



**Review of Scenario-based Trainings for Military  
Peacekeepers on Prevention and Response to Conflict-  
Related Sexual Violence**

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## Executive Summary

This review assesses the pilot phase of the joint initiative by UN Women and the United Nations Department of Peacekeeping Operations (DPKO), on behalf of UN Action against Sexual Violence in Conflict, to develop and roll out a set of materials for pre-deployment training of military peacekeepers in UN operations. These scenario-based training materials, based on the product *Addressing Conflict-Related Sexual Violence – An Analytical Inventory of Peacekeeping Practice* (2010) focus on the role of peacekeepers in preventing and responding to conflict-related sexual violence. During the pilot phase of this project, more than 500 military officers have been trained. The training package has been piloted in six major troop-contributing countries (People’s Republic of Bangladesh, Brazil, India, Federal Democratic Republic of Nepal, Rwanda and South Africa) and in two regional trainings (a joint training with Argentina and Uruguay, and multi-country training in the Western Balkans). The training modules have been incorporated into the curriculum of the biannual Dutch-Spanish week-long course on gender in peace operations by the European Security and Defence College (where it has run for seven editions) and have been used repeatedly in the curriculum of peacekeeping training colleges in Argentina, Brazil and India.

The training has received an overwhelming positive response from participants, trainers, staff at national training centres and at UN Headquarters, as well as from permanent missions to the UN and other parts of the international community. Its strength lies in its focus on practical solutions, interpreting complex issues and policy framework into tangible military tasks within the scope of the mandate. Most appreciated in the training module are the practical scenarios and the class discussions, as well as the mode of instructing and the instructor’s knowledge of the subject. Some of the areas noted for improvement include the need for a broader perspective of gender, international humanitarian law and human rights in the presentations and scenarios, more time to be allotted to group and class discussions and more diverse scenarios.

The review concludes that the project has managed well in achieving its stated outputs within the time and funds allotted, although further dissemination, follow-up, and training of trainers remain to be undertaken. The content should also be expanded to incorporate various civilian dimensions and broader issues of gender and human rights related to sexual violence. The training module should be updated regularly and a larger bank of scenarios should be developed with some more varied scenarios and situations. The stakeholders involved, DPKO and UN Women, have both brought their expertise in their respective fields to the training, and the established Steering Committee has been a useful forum for collaborating around the development and roll-out of the training. This initiative still needs a monitoring and evaluation framework that can measure impact on the ground. Overall, this project has so far had an effective implementation and the structures that have hitherto had the responsibility to implement the project should remain also for the next phase.

In order to move the project into the next phase and assist the roll-out of the scenario-based trainings, recommendations include: a training needs assessment, followed by a review evaluating the impact of the training in the field at the end of the next phase; making the scenario-based trainings mandatory and part of pre-deployment training for peacekeeping forces in TCCs; conducting Training of Trainers (ToT) at regional and troop-contributing countries’ training centres; targeting the training not only at prospective peacekeepers but also at other military staff, mission

leaderships and other relevant stakeholders; establishing a monitoring mechanism for assessing impact of training; incorporating various civilian dimensions/perspectives in the training materials; developing a larger bank of diverse scenarios; and making the training flexible in length to accommodate different audiences.

## List of Acronyms

AMIS	African Union Mission in Sudan
AU	African Union
AusAID	Australian Agency for International Development
BIPSOT	Bangladesh Institute of Peace Support Operations Training
CPTM	Core Pre-Deployment Training Materials
DCAF	Geneva Centre for the Democratic Control of Armed Forces
DPKO	United Nations Department of Peacekeeping Operations
ECOWAS	Economic Community of Western African States
EU	European Union
ITS	Integrated Training Services (DPKO)
NATO	North Atlantic Treaty Organization
OMA	Office of Military Affairs (DPKO)
OSCE	Organization for Security and Cooperation in Europe
MINUSTAH	United Nations Stabilization Mission in Haiti
MONUC	United Nations Organization Mission in the Democratic Republic of the Congo
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
NCGM	Nordic Centre for Gender in Military Operations
POC	Protection of Civilians
RDF	Rwandan Defence Forces
ROE	Rules of Engagement
SWEDINT	Swedish Armed Forces International Centre
TCC	Troop Contributing Country

ToT	Training of Trainers
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNIFEM	United Nations Development Fund for Women
UNMIL	United Nations Mission in Liberia

## 1. Purpose

The purpose of this review is to assess the pilot phase of the joint initiative by UN Women and the United Nations Department of Peacekeeping Operations (DPKO), on behalf of UN Action against Sexual Violence in Conflict, to develop and roll out a set of materials for pre-deployment training of military peacekeepers in UN operations. These scenario-based trainings materials focus on the role of peacekeepers in preventing and responding to conflict-related sexual violence.

This review should assess the quality and relevance of the materials, the training methodology and the effectiveness of the course, as well as identify recommendations on the way forward to ensure sustainability and the accomplishment of the project goals.

The terms of reference for the review (see Annex C) identified a number of questions to be answered, as follows:

1. Does the intervention address the identified problem?
2. Does the activity contribute to advancing international commitments on gender equality and women's rights?
3. Was the intervention clearly formulated? Has it been well executed?
4. What are the main results achieved and what are the reasons for achievement and non-achievement?
5. To what extent have the recipients of the training been satisfied with it, or demonstrated any learning from it?
6. Is the project cost-effective, or could they be achieved at a lower cost through changes in the approach/methodology?
7. Are the involved stakeholders (DPKO, UN Women, UN Action, national peacekeeping centers) the right ones? What is UN Women's comparative advantage?
8. Does the project have a monitoring mechanism in place to measure progress?
9. What is the likelihood that the benefits from the pilot phase of the project will be maintained, or evolve into a self-sustainability once the project ceases?
10. What are the positive and negative changes produced directly or indirectly by this project, and to what extent can the identified changes be attributed to the project?

## 2. Methodology, scope and limitations

This review was conducted during 15 days in December 2013. The methodology consisted of a desk-review of project related documents; a visit to Bangladesh Institute of Peace Support Operations Training (BIPSOT) to observe a training on December 14-15; a total of 10 telephone interviews with key personnel in DPKO, UN Women and UN Action Against Sexual Violence in Conflict, trainers and training participants from trainings conducted in Rwanda, India, South Africa, and Brazil (see Annex A: List of Interviews); and quantitative and qualitative analysis of 256 participants' feedback forms from trainings conducted in New York, Bangladesh, Argentina, Rwanda and India.

Due to limitations in time and in access to peacekeeping missions on the ground, the impact of the training on the activities by UN peacekeeping missions in the field could not be addressed within the scope of this review.

## 3. Context

Sexual violence has many forms and expressions, and it targets whole communities, men, women, girls and boys. Due to the multi-faceted and damaging nature of sexual violence for individuals and communities, it is also a threat to security.<sup>1</sup> Conflicts in Rwanda and the former Yugoslavia in the 1990s laid bare the UN Peacekeeping Missions' failure to protect unarmed civilians under imminent threat of physical violence. With new resolutions and mandates peacekeepers' responsibility and ability to *proactively* protect civilian populations against sexual violence is enhanced, as part of the broader role of the international community in protecting from physical violence, establishing a protective environment and finding a lasting political solution, also known as the three layers of protection. This challenges conventional concepts of security and provides peacekeepers with new roles and responsibilities.

Complementing UN Security Council Resolution 1325<sup>2</sup> (2000) on Women, Peace and Security, UN SC Resolutions 1820 (2008), and 1888 (2009), 1960 (2010) and 2106 (2013) recognized sexual violence in conflict as a security issue that demands a security response, in essence mandating peacekeepers to intervene against sexual violence. Resolutions 1889 (2009) and 2122 (2013) further highlighted the importance of women's participation in peace and security matters. Since 1999, several UN peacekeeping missions' mandates have indeed explicitly mentioned military tasks to counter sexual violence in conflict. One example is MONUC in DRC, which was mandated by resolution 1856 (2008) to: "strengthen its efforts to prevent and respond to sexual violence."<sup>3</sup>

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<sup>1</sup> The Rome Statute of the International Criminal Court defines sexual violence as: "act of sexual nature against one or more persons or caused such person or persons to engage in an act of a sexual nature by force, or by threat of force or coercion, such as that caused by fear of violence, duress, detention, psychological oppression or abuse of power" International Criminal Court, *Elements of Crimes*, U.N. Doc. PCNICC/2000/1/Add.2 (2000).

<sup>2</sup> Other relevant UNSC Resolutions include 1889 (2009) and 1960 (2010) on *Women and Peace and Security*, 1612 (2005) and 1882 (2009) on *Children and Armed Conflict*, 1674 (2006) and 1894 (2009) on *the Protection of Civilians in Armed Conflict*.

<sup>3</sup> United Nations Security Council, *Resolution 1856* (New York: S/RES/1856, 22 December 2008).

Peacekeepers are often the first point of contact for the local population as the military can reach remote locations in insecure environments and are often the only actors that can offer some protection. The way peacekeepers respond can affect the image of the mission and the security and safety of the population, as well as the force.

During the past decade, UN peacekeeping operations have undergone a series of reorganizations and developments in order to increase their effectiveness on the ground. The Brahimi Report, followed by UN SC Resolution 1327 (2000) recommended peacekeeping operations to be given clear, credible and achievable mandates and a credible deterrent capability; and further recommended that the mandated tasks be appropriate to the situation on the ground, including the potential need to protect civilians.<sup>4</sup> The Security Council has adopted the practice of invoking Chapter VII of the Charter when authorizing the deployment of United Nations peacekeeping operations into volatile post-conflict settings where the State is unable to maintain security and public order.<sup>5</sup> However, the tasks assigned by the Security Council mandate, the concept of operations and accompanying mission Rules of Engagement (ROE) for the military component are more important for the nature of the peacekeeping mission than any particular chapter in the Charter. The ROE for the military will clarify the different levels of force that can be used in various situations and contexts and how each level of force should be used. In the insecure environments into which peacekeeping operations are often deployed, these ROE should be sufficiently robust to ensure that a peacekeeping mission retains its credibility and freedom of action to implement its mandate.<sup>6</sup> Indeed, robust mandates can authorize peacekeeping missions to “use all necessary means” to deter forceful attempts to disrupt the political process, protect civilians under imminent threat of physical attack, and support national authorities in maintaining law and order. However, a UN peacekeeping mission should only use force as a measure of last resort, with the minimum force necessary to achieve the desired effect, and sustaining consent for the mission and its mandate. The decision to use force therefore needs to be made at the “appropriate level within a mission, based on a combination of factors including mission capability; public perceptions; humanitarian impact; force protection; safety and security of personnel; and, most importantly, the effect that such action will have on national and local consent for the mission.”<sup>7</sup>

How should then a commander make the right decision on what actions to take when out on patrol and approached by a woman who reports that she has been raped and the perpetrators are nearby? With mandates directly and indirectly promoting action to prevent and respond to sexual violence, what is the appropriate action to take? This is an identified knowledge gap which needs to be filled, and is exacerbated by the fact that many peacekeepers, although trained to respond to the use of force, may be ill-prepared to combat the use of rape, and the often multi-faceted nature of sexual

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<sup>4</sup> United Nations Security Council, *Resolution 1327* (New York: S/RES/1327, 13 November 2000). The Resolution also recalled resolution 1296 (2000) on the protection of civilians in armed conflict and called for the full implementation resolution 1325.

<sup>5</sup> Chapter VII contains provisions related to “Action with Respect to the Peace, Breaches of the Peace and Acts of Aggression”.

<sup>6</sup> Peacekeeping Best Practices Section, Division of Policy, Evaluation and Training, DPKO, UN Secretariat, United Nations, *United Nations Peacekeeping Operations – Principles and Guidelines*, 2008 (New York: United Nations 2008).

<sup>7</sup> United Nations, *Principles of UN Peacekeeping*, <http://www.un.org/en/peacekeeping/operations/principles.shtml> (accessed 26 December 2013)

violence. Indeed it has been noted that despite conventional protection strategies by the international community in armed conflict, sexual violence persists. There is therefore an urgent need for peacekeepers at all levels to be aware of the means and methods of how and when to act to prevent and respond to acts of sexual violence in conflict.

The UN publication *Addressing Conflict-Related Sexual Violence – An Analytical Inventory of Peacekeeping Practice*, from 2010, noted ten elements that may support an effective response by uniformed peacekeepers, and they included commitment and capacity with the leadership (SRSG, Force Commander and Deputy Force Commander) to ensure the proper interpretation of the mandate; systematization of ad hoc responses, and strategies, such as patrolling during firewood collection to prevent “firewood rape”; understanding the links between sexual violence and the restoration of peace and security and ability to patrol and operate in unconventional spaces, and many more. These require increased capacity building at all levels of peacekeeping operations, which indeed was one of the elements recommended by the report: Operational scenario-based pre-deployment and in-mission/refresher training.<sup>8</sup>

The *Analytical Inventory* was subsequently turned into such scenario-based trainings, and the *Report of the Special Committee on Peacekeeping Operations* welcomed in May 2010 the DPKOs “efforts to update training programs for military, police and civilian peacekeeping personnel to ensure they include operations guidelines to protect women and girls from sexual violence”.<sup>9</sup> UN Security Council Resolution 1960 (2010) welcomed “the elaboration by the Secretary-General of scenario-based trainings materials on combating sexual violence for peacekeepers and encourages Member States to use them as a reference for the preparation and deployment of United Nations peacekeeping operations.”

Both international organizations (such as NATO, EU, and AU) as well as national military structures, have in the years following the Resolutions on Women, Peace and Security, introduced and increased pre-deployment training on integrating gender perspectives into mission activities and combating sexual violence. These training modules often consist of presentations by guest-speakers and subject matter experts from organizations specialized in women’s rights, which bring their own training concept and module into a pre-existing training concept. These modules are rarely taught by military personnel, let alone officers of higher rank, which might speak to military personnel in terms that might make these mandated responsibilities concrete and comprehensible as part of military tasks. These trainings are often conducted in an ad-hoc manner and perceived as an add-on to the other pre-deployment courses. There is therefore a dire need for a more systematic approach to training on women, peace and security that aptly trains all levels of contingents, and focuses on how to integrate these issues into the plans and tasks of peacekeeping missions.

There is a plethora of training aimed at military peacekeeping forces focusing on gender in general, and on sexual violence in particular, but most of them tend to focus on increasing a broader understanding of the issues in an introductory sense. For example, NATO pre-deployment training concerning combating sexual violence is included in their broader training on gender and

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<sup>8</sup> United Nations Development Fund for Women (UNIFEM), UN Action against Sexual Violence in Conflict, and United Nations Department of Peacekeeping Operations (DPKO), *Addressing Conflict-Related Sexual Violence – An Analytical Inventory of Peacekeeping Practice*, June 2010 (New York: United Nations 2010).

<sup>9</sup> United Nations General Assembly, *Report of the Special Committee on Peacekeeping Operations* (New York: A/64/19, 22 February – 19 March 2010)

implementing resolution 1325 (and its follow-up resolutions). Among several modules, one is devoted to “gender based violence and violations of human rights”, and is aimed at increasing the capacity of military staff to have an understanding of gender based violence and violations of human rights, and know how to react to gender based violence.<sup>10</sup> NATO has also included modules on sexual violence as part of their mandatory pre-deployment ADL-course.

The Nordic Centre for Gender in Military Operations was inaugurated in January 2012 as a joint Nordic initiative set up in SWEDINT, Swedish Armed Forces International Centre, to be a hub of knowledge and expertise regarding Gender Perspectives in military operations and to collaborate with the EU, NATO, UN and OSCE on areas of capacity building in gender perspectives. Within the area of training and education, the Centre offers a number of gender trainings, including the Gender Field Adviser training, the Commanding Officers’ course and the Flag Officers Seminar. These courses are aimed at military officers of various ranks, or to gender advisors to be deployed in missions. Sexual violence is covered in all these courses, however, is often covered in a module with a presentation from a subject-matter expert on sexual violence.<sup>11</sup>

At the national level, there is even less training of uniformed peacekeepers on protection of civilians and particularly of protecting women and girls from sexual violence. Often training is provided on the obligations under international humanitarian law and human rights law, but this often only reinforces military personnel’s perception of protection of civilians as the task of humanitarians.<sup>12</sup>

Not many military courses on gender and sexual violence are instructor led and based on scenarios which translates the principles and policies into advice on how uniformed peacekeepers should act and what they are allowed and should do in specific situations within the scope of their mandate and ROE. In short, the need for peacekeepers to receive training on how to practically prevent and respond to sexual violence is great; however, very few of the trainings on gender and sexual violence that exist focus on the practical application of resolutions, policy and mandates on sexual violence by peacekeepers by the means of military tasks.

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<sup>10</sup> NATO Committee on Women, *Template for pre-deployment gender training – Topics and learning objectives*, 2010. [http://www.nato.int/issues/women\\_nato/2010/template\\_for\\_predeployment.pdf](http://www.nato.int/issues/women_nato/2010/template_for_predeployment.pdf) (accessed 23 December 2013)

<sup>11</sup> Swedish Armed Forces, *Centre for Gender in Military Operations*, Swedish Armed Forces Website, <http://www.forsvarsmakten.se/Global/Myndighetswebbplatsen/ENG/SWEDINT/Nordic%20Centre%20for%20Gender%20in%20Military%20Operations/Gender%20inledning.pdf> (accessed 23 December 2013)

<sup>12</sup> UN Women, *Development of Scenario-based trainings Modules for Military Peacekeepers on Prevention and Response to Conflict-related Sexual Violence (54473)*, *Final Progress Report to the Netherlands, December 2010 – June 2012*

## 4. Scenario-based trainings for Military Peacekeepers in Prevention and Response to Conflict-Related Sexual Violence

To fill the gap in the existing pre-deployment training for peacekeepers in terms of addressing sexual violence in conflict, UN Women and DPKO, on behalf of UN Action against Sexual Violence in Conflict, developed the first-ever scenario-based trainings modules that equip UN peacekeepers with operational knowledge to prevent and respond to conflict-related sexual violence. Below is given a background, aim and objectives of the project, as well as the content of the training itself. This is followed by an analysis of the implementation of the project and the development and roll-out of the training modules.

### 4.1. Background

In May 2008, as a basis for discussion, a paper was presented at the high-level Wilton Park conference entitled “Women Targeted or Affected by Armed Conflict: What role for Military Peacekeepers?” The paper was a result of a desk review which collected lessons learned on strategies of protection used by various peacekeeping missions (UN and others, including AU, EU, OSCE, NATO and ECOWAS). The Wilton Park conference was co-organized by UNIFEM and DPKO, within the framework of UN Action against Sexual Violence in Conflict, and the discussions continued in August 2008 at the Annual Heads of Military Components Conference. The findings were then tested in field validation missions conducted by research team members from various sections of DPKO and a representative from UN Action to UNMIL in Liberia, MONUC in the DRC and in Rwanda to conduct a workshop with the Rwanda Defense Force (RDF) who had served in the AU Mission in Sudan (AMIS) and who had among other things successfully used the method of escorting women collecting firewood as a means of preventing rape. These field validation missions served the purpose of verifying the best practices identified in the desk review, as well as contribute with new examples of protection strategies. Interviews were conducted with mission leadership, women’s groups, UN agencies and host governments. Additional input was provided from UN Secretariat staff and academia. The collected best practices formed the knowledge product *Addressing Conflict-Related Sexual Violence – An Analytical Inventory of Peacekeeping Practice* (hereafter referred to as the *Analytical Inventory*), funded by Australian Agency for International Development (AUSAid).<sup>13</sup>

The *Analytical Inventory* and the process of developing it showed that peacekeeping operations are indeed acting against sexual violence in conflict, although often in an ad hoc manner. In order to make these efforts more systematic, the *Analytical Inventory* was further distributed as a capacity-building tool through the development of the *Scenario-based trainings for Military Peacekeepers on Prevention and Response to Conflict-Related Sexual Violence* (hereafter referred to as the Scenario-based trainings).

The *Analytical Inventory* and the Scenario-based trainings are part of a number of measures undertaken by DPKO and its missions on prevention and response to conflict-related sexual violence

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<sup>13</sup> United Nations Development Fund for Women (UNIFEM), UN Action against Sexual Violence in Conflict, and United Nations Department of Peacekeeping Operations (DPKO), *Addressing Conflict-Related Sexual Violence – An Analytical Inventory of Peacekeeping Practice*, June 2010 (New York: United Nations 2010).

as part of the broader mandate of protection of civilians (POC). This includes gender guidelines for military personnel in peacekeeping operations, the United Nations police toolkit on gender and policing in peacekeeping operations, operational guidance to assist civilian, military, and police components of peacekeeping missions to effectively implement United Nations Security Council Resolutions on sexual violence in conflict, POC integration into induction training standards and support to troop- and police-contributing countries, and the adoption of mission directives, concepts of operations, and protection strategies.

## 4.2. Development and Roll-out of the Scenario-based trainings Materials

The purpose of the project to develop and conduct the scenario-based trainings was to provide a practical-oriented training for military and other uniformed personnel to be deployed in peacekeeping missions. The *Analytical Inventory* was therefore converted into scenario-based trainings materials to be used in pre-deployment training or in-country training of peacekeepers.

The project was funded by the Government of Netherlands with USD 139,860 from December 2010 – June 2012, for the development of the scenario-based trainings modules.<sup>14</sup> The roll-out of the training modules was funded by Aus AID with AUD 305,000 from February 2011 to December 2013.<sup>15</sup>

For the development of the training modules, UN Women and DPKO hired two consultants lead by a senior military adviser, General Patrick Cammaert, to convert the practical lessons listed in the *Analytical Inventory* into scenario-based trainings materials (finalized 2011/2012). As previously mentioned, these were developed within the framework of DPKO ITS (Integrated Training Services) training efforts on Protection of Civilians (POC), and are part of the training package on POC. A Steering Committee consisting of representatives from UN Women, DPKO Best Practices, DPKO OMA and DPKO ITS under the organization of UN Action Against Sexual Violence in Conflict was set up to facilitate collaboration and provide input during the development of the training modules.

The expected outcome of this part of the project was stronger awareness of, commitment to, and effective actions on the part of national, regional and international security institutions to prevent conflict-related sexual violence and remedy its effects. The two outputs of the project were to:

1. Develop the first scenario-based pre-deployment training modules specifically devoted to prevention and response to conflict-related sexual violence in peacekeeping theatres; and
2. Pilot the scenario-based trainings modules in major troop-contributing countries, for wide dissemination to all peacekeeping training colleges at the end of the pilot phase.<sup>16</sup>

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<sup>14</sup> UN Women, *Development of Scenario-based trainings Modules for Military Peacekeepers on Prevention and Response to Conflict-related Sexual Violence (54473)*, Final Progress Report to the Netherlands, December 2010 – June 2012 (New York: UN Women 2012).

<sup>15</sup> Australian Agency for International Development, *Third-Party Cost-sharing Agreement Between the Australian Agency for International Development and UN Women*, AusAID Agreement no. 58175, 2011.

The main goal of the roll-out part of the project was to enhance the protection of civilians from sexual violence during conflict and support effective responses to sexual violence during conflict. The objectives of the project were:

1. Dissemination of scenario-based trainings modules and materials to ten peacekeeping troop contributing countries; and
2. Two subsequent evaluation visits to missions one year later to review application of the trainings and update or adjust if necessary

As part of the roll-out of the training, a Mobile Support Team for training was set up with representatives from DPKO, UN Women and UN Action against Sexual Violence in Conflict in order to support General Cammaert in moderating the trainings. UN Women in collaboration with DPKO coordinated these visits to troop-contributing countries to conduct the training that targeted senior leadership, Staff College and military personnel of the ranks from Captain to Colonel who were about to go into missions and received the training as part of their pre-deployment training. Countries were chosen according to the size of their contingents and their deployments in missions where conflict-related sexual violence is a prominent feature. During 2011 the scenario on MONUSCO in DRC was the first scenario completed and used in pilot training. In the beginning of 2012 the whole training package was completed. The project was granted one year cost-extension, as the implementation of the development of the materials took longer than expected, and funds exceeded the costs during the first two years.

One year after the completion of the project, in 2014, the lead consultant is planned to undertake an assessment mission to one or two deployment areas and evaluate the impact of the training on the peacekeeping missions in the field (see objective 2 of the roll-out of the training, above).

The costs of the project consisted of funding for visits for conducting the training in the troop contributing countries, ten visits per USD 25 000 and consultant fees for the lead consultant (USD 30 000). Some funding has also been provided for supporting the national training centres in hosting the trainings, as well as editing and designing the materials and producing 200 CDs with the training module. The salaries of subject matter experts from DPKO, UN Women and UN Action against Sexual Violence in Conflict have not been funded by this project.

During the pilot phase of this project, more than 500 military officers have been trained. The training package has been piloted in six major troop-contributing countries (People's Republic of Bangladesh, Brazil, India, Federal Democratic Republic of Nepal, Rwanda and South Africa) and in two regional trainings (a joint training with Argentina and Uruguay, and multi-country training in the Western Balkans). The training modules have been incorporated into the curriculum of the biannual Dutch-Spanish week-long course on gender in peace operations by the European Security and Defence College (where it has run for seven editions) and have been used repeatedly in the curriculum of peacekeeping training colleges in Argentina, Brazil and India.

The project does not have a monitoring mechanism. During the pilot phase, and with the limited budget, the project focused on the development of the product with a useful content. During the

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<sup>16</sup> UN Women, *Development of Scenario-based trainings Modules for Military Peacekeepers on Prevention and Response to Conflict-related Sexual Violence (54473)*, Final Progress Report to the Netherlands, December 2010 – June 2012, (New York: UN Women 2012).

roll-out of the training a feedback form for participants was developed, however not used for the first couple of trainings. The feedback form is still not administered at all trainings. Even if always distributed by UN Women, it is in the end for the national training centres to decide which feedback form to use at their respective trainings.

Plans for the next phase of the project will include training of trainers (ToT) to be held in three regions and encompass trainers from 13 of the 16 top troop contributing countries (TCCs). By 2015 the national training centres will be able to conduct the trainings themselves.

This project has become a door opener for UN Women, enabling them to move gender issues into the peacekeeping operations agenda, and collaboration with DPKO has made this easier. The scenario-based trainings have also had a lot of visibility, and many observers have noted its unique approach of providing practical examples of how you can find a solution to a seemingly unsolvable problem. The training module has been demonstrated to permanent missions via several events hosted by the Permanent Mission of Canada to the UN, and has been mentioned in the Secretary-General's reports and resolutions of the Security Council (as noted above). Refresher courses have been demanded by the national training centres themselves, who have also used the module as part of general gender courses, which emphasizes the flexibility of the course, of being a stand-alone module that can also be incorporated in other courses. One example is ITS' POC training.

Even though the scenario-based trainings are part of the ITS POC training, most of the training so far has been done by UN Women by General Cammaert and the Mobile Support Team. This has had the added advantage of enabling UN Women to commence collaboration with local military structures.

### **4.3. Scope and content of the Scenario-based trainings**

#### **Aim:**

The aim of the training module is to “evaluate and address hypothetical situations in which the local population is at risk or the victim of sexual violence, and formulate courses of action in the context of a particular mission’s mandate and rules of engagement.”

#### **Objectives:**

- Provide the participants with an understanding of the nature of sexual violence in armed conflict, as well as the challenges and dilemmas facing military and civilian decision-makers in the field;
- Enable them to consider and implement protection tasks at the tactical level, including best practices aimed at preventing or responding to sexual violence;
- Ensure that they understand the roles that various mission components play in addressing human rights violations, including crimes related to sexual violence.

**Content:**

The training is divided into a strategic and a tactical version, aimed at their respective levels, where the tactical version can be aimed at both operational and tactical levels.

The training is usually conducted in two days and consists of PowerPoint and video presentations and table-top scenario-based exercises drawn from specific mission contexts, mandates, and rules of engagement, namely The United Nations Organization Stabilization Mission in the Democratic Republic of Congo (MONUSCO), United Nations Operation in Cote d'Ivoire (UNOCI) and MINUSTAH in Haiti. The three different scenarios of Cote d'Ivoire, Haiti and DRC provide different settings and aspects of the issue of sexual violence. The scenario-based modules are available in English, French, and Spanish.

The training introduces the issues with three presentations which take place during the morning of the first day, outlining the conflict environment where peacekeeping missions are deployed, the difference between the use of force under UN Charter Chapter 6 or Chapter 7 mandates, and the scope and severity of the issue of sexual violence in conflict. Questions from and interaction with the audience is encouraged. After lunch, the first scenario is introduced with a corresponding video clip giving a visual understanding of the operational environment of peacekeeping missions, and the nature and effects of sexual violence in that particular context. The student body is then divided into groups and proceeds with working on the scenario-based exercises for about two hours. This is followed by a session where groups report their result and the issues are discussed in class. The second day is devoted to the two remaining scenarios, one during the morning and one in the afternoon.

The scenarios are composed of a written description of the background to the situation in the area. This is followed by a number of situations (5 situations in the DRC scenario, 2 situations in the Haiti scenario and 2 situations in the Cote d'Ivoire scenario). One example of a situation is: "Two young girls were raped in the village, abducted and taken to the forest. On the same day, a group of four women were raped on their way to the market, while another managed to escape. She knows where the perpetrators live and reports the incident to the village elder, who passes the information on to UN forces deployed in the area and asks the company commander to help rescue the two girls from their kidnappers" (DRC scenario). The discussions in class are moderated by the instructor who plays a pivotal role in answering questions from the students as well as provide feedback to their solutions to the problems raised in the scenarios.

#### 4.4. Analysis

The scenario-based trainings provide hands on, practical advice which is easily transformed to concrete action in the field. It therefore fills an important gap in the proliferation of gender and protection trainings in the international setting: it bridges the gap between policy on addressing and preventing sexual violence, and the tactical activities on the ground. In a sense, these trainings take the UN Security Council Resolutions, and interpret them into possible action for the commanders and soldiers on the ground.

It is, as always, important to strike a balance between on the one hand the utility and effect of having a training module that is effective and focused enough to allow participants to delve into the subject at hand and acquire a depth of learning, and on the other not to exclude important parts of the context and the broader framework of the issues discussed. In the scenario-based trainings, the focus is heavily placed on the mandate and ROE of peacekeeping missions and the concrete actions of preventing and responding to sexual violence, such as disarming and apprehending perpetrators and reporting crimes of sexual violence. The situations are all quite similar, describing a situation of rape of one or more women. This provides participants with straight forward examples to work with, perhaps suited to the limited time for discussion which does not allow for a too complicated scenario. However, it does not provide a complete picture of reality or a representative picture of the nature and causes of sexual violence in conflict. For a more representative content, examples of other forms of sexual violence, such as enforced prostitution, sexual slavery and strip searches, as well as sexual violence directed at men and boys, would have been useful.

The Steering Committee for the project has discussed the issue of more diversity in the scenarios. The current scenarios were adapted from the *Analytical Inventory* to be used in training, and were chosen as most likely to involve the participants, and to be representative of the most common types of sexual violence in mission areas. The emphasis also lay rather with obtaining a good end result from the user than a product which encompassed all aspects of a complicated issue. There are however plans to build a larger bank of scenarios in the future. All the same, the scenarios manage to capture the proliferation of sexual violence, the scope of the problem, and the variety of different armed and civilian groups responsible for these crimes. And there is a useful point in using scenarios focusing on peacekeepers' ROE for the protection of civilians. By focusing the discussion on this one aspect of preventing and responding to sexual violence, it serves as a conduit to speak about the overarching issues in the discussions in class, but rather than serving answers to the students, they are made to think about the solutions themselves.

The presentations provide an introduction to the subject with a focus on ROE and mandates and how they can be used to provide physical protection. There is sparse information on how military forces can work on preventing sexual violence, on the underlying psychological, political, socio-economic and gendered factors and causes of sexual violence, and on the connections to international humanitarian law and human rights and gender equality. The importance of participation and empowerment of women to prevent sexual violence and addressing men as part of the solution is also not included in the presentations. Other stakeholders' work and role in combating sexual violence in conflict is also not mentioned in depth. This became evident during the training conducted at BIPSOT, where there was some confusion during the groups' presentation on the mandate of other mission components and other organizations in the mission area. Some participants have also expressed the wish for the presentation to include more in-depth information on gender and human rights and the roles and mandates of other stakeholders in the feedback forms (see Participants' Feedback, below). Most of this information is readily available in the *Analytical Inventory*, which can easily be used in the training.

The lack of a broader perspective of sexual violence in conflict in the scenario-based trainings leads to a limited fulfillment of part of the first and third objectives of the training, as mentioned above, particularly when it comes to providing the participants with an understanding of the nature of

sexual violence in armed conflict and ensure that they understand the roles that various mission components play in addressing human rights violations, including crimes related to sexual violence.

Many interviewees for this review, including key personnel connected to the project, identified the need for more geographically and thematically varied scenarios, as well as the need to include more slides in the presentation on the issue itself. This will be particularly important for future instructors, who will need a complete and standardized product to work from. One important factor in making the training sustainable is to ensure that there is enough detailed instructor manuals and a training package that can be adapted to the varied needs of different audiences. During the training conducted to UN Headquarters Staff in New York, different questions and issues were for example raised than during trainings conducted to staff from defence ministries and national military organizations in the European Defence College course in Madrid or again, in national training centres when the audience are prospective peacekeepers.

The scenarios are perceived as very realistic and useful by both interviewees and participants in the trainings. However, one interviewee raised the issue that the scenarios were not so realistic when it came to the situation for individual military observers who often move around alone or in smaller groups. This puts limitations on what can be expected of them to do in terms of response. The issue of resources compared to expectations placed on peacekeepers was also raised by participants of one course, where it was noted that the largest TCCs are developing countries with limited resources, and participants felt that expectations on their response mechanisms were too high. This is something that an instructor will need to be able to answer while conducting a training.

Another issue that was raised by both interviewees and participants in the feedback forms was the need for more time, particularly to have time to properly discuss in depth all the situations in each scenario. During the BIPSOT training in December 2013, the students had two hours for the discussion of five different situations (DRC scenario). This time also included reading up on the scenario and other materials, as these had not been distributed to the students before the class. The class then had one hour to report back and discuss all groups together. It was perceived that the students felt that this time was not enough. This, coupled with the fact that most participants indicated on their feedback forms that what they appreciated most with the training was the group work and discussion in the class, indicates that more time in the training module should be allowed for discussions.

For monitoring purposes a standardized feedback form should be used at all trainings, but this also begs the question of how to measure the impact of the training. There are several levels of impact that can be measured. One question in the UN Women feedback form is: "Name three things that YOU can do to protect women and girls in a peacekeeping mission. What else would you need to perform this task?" This question can reasonably well capture the level of learning obtained by the students. One can also measure with the frequency that the training module is used by national training centres. For the harder question of what the impact is in the mission area, certain follow-up can be done with training participants in mission on what activities they have performed in preventing and responding to sexual violence. But in the end, a proper assessment on the effect on the civilian population's security would require a larger structure and implementation phase than allowed by the pilot phase of this project.

The project itself has a well-defined goal of having the scenario-based trainings module “become part of the regular curriculum of national peacekeeping training centres and, ultimately, ensure that all blue helmets deployed have received it and that this enhances their understanding of the rules of engagement and the centrality of sexual and gender-based violence to their protection of civilians mandate.”<sup>17</sup> The outcomes for the part of the project concerning the development of the training modules and the piloting of the training in TCCs have been well achieved. The roll-out part of the project, with the outputs of dissemination of scenario-based trainings modules and materials to ten peacekeeping troop contributing countries, and two subsequent evaluation visits to missions one year later to review application of the trainings and update or adjust if necessary, is still underway. For both parts of the project the funds allotted have been used in a cost-effective way covering the most necessary expenses.

There is no doubt that this training module serves its stated purpose and fills an existing knowledge gap in the pre-deployment training of peacekeepers. It thereby provides a necessary piece in ensuring prevention and response to sexual violence in conflict, and in the end contributes to the fulfilment of the international commitments on gender equality and women’s rights.

The collaboration between DPKO and UN Women has further enhanced the women, peace and security agenda within peacekeeping operations. Sexual violence is now presented as an issue part of protection of civilians and part of the security agenda and responsibility of peacekeepers, rather than a gender issue not relevant to peacekeeping. In essence, the scenario-based trainings are causing a shift in the mindset of many military organizations and the culture of institutions. Some of the feedback on the *Analytical Inventory*, which forms the base for the scenario-based trainings, highlights that the products are more of a useful tool for the military, not a gender tool that has been adapted to military tasks. This speaks of the fruitful collaboration between DPKO and UN Women, where both organizations bring their respective expertise to the table. UN Women on the one hand brings expertise in sexual violence and the related gendered aspects, whereas DPKO bring the military expertise and understanding for the structures and activities of peacekeeping missions. The established Steering Committee is a useful forum for furthering the collaboration as the project moves into the next phase, and should be a forum for open discussion on the two organizations’ naturally different perspectives on the training module. One issue, for example, highlighted by representatives from DPKO, is that the messages in the training should reflect and be in alignment with the trainings developed by ITS for troop contributing countries. It is therefore important that ITS remains involved in this project.

Some of the challenges identified by the project itself include the systematization of the use by all peacekeeping training colleges of the training and its adoption by national instructors in troop-contributing countries. Another challenge that was identified was the proliferation of training initiatives related to gender and protection of women and girls in relation to peacekeeping missions but the lack of coordination among actors. Strong collaboration with DPKO Best Practice and the ITS

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<sup>17</sup> UN Women, *Terms of Reference, Scenario-based trainings for Military Peacekeepers on Prevention and Response to Conflict-Related Sexual Violence: End of Pilot Phase Review*, November 2013 (New York: UN Women 2013).

was identified as key to the systematization and standardization of the scenario-based trainings modules on prevention and response to conflict-related sexual violence.<sup>18</sup>

There is no denying that much of the success in the development and implementation of the module is much due to the lead consultant, General Patrick Cammaert and his personal commitment to the course, repeatedly teaching it in TCCs, and his personal experiences and depth of knowledge on the subject (see Participants' Feedback below). Any criticism that has been directed at the project has therefore concerned the sustainability of the training. Will the training and follow-up and development continue after the end of the project, or is it very much dependent on the work of one individual?

## 5. Participants' Feedback

For the purpose of this review, a total of 256 participants' feedback forms from trainings conducted in India (2 separate trainings), Bangladesh, Rwanda, Argentina (Joint training of Argentine and Uruguayan troops) and at UN Headquarters in New York were analyzed. The main target group for this training is prospective or current peacekeepers of officer's rank, from the rank of Captain to Colonel. Of the feedback forms analyzed, 192 were generated from the scenario-based trainings conducted at TCC training centres to the main target group and allowed for both a quantitative (see figs 1 – 4 below) and qualitative analysis. 37 feedback forms of a different design were generated from a ToT conducted at Bangladesh Institute of Peace Support Operations Training (BIPSOT), which the consultant for this review could attend in person. 27 feedback forms were generated from the training conducted at UN Headquarters in New York for UN Staff, and allowed only for a qualitative analysis.

### 5.1. Quantitative analysis

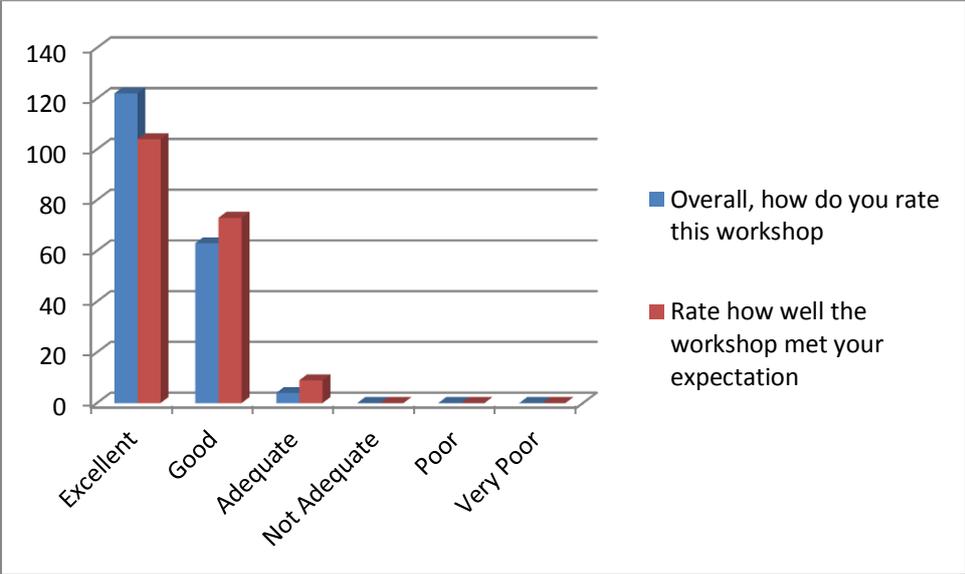
The graphs below are based on the quantitative analysis of 192 feedback forms from the four selected trainings in Argentina, India and Rwanda. The feedback forms consisted of a quantitative part and a qualitative, descriptive part. The quantitative part consisted of 9 questions where answers were rated in accordance with the following scale: 1=Excellent, 2=Good, 3=Adequate, 4=Not Adequate, 5=Poor, 6=Very Poor.

As can be seen in figure 1, below, an overwhelming number of participants from the four trainings, 64%, gave the workshop an overall rate of the top grade of "Excellent", and 96% gave the workshop a grade of "Good" or higher. When rating how well the workshop met their expectations,

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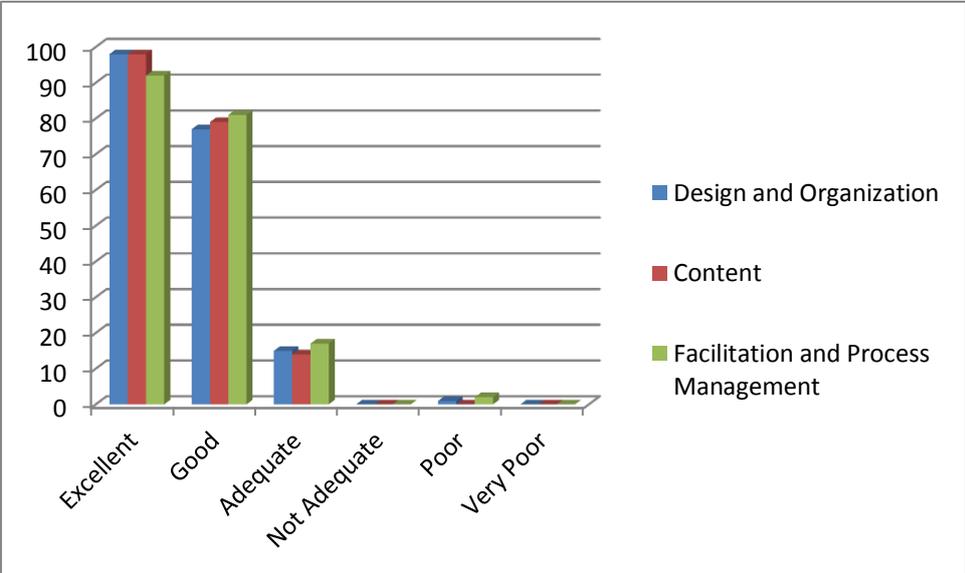
<sup>18</sup> UN Women, *Development of Scenario-based trainings Modules for Military Peacekeepers on Prevention and Response to Conflict-related Sexual Violence (54473)*, Final Progress Report to the Netherlands, December 2010 – June 2012 (New York: UN Women 2012).

Fig 1: Participants’ feedback regarding the overall rate of the workshop and how well the workshop met expectations



95% rated the training “Good” or higher. Figure 2 displays the participants’ feedback in regards to how the training was conducted, its design, organization and content, as well as facilitation and process management. Again, the feedback is overwhelmingly positive in nature, 92% rating the course’s design and organization “Good” or higher, 93% rating the content of the course “Good” or higher (with 51% of participants rating it “Excellent”), and 90% of respondents rating the facilitation and process management “Good” or higher.

Fig 2: Participants’ feedback regarding design, organization, content and facilitation of the training

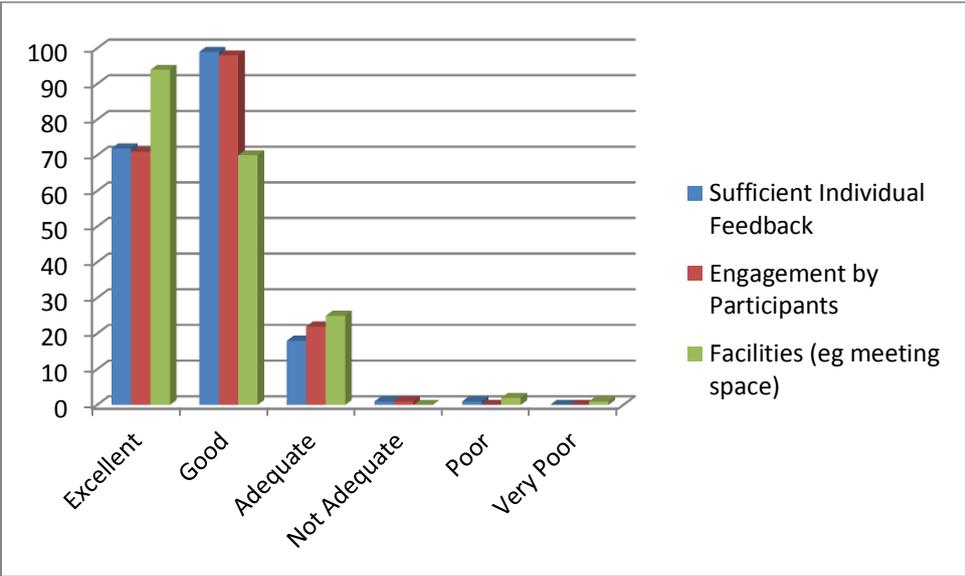


In Figure 3 below, participants rated the individual feedback, the engagement of participants and facilities where the course was conducted. A slight reservation is made for the question posed regarding engagement of participants which can be interpreted both as the participants’ willingness

and ability to participate, as well as the course’s interactive nature and ability of encouraging participation. There is a possibility that participants have interpreted this question differently and this might be reflected in the responses.

As can be seen below, 90% and 88% of participants respectively rated individual feedback and engagement of participants as “Good” or higher. Indeed, the interactive approach of the training was one of the main advantages of the course as mentioned in the descriptive part of the feedback form by participants.

Fig 3: Participants’ feedback regarding individual feedback, level of participation and facilities



The last question in the quantitative part of the feedback is perhaps the most revealing: how participants rated the training’s usefulness in their role as peacekeepers. As is shown in Figure 4 below, this was the question that had the highest number of respondents (67%) rating it “Excellent”. In total, 95% of respondents rated the usefulness of the training as “Good” or higher.

Fig 4: Participants’ feedback regarding the training’s usefulness in their role as peacekeepers

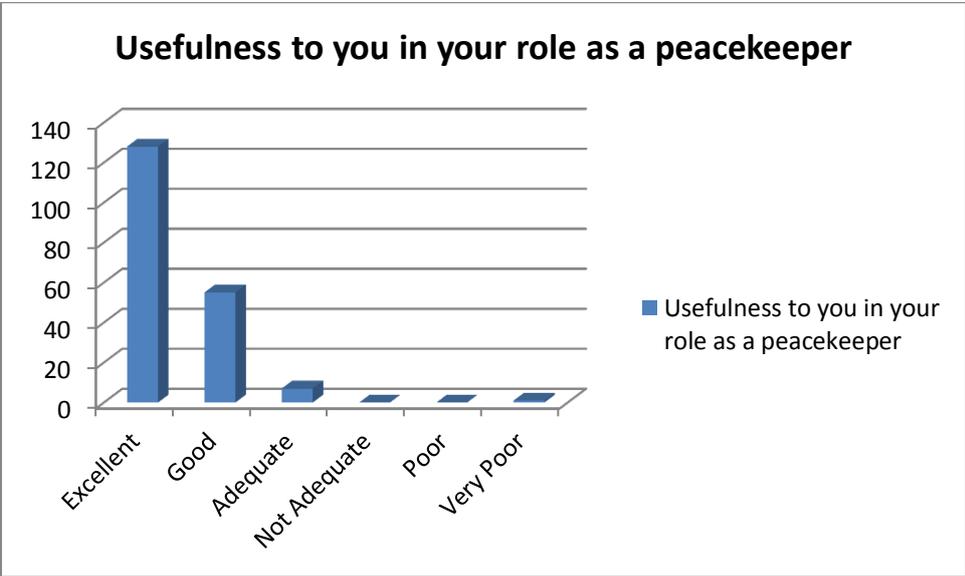


Table 1: Summary table of participants' feedback forms

	<b>Excellent</b>	<b>Good</b>	<b>Adequate</b>	<b>Not Adequate</b>	<b>Poor</b>	<b>Very Poor</b>	<b>Total<sup>19</sup></b>
Overall, how do you rate this workshop	122	63	4	0	0	0	<b>189</b>
Rate how well the workshop met your expectation	104	73	9	0	0	0	<b>186</b>
Design and Organization	98	77	15	0	1	0	<b>191</b>
Content	98	79	14	0	0	0	<b>191</b>
Facilitation and Process Management	92	81	17	0	2	0	<b>192</b>
Sufficient Individual Feedback	72	99	18	1	1	0	<b>191</b>
Engagement by Participants	71	98	22	1	0	0	<b>192</b>
Facilities (eg meeting space)	94	70	25	0	2	1	<b>192</b>
Usefulness to you in your role as a peacekeeper	128	55	7	0	0	1	<b>191</b>

In Table 1 above, it is noted that the participants were over all satisfied with the content, the design and organization and the facilitation and process management of the course. This corresponds well with the qualitative analysis, below.

Comparing the participants' feedback from the four different trainings, one can see that the participants from the trainings in India generally rated the trainings higher than participants in the trainings conducted in Rwanda and Argentina. 79% of respondents in both trainings in India gave the training an overall rate of "excellent", compared to corresponding figures of 48% in Rwanda and 54% in Argentina.

<sup>19</sup> Not all questions were answered by all participants why the total figure not always amounts to the full 192 respondents.

## 5.2. Qualitative analysis

Participants in the four selected trainings in Argentina, India and Rwanda highlighted a number of issues in the qualitative and descriptive part of the feedback forms. This part of the form consisted of questions on the trainings' strengths and weaknesses, what, if any, materials were missing or in what sense the trainings should be improved if it was offered again. The form also included the question of what three things the respondent could do to protect women and girls in a peacekeeping mission, and what else they needed to perform that task.

### **Strongest and most useful elements of the training**

Participants in the four selected trainings, belonging to the main target group of prospective or current peacekeepers of officer's rank (usually Captain to Colonel) particularly appreciated the work on the scenarios in the training. This was particularly highlighted in the responses by 68 participants of 192 (35%). The practical approach of the training, to focus on converting theory and policy to concrete work around scenarios that have the credibility of being real life cases, was particularly emphasized by the respondents. This was also reflected in the responses by 40 participants (21%) who highlighted the organization, methodology, and content of the course.

As many as 56 respondents (29%) particularly mentioned the instructor (General Cammaert) as most appreciated by the course. What the participants especially emphasized was the instructor's profound knowledge of the issues and way of presenting. Trainers and participants interviewed during this review also bore testimony to General Cammaert's ability to engage the participants and present a difficult topic often displayed in theory, and convert it to a practical issue, very much in line with the mandate, responsibilities and tactical tasks of peacekeeping. The instructor's ability to teach and answer the doubts and questions of the participants in a clear manner was much appreciated. General Cammaert was also pointed out as having a comparative advantage as instructor of this course, in being male and from a military background with extensive personal experience from various peacekeeping missions, which lent him credibility and trust from the participants. Many participants testified that they experienced the training as an eye-opener to the topic of sexual violence in conflict itself. This is further evidenced by the overwhelming number of participants (95%) who in the quantitative part of the feedback rated the training as useful to the role as a peacekeeper.

15% of the respondents particularly mentioned the analysis of the scenarios and discussions in class and the interactive nature of the training as something they appreciated the most about the course. The breadth of student views and the allowing atmosphere for discussion was mentioned as particularly positive.

Other issues that were highlighted as most appreciated about the course included:

- Introductory video-clips
- Clarification of ROE and mandate
- Varied and experienced participants
- Good introduction to the issue of sexual violence in conflict
- Introductory presentations

- Messages were conveyed in a simple fashion
- Practical experience of UN Women presented
- Composition of organizational team
- Comparative nature of course (comparing different missions)

### **Weakest and least useful elements of the training**

The weakest part of the course as rated by the participants was the lack of time and the short duration of the course. As many as 20% of participants particularly mentioned this as what they liked least about the workshop. Respondents have not specified in the survey what aspects of the course they would like to have extended, however, the suggested improvements to the course (see below), as well as interviews with trainers and participants, seem to indicate that there is an expressed wish for time to work with more scenarios, as well as increase time for each group discussion and the following class discussion. Some participants mentioned badly organized groups and lack of materials in advance as weak elements of the course. The group discussions are accompanied by documents on mandates and ROE, and if these are distributed beforehand to the participants to familiarize themselves with before the group discussions, that could indeed save time and leave more time for discussions and analyzing the problems in groups, rather than reading through the distributed materials.

The participants in the training in Argentina also mentioned language barrier as a problem, as course was conducted in English while the participants' mother tongue is Spanish.

Other elements of the training that was mentioned as weak or not so useful included:

- No guidance in syndicate groups
- Need for more scenarios, including cases from areas where participants will be deployed (South Sudan, Mali, Kosovo and Afghanistan, for example)
- The training lacked practices actually employed by missions which have resulted in better protection
- Too few video clips
- Scenarios did not include more ambiguous mandates, not based on Chapter 7
- Training only presented military perspective, would have been useful to have a representative from UN Women, or other civilian organization giving experiences and a different perspective.
- Should include experience from female officers (or civilian organizations) who have handled this kind of victims
- Materials should have been issued before the training so that the participants could have had time to read and understand the mandates and ROE before the group discussions
- Scenarios did not have examples of general exploitation

## Suggestions for improvement

81% (155 of 192) of the participants responded positively to the question whether the course should be offered again. That being said, they also offered suggestions for improvement, some which have already been mentioned above.

31% of participants directly suggested the training to be extended to more days. Other suggestions for improvement that were raised by several participants included: making the course mandatory as part of pre-deployment training, that the whole contingent should undergo the training, that there should be more thematic focus on violence and abuse in general, and not only on sexual violence, that more scenarios and exercises should be included, and that a wider variation of scenarios with different cases from other missions and from other geographical areas would be an improvement. Participants also asked for the training to be held in other languages than English (French and Spanish especially mentioned), more examples of best practices and success stories of what has worked in the field, and for more visual aids, such as movie-clips and photos.

Other suggestions for improvement included:

- More speakers with different perspectives, including representatives from civilian organizations working on violence against women, humanitarian organizations and UN agencies
- More scenarios from other missions, perhaps even where the participants will be deployed (South Sudan, Afghanistan, Lebanon, Kosovo, Mali, Cambodia, Former Yugoslavia, more on Haiti)
- More emphasis on participation of women (female service women)
- Include information on the detailed legal framework within which to deal with these situations (international humanitarian law), especially in regards to engaging NGOs and other humanitarian organizations
- Important that the course is conducted by a subject matter expert with experience from the field as a commander
- More information from the victims' perspective
- More information on Sexual Exploitation and Abuse by peacekeeping contingents and how to prevent it
- Include more proactive, not reactive, scenarios
- Include statistics on crimes of sexual violence
- Need to take into account that some participants have never been to missions
- Participants need certain knowledge before the course, for example on the UN System
- Course materials to be distributed to participants the day before
- Participants be provided with copies of the slides
- Bibliography should be offered
- Could it be offered as an online course? Or have materials on a web page?

As a way of measuring the effect of the course and the level of learning with the participants, the feedback form contained the following question: "Name three things that YOU can do to protect women and girls in a peacekeeping mission. What else would you need to perform this task?" For this review, an analysis was made whether the responses given indicated significant learning from

the course. Even if this is a precarious analysis to make due to the variety of factors that can influence the answers to such a questions, that do not necessarily have anything to do with the respondents level of learning from the course, the number of students that replied with listing three significant factors that could contribute to protection of women and girls were 127 out of 192, that is 66%. The numbers varied greatly between the courses which can be the result of language barriers, and cultural difference, since the instructor and the conduct and content of the course remained the same.

### **Training for UN Headquarters Staff, New York**

In addition to pilot trainings in the troop-contributing countries, a one day version of the training module was held in October 2012 for UN Headquarters Staff in New York. The 27 feedback forms from that training were analyzed. The feedback form consisted of four questions; 1) what do you think are the strongest and most useful elements of this training module? 2) What could be improved and how? 3) How can this be taken to scale and turned into an integral part of pre-deployment training in troop-contributing countries? And 4) are you interested in being part of the mobile support training team piloting this training in troop contributing countries? The first two questions also asked respondents to keep the target audience of current and prospective peacekeepers in mind.

Despite the different target group with participants from different backgrounds and work duties than the main target group of the training, the responses from this training corresponded well to the responses from other trainings, that is, the same aspects of the training came up as strong or as room for improvement. However, the various aspects had a different ratio compared to the other trainings.

The strongest and most useful elements of the training module were identified as: the scenarios (52%), the discussion on ROE (33%), discussion on mandate (26%) and the feedback and personal experiences shared by the instructor, being a high-ranking military official (19%). Other positive aspects that were mentioned included the videos, presentations and the overall delivery of the course.

The question on what could be improved generated more answers from the participants than the previous question. The suggestions for improvements included more information on the nature and various aspects of sexual violence in conflict, also as related to women, peace and security (30%), to widen the scope of the training to include not only the physical protection as can be provided by military troops, but also how the military can be supported by other civilian mission components and organizations that work with these issues in other ways (19%), and more time to go through the scenarios in depth (15%). Other areas identified for improvement included that more scenarios should be added, that trainers should include also personnel with non-military background, to provide participants with small laminated cards with the most important information, to include early warning indicators of sexual violence in conflict, that the scenarios should be presented as videos and not text, and that the questions to the scenarios address diverse audiences and should be tailored to the audience.

The suggestions for turning the training into an integral part of pre-deployment training in troop contributing countries included the following:

- Training should be part of pre-deployment training and repeated in mission area.
- Joint training with civilian and police component in mission area
- Mandatory as part of the civilian pre-deployment training conducted by the UN
- Training should be mission-specific and also include training on environment and cultural awareness
- Included in Core Pre-Deployment Training Materials (CPTM), or CPTM should be pre-requisite
- Included in DPKO's POC training
- Combine training with other pre-deployment trainings on security for example
- Training DVDs in the languages of the top troop contributing countries
- Multi-lingual DVDs for conflict related sexual violence training
- Mixed instructor team with military and civilian experts

Lastly, 59% of the participants responded positively to become part of the mobile support training team for this training module, which gives some indication as to the level of appreciation among the participants.

### **Training at BIPSOT, Bangladesh, 14-15 December 2013**

The ToT conducted at BIPSOT in Bangladesh 14-15 December 2013 were attended by 43 participants, of which 25 of military background and 18 civilians. The military participants were officers, some of who were scheduled to depart on UN peacekeeping missions, and some who attended the course in order to teach at BIPSOT, and others for general capacity building purposes. The civilian participants were students at Dhaka University and were part of a new initiative by BIPSOT to include the civilian dimension in the participating student body at the training centre. The varied background of the participants, both senior professionals and students, civilian and military, as well as male (28 participants) and female (15) led to discussions with a variety of perspectives, but also varying levels of knowledge on issues of military peacekeeping forces. The civilian students underwent a five-day pre-course on the UN system and peacekeeping in order to ensure a more level pre-existing knowledge base. Although the training at BIPSOT was announced as a ToT, the students received the regular training, and it is therefore analyzed as such in this review.

The feedback forms from the course contained both quantitative and qualitative questions. Of the 37 feedback forms collected from the training, an overwhelming majority gave the training the highest score (5 of 5). The three presentations given during the morning session of the first day, received as much as 68%, 65% and 60% of responses that gave them the highest score of 5. 27%, 27% and 38% of respondents gave the presentations the score of four, whereas only a few gave the presentations a score of 3 (average). 78% of respondents gave the scenario-based exercises used in the training (scenarios of DRC and Cote d'Ivoire) the highest score, and the remaining 22% gave the scenarios a grade of 4. On the overall quality of training, the students ranked the presentation highest, and 81% gave the presentations overall the highest score of 5. The other aspects measured (such as overall effectiveness, given materials, audio-visuals and course materials) received 59%-68% of the highest score, and only a few respondents had given them the low grade of 3. When it came to the instructor, students most appreciated his presentation style and knowledge, but also the other aspects of background and experience and teaching abilities received the similar high rate of the highest score (86%-95%).

When asked to list the three things they found positive and useful on this course, the students primarily mentioned the scenarios (38% of respondents), clarification of use of ROE and mandate (27%), learning about sexual violence and women, peace and security issues (19%), the practical experience shared by the instructor (16%), learning about UN and peacekeeping operations and the video materials (both 13%). Respondents also mentioned the presentations, the instructor in general and the opportunity to find solutions to problems with discussion as positive aspects of the course.

When it came to what students deemed to be the most important skill they learned during the course, they mentioned knowledge about ROE and mandate as well as sexual violence and women, peace and security (30% of respondents each), knowledge about peacekeeping operations (22%) and to make better decisions when faced with difficult situations (19%).

Students rated the most effective part of the course to be the scenarios (mentioned by 57% of respondents), syndicate discussions (22%), and discussions in class (19%). Presentations, videos and analysis of decisions in difficult situations were also mentioned.

When it came to improvements to the course, 46% mentioned that more time should be given to the course, and 24% mentioned that more case studies were needed. Other improvements suggested to the course included:

- More visual components
- More time for presentations
- More time for group work
- Additional information presentations on mandate, ROE and chapter VI and VII
- Study materials should be distributed before the course start
- More information on international humanitarian law, child protection, protection of civilians and women, peace and security in general
- Include more examples of conflict related violence

### 5.3. Summary Analysis

Over all, the course is extremely well appreciated by the students in the four selected trainings conducted at national training centres (India, Rwanda and Argentina), with over 90% of participants rating it “good” or “excellent” in terms of overall appreciation, how the course met their expectations, content, design and organization, facilitation and usefulness to their role as peacekeepers. This speaks to the unique quality and approach of the course and how well adapted it currently is to its target group – officers of a Captain’s to a Colonel’s rank who are prospective peacekeepers. Different target groups will need different versions of the training module, depending on differing backgrounds, experience and knowledge levels, however, despite most of these factors, participants in all courses seemed to agree on the most important strength and weaknesses of the training module.

Most appreciated were the work on the scenarios with the following discussions, and the instructor, both for sharing practical experiences and for sharing knowledge. Much appreciated were also the

discussions and clarifications on ROE and mandates and the video clips. Areas that could be improved included more time, particularly for the group work on scenarios, more civilian perspectives presented in the training, more scenarios, more information on the wider perspectives as gender, human rights, humanitarian law and protection of civilians, and also more information on the underlying causes as well as statistics of sexual violence. The training for UN Headquarters Staff stood out in this regard, as a high percentage (30%) of participants wished for more information on the nature and various aspects of sexual violence in conflict, also as related to women, peace and security, which was much higher than for the other trainings with different target groups.

An aspect that came up in the trainings for prospective peacekeepers was the wish to have scenarios particularly custom made to their future mission area. While such a wish is understandable, this would require a lot more work in the continued development of the course. It could also feed into the prejudice that sexual violence is only taking place in certain mission areas. By having a few comparable example scenarios from various representative areas, the message is sent that sexual violence occurs in all countries and particularly where conflict is present, and the strategies to combat it are in many respects the same regardless of context.

For the future monitoring and follow-up of the training, a standardized feedback form is needed, it might even require an update of the current one, and to encourage that this form is used at every training, even if the national training centre also wish to use their own feedback form.

This training module in its current form is mainly to be seen as an eye-opener to the subject on sexual violence in conflict and a way of learning a few examples on how to act as a peacekeeper. Should it have larger ambitions, the training should be complemented by additional information on the subject itself, and also complemented by a larger variety of scenarios. It can also be part of a longer course on peacekeeping and gender perspectives and human rights.

## 6. Conclusions

The project for the development and roll-out of the scenario-based trainings module on preventing and responding to sexual violence has managed well in achieving its stated outputs within the time and funds allotted, although further dissemination, follow-up, and training of trainers remains to be undertaken. Moving into the next phase of the project, these will constitute the main activities. Moving into the phase of enabling the national training centres to conduct the training themselves will require ToT courses that are longer than the current course (perhaps amount to 7-10 days), detailed instructor manuals and a training package that is flexible enough to be adapted to different audiences.

The training module is extremely well-received by the participants, and should not in the future lose its appeal – its focus on practical solutions, interpreting complex issues and policy framework into tangible military tasks within the scope of the mandate. However, certain areas for improvement can still be considered for the future. For the stated main target group, prospective peacekeepers of rank of Captain to Colonel, the course could work with this military focus. However, for a class with mixed backgrounds (which most national training centres are bound to have), the content need to be broadened, incorporate various civilian dimensions and broader issues of gender and human rights

related to sexual violence. The training module should be updated regularly and a larger bank of scenarios should be developed with some more varied scenarios and situations showcasing various types of sexual violence, different target groups and different perpetrators, and various contexts. Scenarios could also contain more of a proactive approach and response of the peacekeepers and include more examples of preventative measures. This can then be adapted to the specific target group.

The stakeholders involved, DPKO and UN Women have both brought their expertise in their respective fields to the training, and the established Steering Committee has been a useful forum for collaborating around the development and roll-out of the training. UN Women's particular advantage is the organization's expertise in the subject itself, and its use of individuals with peacekeeping experience, which can adapt that knowledge of the issue to understandable lessons for military structures. One interviewee suggested that UN Women should look to expand beyond the military training, and develop similar trainings for other mission components. There is also a need for such training for other military staff at the national level at headquarters, since these are the officers that will support the troops once they are deployed. This would be the most efficient way of making the effects of the training truly sustainable. There is also a need to ensure that national training centres incorporate the training module into their pre-deployment training, making it mandatory for all prospective peacekeepers, and not conduct it as a stand-alone course merely for general capacity-building.

Monitoring of the project needs to be developed. With standardized feedback forms used at every training, as well as follow-up missions by research teams to mission areas where previous participants have been deployed, there will be greater possibilities of a continuous development of the course. A measure of impact would also feed into the development of policies at the strategic and political levels.

This project has successfully completed a pilot phase, and now needs to expand into a continuing phase. One concern raised by one interviewee was that the project which has so far had an effective implementation will get slowed down by bureaucracy. The main conclusion is therefore that the structures that have so far had the responsibility to implement the project should remain also for the next phase.

## **7. Recommendations**

The following recommendations are to be seen as suggestions, both on the project on the development and roll-out of the training and on the specific scenario-based trainings itself.

### **7.1. Policy and implementation of project**

- The current Steering Committee should remain in order to continue to collaboration between UN Action against Sexual Violence in Conflict, DPKO and UN Women, and ensure the effective implementation of the next phase of the project.

- A training needs assessment should be conducted before establishing a new project for roll-out. Such an impact assessment will be helpful in setting the parameters for a new phase this should be complemented with an impact assessment in the field at the end of the next phase of the project.
- The scenario-based trainings should be made mandatory and part of pre-deployment training for peacekeeping forces in TCCs, preferably as component of a larger course, such as the DPKO's Protection of Civilians Course. Support in encouraging TCCs in this regards should be provided by the Special Representative of the Secretary-General on Sexual Violence in Conflict. A letter to this effect directed to the national training centres should be jointly signed by the SRSG and relevant stakeholders in DPKO and UN Women.
- In order to ensure sustainability and the inclusion of the scenario-based trainings in TCCs pre-deployment training, the next phase of the project should include conducting Training of Trainers (ToT) at regional and troop-contributing countries' training centres, in order for the training centres to conduct these trainings on a regular basis in the future. ToT will be different from the regular training, and will require more time, possibly 7-10 days. ToT will also require instructor manuals to be developed beforehand.
- Standards and terms of references for prospective instructors should be set in order to encourage candidates (thereby also the participants in the ToTs) with the necessary qualifications. It is suggested that as a standard, two instructors lead and moderate the training, preferably one man and one woman, to emphasize the importance of women's participation. It is further important that the instructors complement each other in their experiences and backgrounds. One instructor should be of military background, of the rank of Colonel or higher, with extensive experience from peacekeeping missions in the field. The second instructor should be a civilian, with knowledge of and background in humanitarian work, gender, human rights and/or protection issues. Ideally one of the instructors should also have a legal background and be well grounded in international humanitarian law.
- Instructors should also be carefully selected to ensure the necessary capabilities to conduct the training. The instructors need to be able to properly respond to discussions and syndicate feedback, as well as lead the discussion. Language skills of the instructors must be sufficient and relevant to the setting.
- Detailed instructors' manuals must be produced and provided to future instructors of the course. This includes methodology for syndicate work; it is important that enough time is given to the group discussions of scenarios, as well as the class discussions, and that the instructor receives enough guidance in order to adequately lead the discussions.
- The possibility of refresher trainings in mission should be considered, and with the added advantage of having a mission-wide training, with all mission components, and with an emphasis on the coordination of the different stakeholders in combating sexual violence.
- A monitoring mechanism needs to be established in order to follow-up on the impact of the training. Monitoring should include during and post-mission evaluation of impact of the training on activities performed peacekeeping missions and the resulting impact on preventing and responding to sexual violence in conflict. UN Women and DPKO should in collaboration ensure regular reviews, possibly every two years, of the impact of the training on peacekeeping missions' capabilities of prevention and response, followed by suggestions for updates and adjustments to the training. However, responsibility for ensuring the use of

the methods and lessons learned in the training by peacekeepers should rest with TCCs, which would also require a structure for monitoring at national training centres.

- During the next phase of the project and the roll-out of the training package, continuous support should be given from UN Women to the national training centres, which includes the development of instructor manuals, providing ToTs, conducting visits to monitor trainings and provide support and suggestions for improvements. This will require a larger pool of trainers than the current Mobile Support Team, but will result in a more effective roll-out of the project.
- Webinars and other online possibilities should be investigated in order to enable UN Women offices globally to support the national training centres locally.
- The scenario-based trainings module, or a synthesis thereof, should be offered to all incoming mission leadership (i.e. Force Commander, Deputy Force Commander, Chief of Staff and ACOS)

## 7.2. Scenario-based trainings

- It is recommended that aspects and issues related to sexual violence in conflict, such as international humanitarian law, women's and children's rights, cultural awareness and gender based violence is included in the scenario-based trainings module or in other parts of a longer course to provide the scenario-based trainings module with the necessary framework and the participants with a deeper understanding of the multi-faceted situations that might occur in the field.
- The training is currently aimed at prospective peacekeepers, officers with the rank of Captain to Colonel. Consideration should be given to offer it not only to officers, but structures should be put in place to ensure training of whole contingents, as well as military staff at national headquarters.
- The training should be made flexible in content and length, ranging from one to several days, depending on the target audience, whether it is prospective peacekeepers, military staff at headquarters, officials at ministries of defence, etc.
- Thought should be given to the length of the training (currently 1 ½ or 2 days) when aimed at prospective peacekeepers and whether enough time is given to properly utilize group discussions and class analysis of the different scenarios, and the number of scenarios a class can cover in two days. If not allocating more time to the training, priorities should be made in regards to what scenarios that are of most relevance to the target audience.
- A larger bank of scenarios should be developed with some more varied scenarios and situations showcasing various types of sexual violence, different target groups and different perpetrators, and various contexts, such as post-conflict and disaster scenarios. Scenarios could also contain more of a proactive and preventive approach and response of the peacekeepers. This can then be adapted to the specific target group.
- The content of the presentations should capture the complex and multi-faceted environments that peacekeepers will face in missions. They therefore should include broader perspectives and incorporate various civilian dimensions. This may include broader issues of gender, international humanitarian law and human rights related to sexual violence; the occurrence of sexual violence in different contexts – conflict, post-conflict and disaster

environments; the nature, causes and consequences of sexual violence in conflict; and issues of diversity and discrimination. Some scenarios might include the mission areas where the participants will be deployed.

- To adequately relate to the framework set by UN SC Resolution 1325, the presentations and scenarios should to a greater extent include aspects of prevention and participation as well as protection. This includes women's participation in peacekeeping missions as well as inclusion in dialogue with peacekeeping missions.
- The training should include success-stories of what has worked in missions when it comes to preventing and responding to sexual violence. Moreover, the training module should include lessons on how to integrate preventive and responsive methods to sexual violence in military planning. This will ensure that responsibility for combating sexual violence is shared at all levels of the military structure, and that military tasks to that purpose are performed in a systematic, rather than ad-hoc, manner.
- Course materials, such as the *Analytical Inventory*, mission mandates and Rules of Engagement (ROEs) should be distributed to participants a few days before the training starts in order to give them time to read and digest the materials ahead of the training. This will save time for the group discussions.
- Participants should have a rudimentary knowledge about the UN system and what a peacekeeping mission entails before attending the scenario-based trainings module.
- The trainings need to be conducted by trained professionals who can moderate the discussions and fully answer any questions that might arise that have connections to underlying issues of human rights, gender, peacekeeping mission mandates and ROE.
- The training should be translated and offered in all relevant TCC languages (including French, Spanish, Arabic)
- Participants' feedback forms should be standardized and used in all trainings in order to secure a useful evaluation process.
- Practical exercise and role-playing could be added to give the training module another practical dimension.
- The training should make more use of video-clips and movies, as they are greatly appreciated by the participants. Suggestions have been made for the description of scenarios to be told in the form of movies instead of written text.
- The training module should be regularly updated with current scenarios and supporting materials (presentations and materials, such as ROEs and mandates provided to the participants).

## **Annex A: List of Interviews**

**Letitia Anderson**, UN Action Against Sexual Violence in Conflict, New York

**General Patrick Cammaert**, Consultant, Trainer for UN Women, New York

**Pablo Castillo-Diaz**, Protection Specialist, Peace and Security, UN Women, New York

**Badreddine El Harti**, Deputy Chief, Policy and Doctrine Team, Office of Military Affairs, DPKO, New York

**Lt Col Gagan Deep Katyal**, Centre for United Nations Peacekeeping, New Dehli, India

**Natalie Man Ben Zakour**, Sexual Violence Focal Point, Policy and Best Practices Service  
Department of Peacekeeping Operations & Department of Field Support, New York

**Basil Massey**, Manager, Law and Order Trust Fund, UNDP, Kabul, Afghanistan, previous trainer for UN Women

**Lt Col Theresa Moletsane**, South African National Defence Force, South Africa

**Eugene Ruzindana**, Director of Training, Rwanda Peace Academy, Rwanda

**Capt Alexandre Shoji**, Escola de Aperfeiçoamento de Oficiais, Exército Brasileiro, Rio de Janeiro, Brazil

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## Annex C: Terms of Reference of Review



### TERMS OF REFERENCE

#### **SCENARIO-BASED TRAINING FOR MILITARY PEACEKEEPERS ON PREVENTION AND RESPONSE TO CONFLICT-RELATED SEXUAL VIOLENCE: END OF PILOT PHASE REVIEW**

A collaboration of UN Women and the Department of Peacekeeping Operations, on behalf of  
UN Action Against Sexual Violence in Conflict

November 2013

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#### **1. Background and purpose**

Since 2011, UN Women and the Department of Peacekeeping Operations, on behalf of UN Action Against Sexual Violence in Conflict, have been developing and piloting a new set of materials for pre-deployment training of military peacekeepers in UN operations. These materials are the first-ever UN scenario-based exercises focused on preventing and responding to conflict-related sexual violence. Troop contributing countries have been encouraged to make use of these materials in several reports of the Secretary-General and statements and resolutions of the Security Council. The pilot phase of this joint initiative ends on December 31<sup>st</sup> 2013. A review of this initiative will assess the pilot phase, its implementation and outcomes, the potential of the overall initiative, and offer recommendations for the way forward.

#### **2. The project**

This joint intervention has been one of the main programmatic interventions of the inter-agency network UN Action Against Sexual Violence in Conflict. Since conflict-related sexual violence became part of the remit of the Security Council in 2008, UN Women and the Department of Peacekeeping Operations have collaborated to improve peacekeepers' response to this type of violence in their area of operations. In 2009, they compiled an analytical inventory of peacekeeping practice that focused on the many ways in which blue helmets were attempting to prevent or respond to incidents or patterns of sexual violence. This inventory was launched in 2010 and disseminated widely. When the inventory was launched, many key stakeholders requested that this knowledge product be complemented by scenario-based, role-playing exercises to be used in pre-deployment training by troop-contributing countries.

In 2011, the government of Australia contributed approximately 300,000 USD to develop and pilot these training modules in a number of troop-contributing countries, and requested an

independent review at the end of the first phase. Since then, the modules have been developed and tested in many countries and events.

The training package consist of overview presentations on conflict-related sexual violence, the principles of peacekeeping and the peacekeeping environment in current missions, key clarifications on contentious points about protection of civilians, mandate language, and the rules of engagement, as well as a total of nine practical exercises based on actual situations from United Nations missions in the Democratic Republic of the Congo (United Nations Organization Stabilization Mission in the Democratic Republic of the Congo - MONUSCO), Haiti (United Nations Stabilization Mission in Haiti - MINUSTAH), and in Côte d'Ivoire (United Nations Mission in Côte d'Ivoire – UNOCI). These exercises were put together by a lead expert, former United Nations Division Commander in Eastern Democratic Republic of the Congo and former Military Advisor of the Secretary-General, by combing through past situation reports from those missions for relevant incidents, identifying relevant excerpts of the mission's rules of engagement from the Office of Legal Affairs, and elaborating a set of answers and issues for consideration, to be included in the instructor's manual. These modules and presentations were reviewed by a committee of subject experts in UN Women, DPKO Best Practice (Integrated Training Service, and the Gender and Protection of Civilians Teams), the Office of the Military Adviser, the United Nations Action Secretariat and the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict.

The full package of training materials contain the text and PowerPoint slides of the presentations at various levels – strategic, operational, and tactical –, instructor manuals for each of the mission-based exercises; exercise sheets for the participants; reference materials – including the *Analytical Inventory* and the relevant mandates and rules of engagement –, three context-setting video clips on the Democratic Republic of the Congo, Haiti, and Côte d'Ivoire; and a feedback form. The scenario-based exercises have been translated from English into French and Spanish.

Each table-top scenario presents a number of situations, and a set of questions that the trainees must deliberate on in break-out group and answer in plenary sessions, with help from the mission mandate and the rules of engagement, as well as the notions imparted in the overview lessons by the instructor. Examples from these exercises, from MONUSCO and UNOCI-based situations include:

1. *You are in a patrol (30 soldiers) on foot, at last light, and encounter a 13-year old girl who claims she has been raped by four uniformed and armed persons at a nearby checkpoint. She is in a bad state but is able to accurately describe the perpetrators. The checkpoint is only a five-minute walk away.*

*What should the patrol commander decide?*

*On what rules of engagement can they base their decision?*

*What should the patrol commander do in case they are Armed Forces of the Democratic Republic of Congo soldiers? And in case they are rebels?*

*What should the patrol do with the girl?*

*What should the company commanders and the battalion commanders decide after learning about the incident?*

2. *Having received reports of an attack on a nearby village, a patrol of 36 United Nations soldiers discovers a heavily pregnant woman lying on the road leading to the village. She appears to have been beaten and is bleeding badly from her vagina.*

*Smoke is visible in the distance. She explains that rebels had shot their way into her home, accusing her father, the local administrator, of being a traitor. The rebels gang-raped her and her two sisters in front of their parents, and repeatedly kicked her stomach. She does not know how she got to the road or what has happened to her family. The house is some 500 meters away.*

*What should the patrol commander do?*

*What should the patrol do with the woman and her family?*

*What can the Mission do, more generally, to prevent rebel groups from using sexual violence to terrorize the local population?*

The trainer or instructor's manual contains a number of possible answers for these questions, including: the appropriate sequence of actions; the relevant rules of engagement; how to adequately care for the survivor(s)/victim(s); who to contact and coordinate with in the mission or the United Nations Country Team in regard to care for the survivor(s)/victim(s) and possible action against the perpetrators, including other mission components as well as the United Nations Country Team; and several options for response and prevention strategies at various levels.

Among of the most important elements of the training package are context-setting video clips that are played for the trainees before discussing each exercise. These were developed by the award-winning filmmakers Ilse and Femke Van Velzen, who are well-known for their successful documentaries on the topic of conflict-related sexual violence, including *Weapon of War: Confessions of Rape in Congo*; and Lisa Jackson who directed *The Greatest Silence: Rape in the Congo*. These video clips are crucial in getting young officers acquainted with the context in which the exercises are supposed to take place, and sensitizing them about the seriousness and importance of their role.

The scenario-based training modules have been piloted in Bangladesh, Brazil, India, Nepal, South Africa, Rwanda, at a joint training for peacekeepers from Argentina and of Uruguay, and a regional training in the Balkans involving Serbia, Bosnia and Herzegovina, Montenegro, Albania, and Macedonia. Furthermore, the training modules have been used in DPKO-led trainings on Protection of Civilians, by the Dutch-Spanish biannual course on gender and peace operations in 2011, 2012, and 2013 (in seven different five-day courses for an international audience), and in DPKO mission leadership courses and contingent commander courses in Bangladesh, Japan, Malaysia, Mexico, Mongolia, Federal Democratic Republic of Nepal, Republic of South Africa, Spain, between 2011 and 2013. Several of them, like India, Brazil, Argentina, and Bangladesh have requested and conducted repeat sessions a few months after the pilot. Approximately 450 military officers have been trained through this initiative in the stand-alone visits to TCCs, but many hundreds more have received this training as it has been embedded in many other trainings on POC and gender in peace operations.

UN Women also has briefed Member States several times, jointly with DPKO, on these new trainings. A letter signed by the former Under-Secretary-General for Peacekeeping Operations, the Special Representative of the Secretary-General on Sexual Violence in Conflict, and the Under-Secretary-General for Gender Equality and the Empowerment of Women was sent to all TCCs in 2011, encouraging them to invite UN Women to pilot the new training. In 2012, 60 UN staff from headquarters, half of them DPKO staff, underwent a full-day demonstration of this course.

In these pilot trainings, the UN Women senior consultant and a subject expert of UN Women and/or DPKO visit the peacekeeping training college of the TCC and deliver the full training over one-and-a-half or two days to an audience of 40 to 80 current or prospective unit and sub-unit commanders, mainly military officers ranging from Captain to Colonel. When possible, before the training session, the team meets with high-level representatives of the Ministry of Defence, the Staff College, and the peacekeeping training centre, to explain the purpose and methodology of the course and encourage its integration into the regular curriculum.

The scenario-based training has opened doors to new, non-traditional constituencies and helped to make the sexual violence prevention agenda relevant to frontline military peacekeepers, including military observers and force commanders. The feedback from participants has been positive. For example, in a regional training in the Southern Cone in April 2012, when rating the course on a scale from 1 (excellent) to 6 (bad), more than 96 per cent of trainees gave the rating 1 (a majority) or 2, and only two participants out of 55 rated it with a 3 score. Only one out of 495 scores on different categories and aspects of the training were scored below 3 or negative. The training course has been particularly welcomed by units about to be deployed in missions with a protection of civilians' mandate. For example, in Nepal, the scenario-based training session involved four fully formed contingents ready for deployment to United Nations missions in Republic of South Sudan, the Democratic Republic of the Congo, Côte d'Ivoire, and Republic of Lebanon, ensuring concrete impact for women in conflict contexts.

Furthermore, the piloting of these training modules has generated collaboration between UN Women country offices and peacekeeping training centres in TCCs. These include those which have tested the scenario-based training, such as: the Argentine Joint Training Centre for Peace Operations (*Centro Argentino de Entrenamiento Conjunto para Operaciones de Paz*); the Bangladesh Institute for Peace Support Operation Training; the Brazilian Peacekeeping Joint Centre (*Centro Conjunto de Operacoes de Paz do Brasil*); and the National School for Peacekeeping Operations in Uruguay (*Escuela Nacional de Operaciones de Paz para Uruguay*); the Centre for United Nations Peacekeeping, in India; Nepal's Birendra Peace Operations Training Centre; Rwanda's Peace Academy, and South Africa's Peace Missions Training Center.

The goal of this project is to have this course (or an adaptation) become part of the regular curriculum of national peacekeeping training centers and, ultimately, ensure that all blue helmets deployed have received it and that this enhances their understanding of the rules of engagement and the centrality of sexual and gender-based violence to their protection-of-civilians mandate. Over the next phase, UN Women and DPKO will conduct regional trainings of trainers from these national colleges and institutes, targeting 13 out of the 16 top TCCs, contributing two-thirds of all peacekeepers in UN peace operations. For that purpose, a first ToT will take place in Bangladesh on December 14<sup>th</sup> and December 15<sup>th</sup>. Bangladesh, the top TCC in the world, was the first one to pilot the modules and will be the first one to undertake a ToT. Upon completion of the pilot phase, the materials will also be sent to all training colleges with an explanatory note.

### **3. Scope of the review and potential questions:**

The review will encompass this joint intervention from its inception in 2011 until its completion at the end of 2013. It should review the quality and relevance of the materials and the training methodology, and the effectiveness of the course. The review should also identify recommendations on the way forward to ensure sustainability and the accomplishment of the project goals.

Questions may include:

11. Does the intervention address the identified problem?
12. Does the activity contribute to advancing international commitments on gender equality and women's rights?
13. Was the intervention clearly formulated? Has it been well executed?
14. What are the main results achieved and what are the reasons for achievement and non-achievement?
15. To what extent have the recipients of the training been satisfied with it, or demonstrated any learning from it?
16. Is the project cost-effective, or could they be achieved at a lower cost through changes in the approach/methodology?
17. Are the involved stakeholders (DPKO, UN Women, UN Action, national peacekeeping centers) the right ones? What is UN Women's comparative advantage?
18. Does the project have a monitoring mechanism in place to measure progress?
19. What is the likelihood that the benefits from the pilot phase of the project will be maintained, or evolve into a self-sustainability once the project ceases?
20. What are the positive and negative changes produced directly or indirectly by this project, and to what extent can the identified changes be attributed to the project?

### **4. Methodology and available information:**

The review is expected to be based on:

- a) A desk review of project-related documents, the training materials, media articles, filled-out feedback forms from participants in the pilot courses, and donor reports.
- b) At least 10 phone interviews with people involved in the project or in the pilot trainings – especially instructors or directors of peacekeeping training centers that helped organize them and attended them.
- c) A visit to BIPSOT in Bangladesh to observe the training in person on December 14<sup>th</sup> and December 15<sup>th</sup>.

### **5. Expected outcomes:**

A minimum of 10-page assessment report including a) an analysis of the information collected via the desk top review, phone interviews, and direct observation of the training, b) an abridged compilation of participants' feedback as scored in feedback forms (for example, represented by a graph), and c) recommendations on the way forward and the next phase, including suggestions on how to measure impact of the training once peacekeepers are deployed on the ground (e.g., with examples from other training projects).

## **6. Required skills and competencies:**

The reviewer should have a strong familiarity with the subject topic (women, peace and security, peace support operations) and have experience evaluating projects of a similar nature or field.

## **7. Review management:**

The review will take place in December and it is expected to require 15 days. An assessment report is due on December 30<sup>th</sup>. UN Women will be responsible for booking and purchasing round-trip tickets to Bangladesh and pay a daily allowance for that trip, as well as for making available all pertinent documents on the same day as the contract is signed, and providing a list with contact information of potential people to be interviewed.

## **Annex D: Consultant's Biography**

**Susanne Axmacher** is a consultant on human rights and gender issues currently residing in Stockholm, Sweden. She has previously worked as a consultant and advisor for the UN, EU and national government agencies. Most recently, she worked as Senior Gender Advisor at the Directorate of Operations at the Swedish Armed Forces in Stockholm. Previously she has worked as expert on civil-military coordination at the Swedish Civil Contingencies Agency (MSB, 2009-2011) and Gender Advisor at the EUFOR Tchad/RCA Peacekeeping Operation (2008) and at the Swedish Rescue Services Agency (SRSA) (2007). She has worked as a consultant on gender and human rights for the United Nations Population Fund (UNFPA) in New York (2004-2005), and for the United Nations Food and Agriculture Organization (FAO) at headquarters in Rome (2006) and as an Assistant Emergency Coordinator at the field office in Sudan (2001). She is a recurrent lecturer on women's rights and implementing UN SC Resolution 1325 in military and civilian missions with the Swedish Defence College, the Folke Bernadotte Academy (FBA), the Swedish Armed Forces and Stockholm School of Theology. She has earned a Master of Human Rights from London School of Economics and Political Science (LSE, 2003) and two Bachelor Degrees: a Bachelor of Arts in Political Science and English from Hollins University, Roanoke, USA (1997) and a Bachelor of Social Sciences in Economics from Lund University, Sweden (2002). She is also an author and has published two novels.