

# SADSEM

Southern African Defence & Security Management Network

## Security, Defence and Gender Training and Education Workshop



Gaborone, Botswana, 2–4 May 2012



CENTRE FOR  
STRATEGIC STUDIES

UNIVERSITY OF BOTSWANA



## DCAF

a centre for security,  
development and  
the rule of law

# SADSEM

Southern African Defence & Security Management Network

The Southern African Defence and Security Management (SADSEM) Network offers common programmes at tertiary education institutions to contribute to democratic management of defence and security in Southern Africa, and to strengthen peace and cooperative security.

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## DCAF

a centre for security,  
development and  
the rule of law

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We would like to thank all workshop participants for sharing their experiences and providing input for this workshop report.

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## ACRONYMS

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AU	African Union
BPS	Botswana Police Service
CDSM	Centre for Defence and Security Management
CEDAW	United Nations Committee on the Elimination of Discrimination against Women
CESPAM	Centre of Specialisation in Public Administration Management
CPMR	Conflict Prevention, Mitigation, and Response
CPS	Centre for Cultural and Peace Studies
CSS	Centre for Strategic Studies
CSO	Civil Society Organisation
DCAF	Geneva Centre for the Democratic Control of Armed Forces
UNDPKO	United Nations Department of Peacekeeping Operations
GBV	Gender Based Violence
NIPAM	Namibia Institute of Public Administration & Management
SADC	Southern African Development Community
SADSEM	Southern African Defence and Security Management Network
SSR	Security Sector Reform
SST	Security Sector Transformation
TNA	Training needs assessment
ZIPSEC	Zimbabwe Peace and Security Network

## SADSEM WORKSHOP PARTICIPANTS

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Country	SADSEM Network Member
Botswana	Centre for Strategic Studies, University of Botswana
Malawi	Centre for Security Studies, Mzuzu University
Namibia	Defence and Security Management Project, University of Namibia
South Africa	Centre for Defence and Security Management, University of the Witwatersrand
Tanzania	Defence and Security Management Subcentre, Centre for Foreign Relations
Zambia	Defence and Security Project, University of Zambia
Zimbabwe	Zimbabwe Peace and Security Network

## INTRODUCTION

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On 2–4 May 2012, the Centre for Strategic Studies (CSS) at the University of Botswana hosted a SADSEM/DCAF Security, Defence and Gender Training and Education Workshop. The workshop brought together seven Southern African Defence and Security Management (SADSEM) network member institutions, the Geneva Centre for the Democratic Control of Armed Forces (DCAF) and several local gender resource persons. Together the eighteen workshop participants (see list of participants in Annex 1) initiated a process to review and adjust SADSEM's training curriculum in order to ensure that it incorporates gender issues. The workshop was held as part of an ongoing Gender Training and Education Capacity Development Project agreed to under the SADSEM–DCAF Memorandum of Understanding concluded in 2010. The project aims to support the development of gender-sensitive security sector transformation (SST) and governance-related training in the Southern African region through the review – and adjustment where necessary – of gender components in SADSEM's training and education programmes.

More specifically, the objectives of this particular workshop were: to provide a forum to gain and share knowledge on

gender and SST training and education; to present SADSEM members' SST training and education initiatives as well as resources and gaps/needs on gender; and to jointly identify and prioritise steps to be taken to strengthen the incorporation of gender issues within the SADSEM network, including within training and education.

The workshop was designed to meet these objectives through the participation of three Botswana and Namibian academics with extensive gender expertise, as well as through workshop sessions focused on:

- SADSEM member presentations of their current activities on security and defence training/education and gender
- Conceptual and practical linkages between gender, security and defence
- Examples of gender and security sector issues in the Southern African Development Community (SADC) region
- Gender curriculum review – methodologies and key entry points
- Gender review of SADSEM executive course curriculum

## OPENING SESSION

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### Botswana



Professor Mpho G. Molomo, Centre for Strategic Studies (CSS) - University of Botswana

The workshop was opened by Professor Mpho Molomo (CSS) who welcomed SADSEM network partners, resource persons and the DCAF representative to the workshop and to Botswana. He expressed delight at the opportunity of hosting the workshop.

### Switzerland



Ms. Kristin Valasek, Geneva Centre for the Democratic Control of Armed Forces, Switzerland

Next, Ms. Kristin Valasek (DCAF) extended her thanks to CSS for hosting the workshop and for SADSEM members' interest and engagement. She then briefly reviewed the workshop objectives and agenda (see workshop agenda in Annex 2).

## SESSION 1

### Institutional presentations on security and defence training / education and gender

The first session commenced with the introduction of the various institutions, whose representatives each presented their current security and defence training and education initiatives and their capacities to integrate a gender components therein.

#### Botswana

**Professor Molomo** began by describing how the Centre is undergoing a protracted transformation process. Although the Centre has not been formally integrated into the structure of the University of Botswana, the latter has pledged funding for the Centre as soon as it becomes institutionalised. Professor Molomo highlighted that gender integration is necessary – hence the need for institutional support.

Professor Molomo informed participants that in addition to the SADSEM Executive Courses that are run collectively by the SADSEM network, Botswana University's Department of Political and Administrative Studies, which houses the CSS, offers a diploma and master's degree in Defence and Strategic Studies. However, he regretted that these courses are not currently gender sensitive, contrary to established University policy. On a more positive note, he said the Department was in the process of reviewing its courses in this respect, and that the workshop had come at an opportune time to empower those involved to better respond to this challenge.

Professor Molomo then introduced Dr. Gladys Mokhawa, Major-General Pius Mokgware (retired) and Mr. Dithapelo Keorapetse as colleagues in the Department of Political and Administrative Studies teaching security-related courses, who also participated in the workshop.

#### Malawi



Brigadier-General Misheck Colyns Chirwa, Centre for Security Studies, Mzuzu University, Malawi

**Brigadier-General Chirwa** underlined that his Centre was established on 6 February 2005 in response to the need for higher learning by the Malawi Defence Force. Later on, other security organs such as the Malawi Police Service, the Malawi Prison Service, the intelligence service, the Department of Immigration and non-state security actors were incorporated. The Centre started with a Security Studies course on 23 April 2007, attended by 28 students. Since 2007, the Centre has grown to offer three academic programmes: a one-year certificate, a two-year diploma and a four-year degree in Security Studies.

In 2011, a curriculum review revealed that it was difficult for certain participants to work and study simultaneously. As a result, plans were made to introduce distance learning. The review also highlighted that certain subjects were missing from the programme, including gender and security issues, as well as gender mainstreaming throughout the courses. As security was not looked at holistically, some human insecurity issues were neglected.

In response, the Centre is developing a 14-week course on Security and Gender. Offering a course specifically on gender and security reflects the fact that the Malawian people have different security needs, and that gender issues are an essential part of democratic civil oversight needed to create representative security sector institutions (SSRs). The course

aims to introduce students to a gendered approach to SSR. (More information, including the course syllabus, is available from the Centre upon request.) Brigadier-General Chirwa asserted that it was necessary to look at gender and security issues within the African context. He also highlighted that despite the significant progress made in Malawi, including the establishment of gender units in the police and prisons, disparities persisted in the number of women represented in senior positions in the security and defence forces and committees, as well as in the judicial system. Only 4 of the 27 judges in the country are women.

## Namibia



Professor André Du Pisani, Defence and Security Management Project, Department of Political and Administrative Studies, University of Namibia

**Professor Du Pisani** pointed out that even though Namibia was home to the first diploma and master's degree in Security and Strategic Studies in the SADC region, none of these courses currently integrate gender issues. However, the country has a significant number of women in the security system, especially in the armed forces, where the medical division has a female major-general. There is also a gender desk in the Ministry of Defence, and the Minister of Home Affairs is a woman. In addition, Namibia has a National Gender Policy and a Ministry of Gender Equality and Child Welfare, further illustrating how gender issues have been prioritised at national level.

Most Namibian political parties include gender issues as part of their political platform. Professor Du Pisani pointed to the history and legacy of politics in Namibia – notably the active role of women in the War of Independence – as one of the reasons for the relatively high percentage of women in the armed forces. Nonetheless, he recalled that Namibia has not yet reached the SADC target of 50% female representation. Furthermore, he emphasized that the continuing high

prevalence of gender-based violence (GBV) in Namibia remains a major national scandal.

Currently, there are only two academic courses at the University of Namibia that focus on gender, namely:

1. **Politics of Gender:** Professor Du Pisani teaches this Public Management BA level eight course. It is an advanced elective course that focuses on the conceptual linkages between politics and feminist theory. It does not directly refer to security sector issues.
2. **Sociology of Gender and Sexuality:** This is also a level eight course but is taught in the Department of Sociology and is mandatory for sociology majors. The course looks at a nexus of different issues with gender as a prism, including theories of gender, reproductive health, constructions of masculinity, and gender policies.

Professor Du Pisani recommended that all UNAM security-related courses should integrate gender, and that students of Security and Strategic Studies should be allowed to attend the two existing gender courses. He also encouraged collaboration with all departments of the security agencies – not only their gender desks – in order to support gender mainstreaming throughout the security sector.

## South Africa



Professor Anthoni Van Nieuwkerk, Centre for Defence and Security Management, Witwatersrand University, South Africa

**Professor Van Nieuwkerk** pointed out that it is difficult to work on gender issues with defence and security institutions in the SADC region. Rather than an external or top-down approach, he said it is necessary to start a dialogue on these issues. However, the “how” question remains. Professor Van Nieuwkerk recalled that even though South Africa is often

cited for the relatively high percentage of women in its security sector and at senior political levels (the Ministers of Defence, Home Affairs and International Relations are all women), it continues to suffer from very high levels of GBV.

That women are participating in the security sector but are still subject to violence illustrates the disconcerting and contradictory relationships between gender and security. Professor Van Nieuwkerk therefore cautioned against using South Africa as a model, as new research shows that the country might be regressing in terms of gender equality. For example, he said the new defence review process has not been participatory and there is no mention of gender in the intelligence review. In addition, it should be noted that South African security sector institutions remain male-dominated and members of their personnel continue to perpetrate GBV. In response, he called for South Africa to develop a national security policy as this would provide an opportunity to infuse current discourses as well as national policy development processes with gender components.

Professor Van Nieuwkerk stated that few, if any, South African educational institutions have courses or modules on gender and security issues. Witwatersrand University has a certificate, post-graduate diploma and Master in Management in the field of Security. However, none of these courses include gender modules. Ms. Valasek briefly intervened to note that the South African National War College and the Peace Mission Training Centre do have courses on gender issues, including a two-week course for military gender advisors. Professor Van Nieuwkerk mentioned that a gender evaluation had taken place at the Centre but that the recommendations had not been implemented because of the sensitivity of addressing gender issues with armed forces personnel. He described how he had once invited a senior, white, female academic to give a presentation on gender issues and how the generals present walked out when she started discussing female genital mutilation. Despite this experience, Professor Van Nieuwkerk highlighted the importance of addressing gender issues in security-related training. Nonetheless, he underlined that people's cultures and history need to be taken into account in order to avoid unnecessary conflicts and setbacks.

## Tanzania



Ambassador  
Mohammed Omar  
Maundi, Centre for  
Foreign Relations,  
Tanzania

**Ambassador Maundi** stated that advances in gender mainstreaming in the security sector must be explored as part of the legacy of the liberation movements. He underlined that since independence, women have held senior positions within political parties, government as well as in the armed forces and the police. Tanzania has made progress in mainstreaming gender in the police structure in terms of the number of women trained and employed in the senior, middle and lower ranks. Tanzania has also surpassed the SADC target of 50 percent female representation in public office. However, Ambassador Maundi posited that the 50/50 representation project has been problematic in that women may not want to join certain institutions and thus may not make full use of the quota.

The Centre does not have a full-fledged programme on security and defence, but offers related post-graduate courses on international relations and security, and conflict resolution and negotiation. Ambassador Maundi noted that the Centre wants to develop a new course on peace studies and conflict management. In order to establish these new courses, he acknowledged the need for training of trainers (ToT), which would involve re-orienting lecturers, gathering relevant literature and developing the course curriculum.



### Zambia



Professor Bizeck Phiri,  
Defence and Security  
Project, University  
of Zambia School of  
Humanities

**Professor Phiri** highlighted that they partner with the Defence Services Command and Staff College and offer a course in Defence and Security Studies at diploma level for police, army, air force, national service and other security sector personnel. However, gender issues are not currently mainstreamed into the courses. Another issue is that the class is predominantly male (only four women attended the last course) and the security and defence institutions are disproportionately represented in comparison to oversight bodies such as civil society, parliament and government ministries. Professor Phiri stated the need to recruit more women to participate in the diploma course. The University of Zambia recently introduced a master's degree in Defence and Security Studies. However, gender issues have not been included in this course. Since July 2012, the University has been offering a Master of Security Studies in partnership with the Ministry of Defence and the College.

Women hold only a few senior positions in the security sector at national level in Zambia. In a recent statement, the new president questioned why – 48 years after Zambia gained independence – this was still the case, signifying potential political will at the highest level to support initiatives for increased female representation.

Professor Phiri also noted that the University's Department of Gender Studies does not look at security or SST issues, adding that a way must be found to fit gender into security-related curriculum development. He posited that an internal university curriculum review process in the coming years would be an opportunity to incorporate gender issues into the curriculum, in particular into the diploma course on Defence and Security Studies.

### Zambia



Ms. Elizabeth Mutande  
Nyumbu Katukula,  
Gender Unit of the  
Zambian Ministry of  
Defence Department of  
Research, Planning and  
Projects

**Ms. Katukula** added that Zambia's involvement in regional and continental organisations where gender issues are discussed helped push the country into acknowledging the need for gender mainstreaming. However, gender and security issues had been side-lined for a long time.

Ms. Katukula described how women first entered the Zambian Armed Forces in 1974 as support staff – i.e. a process of "women-streaming" instead of gender mainstreaming. In 2000 Zambia adopted its first National Gender Policy; it did not however address gender issues in the defence and security sectors. Despite this, the Zambian Ministry of Defence now has a gender desk which has been providing gender training to armed forces personnel. Ms. Katukula expressed the view that the gender desk chose the wrong entry point in starting the gender training with the most senior ranks, who reacted very negatively to the training. However, the Permanent Secretary of Defence showed his support by attending a full day of gender training, which made a significant difference in the degree of acceptance of the training by senior officers. After three years, the gender desk decided to focus on training the lower ranks. It has developed a gender training syllabus for a three-day workshop with entry-level military personnel. In addition, it conducts a 12-day ToT course on gender and security in the armed forces, including mock presentations.

Despite these advances, Ms. Katukula mentioned that obtaining data on gender issues in the armed forces remains difficult. Gender issues are still treated as a "special" subject: they are generally presented by external speakers during gender mainstreaming training and no questions on gender are included in tests. Up until 2010, there were functioning gender cells in all armed forces services, but they are no longer very active. Another challenge is the recruitment of

female armed forces personnel; currently 30% of positions are reserved for women and the remaining 70% can be filled by men or women. However, there are not enough female applicants to reach the required 30% level. In addition, Ms. Katukula said there are high rates of attrition among female armed forces personnel. Zambian non-governmental organisations are pressing for the appointment of a female commander in the armed forces, but there are simply no women in core wings senior enough to be promoted to this position. Ms. Katukula also mentioned that the UN DPKO had sent back male peacekeeping personnel deployed by Zambia because the particular role involved was designated for women peacekeepers. This, Ms. Katukula concluded, encouraged Zambia to respond to gender requirements in peacekeeping troop deployments.

## Zimbabwe



Lieutenant Colonel Bassie Bangidza, Centre for Defence Studies, Zimbabwe

**Lieutenant Colonel Bangidza** stated that women were also involved in the freedom struggle in Zimbabwe and now occupied high-level positions in politics, the judiciary and the police. He described how the Centre offers a BA, MA and PhD in War and Strategic Studies as well as a programme on Peace and Security Studies. Though gender issues are mentioned in the curriculum, they are not overt.

Lieutenant Colonel Bangidza said that people in Zimbabwe started talking about SSR/governance and gender in 2008. He explained that NGOs were the main drivers of reforms, adding that a debate on the choice of language between reform, transformation or governance had resulted in a focus on security sector governance (SSG).

In introducing the work of the Zimbabwe Peace and Security Education Network (ZIPSEC), the official SADSEM representative in Zimbabwe, Lieutenant Colonel Bangidza said that ZIPSEC training initiatives are shaped by national policies on gender and security and Zimbabwean perceptions of gender. ZIPSEC, he added, will soon organise a seminar on curriculum development.

## Zimbabwe



Mrs. Eunice Bere, Africa University

**Mrs. Bere** described ZIPSEC as a network of 13 universities which aims to help universities establish programmes on peace and security studies, including the publication of papers on these subjects. ZIPSEC, she said, is currently conducting a scoping study of existing, albeit limited, university curricula on peace and security studies. This university network provides a potential space for the integration of gender into peace and security training and education. Mrs. Bere also pointed out that in promoting research on peace and security, ZIPSEC is interested in documenting women's experiences in the liberation struggle. In this respect, she said women's stories must be told to show the paramount role that women have historically played in the security sector, a role often described as a force to be reckoned with within independence movements.

## SESSION 2

# Conceptual and practical linkages between gender, security and defence

The aim of the second session was to provide a space to discuss the meanings and linkages between gender, security and defence issues. The session was co-facilitated by Ms. Kristin Valasek from DCAF and Ms. Elsie Alexander from the University of Botswana.

To start off the session, Ms. Valasek facilitated a short exercise on the definition of gender as an example of a training exercise that she had previously used with defence and security personnel. Three flipchart papers with different official definitions of gender were placed around the room and workshop participants were asked to stand next to their preferred definition. After a discussion on the strengths and weaknesses of the different definitions, it was revealed that their respective sources were the SADC Protocol on Gender and Development (2008), the African Union Gender Policy (2009), and the UN Women website. Prior to being told the origins of the definitions, the majority of participants expressed a preference for the UN Women version:

**Gender:** *refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.*<sup>1</sup>

In stating their preference for this inclusive definition, participants particularly appreciated its focus on how gender is context/time-specific, and one of many important criteria for socio-cultural analysis.

## Gender issues in Southern Africa



Ms. Elsie Alexander,  
Sociology Department,  
University of Botswana

**Ms. Alexander** introduced herself as both an academic specialised in gender issues and a women's rights activist. Her presentation spanned the conceptualisation of gender and its manifestations in Southern Africa in the fields of constitutional and legal rights, democracy and governance, economic justice, GBV, and peace and security.

To start her presentation, Ms. Alexander flagged the key international and regional policy and legal instruments related to gender issues, and called on African states to implement them at the national level. The following are the main instruments she singled out:

- Universal Declaration of Human Rights (1948)
- Convention on the Elimination of All Forms of Discrimination against Women (1979)
- Millennium Development Goals (2000)
- Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003)
- SADC Protocol on Gender and Development (2008)

<sup>1</sup> United Nations Entity for Gender Equality and the Empowerment of Women, "Concepts and Definitions," <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

Ms. Alexander then discussed the rationale for gender mainstreaming and the concept of gender, asserting that gender norms and values are not fixed, but are evolving, dynamic and contextualised. Gender, she continued, is a process, not an event, and it can take a long time for societies to change their perceptions of gender. Furthermore, gender is a relational concept that is time and space-specific and its definition can vary depending upon the topic of analysis or planning. Noting that in her view gender relations are fundamentally about power, Ms. Alexander said that gender is also a very multi-disciplinary concept that must be regarded holistically. She posited that in the context of security and defence, definitions of gender must be interrogated and locally contextualised, in particular to take into account the historical development of the armed forces. While acknowledging that numbers – i.e. the percentage of female representation in security and justice institutions – are interesting, Ms. Alexander emphasised the importance of asking the “why” questions, which involves qualitative analysis. On this note, she stressed the value of drawing on the knowledge and experience of the many gender experts in African universities.

Ms. Alexander went on to discuss how gender issues manifest themselves in Southern Africa, stating that significant progress on gender equality has been made throughout the region. For example, she noted, SADC country parliaments have a far higher percentage of female representation than most European countries. Parliaments in Angola, Mozambique, South Africa and Tanzania all have over 30% female representation, and the regional average has grown from 21% in 2005 to 25% in 2011. Yet, no country has reached the 50/50 SADC protocol target. Obstacles to achieving that goal include a lack of political will at the political party level, the absence of strategies, ineffective affirmative action policies, and inequitable electoral systems.

At the policy level, all SADC countries have ratified CEDAW and have national policies that provide for equality and non-discrimination, as well as new laws to promote and protect the human rights of women and men. However, the constitutions of only seven of these countries enshrine the principle of gender equality. Customary laws and practices preventing access to justice also remain a challenge in all SADC countries in terms of achieving gender equality.

Regarding economic justice, there has been less progress with women participating in 24% of economic decision-making positions in SADC countries. Most chief executive

officers and board members in the formal business sector are men, whereas women are over-represented in the low-income and precarious informal sector (60%). Moreover, a majority of the unemployed are women. Challenges include gender-blind macro-economic and credit policies, lack of recognition of the potential in the informal sector (such as cross-border trade), and customary laws and practices that limit women’s access to productive resources.

Finally, Ms. Alexander addressed the issues of GBV and peace and security. High rates of GBV continue to be a major security threat in the SADC region. In addition, human and drug trafficking is on the rise. Currently, 11 SADC countries have adopted specific legislation on domestic violence. There has also been an increase in the number of women participating in activities related to peace and security issues, including within the armed forces and the police. However, women often remain relegated to the lower ranks in these security sectors. Ms. Alexander concluded by stating that gender equality is an international and regional goal as well as a human rights and democratic principle, which contributes significantly to sustainable development, peace and security.

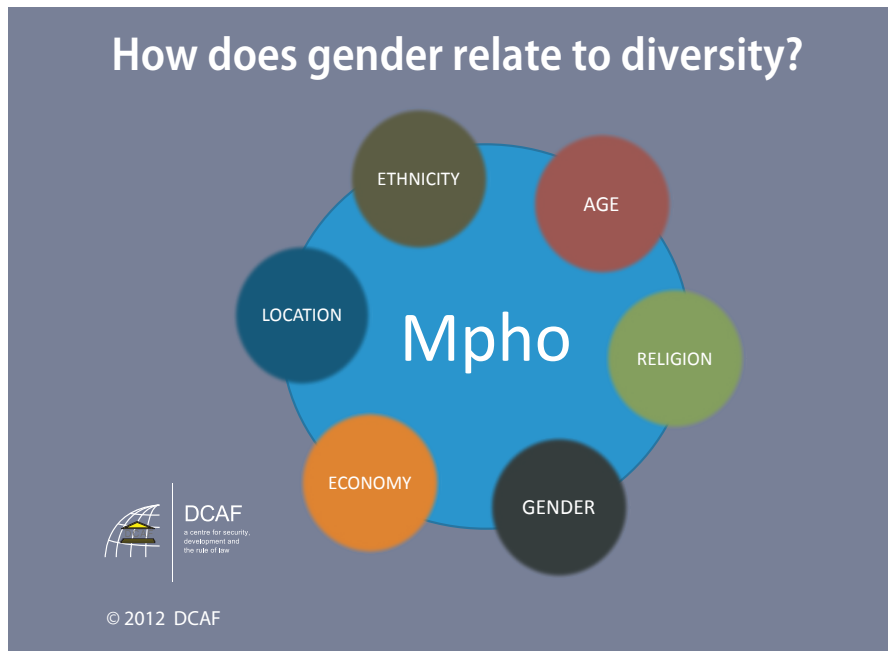
## Gender, defence and security – making the linkages

Ms. Valasek followed with a short presentation and exercise summarising the definition of gender, how it relates to diversity, and why it is important to security/defence issues. She began by explaining how she introduces the concept of gender in training with security and defence personnel: namely, through an interactive exercise followed by a summary of the main points as presented in the list below:

What is gender?

- Women, men, girls and boys
- Socio-culturally constructed roles
- Changes with/in culture and time
- Women, men, girls and boys all have different experiences, needs and roles regarding security

In order to discuss the linkages between gender and diversity, Ms. Valasek introduced a scenario where herself and Professor Molomo (Mpho) were walking down a street in Botswana, and asked what different security risks they would face based on gender (woman vs man) and other factors



such as nationality (local Botswana vs Swedish/American – i.e. foreigner/tourist), colour of skin (white vs black), etc. Ms. Valasek noted that all of these factors influence the security risks we face as individuals as well as our access to justice/security. Depending on the specific context, it may be that the highest security risk is related to gender (such as the risk of domestic violence). In other cases it may be related to ethnicity or religion. Understanding the different security risks is the first step towards supporting the reform of security and justice institutions so that they are able to respond to the diverse security and justice needs of the population.

Ms. Valasek continued by mentioning a few of the key reasons why gender/diversity is important to security:

- Everyone has an equal right to security even though their needs may differ
- Gender/diversity:
  - improves the delivery of security and justice
  - ensures that institutions are representative and participative
  - boosts operational effectiveness
  - promotes prevention and accountability for human rights violations
  - enforces compliance with national, regional and international laws/policies

Finally, Ms. Valasek discussed how there are many stereotypes around gender and women in the field of security and defence. Participants concurred that bringing up gender in training is a sensitive issue largely because of the stereotypes in our societies. Stereotypes need to be interrogated as they fuel social and institutional discrimination. Even “positive” stereotypes need to be examined, such as female police officers being better at conflict resolution and de-escalation of potentially violent situations. It is not that women are biologically programmed to perform these tasks better than men, but that in certain societies, because of socio-cultural gender roles, girls are taught how to calm down situations.

The participants were then asked to brainstorm common stereotypes about gender and women related to the security sector. After writing down these stereotypes on a flip chart, participants were divided into groups of two and asked to develop a strong argument to counter each stereotype. For instance, they were asked to imagine how they might respond if a trainee were to make a stereotypical remark while they were delivering training to security/defence personnel.

1. **Cultural and religious appropriateness: e.g. "It is not appropriate for women to be police officers."**

Response: Dispel the cultural and religious perceptions that women are either physically or culturally weak through examples; for instance, women are strong enough as they carry wood and draw water.

2. **Other issues (like poverty) are more critical than gender: e.g. "Why talk about gender and not these other issues?"**

Response: Brainstorm a list of all the important issues and then discuss how each one relates to gender. Highlight the need to take into account both men and women. "There are no more important issues than gender."

3. **De-linking gender from security: e.g., "You are taking gender too far."**

Response: The assumption is that there is a lack of understanding about gender. Raise awareness about the links between gender and security. Gender cuts across all human endeavours and relates to security. Make it personal; personalisation will enhance the abstraction of gender issues. Make the point that gender is not only about women.

4. **"Passion killings": e.g., "women are users; as long as they use we are going to kill them." (Posited by a student in regard to the violence against women)**

Response: Violence is always assumed to be in a physical form but there are also emotional, financial and other forms of violence. Suggest opening debates on all these different forms of violence against women.

5. **Challenges to gender being given priority: e.g., "Why are we not talking about other marginalised groups?"**

Response: No group deserves to be marginalised.

6. **Women need protection**

7. **Conflation of gender: e.g., notions that gender equals women**

Response: Redress some of the gender imbalances and include the boy child as well.

8. **Leadership: e.g., "It is difficult for men to receive orders from women, especially in the army."**

Response: In the army, you obey the person above you. Most people have been raised by mothers and took orders from them, so that argument could be used within the armed forces. Make it clear that being of a higher rank is due to the acquisition of skills and experience, both for women and men. It is crucial to have an understanding of the policies and regulations of the institution; where there is hierarchy in the organisation it must be respected. It must be viewed as an issue of following standard procedures and regulations, not the fact that it is an individual woman giving an order to a man.

9. **Perceptions of biological differences: e.g., "Are women strong enough to be in the armed forces?"**

Response: It must be highlighted that the duties of armed forces personnel are diverse and that strength is not always a necessity. It is often more about leadership rather than physical strength. Physical strength can sometimes even be detrimental. If you are wounded in battle, it doesn't matter if you are a man or a woman, you will need to be evacuated and taken care of. Combat is a serious matter and we cannot generalise; we need to hear testimony from people who have actually experienced it.

## SESSION 3

# Gender and the security sector – examples from the SADC region and Botswana

This session included interactive presentations by Ms. Valasek and Ms. Mashaka in order to provide an overview of gender mainstreaming in SADC security sector institutions as well as a specific case study on gender mainstreaming in the Botswana Police Service.

- support the regional policewomen’s network
- ensure national implementation of international and regional gender legal frameworks and instruments (UN Security Council Resolution 1325, SADC Protocol on Gender and Development)

## Gender in SADC Security Sectors

Ms. Valasek provided a brief overview of the status of gender mainstreaming in security and justice institutions in SADC countries, based on data from the SADC Gender Protocol 2011 Barometer.<sup>2</sup> The presentation was structured around four “Ps”: policy, participation, programmes and problems.

At the regional policy level, Ms. Valasek introduced the Strategic Framework for Mainstreaming Gender into SADC Peace and Security Architecture (2011). It is unclear if this policy has been finalised. In 2011, however, the SADC Gender Unit, working together with the Gender, Peace and Security cluster of the Southern Africa Gender Protocol Alliance, initiated the drafting of this Strategic Framework in order to implement Article 28 of the SADC Protocol on Gender and Development. The Framework serves as a guide for SADC bodies and individual member states to assist with gender mainstreaming in the security sector. It aims to:<sup>3</sup>

- promote gender sensitivity and gender balance in the selection and training of peacekeeping contingents
- advocate for the recruitment, retention and promotion of women in national-level security sector institutions
- encourage cross-border mentoring and coaching of female security sector personnel

At the national policy level, the SADC Gender Protocol 2011 Barometer identifies only three out of the fifteen SADC countries as having gender-sensitive defence force acts/white papers (Malawi, Namibia, South Africa), gender-sensitive police force acts/white papers (Namibia, South Africa, Tanzania), and gender-sensitive correctional services/prison acts (DRC, Malawi, Namibia). This demonstrates a clear gap in gender-sensitive national policy for defence, police and prisons.

With regards to participation, on average women have a higher level of participation in SADC countries as wardens in the correctional service (18.4%) than in the police (17.5%) or armed forces (15.3%). South Africa leads with 27% female wardens; however, the Barometer was only able to gather this data for five of the fifteen SADC countries. Within policing, Lesotho has the highest percentage of female personnel (29%) followed by Botswana at 24%. Compared with these institutions, the armed forces have a lower rate of female representation. In global comparison, however, many countries have significantly high numbers of female armed forces personnel: Namibia (26%), Seychelles (20%), South Africa (24%) and Zimbabwe (20%). The Barometer makes the point that SADC countries with a history of liberation struggle tend to have a higher rate of women in the armed forces than others.

Regarding programmes, i.e. specific initiatives designed to improve access to security and justice by marginalised groups, there are many innovative examples in SADC countries. For instance, seven countries have specialised facilities in police stations and/or courts to respond to GBV. Nonetheless, the fact that at least four countries still do not

2 Colleen Lowe Morna and Loveness Jambaya Nyakujarah, eds. *SADC Gender Protocol 2011 Barometer*. Chapter 8: Peace building and conflict resolution. (Johannesburg: Southern Africa Gender Protocol Alliance, August 2011) pp. 232-53. <http://www.genderlinks.org.za/article/sadc-gender-protocol-2011-barometer-2011-08-05>

3 Southern Africa Gender Protocol Alliance. “SADC Gender Unit develops gender framework for security sector.”

provide state legal support or safe housing to victims of GBV reflects the need for further improvement in this domain.

Finally, with regard to “problems”, the last of the four “Ps”, better understood as gaps and challenges, it remains very difficult to gather information on gender issues in SADC security and justice institutions. Just like in many other parts of the world, public access to information is often denied on the grounds of state security. Consequently, even though the Barometer collects excellent data, clear gaps remain in the documentation of gender issues related to human resource policies, institutional structures, internal and external oversight, and training in security and justice institutions. A more important function of the Barometer is to highlight current challenges, including women’s under-representation in senior positions, barriers to women’s access to training and participation in peacekeeping, discriminatory institutional culture, and the low number of female chief executive officers in the security and defence sectors.

## Botswana Police Service

Ms. **Kebonyengwana Mashaka** from the Department of Sociology at the University of Botswana delivered a presentation on gender mainstreaming in the Botswana Police Service. She noted that the criminal justice system is an integral part of the state domestic security apparatus and that police are the gatekeepers and most visible actor within this system. Even though police are not traditionally perceived to be part of national defence, their record on upholding human rights and the rule of law is one of the key determinants of democratic governance. Ms. Mashaka postulated that achieving internal security is not a mundane issue of crime but a vital issue of personal and domestic security that is preponderant to the achievement of national security by the defence forces.

Ms. Mashaka described the history, mandate, vision and values of the Botswana Police Service (BPS), recalling that it is a pre-colonial entity established more than a century ago. Its mandate, as defined under the Police Act, is to:

- Protect life and property throughout the country
- Prevent and detect crime
- Repress internal disturbances
- Maintain security and public tranquillity
- Apprehend offenders
- Bring offenders to justice

- Duly enforce all written laws with which it is directly charged
- Generally maintain the peace

The vision of the BPS is to provide “a professional law enforcement service for a peaceful, safe and secure nation; in partnership with the community”. Ms. Mashaka also outlined the following gender-sensitive principles of the BPS:

- Impartiality: “Serving members of the public irrespective of their age, gender, colour, disability, political affiliation or religious beliefs, ethnic or social background, and without fear or favour.”
- Respect for human rights: “Respecting, protecting and upholding the fundamental rights and freedoms of the individual.”
- Human resources: “Recognizing that our strength lies in skilled, well trained, motivated and developed officers who enjoy equal opportunities and proper deployment.”
- Customer focus: “Recognizing that the public are our customers and the focus of everything we do by being courteous, caring, compassionate, responsive, tolerant and empathetic.”

Ms. Mashaka then focused specifically on gender issues within the BPS. Today, women comprise 2,000 of the 8,500 BPS officers (24%). Historically, the provision of security has always been perceived as a male role. However, there is a long history of Botswana men working as migrant labourers in South African mines, which may be one reason why women have had the freedom to enter the BPS. Another theory is that women have been able to attain a higher level of education. Despite their relatively high level of representation, female officers are concentrated in the lower ranks; the ranks of Commissioner and Deputy Commissioner are dominated by men. At the organisational structure level, women tend to be at the bottom of the hierarchy and are rarely present in areas where policies are drawn up and reforms are initiated. The prospect of reaching the SADC Gender Protocol target for women to hold 50% of decision-making positions in the public and private sectors seems bleak for the BPS. Yet, efforts have been made to integrate women (rather than mainstream gender) into police promotions and development criteria. There is no set target for female recruitment: the Police Commissioner decides how many female and male officers to recruit each year, based on “demand” and “logistics”.



## Entry points for mainstreaming gender into BPS operations:

- **Pursue the principle of visibility:** If women are not in “visible” police roles they are often passed over for promotion. Cases where single mothers who lack the necessary childcare support to work night shifts or live far from home highlight one example of the many issues that make it hard for women to gain visibility and promotion. There is also the challenge of “sympathetic discrimination”. As an example of this practice, female officers are not allowed to use motorcycles during traffic control duties because “women can’t control them” as they are “too big”. In another example, women are often not given detective or intelligence work because of the cultural stereotype that they talk too much and cannot keep secrets. In order to put an end to such discrimination, policewomen should be deployed in positions that offer opportunities for recognition and promotion. Measures are also needed to recruit and train more female police officers. In addition, female officers should also be put on patrol duty so that they can constantly interact with the population and initiate educational campaigns in schools. Finally, promotions must be based on merit.
- **Training and education programmes:** Though BPS training mechanisms are not visibly gender-biased, female officers are often not included in continuing education courses, such as on defence and security management or security sector governance. On the other hand, male police officers are often excluded from gender training simply because they are men.
- **Institutional culture:** There are certain stereotypes about the police that are acted out in internal institutional culture as well as within the communities the police seek to serve. For instance, police have to be tough, brave, etc. In certain cases, community members prefer to lodge their complaints with male officers because they fit this stereotype of policing. There needs to be a change not only in institutional police culture but also in the way that communities view policing in order to foster a broader understanding of the professional skills required and to avoid discrimination against female officers.
- **Domestic violence reporting:** In the BPS, there is a perception that dealing with cases of domestic violence is not “real police work”. Women are asked accusatory questions when reporting assault and abuse, such as: “What did you do to make him so angry?”, while abused men are sometimes asked embarrassing questions like: “Why do you let a woman beat you?” This compromises justice delivery and runs counter to the stated values of the BPS.
- **Crime management strategy:** As with domestic violence cases, the reception of rape victims by police officers is not always welcoming. The different attitudes and discriminatory behaviour of the BPS must be reviewed and addressed. What is the policy in dealing with rape cases? Perpetrators must be identified and victims given equal protection. In reality, however, rape cases have the highest drop-out rate of any crime from the time of reporting to conviction in court.

## SUMMARY AND CLOSING

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As time was short at the end of the day, Professor Anthoni Van Nieuwkerk from Witwatersrand University in South Africa gave a brief summary of five messages he had identified during the first day of the workshop:

1. There is a value in having a workshop on this topic in order to initiate an ongoing discussion on gender and security issues, in particular on how to mainstream gender issues into security/defence curricula.
2. SADSEM cannot undertake the entire task of addressing gender and security issues, such as the high prevalence of GBV in the region.
3. Nevertheless, SADSEM training/education curricula are open to review in order to integrate gender issues, and SADSEM network members with experience of these issues can support this process.
4. Time was spent discussing the concept of gender and its relation to security and defence, as well as the importance of gender mainstreaming in the security sector. However, more time is needed, for instance to discuss the issue of regional security.

5. SADSEM members have now brainstormed ways to respond to common misperceptions/stereotypes about gender and security. The BPS case study highlighted some of the challenges facing gender integration into the practices of security institutions in the region.

In addition, a number of issues were added to the 'Parking Lot' for later discussion, including how to prevent rape from being used as a weapon of war (e.g. in the DRC), and codes of conduct and oversight bodies for the police.

## RECAP OF DAY 1

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**Professor André Du Pisani** of the University of Namibia started off the second day with a short presentation reflecting on the first day of the workshop as having focused on the "what" and the "why" of integrating gender into security/defence curricula. The second day of the workshop would therefore focus on the "how" – i.e. "How will gender issues be integrated in the SADSEM curricula?"

Summarising the discussions on the definition of gender, Professor Du Pisani reflected on how gender is a process that is historically bound. He emphasized that gender must be understood in the context of local liberation struggles, and that it is a relational construct, implying relations of power, and not about women per se.

He then pointed out why it is important to integrate gender into security-related curricula, stating that gender is an actualising concept. One cannot achieve democracy, justice, human development or poverty reduction if gender issues are not taken into consideration. Gender is also a transformative construct, and from a legal point view it is morally obligatory for states to implement national and international frameworks related to gender equality.

Finally, in moving from the "what" and the "why" to the "how", he encouraged the creation of a template to guide the integration of gender issues into the development and delivery of training/education curricula. In addition, he proposed a framework based on six "Is" (along the lines of Ms. Valasek's four "Ps" in a previous session). These six "Is" were presented as a set of key questions to be posed when reviewing security/defence curricula, namely:

1. **Ideas:** What are the core ideas that we are trying to get across? What is the concept of gender, and why does it matter?

2. **Interests:** Whose interests are we responding to and what interests do we wish to serve? Is it the participants, the donors, or other interests?

3. **Issues:** What fundamental or material issues do we want to cover – i.e. key content. For instance, how do we integrate gender factors into policy development and design; how do we create a consultative process, and who do we consult?

4. **Institutions:** Which institutions are relevant to the curriculum? For instance, is there a desire to involve civil society representatives? How will they be involved?

5. **Instrumentalise/Integrate:** How do we infuse/ mainstream gender into the curriculum in a meaningful, coherent way so it is not just an add-on?

6. **Impact:** What impact do we wish to make with the curriculum?

## SESSION 4

# Gender curriculum review – methodologies and key entry points

This session included a presentation by Mr. Michael Conteh, formerly based at the University of Namibia, and Ms. Valasek in order to both provide a concrete example of gender mainstreaming within a SADSEM University as well as to discuss and refine a draft gender curriculum review checklist.

## Gender curriculum review at the University of Namibia



Mr. Michael Conteh, Namibia Institute of Public Administration, former Gender Training and Research Coordinator, University of Namibia

**Mr. Conteh** gave a presentation covering the concepts of gender and the key entry points for conducting a gender review of university curricula. His slogan is “If it is not engendered, then it is endangered.” He highlighted the need to integrate gender into security curricula, asserting that gender integration cannot be ignored as it is an interdisciplinary concept: it can be linked to poverty, HIV/AIDS, and GBV. It is not a stand-alone issue, which is why the reasons for its relevance in curriculum abound. Nonetheless, Mr. Conteh stated that sensitisation/awareness-raising of gender issues plays a pivotal role in approaches to initiate gender mainstreaming.

One example of sensitisation is an exercise he uses to introduce gender issues: “A couple are struggling to conceive a child. They go to a diviner who tells them they will have a child, but only after they have decided which sex they want it to be! Imagine being in this situation! Write down

which sex you will choose and why.” After debriefing this exercise and how it reveals gender stereotypes, he presented definitions of gender, sex, gender systems and gender stereotypes. In particular, Mr. Conteh stated: “Gender refers to the understandings, explanation, assumptions, behaviours and actions that organise difference between men and women.” After noting that gender differences are socially, culturally and historically constructed and that sex and gender difference are interlinked and constantly influence each other, Mr. Conteh pointed out that gender systems are dynamic and constructed, and similarly can be deconstructed, offering an opportunity to integrate gender into security curricula. He also stressed the need for institutional support for programmes to survive and be sustained.

Regarding gender mainstreaming in the context of education, Mr. Conteh described it as a strategy for maintaining the development goal of gender equality:

- The Approach → Gender Training/Education
- The Strategy → Gender Mainstreaming
- The Goal → Gender Equality

Mr. Conteh noted that teaching and learning take place within a certain conceptualisation of society and can either reinforce or question the status quo. While acknowledging that curriculum change/reform/review can be difficult and time consuming, he said that it is a necessary step towards promoting gender equality. He emphasised that consultation is crucial in reform/review processes because they are often subject to conflicting approaches. The University of Namibia’s Gender Training and Research Programme supports a gender capacity-building and advisory service through gender evening courses, seminars, research methodologies, research, course design and a specialised post-graduate diploma in gender and development studies. Finally, participants brought up the issue of homosexuality and debated whether it should also be integrated. Certain speakers expressed the view that SADSEM members should discuss this point further using a human rights approach. The issue was then tabled and added to the “Parking Lot”.

## Gender review checklist for SADSEM executive courses

Next, **Ms. Valasek** facilitated a discussion to generate feedback on the draft Gender Review Checklist (see Annex 3). As part of the checklist, a draft objective for conducting a gender curriculum review was tabled, namely: "To strengthen SADSEM's executive training courses through identifying entry points for equitable delivery and gender/diversity-inclusive content and pedagogy." Discussion focused on three of the eight different areas of review included in the checklist:

### 1. Training needs assessment (TNA):

A discussion took place on whether a TNA should be conducted before or after training. Professor Du Pisani favoured the second option on the grounds that training would yield information about the changes required. Various assessment methods could be used to systematically evaluate whether the training/education meets participants' needs. Professor Du Pisani pointed out that in order to overcome inevitable problems stakeholders must be involved in open dialogue to enable revision of the training/education where needed. Ms. Valasek agreed with the importance of course monitoring and evaluation, but also emphasised that conducting a TNA prior to the course can improve its impact and relevance to course participants.

Professor Phiri noted that the Staff College in Zambia is now in the process of mainstreaming gender, but noted that it had been late in developing a gender curriculum and that its courses on security and defence do not yet incorporate gender. For that to happen, he said stakeholders must be on board. Mr. George Mhango of Malawi's Mzuzu University said it is crucial to conduct a needs assessment prior to developing course content. He suggested using another mechanism currently applied at Mzuzu University, namely the piloting of gender content in security curricula for the armed forces. He also emphasised the need to include stakeholders in the development and testing of course materials, including sending them the curriculum in advance in order to obtain feedback. A TNA can include discussions with stakeholders and participants to determine what they know and don't know. Dr. Mokhawa of the University of Botswana highlighted that the course competencies/learning objectives will frame the needs assessment and vice-versa. In general, the need for a TNA to be incorporated as part of the SADSEM executive courses was discussed, resulting in a consensus that future deliberation on this issue was required.

### *Addition to the Gender Review Checklist under TNA:*

Discuss the training needs and TNA process with gender experts, including both university staff with gender expertise and, potentially, members of women's organisations or ministries of gender/women's affairs.

### 2. Learning objectives:

Ms. Valasek mentioned that this crucial step in the design and review of training/education is often overlooked despite being essential to ensuring that the course meets existing training needs. Based on her own experience of the difficulties that can arise in creating relevant learning objectives, Ms. Valasek noted that objectives are often vague or unrealistic. Instead of guiding the development of course content and methodology, objectives are often hastily formulated after the courses have taken place. Professor Du Pisani emphasised that learning objectives must be made explicit before the training so that the agenda behind SSR is expressed from the onset. It was further noted that gender issues tend to be forgotten or treated as add-ons if they are not explicitly included in the learning objectives for the training. Participants pointed out that a thorough TNA with stakeholders would enable the development of appropriate learning objectives. Security services such as the police could be encouraged to include gender content in their training curriculum. The question of whether the learning objectives should be determined by the training mandator, trainers or stakeholders/trainees was also discussed. Ideally, all three should agree on objectives that correspond to the needs of the stakeholders/trainees.

### 3. Trainers/Teachers:

Participants underlined that trainers need to possess skills that enable them to deal with different kinds of people. They must craft their training session presentations on gender and other sensitive issues carefully so as to avoid language that may cause offence and compromise efforts to achieve gender mainstreaming.

### *Addition to the Gender Review Checklist under Trainers/Teachers:*

Hold meetings with teachers/trainers beforehand in order to review and discuss the curriculum, including reviewing gender sessions and discussing how to integrate gender into other sessions.

SESSIONS 5–6

**Gender curriculum review of SADSEM Executive Courses**

In this session, participants split up into four small groups in order to apply the Gender Review Checklist while conducting an initial gender review of the content and methodology of four key SADSEM executive courses: Civil-Military Relations, Security Sector Governance, Managing Multinational Peace Missions, and Parliamentary Oversight of Defence and Security. After the discussions, each group presented suggestions on how to mainstream gender in the courses. **(Suggestions highlighted below in grey).**

After the groups presented their suggested changes (see below), feedback was given by all participants. In general, it was suggested that civil society needs to be included in the Civil-Military Relations course, both as participants and as lecturers. It was also posited that the focus should not be limited to *civil-military relations* but should also include *civil-security relations*. In general, participants agreed that the curricula of these courses needed to be reviewed and updated. It was also noted that some of the

suggestions for gender mainstreaming might have been overly enthusiastic. While SADSEM courses should not be transformed into gender courses, participants agreed that certain key recommendations made by the groups could be incorporated into the updated course curricula.

**Actions to be taken:**

- Establishment of a SADSEM working group of interested colleagues in order to lead the review of the course on Civil-Military Relations. Professor Du Pisani and Mr. Conteh agreed to take the lead in developing the concept of civil-security relations and integrating it into the review of this course curriculum.
- Mzuzu University to take the lead in integrating gender issues into the curricula of the courses on Security Sector Governance, Civil-Military Relations, and Parliamentary Oversight.

Executive Course in Civil-Military Relations	
<b>Aim</b>	The aim of the course is to explore key issues in defence planning from a gender perspective in relation to civil-military relations in Southern Africa. It is designed to equip participants with a critical understanding of the structures and processes by which defence and security can be shaped and managed in a democratic society.
<b>Target Group</b>	The course is designed for senior officers, senior ministry personnel and civilians in defence planning in the SADC member states. Participants should be committed to defining a new vision for defence in the region in the context of democratic civil-military relations and common security. The course focuses specifically on the civil-military relations components of defence and security management.
<b>Objectives</b>	<p>The course aims to:</p> <ul style="list-style-type: none"> <li>▪ Broaden participants' understanding of contemporary debates and developments in the domain of civil-military relations in democracies</li> <li>▪ Expose key leaders to a range of perspectives on civil-military relations, <b>gender issues and the organisation of defence and civilian structures</b></li> <li>▪ Broaden understanding of key issues in defence planning in relation to policy analysis and processes, and <b>gender mainstreaming</b></li> </ul>

... continued

Executive Course in Civil-Military Relations	
Learning Outcomes	<p>After successful completion of the course, participants will be able to:</p> <ul style="list-style-type: none"> <li>▪ <b>Approach</b> debates and practices relating to civil-military relations in democracies <b>from a gender perspective</b></li> <li>▪ Identify the main challenges to constructive civil-military relations in Africa and in Southern Africa</li> <li>▪ Understand policy processes in the security sector and analyse the roles of various stakeholders</li> <li>▪ Propose appropriate structures/ways of developing an effective relationship between common defence and civil <b>interests from a gender perspective</b></li> <li>▪ <b>Understand the importance of gender in civilian-military relations</b></li> <li>▪ <b>Understand gender mainstreaming as a tool for policy processes</b></li> <li>▪ <b>Analyze the role of various stakeholders</b></li> </ul>
Teaching Methodology	<p>The course is based on an exceptional and integrative learning process which involves:</p> <ul style="list-style-type: none"> <li>▪ Core content lectures of a participatory nature, guest lectures by government officials, <b>civil society actors</b> and private sector experts, and visits to defence and security facilities</li> <li>▪ Syndicate group sessions where extensive use is made of case studies and simulations related to specific issues or problems, and where participants present conclusions and issues to the group</li> <li>▪ <b>Group presentation of work plan to implement these competencies</b></li> </ul>
Assessment Criteria	Certificate of competence <b>and a certificate of implementation</b>
Course Content	<p><b>Module 1: Civil-military Relations</b></p> <p>Theory and practice of civil-military relations and gender concepts. Comparative studies of the developing world, Africa and Southern Africa. The role of the constitution, parliament, the media, civil society and other democratic institutions.</p>

Executive Course in Managing Multinational Peace Missions	
Rationale	<p>There has been a tremendous expansion globally in multinational peace missions since the end of the Cold War, carried out under the auspices of the United Nations, regional or sub-regional organisations, alliances or even ad hoc groups of states. Such missions include activities defined as peacekeeping, peace enforcement, peace support, peace-making, peace building, humanitarian assistance and humanitarian intervention. A wide range of actors are involved in these missions, including national militaries, civilian police, UN agencies, international and national NGOs, and a variety of government departments.</p> <p>Southern African countries are becoming progressively involved in peace missions, especially as such activities are likely to be devolved increasingly to regional and sub-regional organisations such as the African Union (AU) and SADC and this course aims to prepare those involved in planning and running these missions. <b>There has been a tremendous change in the scope, nature, composition and focus of peacekeeping operations since the Cold War, including increased demand for gender-balanced representation.</b></p>
Target Group	<p>The course is aimed at government officials, senior military and police officers and NGO and civil society leaders <b>along with international organisations, private sector and traditional leaders</b> who are involved or potentially involved in planning for peace missions in the SADC member states. <i>There should be a call for a certain number of women and men to participate in the course, in order to ensure balanced representation.</i></p>
Objectives	<p>The programme aims to equip participants (these two objectives added to the existing four listed objectives):</p> <ul style="list-style-type: none"> <li>▪ <b>Equip participants with gender-sensitive approaches to issues, including the skill to use a gender lens when managing multinational peace missions</b></li> <li>▪ <b>Understand and appreciate cultural specificities with regard to multinational peace missions</b></li> </ul>

... continued

Executive Course in Managing Multinational Peace Missions	
Learning Outcomes	<p>Exposure to high level inputs by academics and practitioners and a problem solving teaching methodology on key themes, enable participants to (one learning outcome was modified):</p> <ul style="list-style-type: none"> <li>Identify and understand the <b>special requirements of particular cultural contexts and special needs in addition to</b> multilateral security management challenges in Africa and in particular the southern African region</li> </ul>
Teaching Methodology	Added: <b>Participatory approach</b>
Course Content	<p><b>Module 1: Concepts</b></p> <ul style="list-style-type: none"> <li>Understanding of relevant concepts including security, CPMR, peacebuilding, multilateralism and multilateral security institutions and processes, <b>as well as the concept of gender and the interface with security and human security.</b></li> </ul> <p><b>Module 2: Introduction to multinational peace missions</b></p> <p>A selection of the following: (based on the Standard Generic Training Module of the UNDPKO) <i>These have been replaced by the Core Pre-deployment Training Materials, including the module on gender.</i></p> <ul style="list-style-type: none"> <li>1A: Introduction to the UN system</li> <li>1B: UN peacekeeping operations</li> <li>2: Structure of a UN peacekeeping operation</li> <li>3: The legal framework of UN peacekeeping, including: <ul style="list-style-type: none"> <li>UN Resolutions on gender in peace missions</li> <li>Laws of armed conflict, including those related to women and children</li> </ul> </li> </ul> <p><b>Module 3: African multilateral security institutions</b></p> <p>Exploration of African multilateral security architecture, with a particular focus on the AU PSC and SADC OPDSC and its evolving instruments and practices, <b>including what multilateral security implies, particularly in the African context and with a focus on human security. A look at the effectiveness and functionality of regional institutions including the SADC standby force – how it is composed, envisioned, represented and the criteria used.</b></p> <p><b>Module 4: Planning a regional peace mission</b></p> <p>Planning the composition, structures, functions, mandates and rules of engagement for a Southern African peace mission. Determining collective military and non-military capabilities. Managing relationships between participating states, SADC, the AU and the UN. Command, control and coordination. Approaches to the use of force, doctrine and rules of engagement. <b>Gender-responsive approaches to humanitarian needs, expanding and involving the police, civilians and other civil society actors.</b></p> <p><b>Module 5: Management of peace missions: case studies</b></p> <p>Case studies of two actual peace missions will be explored, examining in particular the challenges that arose with regard to strategic management and decision making at international, regional and national levels, and how processes unfolded. <b>Comparative analysis of the missions with lowest and highest number of women, compare AU and UN missions for lessons learnt.</b></p>

Executive Course in Parliamentary Oversight of Defence and Security	
<b>Aim</b>	The aim of the course is to meet the increasing demand for specific courses for parliamentarians, and officers and officials involved with parliament in order to assist them to build capacity and <b>appreciate the role of gender in their oversight role in the area of peace</b> and security.
<b>Target Group</b>	The course is tailored for parliamentarians (especially, but not only, those sitting on defence and security parliamentary committees); senior military officers and officials in government departments responsible for liaison with parliament on defence and security issues; and senior parliamentary support staff in SADC member states. If appropriate, other participants such as academics or civil society leaders involved with parliamentary or security matters may also be accommodated. <b>Additional course participants can include representatives from ministries responsible for gender/women, as well as parliamentarians on committees that address human rights and/or gender/women's issues, and representatives from women's parliamentary caucuses.</b>
<b>Objectives</b>	The objectives of this course are to: <ul style="list-style-type: none"> <li>▪ Enhance the capacities of national parliaments in SADC countries to oversee defence and security functions</li> <li>▪ Improve understanding of the global and regional security environments and institutions with which parliaments need to interact</li> <li>▪ Develop the skills and knowledge of the principal actors involved in the oversight of defence and security functions in order to critically engage with the defence and security functions</li> <li>▪ <b>Enhance parliamentarians' capacity to mainstream gender into their oversight role vis-à-vis the security sector</b></li> </ul>
<b>Learning Outcomes</b>	Exposure to high level inputs by academics and practitioners and a problem-solving teaching methodology on key themes will enable participants to: <ul style="list-style-type: none"> <li>▪ Identify challenges arising from the current strategic policy environment – internationally, regionally and in the sub-region</li> <li>▪ Compare the current policies and practices related to defence and security issues in the SADC region</li> <li>▪ Share experiences and information to identify current policy and implementation constraints and synergies</li> <li>▪ Engage in activities to identify and resolve problems</li> <li>▪ <b>Develop an understanding of gender sensitivity in the areas of defence and security</b></li> </ul>
<b>Teaching Methodology</b>	The course is based on an experiential and integrative learning approach, focusing on development of skills required to manage and make decisions in relation to parliamentary oversight of defence and security. Extensive use is made of case studies and problem-solving exercises. Participants will be expected to devote time to group interaction and exchange experience.  This approach is designed to: <ul style="list-style-type: none"> <li>▪ Enable participants to contribute actively to the course by applying their practical and professional experience to the learning process</li> <li>▪ Assist participants in identifying their own learning needs and pursuing learning opportunities that will strengthen their development</li> <li>▪ <b>Enable participants to contribute actively on gender issues in their roles related to defence and security</b></li> </ul>
<b>Course Content</b>	<i>In addition to the content already listed:</i> <ul style="list-style-type: none"> <li>▪ <b>Ability to conceptualise gender and security/defence issues</b></li> <li>▪ <b>Understanding of gender and oversight of the security sector</b></li> <li>▪ <b>Skills to integrate gender into security policymaking, implementation and monitoring</b></li> </ul>



Executive Course in Security Sector Governance	
<b>Aim</b>	The course aims to build a cadre of experts across government departments, with civil society partners, and across SADC states with the capacities to understand and improve <b>democratic</b> governance of the security sector as a whole in the region. The course fulfils a demand for training that is justice and security sector-wide and that moves beyond an exclusive defence focus to include criminal justice, intelligence, and customs and immigration.
<b>Target Group</b>	Senior officers and officials in SADC government departments in the security sector – police, defence, intelligence, prisons, justice, customs, immigration, parks protection and home or interior ministries (those involved in governance and oversight of the security sector), parliamentarians, national treasuries, human rights institutions, and complaints agencies. Civil society participants from non-governmental bodies and universities/research agencies <b>involved in human rights and gender issues. Encourage a mix of female and male participants.</b>
<b>Objectives</b>	The course aims to assist participants to: <ul style="list-style-type: none"> <li>▪ Contribute to enhancing democratic governance of the security sector in SADC countries through deepening understanding of inter-relationships between the justice, security, defence, immigration and customs sectors</li> <li>▪ Improve understanding of concepts of national and <b>human security as well as gender</b></li> </ul>
<b>Learning Outcomes</b>	Exposure to high level inputs by academics and practitioners and a problem-solving teaching methodology on key themes enable participants to: <ul style="list-style-type: none"> <li>▪ Elaborate on concepts of <b>national and</b> human security and principles of <b>democratic</b> governance and their application to the security sector</li> <li>▪ Identify threats and opportunities arising from political transitions, peacebuilding and reconstruction <b>throughout all the countries in the region</b></li> <li>▪ <b>Highlight the need for an integrated national security policy</b></li> <li>▪ Identify implications of major policy choices and challenges in the security sector <b>and highlight the need for gender mainstreaming</b></li> </ul>
<b>Course Content</b>	<p><b>1. Concepts of national and human security and the security sector</b></p> <p>Concepts of security and human security in international and African contexts. The notion of the security sector, the justice sector, and sector-wide approaches. Components of the security sector and their roles and functions. The regional security context: the African Peace and Security Council and its related structures, and the SADC Organ on Politics, Defence and Security Co-operation. The global security environment in the context of the end of the Cold War and the “War on Terror”, and its implications for the security sector.</p> <p><b>2. Democratic governance, gender and oversight of the security sector</b></p> <p>Concepts and principles of governance and their application to the security sector. The roles of the executive, the legislature, ministries and government departments in governance, oversight and management. Accountability and transparency in the security environment.</p> <p><b>3. Security and gender policy-making, implementation and monitoring</b></p> <p>The nature and role of public policy and its application to the security environment. National policy processes and actors in the formulation of policy and legislation. Major policy choices and challenges in the security sector, including roles, functions and inter-agency coordination. Implementing, monitoring and evaluating security policies.</p> <p><b>4. Budgets, oversight and financial accountability</b></p> <p>Planning, programming and budgeting: principles, cycles and practices. Accountability and transparency in relation to security finances. Procurement and acquisition for security institutions.</p> <p><b>5. Political transitions, peacebuilding and reconstruction: implications for the security sector</b></p> <p>Political transitions and transitions to democracy: problems and prospects. Post-conflict peacebuilding and reconstruction and related implications for the security sector. Disarmament, demobilisation and reintegration of combatants. Truth, reconciliation and justice. Approaches to institutional transformation.</p>

## SESSION 7

### Follow-up activities and closing

In the final session, Professor Van Nieuwkerk facilitated a brainstorming session to determine potential follow-up activities after the workshop. Participants suggested the following:

- Publish existing research/work related to gender and the security sector in SADC countries in order to empower younger researchers
- Include gender issues in the SADSEM annual security review publication and other SADSEM research projects.

### Training/Education

- Finalise the curriculum of the SADSEM course on Security Sector Governance, including new gender content (Mzuzu University).
- Review and integrate gender into the curriculum of SADSEM courses on Civil-Military Relations and Parliamentary Oversight (Mzuzu University).
- Include gender curriculum development as a standard item on the agenda of the SADSEM Steering Committee Meeting (SADSEM Coordinator).
- Hold consultative meetings with stakeholders/training participants as part of a TNA and/or training evaluation process.
- Hold a curriculum development workshop in order to review SADSEM courses.
- Review all SADSEM security and defence training/education in order to incorporate gender issues, including security/defence certificate/diplomas and MAs.

### Sharing good practices and lessons learned

- University of Mzuzu to share good practices related to integrating gender into SADSEM executive courses and its course on Gender and Security.

In conclusion, it was acknowledged that there were many different entry points for SADSEM to continue working on gender issues in the context of defence and security training/education and research. The SADSEM Steering Committee will deliberate and determine which of these suggestions to prioritise in the short- and long-term. Professor Molomo stated that the workshop had been a very good starting point on which to build on. He also mentioned that one of the main things that he would take away from the workshop was the utility of collaborating with his university colleagues who sit just down the hall from him and who have significant experience and expertise on gender issues.

### Research

- Support research on gender and the security sector in the SADC region in order to develop evidence-based training/education curricula, including:
  - Document good practices in Namibia and Zambia
  - Draft case studies on gender and security issues in the SADC region
  - Review existing research and training materials on gender and security
  - Conduct a mapping of gender and security issues in the SADC region, in collaboration with the SADC Gender Unit

## ANNEX 1: LIST OF PARTICIPANTS

COUNTRY/INSTITUTION	NAME
<b>MALAWI</b>	
Defence and Security Management Project, Centre for Security Studies, Mzuzu University, Malawi	Brigadier General Misheck Colyns Chirwa
Defence and Security Management Project, Centre for Security Studies, Mzuzu University, Malawi	Mr. George Mhango
<b>NAMIBIA</b>	
Defence and Security Management Project, Department of Political and Administrative Studies, University of Namibia	Professor André Du Pisani
Namibia Institute of Public Administration and Management	Mr. Michael Linso Lawrence Conteh
<b>SOUTH AFRICA</b>	
Centre for Defence and Security Management, Graduate School of Public & Development Management, University of Witwatersrand	Professor Anthoni Van Nieuwerkerk
<b>TANZANIA</b>	
Defence and Security Management Sub-centre, Centre for Foreign Relations	Ambassador Mohammed Omar Maundi
<b>ZAMBIA</b>	
Defence and Security Project, School of Humanities and Social Sciences, University of Zambia	Professor Bizeck Phiri
Ministry of Defence	Ms. Elizabeth Mutande Nyumbu Katukula
<b>ZIMBABWE</b>	
Ministry of Defence	Colonel Bassie Bangidza
Africa University	Mrs. Eunice Bere
<b>BOTSWANA</b>	
University of Botswana, Political and Administrative Studies Department	Major General Mokgware (retired)
University of Botswana, Political and Administrative Studies Department	Dr. Gladys Mokhawa
University of Botswana, Political and Administrative Studies Department	Mr. D. L. Keorapetse
<b>ORGANISERS</b>	
Centre for Strategic Studies, Department of Political and Administrative Studies, Faculty of Social Sciences, University of Botswana	Professor Mpho G. Molomo
Centre for Culture and Peace Studies, Faculty of Social Sciences, University of Botswana	Professor Bertha Osei-Hwedie
Geneva Centre for the Democratic Control of Armed Forces	Ms. Kristin Valasek
<b>LOGISTICS</b>	
University of Botswana	Ms. Victoria K. Botshelo
<b>RAPPORTEUR</b>	
University of Botswana	Ms. Pusetso Morapedi
<b>FACILITATORS</b>	
University of Botswana	Ms. Elsie Alexander
University of Botswana	Ms. K. Mashaka

## ANNEX 2: WORKSHOP AGENDA

### DAY 1: Wednesday, 2 May 2012

08.30	<b>Bus shuttle from hotel to UB</b>
09.00 – 09.30	<b>Welcome and workshop overview</b> <i>Mpho Molomo, Centre for Strategic Studies</i> <i>Kristin Valasek, Geneva Centre for the Democratic Control of Armed Forces</i>
09.30 – 11.00	<b>Session 1: Institution presentations on security and defence training/education and gender</b> <i>SADSEM network members</i> Short (5-10 minute) presentations by each institution on their current security and defence related training/education initiatives and their existing initiatives/capacities to integrate gender into this training/education.
11.00 – 11.30	<b>Coffee/tea break</b>
11.30 – 13.00	<b>Session 2: Conceptual and practical linkages between gender, security and defence</b> <i>Elsie Alexander, University of Botswana</i> <i>Kristin Valasek, Geneva Centre for the Democratic Control of Armed Forces</i> This session will provide an opportunity to discuss and build consensus on the meaning of the term gender as well as its relevance to security and defence issues. In addition, it will provide a practical example of how to introduce gender issues in security-related training, including a short case study exercise.
13.00 – 14.30	<b>Lunch</b>
14.30 – 16.00	<b>Session 3: Gender and the security sector – examples from the SADC region and Botswana</b> <i>K. T. O. Mashaka, University of Botswana</i> <i>Kristin Valasek, Geneva Centre for the Democratic Control of Armed Forces</i> This session will include presentations and discussion on the state of gender mainstreaming in SADC security sectors, including a specific case study on the State of Gender in the Security Sector in Botswana.
16.00 – 16.30	<b>Coffee/tea break</b>
16.30 – 17.00	<b>Summary and closing</b> <i>Anthoni Van Nieuwkerk, Centre for Defence and Security Management, Witwatersrand University</i>
17.30	<b>Bus shuttle back to hotel</b>
18.30	<b>Bus shuttle to restaurant</b>
19.00	<b>Welcome dinner at Caravella restaurant</b>

### DAY 2: Thursday, 3 May 2012

08.30	<b>Bus shuttle from hotel to UB</b>
09.00 – 09.30	<b>Recap of Day 1</b> <i>André Du Pisani, University of Namibia</i>
09.30 – 11.00	<b>Session 4: Gender curriculum review – methodologies and key entry points</b> <i>Michael Conteh, University of Namibia</i> <i>Kristin Valasek, Geneva Centre for the Democratic Control of Armed Forces</i> This session will include a presentation on the integration of gender issues into the curriculum of the University of Namibia. It will also provide an opportunity to discuss and refine a gender curriculum review methodology for the SADSEM executive courses and brainstorm key entry points for gender in security curricula.
11.00 – 11.30	<b>Coffee/tea break</b>
11.30 – 13.00	<b>Session 5: Gender curriculum review of SADSEM Executive Courses</b> <i>SADSEM members</i> In this session, SADSEM members will split up into working groups to conduct an initial gender review of the content and methodology of four key SADSEM executive courses: security sector governance, defence and security management, multi-national peace missions, and parliamentary oversight of defence and security.
13.00 – 14.30	<b>Lunch</b>
14.30 – 16.00	<b>Session 6: Gender curriculum review of SADSEM Executive Courses (continued).</b> <i>SADSEM members</i> During this session, each working group will present its findings in plenary in order to provide an opportunity for questions, discussion and additional suggestions.
16.00 – 16.30	<b>Coffee/tea break</b>
16.30 – 18.00	<b>Session 7: Follow-up activities and closing</b> <i>Mpho Molomo, CSS and Anthoni Van Nieuwkerk, CDSM</i> Referring back to the existing capacities for integrating gender into security/defence-related training/education presented in Session 1, SADSEM members will discuss how to implement the findings of the initial gender curriculum review. Key gaps and needs will be discussed and prioritised in order to design an initial plan of action.
18.30	<b>Bus shuttle back to hotel</b>

### DAY 3: Friday, 4 May 2012

08.30	<b>Bus shuttle from hotel to UB</b>
09.00 – 15.00	<b>SADSEM Steering Committee Meeting</b>

## ANNEX 3: GENDER REVIEW CHECKLIST FOR EXECUTIVE COURSES

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### Objective of gender review

To strengthen SADSEM's executive training courses through the identification of entry points for the equitable delivery of gender/diversity-inclusive content and pedagogy.

### Areas of review & suggested actions

#### 1. TRAINING NEEDS ASSESSMENT (TNA)

- Integrate questions on gender into TNA questionnaire (see Guide, p. 2).
- Conduct background research on the country/institutional context regarding gender/diversity and security issues, including relevant institutional and national policies/laws.
- Discuss with/interview male and female course participants, their supervisors, their beneficiaries and civil society organisations regarding key knowledge and skills required.

#### 2. LEARNING OBJECTIVES

- Include gender, diversity and/or participation in the overall course objective (see Guide, p. 5).
- Include gender in the learning objective of a specific session (see Guide, p. 6).

#### 3. PARTICIPANTS

- Request a representative number of male and female participants.
- Include participants with gender expertise – e.g., participants from a ministry of women's affairs or a women's NGO.

#### 4. TRAINERS/TEACHERS

- Create a team of both male and female teachers/trainers for the course.
- A senior, local, male trainer/teacher with a security/defence background is the ideal choice for sessions focused on gender/diversity/participation.
- For all other sessions, trainers/teachers with an interest in and ability to address gender/diversity/participation issues during their sessions should be the preferred choice.
- Potentially include gender experts and/or women as guest speakers.

#### 5. CONTENT

Where gender-related content already exists or is being developed, review it to ensure that it is:

- **Relevant:** meets the specific training/education needs of participants; corresponds to the course and session learning objectives; and is practical and useful for participants' daily work in their particular institution/country/regional contexts.
- **Accurate:** current (up-to-date) and correct.
- **Comprehensive:** includes all the necessary information.
- **Appropriately placed/incorporated throughout in the curriculum:** included in all the relevant sessions, rather than just mentioned as an add-on at the end of the course.

Where gender-related content does not exist, review existing resources on gender for selective inclusion in the content. Depending on the time available and the course objectives, **a specific session can be dedicated to cover gender-diversity/participation in addition to incorporating relevant gender issues in the other course sessions** (see Guide, pp. 8-9). Also, think about how to transfer gender-related skills and promote changes in attitudes, and whether the content reflects the different experiences of men and women. For instance, do the reading materials include male and female authors as well as subject matter on gender issues?

Suggestions for general gender-related topics to be integrated into courses (see Tool 1: Gender and SSR Toolkit):

- Men, women, boys and girls' right to security and justice (i.e. human security) as the point of departure for security and defence management, governance and oversight (citing relevant national, regional and international policy and legal frameworks).
- How men, women, boys and girls face different threats to security and accessing justice, have different priorities and take different action to meet their needs depending upon a variety of factors, including gender, age, ethnicity, nationality, income level, religion and sexual-orientation.
- GBV is a highly prevalent threat to national security, and should therefore be a priority for security and justice institutions to address (cite national and regional statistics).

- Human rights violations, including sexual harassment, by security and justice sector personnel need to be prevented, adequately addressed and the perpetrators held to account by oversight bodies.
- Women and men have an equal right to participate in security and justice institutions and oversight bodies (cite relevant national, regional and international policy and legal frameworks). Institutions that are appropriately gender-balanced are more effective in delivering security and justice to all.
- The discriminatory institutional culture of the security and justice sectors needs to be changed in order to create a healthy work environment for women and men.
- Participatory decision-making processes on defence and security issues, involving a wide representation of CSOs, including women's organisations, create legitimacy, trust, relevance and sustainability.
- Promoting collaboration between security and justice institutions and oversight bodies and institutions with gender expertise, including with ministries of women's affairs and women's CSOs, can lead to more effective delivery of security and justice.

### 6. LANGUAGE + IMAGES

- Use language that is inclusive: police officer instead of policeman, 'they' or 'the minister' or 'he/she' instead of 'he'.
- Use language that is specific, rather than generalisations – e.g., 'marginalised migrant men and women' rather than 'vulnerable groups'.
- Use language that does not reinforce gender stereotypes: avoid categorising women only as victims, vulnerable or dependant or men only as personnel or perpetrators.
- Remove discriminatory, stereotypical or sexist images, jokes, video clips or exercises from the training sessions.

### 7. PEDAGOGY

Where gender-related content exists, ensure that the teaching methods are:

- **Participatory:** by following adult learning methodologies and ensuring that everyone can participate through various interactive exercises.
- **Relevant:** by meeting the specific training/education needs of participants, course and session learning objectives, and ensuring that the content is practical and useful for the participant's daily work in their particular institution/country/regional contexts.

For all teaching methods employed for the course:

- Integrate gender issues where relevant (see Guide pp.11–12).
- Ensure a suitable mix of male and female participants: through participatory methods such as small group discussions, go-round/round-robin, buzz groups, etc. in order to avoid unbalanced participation.

### 8. MONITORING AND EVALUATION, FOLLOW-UP

- Include gender-sensitive monitoring exercises during the course of the training (see Guide p. 18).
- Include questions regarding gender in the short-term and long-term training evaluation (see Guide p. 19).
- Disaggregate the evaluation feedback by sex.
- Provide trainees with additional tools and resources, a method of ongoing networking, and refresher courses that are all gender-sensitive.
- Ensure that courses are regularly and adequately monitored and revised to reflect gender and diversity issues, by incorporating these criteria in standard curriculum review processes.







## NOTES

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# SADSEM

Southern African Defence & Security Management Network



CENTRE FOR  
STRATEGIC STUDIES

UNIVERSITY OF BOTSWANA



## DCAF

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