Tool 2

Gender and SSR Toolkit

Police Reform and Gender

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Geneva Centre for the Democratic Control of Armed Forces (DCAF)

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Acknowledgements
We would like to thank the following people for their valuable comments on drafts of this tool: Maria Christodoulou, Kadi Fakondo, Shobha Gautamm, Sylvio Gravel, Nadine Jubb, Helen McDermott, Eirin Mobekk, Henri Myrtinnen, Françoise Nduwimana, Ivy Okoronkwo, Tony Sheridan, Daniel de Torres, Anne-Kristin Treiber, Walentyna Trzcinska and UN-INSTRAW. In addition, we would like to thank Benjamin Buckland, Anthony Drummond and Mugiho Takeshita for their editing assistance, and Anja Ebnöther for her guidance of the project.

The Gender and SSR Toolkit
This Tool on Police Reform and Gender is part of a *Gender and SSR Toolkit.* Designed to provide a practical introduction to gender issues for security sector reform practitioners and policy-makers, the Toolkit includes the following 12 Tools and corresponding Practice Notes:

1. Security Sector Reform and Gender
2. Police Reform and Gender
3. Defence Reform and Gender
4. Justice Reform and Gender
5. Penal Reform and Gender
6. Border Management and Gender
7. Parliamentary Oversight of the Security Sector and Gender
8. National Security Policy-Making and Gender
9. Civil Society Oversight of the Security Sector and Gender
10. Private Military and Security Companies and Gender
11. SSR Assessment, Monitoring and Evaluation and Gender
12. Gender Training for Security Sector Personnel

Annex on International and Regional Laws and Instruments

DCAF, OSCE/ODIHR and UN-INSTRAW gratefully acknowledge the support of the Norwegian Ministry of Foreign Affairs for the production of the Toolkit.

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- Undertakes action-oriented research from a gender perspective that has a concrete impact on policies, programmes and projects;
- Creates synergies for knowledge management and information exchange;
- Strengthens the capacities of key stakeholders to integrate gender perspectives in policies, programmes and projects.

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ISBN 978-92-9222-074-7

Cite as: Tara Denham. "Police Reform and Gender." G*ender and Security Sector Reform Toolkit.* Eds. Megan Bastick and Kristin Valasek. Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008.

Printed by SRO-Kundig.

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ACRONYMS

APD	Albuquerque Police Department
CBP	Community-Based Policing
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEE	Central and Eastern Europe
CSO	Civil Society Organisation
EU	European Union
FPU	Formed Police Unit
FSU	Family Support Unit
GBV	Gender-Based Violence
IWITTS	Institute for Women in Trades, Technology and Services
KPS	Kosovo Police Service
LGBT	Lesbian, Gay, Bisexual and Transgender
LNP	Liberia National Police
NATO	North Atlantic Treaty Organization
NGOs	Non-Governmental Organisations
OAS	Organization of American States
OSCE	Organisation for Security and Co-operation in Europe
PLCU	Police Local Command Unit
SSR	Security Sector Reform
UN	United Nations
UNICEF	United Nations Children Fund
UNOMSA	United Nations Observer Mission in South Africa
WPS	Women's Police Station

Police Reform and Gender

1 Introduction

Police organisations play an important role in society. They are responsible for maintaining peace and order, upholding the rule of law and performing their duties with sensitivity and regard for members of the community. As police organisations around the world try to improve their response to, and protection of, individuals and communities they become involved in a process of reforming policies and practices. The demand for reform is instigated by a number of factors such as: internal reviews, public pressure, government decisions, international attention and/or post-conflict recovery. Police reform processes support the establishment or strengthening of an accountable, effective, equitable and rights-respecting police organisation. A central pillar of any reform must be a focus on ensuring that the security needs of diverse populations are properly understood and incorporated into the structure and operations of the police.

The following tool on police reform and gender focuses on the importance of strengthening the ability of the police to understand and address the different security needs of the entire population (including men, women, boys and girls, from all walks of life) and creating non-discriminatory and representative police institutions. This compiled information is based on international research and field experience and discusses internal issues (institutional culture) and external issues (policies and procedures for addressing crime) in police reform.

This tool is intended for use by various actors working on police reform including: police officers and recruitment staff, government officials, international and regional organisations and civil society organisations as well as parliamentarians and researchers. It is designed as a reference tool, with a mix of background information and practical examples and tips to assist in the design and/or implementation of the reform process. The following information is not to be used as a template, but as a starting point for incorporating gender issues into a police reform processes that should be broadly defined and reflective of the communities the police serve.

This tool includes:

- An introduction to police reform
- The rationale behind integrating gender issues and ways in which this can strengthen police reform initiatives
- Entry points for incorporating gender issues into different aspects of police reform, including practical tips and examples
- An examination of particular gender and police reform issues in post-conflict, transitional, developing and developed country contexts
- Key recommendations
- Additional resources

2 What is police reform?

Police reform is a core part of security sector reform (SSR). This broader reform process is often defined as the transformation of a security system, including all the actors, their roles, actions and responsibility to manage and operate the system in a manner that is consistent with democratic norms and sound principles of good governance.[1] The police are one of the core state security actors, and any police reform process needs to be coordinated with other security actors to ensure a system-wide rather than an ad-hoc approach.

For more information see Tool on SSR and Gender

Definition of Police*:* the civil force of a state, responsible for the prevention and detection of crime and the maintenance of public order.[2] The term therefore includes all law enforcement agencies, such as the police and gendarmerie-like constabulary forces that exercise police powers, especially the power of arrest and detention.[3]

Definition of Police Reform*:* the transformation or change of a police organisation into a professional and accountable police service practicing a style of policing that is responsive to the needs of local communities.[4]

Police reform is about change, and is a process that moves a police institution toward being more accountable for its actions and having greater respect for human rights. This process can be time-bound, specifically in post-conflict settings where it is supported through international assistance and defined by external timelines; or ongoing where there is national support (political and/or financial). Effective police reform goes through the following main phases:[5]

1. *Pre-engagement analysis and assessment*: gathering information to understand and analyse the local context
2. *Design and planning*: based on analysis, develop a clear reform plan or map with well-defined goals
3. *Managing the implementation*: put in place the reform plan in partnership with various stakeholders
4. *Evaluation*: monitor progress, gather information and data regarding changes taking place and evaluate successes and identify challenges that need to be addressed

This process is unique to each context, whether in post-conflict, developing, transitional or developed countries (for context-specific tips/recommendations refer to Section 5). Although differences exist between contextual realities, respect for human rights and humanitarian law should be regarded as an essential starting point for reforming the internal and external culture of the police.

Examples of police reform in different regions include:

- *Central America*, which is distancing the police from the military system and establishing civilian control over the security forces.[6]
- *Central Asia*, which is shifting from colonial policing systems to a democratic structure where the police work for the public and not in the interests of a ruling party or an influential group in society.[7]
- *North America*: which is responding to corruption and excessive use of force allegations and lawsuits to create a more service-oriented style of policing that is inclusive of the needs of the wider community, including previous periphery communities – such as lesbian, gay, bisexual, and transgender people (LGBT).
- *Eastern-Europe/Post-communist states*: which is responding to corruption and the requirement for service-oriented and rights-based rule of law policing.

These examples are only samples of overarching types of reform that take place. It should be noted that while certain reforms may be more closely associated with a particular region or context, various types of reform can take place in any given police institution. Examples of police reform include: changes at the rank and file level such as skills development, training and awareness raising; working with high-ranking officials in order to change the militarised nature of the police; and re-defining the mandate and operational procedures within the police institution. Regardless of the level, type, or context of reform, an understanding of local capacities to implement reform, the needs of the given population and the timing must be carefully considered to ensure that the plan for reform is realistic and achievable in a measured timeframe.

2.1 Common challenges in policing

Police institutions face various challenges that require continual consideration for improvement. Few, if any, organisations are immune from critique and demands for change, including the most experienced to recently trained and newly established police organisations. Despite the huge geographic, social and economic differences of the various countries, as well as the diversity of their police structures, sizes and contexts, common problems exist that affect many police organisations, particularly in relation to issues of gender. The following is a non-exhaustive list:[8]

- Poor response rates to crimes committed against particular social groups
- Excessive use of force against particular groups, especially marginalised groups such as men from minority groups, indigenous peoples, LBGT people
- Exclusion of particular groups within the police institutions
- Misconduct and abuse of function
- Refusal to register complaints

Box 1 Operational effectiveness of the police

Accountable	Effective	Equitable	Rights respecting
Strong linkages with the community to disseminate information on citizens' rights and police responsibilities.	Skills development for all police officers/staff.	Professional opportunities within the police for all members of the community.	Reduce incidence of excessive use of force.
Independent mechanisms to investigate allegations against the police.	Reduced corruption.	Pay based on skill level and ranking rather than sex.	Equal treatment of police officers and staff within the organisation.
Strong internal and external oversight mechanisms.	Training opportunities for all levels within the police.	Equal access to career development opportunities.	Health requirements of all staff taken into consideration.
Diverse input and feedback into the operations and functioning of the police.	Understanding and ability to address diverse security threats.	Resource allocation based on identified security needs and threats.	Equitable police services provided to all members of the community.

Box 2	Security threats against men, women, boys and girls		
Men	**Women**	**Boys**	**Girls**
■ Robbery (Australia: 75% of victims are male)[11] ■ Assault ■ Homicide ■ Simple and aggravated assault ■ Gang violence ■ Forced to rape their own family members (particularly in conflict) ■ Rape and sexual torture ■ Human trafficking	■ Domestic violence ■ Sexual assault (USA: 92% of victims in workplace are women)[12] ■ Dowry death ■ Sexual harassment ■ Rape ■ 'Honour' killings ■ Stalking ■ Forced sterilisation ■ Human trafficking	■ Gang violence ■ Child abuse and rape ■ Bullying ■ Kidnapping & abduction ■ Exposure & abandonment ■ Human trafficking ■ Buying/selling for prostitution	■ Infanticide ■ Child abuse and rape ■ Human trafficking ■ Kidnapping & abduction ■ Child marriage ■ Buying/selling for prostitution

- Poor investigation skills – leading to low conviction rate
- Lack of accountability
- Lack of civilian trust

2.2 Why police reform?

To address common challenges in policing, reforms can be undertaken to make the police more operationally effective, accountable, equitable and rights respecting. Box 1, although not exhaustive, provides examples of changes that could take place as a result of police reform in an effort to make a police organisation more operationally effective.

3 Why is gender important to police reform?

Gender refers to the particular roles and relationships, personality traits, attitudes, behaviours and values that society ascribes to men and women. 'Gender' therefore refers to *learned* differences between men and women, while 'sex' refers to the *biological* differences between males and females. Gender roles vary widely within and across cultures, and can change over time. Gender refers not simply to women or men but to the relationship between them.

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels.[9]

See Tool on SSR and Gender

Addressing gender issues is not a process of taking power away from men and giving it to women and other under-represented groups, but rather a process of improving efficiency and effectiveness of the reformed organisations.

Compliance with obligations under international laws and instruments

Integrating gender into police reform is necessary to comply with international and regional laws, instruments and norms concerning security and gender. Key instruments include:

- *The Convention on the Elimination of All Forms of Discrimination against Women* (1979)
- *The Beijing Declaration and Platform for Action* (1995)
- *United Nations Security Council Resolution 1325 on Women, Peace and Security* (2000)

For more information, please see the Toolkit's Annex on International and Regional Laws and Instruments.

3.1 Effective provision of security for men, women, girls and boys

As police are responsible for the maintenance of public order and protection of people, the police need to understand and address all security threats facing the community they serve, recognising that men and women are affected by violence and discrimination in very different ways and to different degrees. For example, crimes against men are predominantly in public areas, whereas crimes against women, such as domestic violence, often happen in private spaces, a realm that many state institutions do not consider themselves responsible for.[10] Some examples of security threats (not in order of prevalence) against men, women, boys and girls are set out in Box 2.

It is the duty of police officers to prevent, reduce and respond to these forms of crime, including gender-based violence (GBV) as it is one of the most common

Box 3	Percentage of female and male police officers in selected countries		
Country	**Year**	**Female police officers**	**Male police officers**
Post-Conflict			
South Africa[19]	2006	29%	71%
Cyprus[20]	2006	16%	84%
Sierra Leone[21]	2006	15%	85%
Kosovo[22] *	2006	14%	86%
Transitional and Developing			
Jamaica[23]	2001	18%	82%
Czech Republic[24]	2001	12%	88%
Venezuela[25]	2002	10%	90%
Romania[26]	2005	8%	92%
India[27]	2006	2%	98%
Developed			
Australia[28]	2002	29%	71%
Canada[29]	2006	18%	82%
Sweden[30]	2001	18%	82%
United States[31]	2006	12-14%	88-86%
Finland[32]	2004	10%	90%

* At the time of writing, November 2007, the status of Kosovo is unresolved.

threats to security in all parts of the world. A World Health Organization study indicates that upwards of 69% of women reported having suffered physical aggression from a male partner at some time in their lives.[13] GBV is an act of violence – physical, sexual or psychological – which is likely to result in harm to an individual and is carried out due to their gender. This type of violence is committed against men and women, boys and girls, and is reflective of power imbalances that exist between men and women or between a child and her or his caregiver.

GBV can be compounded by insecurities based on other factors such as ethnic background, sexual orientation and religion:

- 67% of religiously aggravated cases in England and Wales in 2005/2006 were against Muslims.[14]
- In South Africa, black lesbians are raped as well as physically and verbally abused due to their sexual orientation.[15]

Men and women are often reluctant to report these crimes to the police. Men who have been subjected to GBV are often ashamed and unwilling to discuss the incident for fear of being seen as weak, emasculated or gay. Women are often reluctant to talk to the police due to the social taboos and stigma associated with being a victim of GBV. Additional challenges exist in countries that do not have adequate laws in place on the eradication of GBV. Within the police there is a need to ensure that all officers – men and women – are adequately trained to respond to victims of GBV and possess the necessary skills to process and investigate crimes effectively.

3.2 Creating a representative and more effective police service

'Increasing diversity is not just the right or moral things to do – it is essential for us to deliver our business. A diverse workplace gives us access to a broad range of skills, experience, education and culture which maximises our ability to deliver a variety of local solutions to local problems.'

United Kingdom Home Office – Handout on Diversity in the Police Service [16]

Security threats and crimes are committed against all sections of society; however, police organisations throughout the world continue to be predominantly male with poor representation from certain groups. Policing has traditionally been regarded as 'men's work' because it is associated with crime, danger, and coercion.[17] Recruitment processes, including background checks and personal interviews, sometimes eliminate female candidates or men that do not have 'correct' masculine attitudes, such as 'toughness' and absolute heterosexuality.[18] However, by having a more representative police service – one that reflects the ethnic, religious, geographic, sex, tribal, and language makeup of the community – the credibility, trust and therefore the legitimacy of the service, will grow in the eyes of the public. Increasing the number of female personnel can have concrete operational benefits.

Box 3 provides an overview of the over-representation of male police officers around the world.

To move towards a more operationally effective police and in order to more effectively respond to the security needs of women and under-represented groups, steps need to be taken to overcome the representation gap. Some potential benefits of greater representation, cited by the United Kingdom Police Home Office, include:[33]

- A gay police officer might be able to suggest new ways of getting crime reduction messages across to gay communities and within the police.
- A younger officer may have greater knowledge of local clubs and bars and may be able to come up with innovative solutions to alcohol-related disorder.
- A female Muslim officer may be best placed to attend to a domestic incident involving another Muslim woman.

Increasing the representation of female police officers can have additional benefits. According to the National Center for Women and Policing, national and international studies indicate that women and men are equally capable of conducting police work effectively. In fact, studies indicate that women often bring a certain set of skills and strengths to police work, including the ability to minimise the use of, or reliance on, force when dealing with a belligerent person(s).[34] Some of the additional ways that women contribute to a more effective police organisation are:[35]

- Female officers may be more effective at defusing potentially violent situations than their male counterparts.
- Female officers are reported by the public to act "inappropriately" less frequently than their male counterparts.
- Female officers are less inclined to use deadly force, e.g. to draw firearms.
- Female officers experience less opposition or resistance from male offenders they arrest and/or question.
- Female officers can act as role models to community members regarding the ability for women to participate in security sector institutions.
- Female officers often possess better communication skills than their male counterparts and are better able to facilitate the cooperation and trust required to implement a community policing model.[36]

Increased representation of female police officers is also an operational imperative if police are to effectively respond to GBV against women and girls. Not only are women more likely to report GBV to a female officer, it is also a good practice to have a trained woman present during the investigation procedure.

3.3 Ensuring non-discriminatory and human rights promoting police institutions and culture

Eliminating discrimination and human rights violations, including GBV, by police personnel will help create an effective and productive work environment and increase the security of both personnel and civilians. In some countries, police commit abuses including sexual harassment and sexual assault, are complicit in forced sex work and human trafficking and discriminate on the basis of sex and sexual orientation. Male and female police personnel, as well as civilian men, women, girls and boys can be direct victims of these violations. For instance, a 2006 report from Amnesty International stated that: 'Rape of women and girls by both the police and security forces, and within their homes and community, is acknowledged to be endemic in Nigeria.'[37] These forms of human rights violations can be perpetrated by individual police staff or groups of employees, and are sometimes perpetuated by discriminatory institutional cultures.

The discriminatory attitudes of police personnel can also prevent equal access to police services. According to the UN Rapporteur on Violence against Women, in country after country, women report that the police are insensitive and may fail to adequately investigate gender-based crimes. 'Some women have reported that when they went to the police to report a rape, male officers would make light of it, even asking whether they enjoyed the experience.'[38] Gender-based discrimination can be compounded by discrimination based on race, class, caste, age or physical disability. For example, systematic discrimination and violence against Roma communities by police in Croatia and the Czech Republic have made Roma women unwilling to seek assistance from the authorities.[39]

However, it should be noted that the inclusion of women and under-represented groups does not automatically result in a more non-discriminatory police organisation. The internal culture of disrespect and harassment sometimes results in individual officers taking on the dominant culture to protect

Box 4 Template for plan of action for reform [42]

Recommendations	*Tasks*	*Responsibility*	*Timeline*
1. Promote an organisational value, stating that the police organisation is committed to diversity and gender issues.	■ Develop an organisational value statement.		
2. Create policies and procedures to achieve the organisational value. Example: No member of staff is to be discriminated against for any reason – race, religion, sex, sexual orientation.	■ Ensure clear policy statements, which will be the most powerful tools with which to guide police reform.		
3. Create a permanent unit/body whose role is to ensure that gender is an integral part of every aspect of police policies and practices.	■ Develop the mandate, terms of reference and recommended membership.		
4. Develop a comprehensive internal and external communications strategy in support of the goals for gender equity within the police.	■ Develop a communication strategy using user-friendly methods		
5. Establish measurable gender- equity goals and tracking mechanisms.	■ Define monitoring systems and allocate necessary resources. ■ Develop tracking systems and databases for data collection.		
6. Establish strategic targets for recruitment of employees in order to increase the capacity of the police to provide services to diverse groups within the community.	■ Develop demographic survey to identify diversity requirements.		
7. Carry out a comprehensive review of recruitment procedures in order to identify and remove barriers to hiring under-represented groups and analyse unsuccessful applicants.	■ Develop review process and allocate necessary resources.		
8. Establish mechanism to ensure that all members of an interview board understand and demonstrate a commitment to gender equity and service-oriented policing.	■ Use newly defined policies as basis for training.		
9. Develop a plan to review all policies and procedures to ensure they are gender and diversity- sensitive.	■ Define the plan with timelines and responsibilities for review process.		
10. Integrate into the training programme for all new and serving police staff the new policies and procedures on gender and diversity.	■ Train all trainers on new policies. ■ Identify training gaps and re-design training programmes to address gaps.		
11. Develop an employee mentoring programme.	■ Identify women at all levels within the police to participate in the mentorship programme.		
12. Review family-friendly initiatives that reflect the needs of all police employees.	■ Analyse the needs of both men and women and develop initiatives or policies to address these needs.		
13. Establish processes to support supervisor accountability to address inappropriate employee behaviour with respect to workplace harassment and discrimination.	■ Identify disciplinary measures and train all supervisors on the process for taking disciplinary measures.		
14. Establish or improve existing means of processing public complaints against the police.	■ Analyse the current system of reviewing complaints and ensuring they are accessible, particularly for women and minority groups.		
15. Establish mechanisms whereby all members of the promotion review board understand and demonstrate commitment to gender equality.	■ Set indicators to measure a commitment to gender equality within the review board.		
16. Establish mechanism for gender-appropriate allocation of facilities, equipment, etc.	■ Identify facilities/ equipment needs.		

themselves in the workplace. Female police officers have been known to act tougher on female victims of crime and employ increased use of force with citizens in an attempt to gain acceptance into the dominant group.[40] The reform process needs to address the challenges associated with organisational culture, and work towards a police service that respects colleagues and the population served.

4 How can gender be integrated into police reform?

Any reform process is delicate and requires well-planned strategic engagement. Recognising that the responsibility of the police is to serve and protect the community, local ownership is important to create effective and sustainable reform processes. Whether in post-conflict or developed countries, neither the police organisations nor the people they serve should be regarded as passive receivers of reforms. As such, the following tips and examples on the integration of gender into police reform must be adapted to meet specific local needs and capacities.

It is also important to keep in mind that men play a key role in gender-responsive police reform processes. Men in positions of power are able to use their influence to support and lead reforms. As 'champions', individuals take on the role of leaders, allies and educators within an organisation, specifically encouraging dialogue on potentially sensitive issues within the security sector hierarchy.[41] Throughout the ranks, men who recognise the opportunity to create a level playing field for all police personnel are able to lead by example when new policies and procedures are being adapted. Engaging male police officers in the discussions on the need for gender equality is an opportunity to disseminate information, and identify areas of resistance. Without the buy-in and support of the majority in a police organisation, no initiative will be successful or sustainable in producing change.

4.1 Gender plans of action

The entry points below provide insight into some of the ways that gender can be integrated into police reform. With so many areas to address, the reform process may seem a bit overwhelming and it can be difficult to identify where to start. An initial gender assessment can provide an understanding of the current situation and highlight areas that need immediate or longer-term attention. Based on the assessment, an action plan can be developed to identify the areas to be addressed and what tasks need to be completed.

See Tool on SSR Assessment, Monitoring and Evaluation and Gender

Box 4 is an action plan template that, adapted to the specific context, can be used to guide the process.

Effective provision of security for men, women, girls and boys

4.2 Review operational protocols and procedures

Protocols and procedures set the operational framework for the work of police organisations, and shapes institutional culture. Clear, gender-responsive protocols and procedures need to be in place to minimise the instances of discriminatory application based on the judgement of individual officers. When reviewing protocols and procedures, the following considerations should be made:

Review and consult

- Review procedures and protocols to ensure that they are non-discriminatory, include gender-sensitive language and incorporate the different security needs of men, women, girls and boys – including specific provisions on GBV.
- Ensure that existing procedures and protocols reflect a clear understanding that the police are there to serve and protect the community as a whole, including women and under-represented groups.
- Consult with men's and women's police associations to identify required changes.
- Discuss protocols and procedures with community groups, including women's organisations, survivors of violence, and other sectors such as health, education, justice and penal systems through community police forums or other avenues.
- Establish a continuous review process to adapt protocols and procedures to reflect changing interests and needs of the community.[43]

Commitment

- Ensure that revised procedures and protocols are supported by senior management, and that financial resources are allocated for implementation and integration of new information into all training sessions.[44]

Box 5 Sample protocol agreement between a community group and a police service

The following is a sample protocol between the police and a community group for under-represented individuals, which serves to demonstrate the commitment of the police to work collaboratively and responsively to the needs of the specific group. It is based on the Protocol Agreement between the Wabano Centre for Aboriginal Health and the Ottawa Police Service.[46]

Definition of key principles

The best interests, protection and well-being of each individual is of primary importance

- Value, respect and affirm the importance of specific cultural and traditional beliefs.
- Mutual respect among service providers is beneficial to the whole community.
- Respect the rights of people to become more involved in determining the causes and solutions to crime, disorder and conflict in a community.
- All people must be committed to improving the quality of life of all and eliminating racism.

Definition of roles and responsibilities

The role of the community group

1. To provide ongoing cultural/historical awareness to members of the Police Service through various avenues which may include; training, meetings, dialogue and relationship building.
2. To provide resources/information on agencies providing services within the community.
3. To participate in the relevant committees to bring issues to the attention of the police.

The role of the police service

1. To ensure the safety and security of all the individuals within the community – aware that specific groups are often over-policed but under-protected.
2. To work cooperatively with community groups and agencies to ensure that the unique needs of the group are being met in the provision of policing services.
3. To provide the opportunity and audience for in-depth cultural awareness sessions to be delivered to members while also conveying the importance of participating in these sessions.
4. To create an atmosphere within the police that enables and encourages interaction between serving members and specific communities.

Definition of the intent of the Parties

It is the intent of the Parties to:

1. Develop and implement a programme for briefing, educating or training to provide opportunities for mutual learning.
2. Meet periodically to exchange information about programmes, services and events and to review progress in meeting the purposes of this protocol.
3. Formally review this protocol within six months from the date of signing, and annually thereafter; or earlier at the request of either party.
4. Mutually agreed adjustments will be made as deemed appropriate with the agreement of both parties.

Outreach

- Translate all protocols and procedures into relevant languages and post them at all police stations in prominent places, accompanied by a communication and training plan.
- Procedures that relate to interactions with the community should be posted in places with high levels of police-public interactions and accompanied by a public information campaign.[45]

4.3 Procedures and initiatives on gender-based violence

As GBV is one of the most common threats to public security (identified in Section 3.1), it is the responsibility of the police to ensure rigorous and targeted processes for addressing it. This includes actively investigating, arresting, detaining and encouraging prosecution of GBV crimes, as well as providing appropriate support and referrals for all victims of GBV.

Good practices for addressing GBV include:

Procedural initiatives:

- Reform policing approaches as part of the larger concept of the rule of law – including the reform of laws dictating the required responses of police in cases of GBV: e.g. a mandatory arrest policy where there are reasonable grounds for an arrest, or a mandatory reporting system for domestic violence.
- Create comprehensive protocols and procedures for GBV issues including: responding to domestic violence calls, receiving female and male victims of sexual violence, providing referrals to victims of anti-gay violence, and handling cases of human trafficking.
- Collaborate with health, education, justice and civil society actors to ensure more effective responses to GBV – create joint action plans, referral systems and protocols.

- Gather comprehensive and uniform data on GBV crimes for monitoring purposes and advocacy for required resources.

Additional structural and programmatic initiatives:

- Develop specialised trained units within police organisations to respond more effectively to GBV (see Section 5.3).
- Provide in-depth training to all police officers on responding effectively to different forms of GBV (see Section 4.12).
- Create hotlines to receive calls on GBV.
- Carry out media awareness-raising campaigns on GBV issues, to ensure survivors are aware of their rights and relevant police services, and to give a clear public message of police intolerance towards GBV.[47]
- Engage with the public through anti-GBV outreach campaigns.

4.4 Women's police stations/specialised units

Women are often reluctant to file complaints with the police for various reasons: cultural practices limiting interactions between men and women, social norms disallowing women to speak of violence within the home, and the overall inability of the police to process complaints.[49] In addition, they often feel fear, shame, embarrassment and an unwillingness to become involved in the police and judicial systems. Reports from Statistics Canada in 2004 indicate that only 36% of female victims of spousal abuse and less than 10% of victims of sexual assault report the crimes to the police.[50]

Box 6 Guyana Police Force, addressing GBV

In Guyana, the Guyana Police Force has been working with government and non-governmental organisations to establish a network to reduce gender-based and domestic violence. Results of this initiative have included training on the Domestic Violence Act as a mandatory component of the training curriculum at the Guyana Police College; police stations which now have space for interviewing persons reporting domestic violence; and the Police Commissioner has pledged to establish a domestic violence unit within the Guyana Police Force to better implement law enforcement duties in this area.[48]

In response, women's police stations (WPS) and domestic violence units have been established in a number of countries, including Argentina, Brazil, Colombia, Costa Rica, Ecuador, India, Liberia, Nicaragua, Peru, Uruguay, Sierra Leone, South Africa and the United Kingdom. These stations are staffed primarily by female officers in order to provide an environment where women may feel more comfortable in reporting and be assured that their reports will be properly handled. They often combine a number of specialised police officers with health workers, social workers, and legal and other specialists to form a team that can respond to cases of GBV, including domestic violence and sexual assault of women and children. In addition, they are focused on increasing awareness of women's rights within the community at large.

Some of the findings since the institutionalisation of these units/stations include the following:

- In India, between 1992 and 1994, 188 WPS were established. It has been reported that this resulted in a 23% increase in the reporting of crimes against women and children, and a higher conviction rate.[51]

Box 7 Case study of women's police stations in Latin American countries

A 2003 study, conducted in certain Latin American Countries (Argentina, Brazil, Colombia, Costa Rica, Ecuador, Nicaragua, Peru and Uruguay) found that each WPS structure is unique and serves a different segment of the population, depending on the country and its criminal laws.[54] Although there are differences, the main characteristics of WPS are:[55]

- Most deal with domestic or family violence against women, boys and girls.
- Services are provided in partnership with state and non-state actors.
- Police services include processing of declarations, carrying out investigations and the mediation of agreements in partnership with social workers.
- WPS officers are exclusively women.
- There is no cost to the user for accessing the multi-disciplinary services.

WPS units aim to:

- Protect women against threats to their security.
- Provide access to legal, medical and psychological support services that users, most often the poor, may not otherwise have access to.
- Contribute to a gendered focus on security in general.
- Contribute to good governance through ongoing collaboration between women's movements and NGOs, the police, and, in some cases, state-run women's mechanisms in the areas of service provision, coordination and administration.
- Collect data on crimes that are addressed by the specialised WPS units.

- The United Kingdom has found that since domestic violence units were established, there has been a significant increase in the number of complaints, higher arrest and prosecution rates and a reduced incidence of repeat victimisation.[52]
- In Sierra Leone, Family Support Units were established in 2001 (see Section 5.1). Since then, increased numbers of complaints and arrests have been reported.[53]

Women's police stations provide an important service to an often neglected segment of society. To work towards more effective service delivery, challenges and risks need to be taken into account. The following is a list of some of the identified **challenges/risks:**

- WPS that are separate from the central police structure can lead to further marginalisation of sexual violence and victim support services.
- WPS that are not sufficiently linked to the judiciary and are thus unable to ensure that women who decide to press charges see their cases go to trial.
- Statistics focus on tracking complaints that have been lodged, and not necessarily on what outcomes are reached or on other forms of violence against women.
- WPS are separate from the rest of the police, often with minimal specialised procedures, leading to varying means of addressing complaints or dealing with various issues, even within a given station or national police structure.
- Without clear policies or procedures, there is limited training for officers who staff such units.
- WPS officer training has assumed that 'being a good listener' and the ability to handle GBV cases, comes naturally to women, resulting in inadequate training.

Although women's police stations constitute one approach to dealing with GBV, training and skills development for addressing GBV issues continue to be a requirement throughout the police, due to the high level of incidents and the diversity of cases involved (see Section 4.12 on gender training).

4.5 Community-based policing

Community-based policing (CBP) is a common strategy when implementing police reform as it places emphasis on closer police-community working relations, finding new ways to solve crimes and maintain order and improving community safety.[56] When CBP is identified as a policing approach to be used, police need to understand and take into account the different security needs of men, women, girls and boys.

Gender checklist for community-based policing

- ✔ Ensure there is political will and support for addressing gender issues when undergoing reform initiatives.
- ✔ Commit financial resources, however limited, to demonstrating organisational commitment to gender-responsive reforms.
- ✔ Identify key players, or 'champions' within the police, to advocate for, and demonstrate the importance of, recognising and addressing the needs of the whole community, including representation within the police of the community they serve (e.g. police officers who are women or from under-represented groups).
- ✔ Create close ties to the community, including women's organisations and community groups working on behalf of under-represented groups, through joint training, joint patrolling and referral services.
- ✔ Hold regular meetings between the police and the community in politically neutral locations, e.g. community centres rather than police stations, to increase participation of hesitant community members, particularly women.
- ✔ Establish systems within the police to encourage officers and staff to suggest innovative ways for the police to serve the community more effectively and to ensure that the needs of all women, men, girls and boys are addressed. Recognise that, to give police officers motivation to change, various initiatives may be needed such as: targeted education campaigns, diligent supervision, disciplinary actions supported by internal review processes or civilian oversight.

Creating a representative and more effective police service

4.6 Assessments and audits

Assessments and audits on governance and policy-making processes can determine the challenges and entry points to increasing the recruitment, retention and advancement of women. Audits/assessments can be undertaken by the police, by an independent body such as an ombudsperson, by the ministry responsible for the police, or by other actors involved in the reform process such as civil society organisations. As a first step, assessments/audits should gather concrete information, i.e. benchmarks for tracking the impact of reforms. The following is a template for a workplace environmental assessment on female recruitment and retention, based in part on an assessment made in the United States.

See Tool on SSR Assessment, Monitoring and Evaluation and Gender

Workplace environmental assessment [57]

The methodology includes:

- Collecting information through anonymous surveys of female and male officers of various ranks.
- Interviews and consultations with key internal stakeholders (e.g. the director of recruitment and selection) and external stakeholders (e.g. community police boards and civil society organisations, including women's, men's and LGBT groups).
- Reviews of policies and procedures, specifically those related to sexual harassment.
- Examinations of statistical information, such as recruitment and selection numbers.

Information should be gathered on areas in which female officers have traditionally faced barriers, including:

- Recruitment and selection
- Training institutions
- Sexual harassment
- Acceptance by peers and supervisors
- Pregnancy and child care
- Equipment and uniforms
- Retention
- Promotions

Information also needs to be collected on:

- Amount, type, and effectiveness of gender training received – especially on sexual harassment.

Output from the assessment includes:

- Sufficient information to prepare a report that identifies problems, challenges and a suggested plan of action.

4.7 Recruitment

'In Afghanistan, for example, the low status and military character of the police are likely discouraging factors for women, who, given the separation of the sexes in Afghanistan, are uniquely qualified to handle family and domestic cases and are essential to deal with female suspects, who otherwise are at heightened risk of abuse. Efforts to attract more women include a female dormitory at the Kabul Police Academy, and training for non-commissioned officers on a regional basis in Baghlan for women who are unable to live away from their families for long periods of time.'

International Crisis Group [58]

Recruitment policies and practices need to be updated to ensure they attract a full range of qualified individuals, including people from under-represented groups such as women and ethnic minorities. Police need to identify what barriers exist to attracting individuals from specific groups and how to refine recruitment processes. Recruitment campaigns need to be accessible, clearly understood, reach out to under-represented groups and address issues of concern for target populations.

Job descriptions guide the recruitment process. Therefore, one step to ensuring more open recruitment processes is to update job descriptions to accurately reflect the skills required in modern policing. The following is a suggested checklist to guide this process.

Checklist for developing a job description [59]

- ✔ Job description accurately reflects the duties that police officers are expected to perform.
- ✔ Community input is obtained when developing the job description.
- ✔ Job description is reviewed by a legal expert to ensure that it is job-related
- ✔ Job description describes and emphasises community policing activities, along with traditional law enforcement duties.
- ✔ Job description emphasises the following knowledge, skills and attributes:
  - The ability to communicate with diverse community members
  - Knowledge of the value of cultural diversity
  - The ability to de-escalate violent situations
  - The ability to mediate disputes
  - The ability to organise and work cooperatively with community groups
  - The ability to communicate with diverse groupings of people
  - The ability to develop and prioritise solutions for crime and community day-to-day life problems
  - The ability to empathise with those holding different values
  - The ability to work cooperatively with other governmental and social service agencies
  - The ability to identify proactive measures to prevent problems and improve community life conditions
  - The ability to handle conflicting priorities

In addition, Box 8 illustrates some of the issues that should be considered during the recruitment process to attract and retain more women and under-represented groups.

4.8 Retention

Targeted recruitment campaigns are only as effective as the ability of the police to retain new recruits. Due to the high cost of conducting recruitment campaigns and training officers, police executives need to

Box 8	Strategies to recruit and retain women	
Recruitment campaign	**Recruitment team**	**Training academies**
■ Recruitment policies and selection criteria regularly evaluated to eliminate bias. ■ Develop targets accompanied with clear strategies for recruitment – Beijing Platform: 30% female representation. ■ Develop gender-sensitive materials – brochures and posters depicting women and men carrying out various tasks. ■ Distribute information on job opportunities in places that women congregate such as grocery stores, gyms, etc. ■ Training programmes for certain groups to ensure they meet entry requirements (e.g. physical training for women). ■ Survey current officers from the target population to learn how they were recruited, what they find most satisfying as a police officer, and use this information in recruitment campaigns. ■ Incentive programmes for serving police officers who attract new qualified recruits from target communities. ■ Lateral entry schemes to encourage qualified individuals from under-represented groups to enter at higher positions. ■ Public information campaigns targeting under-represented groups, including career fairs.	■ Select individuals who understand and support new recruitment policies. ■ Train officers on gender and diversity issues. ■ Ensure team has male and female officers. ■ Team members are friendly and easy to talk to. ■ Ensure team is able to answer questions on family-friendly policies. ■ Include appropriately skilled members from the community and female officers on interview panels. ■ Establish set questions and rating system for interview panel reflective of new job description, and monitor team members to see if one member consistently rates certain groups lower.	■ Male and female trainers. ■ Joint training of male and female recruits. ■ Ensure that training is compatible with family responsibilities. ■ Female only training where culturally appropriate. ■ Specific facilities for women in training venues. ■ Physical tests reflective of actual police duties – test current police officers to establish standard of performance. ■ Ensure women are not isolated in live-in academies, which increase drop-out rates. ■ Focus on building confidence of recruits on how to deal with physical confrontations rather than just physical strength. ■ Increase confidence in training areas that certain groups are not traditionally familiar with (e.g. women's firearms training). ■ Move away from culture of 'tear them down – build them up' which is based on humiliation and shunning as it may lead to sexual harassment and fear of reporting these incidents. ■ Establish training committees to review all training material and ensure it is gender-responsive.

improve retention rates, particularly of women and under-represented groups.

Measures for increasing retention rates:

- Targets or quotas in training courses and position levels.
- Ensure equipment and logistics meet the needs of all officers, specifically sanitation facilities, living quarters, specialised uniforms and other materials for female officers.
- Institute mentoring programmes, which have been shown to benefit every employee whether civilian, sworn officer, male or female.[60]
- Ensure policies related to pay, benefits, pensions or other remuneration methods are based on equity for male and female officers.
- Enforce polices and establish initiatives to prevent and respond to discrimination, sexual harassment and GBV – including mandatory sexual harassment and gender-awareness training.
- Staff associations, such as an association of female staff, to offer support to officers from under-represented groups to advocate for their rights, suggest improvements to police executives, provide training to individual officers, contribute to a reduction in discrimination levels and reduce the pressure on individual officers regarding certain issues.
- Ensure target groups are not over-represented in entry-level, low-status or low-paid jobs.
- Accelerated programmes for targeted groups accompanied by required training.
- Monitor retention rates to identify obstacles or areas where targets are not being reached.
- Widespread exposure of high-ranking officers (both internal and external to police) from a specific target group to be role models and illustrate possibilities for career advancement.

4.9 Human resources

Human resources policies and practices in the police have traditionally responded to the needs of men. Policies regarding hours worked, time off and other issues often focus on officers demonstrating their commitment through working long hours and taking shifts. It was also assumed that male officers had wives to take care of the household and children, or were single and independent. As women were introduced into the workforce, these assumptions

were challenged and reforms had to be made to ensure that human resource policies are not discriminatory. Revisions will not only benefit women, but can improve the work-life balance for male personnel as well, which in turn can increase retention and efficiency.

Measures to increase female recruitment and family-friendly human resources:

- Flexible work hours for shift work and leave options
- Part-time and job-sharing opportunities for men and women
- Clearly defined pregnancy policies that are flexible, fair and safe – including light work or modifications of current duties
- Adequate maternity and paternity leave
- Day care facilities on or off site
- Nursing facilities
- Stress-management training
- Access to psychological support
- Appropriate uniforms – including during pregnancy

By addressing these issues, police organisations will send a strong message internally and externally that law enforcement is a viable career choice for mothers and fathers. In addition to changing policies, police organisations need to ensure that officers who take advantage of these options are not stigmatised or treated as less serious officers, impacting on career advancement opportunities and promotions.

4.10 Advancement

An analysis on the distribution of under-represented groups, especially women, within various ranks of the police demonstrates the limited extent to which changes have taken hold. Women continue to be represented in higher numbers within lower ranked positions. In Honduras, women make up approximately 6% of the police officers, and only 2% of the top ranked positions.[62]

Measures to increase advancement: [63]

- Objective and non-discriminatory promotion criteria that include rewards for problem solving, working with the community and referrals to social services. Minimise evaluation criteria biased in favour of a particular group – e.g. using military experience or seniority as a desirable criterion may put women at a disadvantage.
- Clear, transparent and objective job assessment standards and performance-based assessment reviews and appointments, based on revised job descriptions and skill requirements rather than outdated perceptions of police skills (see Section 4.7 for more information on job descriptions and skill requirements).
- Use independent review boards and external interviewers to minimise internal biases or promotions through an 'old boy's network'.
- Ensure equal assess to job training for career advancement.
- Ensure individuals from under-represented groups have access to positions that are regarded as valuable for career advancement.
- Ensure promotion panels do not view positions typically held by female officers as less 'valuable' (GBV, child abuse, sexual assault, working with

Box 9 Increasing the recruitment and retention of female police officers in New Mexico, USA [61]

In the Albuquerque Police Department (APD) in New Mexico, US, a project entitled the *New Workplace for Women Project* was funded by the US Department of Labor and directed by the NGO Institute for Women in Trades, Technology & Science (IWITTS). In less than two years the project showed significant success in recruiting female officers and creating a supportive work environment for them. The proportion of female recruits in the academy increased from 10 to 25% and the women were retained at rates comparable to those for men. The Project included initiatives on:

- **Workplace environmental assessment**: conducted by IWITTS, it included anonymous surveys of female and male officers, interviews with key stakeholders, reviews of policies and procedures and examinations of statistical information.
- **Plan of action and implementation team**: IWITTS created a report and plan of action based on the assessment and APD formed a team of female and male officers in leadership positions to be responsible for implementation.
- **Ensure political will**: Recruitment and retention of female officers was given top priority by all leaders in the Department.
- **Active recruitment of women**: Women & Policing Career Fair; media coverage on women and policing; flyers, posters and brochures featuring female and minority officers; targeted recruitment list.
- **Selection process**: Replacing board interview with a critical incident interactive video that rates how participant responses eliminated gender bias. The application pool was ranked based on written selection criteria and female officers were involved in the selection process.
- **Prevent sexual harassment**: Conducted an anonymous climate survey, designed by IWITTS and administered by APD; instituted a zero-tolerance sexual harassment policy; 8-hour police-specific training on preventing sexual harassment for supervisors.
- **Change standard operating procedures**: APD requested vendors to provide uniforms and equipment in smaller women's sizes; physical education instructors adjusted training regimes to prevent women recruits from suffering disproportionate leg injuries; a study on child care issues was initiated.

juveniles) or penalise part-time/flex time workers when considering promotions.

- Closely monitor evaluations of female officers who have complained of harassment in the past.
- Encourage high-ranking female officers to speak to women's police associations regarding the importance of applying for promotions.
- Compare how supervisors rate female officers in relation to male officers, and conduct an investigation if women are consistently rated lower.
- Conduct an independent survey of women who are qualified for promotions to gain insight into why women are applying/failing to apply.

Ensuring non-discriminatory and human rights-promoting police institutions and culture

4.11 Codes of conduct and policies on discrimination, harassment and violence

'[U]nless officers respect one another, it's difficult to expect them to respect the multicultural community that they serve.'

National Center for Women and Policing [64]

Clear policies and codes of conduct need to be developed using a consultative and inclusive process, in order to effectively prevent and sanction internal discrimination, harassment, violence and other human rights violations. Comprehensive measures should be taken to prevent and sanction all forms of human rights violations perpetrated by police personnel, against other police staff and civilians, including development of sexual harassment policies.

Checklist for sexual harassment policies [65]

- ✔ A statement that the organisation supports the rights of every employee to be free of sexual harassment in the workplace. Harassment based on gender, sex, race, sexual orientation, age, disability or other 'difference' is unacceptable.
- ✔ A statement that offenders will be held accountable for acts of sexual harassment and disciplined appropriately.
- ✔ A statement that supervisors and managers are responsible for maintaining a harassment-free workplace and that they will be held accountable for stopping and appropriately reporting harassment.
- ✔ A statement that acts of retaliation against members who complain about sexual harassment shall be considered as additional acts of misconduct, and investigated and disciplined accordingly.
- ✔ An explanation of the law prohibiting sexual harassment.
- ✔ A definition and examples of harassment behaviour that can be easily comprehended.
- ✔ Formal procedures to resolve complaints of harassment.
- ✔ A process to encourage early intervention and resolution of hostile work environment complaints, such as ombudsperson programmes.
- ✔ An assurance that complaints will be kept confidential to the extent possible.
- ✔ A description of the level of discipline that may be imposed for violations of the policy.
- ✔ The process for reporting complaints, with an emphasis on multiple places for filing complaints such as:
  - Any department supervisor
  - Any command officer
  - A designated diversity coordinator
  - The law enforcement agency's human relations division
  - The commission that oversees the law enforcement agency
  - The human relations division of the political entity involved
  - The state labour division responsible for enforcing discrimination laws
- ✔ Timelines for investigating and resolving complaints of sexual harassment.
- ✔ A statement that complainants shall be notified of their rights, statutes of limitation for filing civil complaints and referrals to administrative agencies.
- ✔ The names and telephone numbers of persons to contact if the employee has questions about the policy.

Once policies or codes of conduct are developed, steps should be taken to ensure that all police personnel and those they interact with are aware of the new policy/code:

- The head of the police can issue a zero-tolerance policy statement to demonstrate commitment to the policy.
- Initiate distribution and awareness-raising campaigns for the public through civil society oversight bodies or community groups.
- Establish mechanisms to monitor or report violations of the policy (e.g. hotlines or anonymous reporting processes).
- Distribute and post the policy throughout police stations.
- Provide training on the policy for serving members and volunteers, and incorporate information on the policy into training programmes for new recruits

4.12 Gender training

To contribute to a shift in police practices and the institutional culture, training on institutional reforms (policies and procedures) or skills development for addressing specific crimes (domestic violence, rape or sexual assault), need to take place at all levels of police training from introductory to refresher courses. Gender issues should be mainstreamed into all relevant training areas and training should also include in-depth modules on gender-related issues.

See Tool on Gender Training for Security Sector Personnel

Gender training topics include:

- General gender and diversity awareness
- Institutional codes of conduct and policies on discrimination and sexual harassment
- Respect and promotion of human rights, including women's rights
- Protocols and practices on:
  - Domestic violence
  - Rape
  - Sexual assault
  - Stalking
  - Human trafficking
  - Anti-gay violence
  - Child abuse
- Techniques for interviewing victims of GBV

To teach new skills on how to address various types of crimes, training needs to demonstrate the link between theory and practice. Concrete examples enable individual officers to better understand what they should be doing and what is acceptable police behaviour in given situations.

In Honduras, the UN Population Fund has helped train police officers on gender issues and in assisting victims of domestic violence. The training focuses on how to process cases of domestic violence, ensuring officers understand the seriousness of this offence, and in some cases on the need to provide protection.[66] Oscar Reyes – coordinator of the domestic violence training programme in Honduras – said: *'There was some resistance from the bosses in the police education institutions in the beginning, but we managed to convince them that this is an important issue. Now they are our strongest allies.'*

Tips for more effective police training

Training for institutional reform:

- Begin all training sessions with an opening address from a senior police officer who can articulate the importance of the topics being discussed, demonstrating a commitment to institutional reform.
- Gender and human rights issues should be integrated into all aspects of police training and not be considered a separate subject.

Responding to crimes in a non-discriminatory manner:

- Use participatory training techniques incorporating the knowledge and preconceptions of the police officers in order to demonstrate real-world issues and how to address them.
- Provide practical examples of skills and behavioural tools required in dealing with all community members to enable police officers to translate policies into practice - invite officers who have participated in specific types of investigations to assist with examples.
- Include community organisations, including women's organisations, in training sessions to provide examples and different perspectives.
- Ensure that the training team is composed of male and female officers who are knowledgeable of national and international laws and the new policies and procedures that are being implemented.
- Develop training modules for addressing specific crimes in cooperation with relevant community associations.
- Include sessions on existing legal tools and mandates to deal with specific crimes, as well as practical skills for processing and investigating complaints equitably.
- Train men and women officers on how to address all types of crimes, specifically GBV.

4.13 Civilian oversight

It is widely recognised that, with input from and collaboration and partnership with civil society and local communities, the reform process can help to reframe traditional police-civilian relationships,[67] which, due to certain practices, are often characterised by distrust and fear. By creating civilian oversight mechanisms, public trust can be increased and formal recourse mechanisms for individuals and communities can be established. In any of the oversight mechanisms created, equal representation from under-represented groups – including women – is a priority.

Forms of civilian oversight include:[68]

- **National-level police liaison board:** including representatives from civil society, such as representatives of NGOs and women's organisations, academics, lawyers and human rights activists to advise the police on community needs.
- **Local-level liaison boards:** local governments, police representatives and civil society groups assess local security issues, particularly those which give rise to GBV and discrimination, and report these trends to the police to assist in development of an action plan for reform.

- **Independent police ombudsperson:** appointed to investigate serious cases of police abuse, including deaths in custody and excessive use of force.

Tips for strengthening civilian oversight

- Joint training sessions between the police and individuals involved in civilian oversight mechanisms to increase knowledge levels and respect for the role of each partner.
- Include monitoring methods, record keeping, report writing, communication techniques and basic organisational skills in training sessions to ensure information is properly gathered and can feed into decision-making processes.
- Educate community groups and local governments on their roles, in order to build their awareness and capacity to properly monitor and provide information to the police.
- Raise awareness within the community on legal and human rights issues, including how to file complaints regarding the police.
- Ensure political will from within the community and the police (establish strong linkages and work closely with community leaders, key organisations, police executives and senior management in the development or enhancement of civilian oversight mechanisms) to increase the likelihood that civilian oversight mechanisms will work effectively.
- Conduct research on the police and publicly distribute findings.
- Distribute oversight findings to the wider community, where necessary via the radio, theatre etc., to reach illiterate populations.

5 Integrating gender into police reform in specific contexts

The following section addresses challenges, opportunities and tips from post-conflict, developing, transitional and developed countries. Recognising that contextual realities do not lend themselves to easy classification, this section provides a general overview which needs to be adapted to each specific context.

5.1 Post-conflict countries

'Th[e] effort to engage more women in the Haitian National Police… is very important, not only for the way in which the police will function and be seen by the population, but also because the feminization of the national police will highlight the involvement of women in non-traditional roles as actors and agents of change in Haiti.'

Nadine Puechguirbal – MINUSTAH Senior Gender Advisor [69]

In post-conflict countries, there is often widespread insecurity, with certain forms of violence increasing, alongside political institutions that have been mainly destroyed. Security forces have often been involved in the conflict, committing human rights abuses against the population, and are therefore highly distrusted. There may be a temptation to continue to use the police as a tool of repression in the post-conflict situation due to the insecurity, both by the political powers and the police themselves. There is often a need for systemic reform, including reform of the laws governing the actions of security forces - how to respond to crime - and the actions of citizens - what constitutes a crime.

During conflict, women, men, boys and girls are subjected to humiliating and violent acts of aggression. In post-conflict societies, the incidence of GBV, including domestic violence, rises considerably. In Sri Lanka there were numerous accounts of ex-combatants returning home and inflicting abuse on their wives similar to that which the women had experienced during war.[70] The increased presence of guns in the home contributes to more severe forms of domestic abuse: women often see guns in the home as a threat rather than a form of protection.

In post-conflict environments, an opportunity exists to address police reform from a gender perspective. With high incidences of GBV and wide-ranging human rights violations against men, women, boys and girls, the police are one of the paramount organisations that need to be rebuilt and strengthened.

Challenges to gender-responsive police reform

- National police forces are not the only agents involved in policing – fragile states often have multiple security agencies that have been developed and need to be addressed in security sector reform efforts.
- Security forces, including police, are often the perpetrators of violent crimes, including rape and sexual assault, against community members.
- National police often work in conditions without equipment and are poorly paid, while still being expected to carry out their changing mandates. This often results in rampant corruption as well as a reluctance to prioritise reform processes or gender issues.[71]
- Commitment to gender-responsive police reform diminishes as crime begins to rise and police return to oppressive ways of addressing crime, disadvantaging certain groups in society.[72]
- Police institutions are often very suspicious of civil society organisations and are reluctant to work with them, creating barriers for community organisations to provide input into reform processes.[73]

Opportunities and tips for gender-responsive police reform

The following is a non-exhaustive list of opportunities and tips to be used when reforming the police in post-conflict countries:

- International attention and financial support can influence the reform process, encouraging sensitivity to the needs of both men and women. International civilian police forces can, for example, act as role models to local forces.
- Altered gender roles and social structures provide a space for more women to consider the police as a professional opportunity.
- Women with new skills and understanding of peace and conflict issues, including ex-combatants, can be recruited into new police organisations.
- Implement a vetting process to ensure new recruits and serving police officers do not have a history of violence or serious crime, particularly when integrating ex-combatants into the new police structure.
- Recognise the level and severity of GBV as a threat to security, and implement appropriate measures, including the training of all personnel and establishment of specialised units, to address GBV.
- Work closely with national and international actors familiar with gender issues in a given context to ensure processes and programmes are addressing the needs of all sectors of society.

Civilian policing in peacekeeping operations

International peacekeeping missions of the UN, AU, NATO, OSCE and EU, with civilian policing components, create an opportunity for police to be role models, mentors and trainers to local populations as they carry out their police duties identified through mission mandates.

- In South Africa, the UN observer mission (UNOMSA) was composed of men and women from diverse racial backgrounds. The mission was led by Angela King, a black woman, and included 46% female observers, which sent a strong message, particularly to the women of South Africa.[74]
- In Sierra Leone, the presence of female police officers within the UN mission demonstrated that women were capable of being police officers, that they have a key role to play in the development of a new police force and that they should be respected by their fellow police officers.
- In Liberia, the first all-female police unit deployed from India is garnering international attention, demonstrating the various roles and capabilities of female officers within peace operations. The Liberian National Police received three times the usual number of female applicants in the month following their deployment.[75]

International support in peace operations is a unique opportunity to demonstrate the importance of having women and under-represented groups recruited into the police and building capacity on gender issues, specifically when donors focus financial support on revising recruitment policies, ensuring that entry requirements can be met by target groups and that specialised units dealing with GBV are fully equipped.

In **Liberia**, the UN and the Government of Liberia have instituted the Education Support Programme for female potential recruits to the Liberia National Police (LNP). The accelerated programme aims to bring the educational level of interested women up to the high school graduation level so that they can qualify for LNP recruitment. The Special Representative of the UN Secretary General, Alan Doss, addressed the young women of Liberia, stating, at the programme launch, that: 'This is an opportunity to not only enhance your education, but, if you successfully pass the test, you can join the LNP and help make a difference to your country, especially the women of this country.'[76]

Vetting

Vetting is a process of conducting background checks on individuals interested in becoming a police officer. It focuses on determining the suitability of an individual and ensuring that applicants have no history of violence or serious crimes.[77] In post-conflict societies, vetting is an important tool to screen officers who have been involved in crimes against the community, including GBV, or where ex-combatants are being integrated into the new police structure. Although a lengthy and challenging process, as there is rarely reliable information or records upon which to base screenings, vetting is an important step in regaining or building the trust of the community.[78]

Tips for vetting processes [79]

- Vetting should be carried out independently.
- Establish an effective and credible vetting unit.
- All officers should be required to go through a vetting process.
- Establish an open process by providing information for the public and establishing methods for public participation.
- Carefully consider the standard of evidence – if the burden of proof requirement is too high, human rights abusers might be included in the police force.
- Screen for individuals with a history of perpetrating domestic violence or child abuse, sexual harassment, violent behaviour, or any type of GBV.[80]
- Implement a probationary period for police officers.
- Dismiss police officers if credible information about past or ongoing abuses is disclosed.
- Involve community organisations in vetting processes as they have intimate knowledge of individual community members.

Recruiting women

Integrating women into newly reformed police organisations, including female ex-combatants, contributes to the legitimacy and effectiveness of the police. As ex-combatants, women have often acquired new skills and knowledge regarding security issues.[81] Female ex-combatants often understand what may

Box 10 Sierra Leone Family Support Units (FSU)

Sierra Leone went through a decade-long conflict where GBV was used as a strategy of war. Women and girls were subjected to abduction, exploitation, rape, mutilation and torture. In addition to crimes of war, a study by Human Rights Watch for the period of 1998 to 2000 indicated that 70% of the women interviewed reported having been beaten by their male partner, with 50% having been forced to have sexual intercourse.

As the culture of secrecy began to be broken, there has been a growing recognition that survivors need access to the police to report crimes, protection in temporary shelters, treatment including medical and psychological services, and legal assistance.[85] However, police attitudes to survivors of sexual violence were not supportive, resulting in many women not wanting to report the crimes to the police. In response, the government established the first Family Support Unit (FSU) in 2001 to deal with physical assault, sexual assault and cruelty to children.[86] In addition, training was provided to police officers on how to handle domestic and sexual violence.

Collaboration

- Memorandum of understanding between the Police FSUs and the Ministry of Social Welfare, Gender and Children's Affairs, allow them to work together to monitor and report GBV and child abuse.[87]
- Recognition and agreement to work with international organisations to ensure effective and efficient service delivery. UNICEF supported training to improve investigation of domestic abuse; International Rescue Committee, Cooperazione Internationale and GOAL worked with the FSU to provide psychological counselling, training services and temporary safe places.[88]

Services offered by the FSU

- Skills training for abused women
- Financial support to homeless battered women
- Sensitisation campaigns and awareness-raising activities around the country to encourage women to report GBV
- Women's help line

Outcomes

- By 2005 there were 19 FSUs in the Police Local Command Units (PLCU).
- Between 2004 and 2005 there were 21 convictions, with prison terms ranging from 6 to 12 months. [89]
- By 2005, 105 staff (including police and social workers) were trained in awareness-raising, human rights, media and communication skills, record-keeping, sexual investigation and joint police-social workers' investigation of sexual offences. [90]

Challenges

- There continues to be evidence that women who are encouraged to report cases to FSUs find officers reluctant to intervene in domestic assault unless it is considered serious – i.e. maiming, wounding, disabling. [91]

attract women to work as police, which can contribute to the definition and implementation of recruitment strategies.

Questions to ask to increase female recruitment: [82]

- Is there a commitment from authorities at the political and senior police level to ensuring recruitment and retention of women?
- Is there an active effort to recruit and train female ex-combatants for positions in the police?
- Are psychosocial services available to women who become officers and who may be re-traumatised when processing criminal complaints?
- Have basic selection criteria, such as education requirements, been reviewed to ensure women are not unfairly excluded from recruitment?
- Are bridging programmes being implemented to ensure women meet the basic requirements?

Police units on gender-based violence

'A woman is not likely to tell a man that she has been gang-raped by 15 men. Sometimes local women were more able to talk to UNOMSA women about certain things.'

Hannah Yilma – Member of UNOMSA mission [83]

Due to the high levels of GBV in conflict and post-conflict environments, some countries have set up specialised units to encourage reporting and comprehensively process complaints. These units are often staffed with female police officers and social workers who are specially trained to deal with family issues and child protection.[84] Their intimate knowledge of the subject helps victims process the trauma and receive support to enable full recovery from the crime. In Sierra Leone there has been an increased level of incidence reporting, due to the work of the units and increased understanding regarding women's rights and the services available for reporting GBV (see Box 10). Although successes have been recorded, challenges exist and require continued attention (see Section 4.4).

5.2 Transitional countries

Transitional countries are characterised as moving from one political system to another, but where long-term internal violence has not occurred. In Central and Eastern Europe (CEE), there was a transition from communism to post-communism. In the closed economies of CEE countries, the police were closely tied to the political leaders and state institutions, where the mission of the police or militia was primarily political. These systems were tightly controlled, individual police officers had minimal autonomy, and they were responsible for furthering the ideals of the political authorities.[92]

Challenges to gender-responsive police reform

Ukraine gained its independence in 1991, embarking on an economic, social and political reform process.[93] The police force was targeted for reform, including the integration of women, in an attempt to overcome a poor reputation, high levels of corruption and a low level of trust between the police and the community. The case of Ukraine demonstrates some of the challenges faced in transitional countries with regards to gender and police reform, which include:

- Previous ruling elite remains in power and can result in widespread opposition to change.
- Promotion process plagued by nepotism, with women rarely reaching levels higher than sergeant or colonel.
- Unofficial quotas set to cap the number of women in the police – training institutions in Ukraine were said to have instructions from the Ministry of Interior to keep female enrolment below 10% per year and senior managers encouraged to keep levels around 8%.
- Hesitation of NGOs and community groups to meet with police and government representatives to discuss reform processes due to high levels of distrust.[94]

Opportunities and tips for gender-responsive police reform

- Cultural shifts in gender roles in the greater society, which demand changes in institutional mechanisms.
- Develop a sequenced action plan which focuses on short and long-term reforms to ensure immediate gains are made in line with broader institutional reform.
- Create an independent body to oversee selection process and reduce the likelihood of favouritism.

5.3 Developing countries

In developing countries, although the movement is not necessarily from one political system to another, the police are often closely tied to the needs of the state rather than the people. Reforms often focus on transitioning from colonial-style or militaristic police institutions to more democratic institutions that are established to serve and protect the community. In addition, developing countries are plagued by high levels of poverty, limited economic opportunities, poor infrastructure, and weak national institutions – all of which have an impact on police organisations.

Challenges to gender-responsive police reform

- General opposition to addressing gender equality issues such as equal rights and recruitment.
- Although formal legislation for human rights and equality of women exist, the realisation of those rights is often complicated by parallel state laws, religious laws and traditional laws that limit the implementation of legislative reforms.[95]
- Often members of the security forces condone gender-based assaults rather than preventing them.[96]
- Negative attitudes at various ranks to a focus on gender reform when they are lacking basic resources such as pens and paper and feel more pressing issues need to be addressed.[97]
- Limited capacity and commitment within the leadership to support and implement real change with regards to gender reform.

Opportunities and tips for gender-responsive police reform

- Citizen's movements, particularly for under-represented groups and women, are becoming stronger within society, more aware of their human rights and are advocating for changes within the national structures. They can advocate for and support gender-responsive reforms.
- Increased access to education for various segments of the population, including women, often cited as a prerequisite for qualifying as a police officer.
- Ensure the application process is not too costly, in order to increase the ability of people with limited financial security to apply.

5.4 Developed countries

In the context of developed countries, police reform often focuses on optimising the effectiveness of the police and efficiently responding to the needs of the community. Developed countries like Canada, the United States and many European countries have been affected by a loss of public confidence in the wake of police corruption scandals, use of excessive force, brutality, lawsuits for sexual abuse and harassment within the police.[98] There have been calls for the police to be more representative of the populations they serve, and to become focused on preventive and neighbourhood policing, where the police are more accountable for their actions.

Challenges to gender-responsive police reform

- Although diversity campaigns are in place, often the number of people from under-represented groups remains low and those individuals in the police may take on the dominant culture as a coping mechanism, and therefore will not improve the overall culture or relations with the community.
- Inability to appeal to highly qualified women for a career in police organisations.
- Some resistance to quotas or affirmative action in certain countries where a 'level playing field' is (wrongly) perceived to already exist.

Opportunities and tips for gender-responsive police reform

- Costly litigation supports the argument for the recruitment and retention of more women. In the US, on average, a male police officer in a big city costs taxpayers 2 ½ to 5 times more than the average female police officer in excessive force liability lawsuit payoffs.[99]
- The validity of physical testing, long used as a means of screening out certain groups, is being undermined by the fact that long-serving members of the police are unable to pass the tests, although they are found to be capable of performing the duties expected of them.[100]

6 Key recommendations

Planning

1. ***Senior-level commitment and support:*** any initiative needs to have senior level support if it is to have a long-lasting impact on changing the institutional culture of the police, including the identification of senior-level 'gender champions'.

2. ***Gender assessment*:** police reform programmes need to understand gender and security issues at the ground level, including the capacity of the police and the community to implement changes.

3. ***Action plans:*** based on an assessment, a clear action plan and framework need to be developed and implemented to ensure the reform is in line with broader institutional and systemic goals.

Implementation

4. ***Gender-responsive policies and procedures:*** Review, revise and create new policies and procedures that take into account the needs of men, women, girls and boys, including sexual harassment policies and codes of conduct.

5. ***Procedures and initiatives on gender-based violence***: Institute procedural, structural and programmatic initiatives, such as the creation of women's police stations or telephone hotlines that improve the prevention and response to GBV.

6. ***Training:*** Implement training programmes at all levels to mainstream gender issues and provide specific training to increase GBV-related skills and to create non-discriminatory police organisations respectful of human rights.

7. ***Recruitment, retention and promotion of women:*** Review recruitment, retention and promotion of women and other under-represented groups, and initiate the reforms and new initiatives needed to target them.

8. ***Female police associations:*** Support associations for under-represented groups, as a venue for advocacy, support, sharing of experiences and the learning of lessons on how to cope and excel in a police environment.

9. ***Vetting processes:*** Screen police recruits for GBV, including domestic violence.

10. ***Multi-sectoral collaboration:*** Work with the health, justice and education sector, as well as with civil society organisations – including women's organisations; lesbian, gay, bisexual and transgender groups; and children's rights advocates – to ensure that reforms are participatory and meet the needs of all communities.

Monitoring and evaluation

11. ***Information campaigns:*** Develop internal and external communication plans to ensure police and community members are aware of the gender-responsive police reform process and how to file complaints against the police.

12. ***Accountability:*** Establish internal and external mechanisms to monitor and hold accountable individuals or groups who are not in line with broader institutional reform. Special attention should be paid to accountability for human rights violations including GBV.

13. ***Civilian oversight:*** Establish structures such as liaison boards and ombudspersons' offices to facilitate oversight. Community groups and NGOs may need support and training in order to effectively monitor police organisations.

7 Additional resources

Useful websites

Commonwealth Human Rights Initiative – http://www.humanrightsinitiative.org

European Network of Police Women – http://www.enp.nl

Geneva Centre for the Democratic Control of Armed Forces – http://www.dcaf.ch

International Association of Women Police – http://www.iawp.org

International Peace Academy – http://www.ipacademy.org

National Center for Women and Policing – http://www.womenandpolicing.org

Open Society Justice Initiative – http://www.justiceinitiative.org

OSCE Strategic Police Matters Unit – http://www.osce.org/spmu/

UN–INSTRAW – http://www.un-instraw.org/en/index.html

Practical guides and handbooks

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