to the lack of fol-low-up and monitoring of trainees on these courses. Often the short duration of the course only allows for sensitisation or information sharing rather than actual skills building. It is therefore important that trainees are engaged after the training to ensure the information they received from the course is applied to their day-to-day work and, where possible, enhanced. This entails an element of coaching or mentoring, which could be built into the courses at KAIPTC as a post-training follow-up measure, including for instance peer-to-peer coaching or trainer–trainee mentoring.

The role of the UN and AU in leveraging gender perspectives

The developments within ECOWAS peacekeeping and PSOs are not taking place in isolation. There is recognition within the subregional body that even though they are taking charge of peace and security in West Africa, these developments need to be aligned with the AU and UN. This is one of the critical lessons to have

been learned by both ECOWAS and the AU, and which informed their decision to ensure that the standard operating procedures (SOPs) developed in their policy frameworks, such as that of the policy framework for the ASF, are in accordance with UN mission SOPs. This is to allow a smooth transition from the regional peacekeeping force to the UN multidimensional peace support operation.

This also applies to gender issues. The AU and ECOWAS are increasingly seeking to align their ASF and ESF frameworks to the requirements of the UN. In a number of its policy documents, the UN has been explicit that gender training is a prerequisite for engagement in UN multidimensional peace support operations. UN Security Council Resolution 1325 (October 2000) requests the secretary general to provide member states with training guidelines and materials on the protection, rights and particular needs of women, as well as on the importance of involving women in all peacekeeping and peacebuilding measures. The DPKO gender policy directives (UNDPKO 2006) state that all induction and training activities for peacekeeping personnel (civilian, military and police), including training modules developed for different substantive areas, should incorporate appropriate gender components. UN Security Council Resolution 1820 (June 2008) requests the development and implementation of suitable training programmes for all peacekeeping and humanitarian personnel deployed by the UN to help them better prevent, recognise and respond to sexual violence and other forms of violence against civilians. At continental level, the AU has developed a 'Gender training manual for AU peace support operations' (AU 2011) that consists of policy directives aligned to those of the UNDPKO; a reader (covering issues on the AU and PSOs, gender in armed conflict and PSOs, gender mainstreaming, the role of women peacekeepers, gender and human rights including international and regional human rights law, SEA, civil–military coordination and civil society participation in peacekeeping); and a trainer's manual.

In line with these developments, all the three ECOWAS TCEs for peacekeeping and PSOs are increasingly seeking to mainstream gender into their curriculum and training. However, these efforts need to be strengthened and better harmonised. More systematic partnership and robust engagement of the UN is required with the TCEs; this would be mutually beneficial. The TCEs would learn from UN best practice in implementing policy frameworks and processes such as the 'Under-secretary-general's policy statement on gender mainstreaming in peacekeeping' (UNDPKO 2005), *DPKO Policy Directive: Gender Equality in UN Peacekeeping Operations* (UNDPKO 2006), the gender guidelines for various mission components (2006), *Guidelines and SOPs on Reporting for Gender Advisors and Focal Points in Peacekeeping Missions* (UNDPKO/DFA 2008), *DKPO/DFS Guidelines for Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping Operations* (UNDKPO/DFS 2010) and the policy dialogues with troop- and police-contributing countries to enhance gender mainstreaming and women's participation. DPKO gender advisers could also engage the TCEs by providing periodic refresher training to its core training personnel in order to enhance their gender mainstreaming skills. The DPKO gender unit could also assist in standardising the gender training

materials developed and used by the TCEs and conducting systematic assessment of the impact of training on the performance of troops. Feedback from such assessments should be fed back to the TCEs to facilitate learning and adaptation.

In order to mitigate unnecessary duplication of efforts, some of these activities could be jointly undertaken by the gender departments of the AU and ECOWAS. This could also address the current disconnect between these gender structures and the peace and security (including peacekeeping) structures within the AU and ECOWAS. As has been argued in the introduction to this series of occasional papers, the evolution of peacekeeping and developments in the area of gender and women's rights have taken place in parallel despite their interconnections. This is, for instance, evident in the earlier sections of this paper that outline the historical evolution of peacekeeping and PSOs in West Africa. The lost opportunities to integrate gender into the political and strategic discourse on peacekeeping and PSOs has meant that gender issues are gradually being incorporated in an ad hoc and fragmented manner. Nonetheless, this situation can be remedied by applying the same proposals made above in relation to the UNDPKO gender unit to both the AU and ECOWAS gender structures.

Conclusion

Gender training for peacekeeping and peace support personnel is an important strategy for facilitating and enhancing the operational effectiveness of peacekeeping and peace support missions. Consequently, gender training is prioritised by multiple actors working at various levels on peacekeeping and PSO issues. The experience from ECOWAS and the KAIPTC, however, shows that gender is often overlooked in the actual design, planning and delivery of most courses, although this practice is gradually changing. Nonetheless, more change is needed. For instance on courses that already include a gender focus, the duration of the gender session needs to be reconsidered and its crosscutting nature addressed throughout the course so as to show its applicability. This requires a particular type of mind and skill set on the part of the course directors or facilitators who are directly responsible for the course design, planning and delivery. Pre- and post-course gender needs assessments should also be built in since most national level trainings do not include a focus on gender. The specific needs of each trainee could then be taken into account in the planning and delivery of the course to make the information received as beneficial as possible.

We would recommend:

- Gender awareness training at all levels, including for trainers and facilitators

- A more systematic integration of gender into the courses to reduce the prevalence of stand-alone gender training that could undermine applicability

- Tailoring gender training to trainees' jobs (e.g. logistics planning) and using real examples based on lessons learned (including women's perspectives and experience)

- Reviewing existing training tools regularly to incorporate the gender perspective and to ensure they are free of gender bias and stereotypes

- Increasing the time devoted to gender training

- Conducting systematic gender training-needs assessments to better ensure training on gender is relevant to trainees' work

- Engaging gender focal points and units from stakeholder structures and institutions within ECOWAS in these training opportunities.

Notes

1 Entered into force in 1986.
2 As used by the Commissioner for Political Affairs, Peace and Security.
3 KAIPTC Course Catalogue 2012.

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