Tool 2

Gender and Security Toolkit

Policing and Gender

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Cover photo: Law enforcement personnel taking part in an interactive exercise to identify different types of violence, as part of a training course on handling cases of domestic violence organized by the OSCE Mission to Moldova, April 2016 © OSCE/Igor Schimbător.

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DCAF, OSCE/ODIHR, UN Women Gender and Security Toolkit

This Tool is part of the DCAF, OSCE/ODIHR, UN Women *Gender and Security Toolkit*, which comprises nine Tools and a series of Policy Briefs.

Tools:

1. Security Sector Governance, Security Sector Reform and Gender
2. Policing and Gender
3. Defence and Gender
4. Justice and Gender
5. Places of Deprivation of Liberty and Gender
6. Border Management and Gender
7. Parliamentary Oversight of the Security Sector and Gender
14. Intelligence and Gender
15. Integrating Gender in Project Design and Monitoring for the Security and Justice Sector

Policy Briefs:

The 2030 Agenda for Sustainable Development, the Security Sector and Gender Equality

A Security Sector Governance Approach to Women, Peace and Security

Gender, Preventing Violent Extremism and Countering Terrorism

Gender and Private Security Regulation

Additionally, a Compendium of International and Regional Laws and Instruments Related to Gender Equality and the Security and Justice Sector is available online.

The *Gender and Security Toolkit* builds upon the DCAF, OSCE/ODIHR, UN-INSTRAW *Gender and Security Sector Reform Toolkit* that was first published in 2008. The following Gender and Security Sector Reform Tools can be used alongside this Toolkit:

8. National Security Policy-Making and Gender
9. Civil Society Oversight of the Security Sector and Gender
11. Security Sector Reform Assessment, Monitoring and Evaluation and Gender
12. Gender Training for Security Sector Personnel
13. Implementing the Women, Peace and Security Resolutions in Security Sector Reform

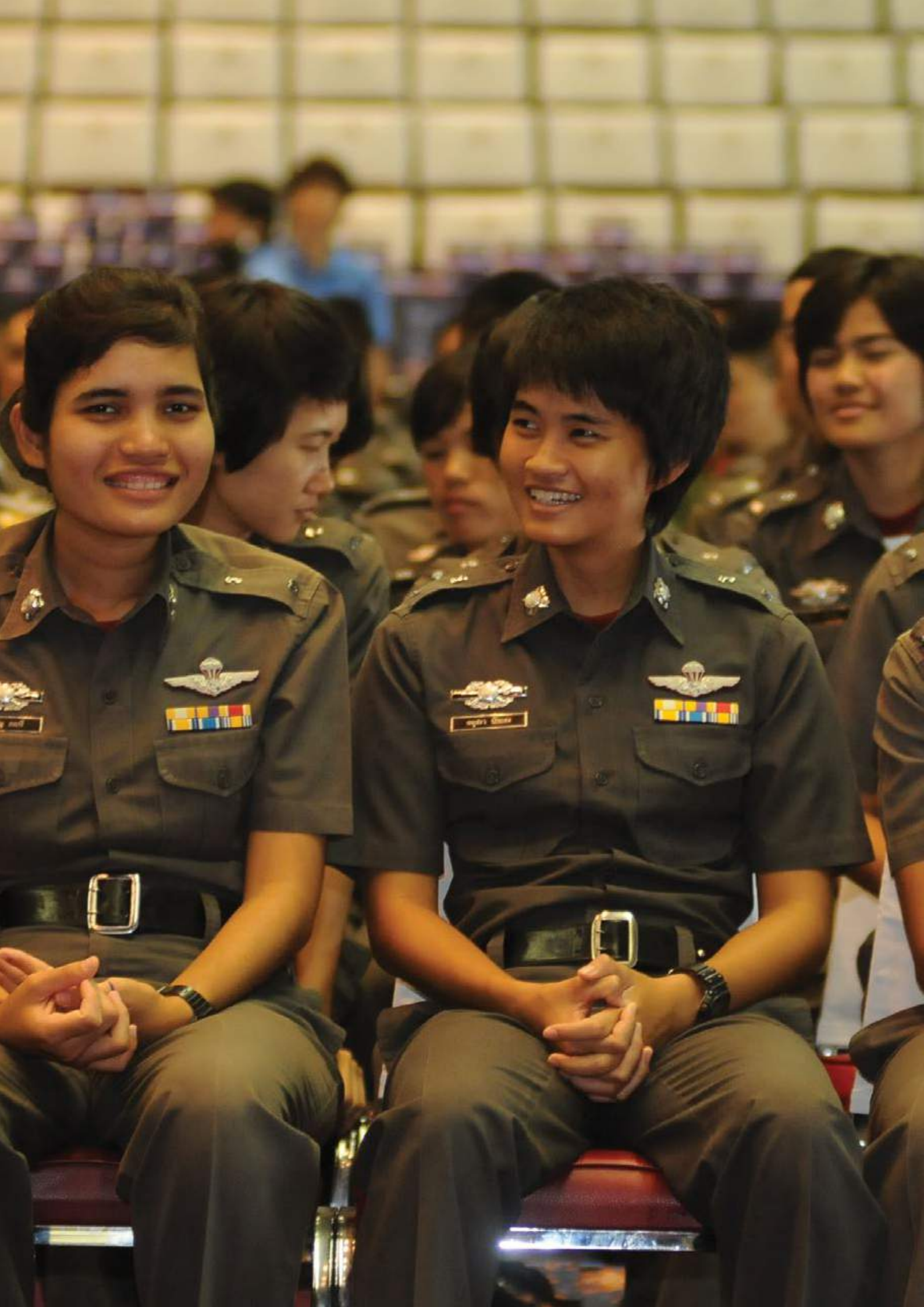

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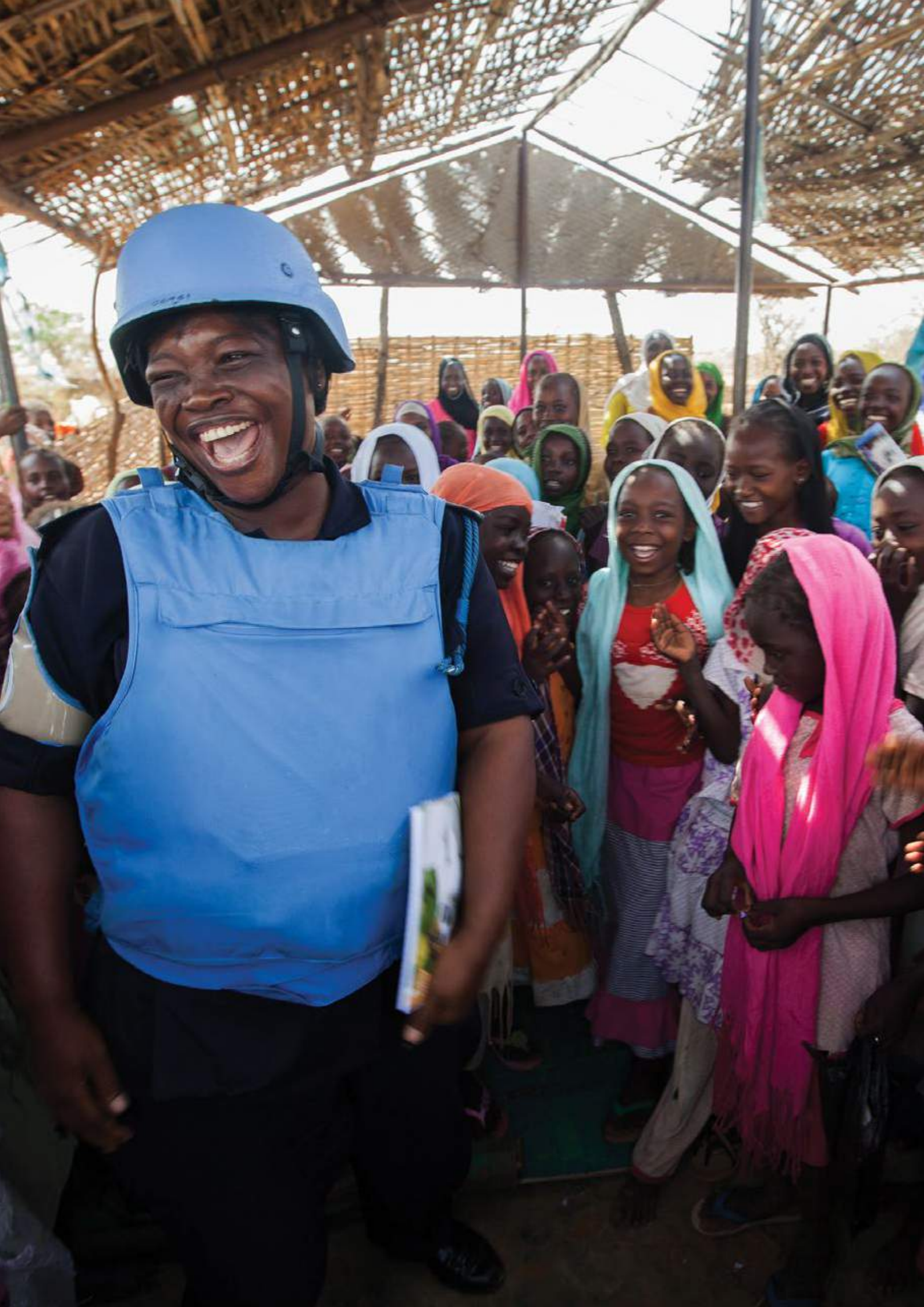
Image: Thai police cadets attending training on ending violence against women and girls, organised by UN Women and the Police Cadet Academy, 2012 © UN Women/Panya Janjira.

Acronyms

AWPU	All Women Police Unit
CSI	Community Security Initiative
DMs	*Delegacias de Mulher*
FSU	Florida State University
GBV	gender-based violence
LGBTI	lesbian, gay, bisexual, trans and intersex
NGO	non-governmental organization
PCP	Palestinian Civil Police
SAPS	South African Police Service
SDGs	Sustainable Development Goals
VAWG	violence against women and girls



1. Overview

A decade has passed since the publication of the DCAF, OSCE/ODIHR and UN-INSTRAW *Gender and Security Sector Reform (SSR) Toolkit*, including its Tool on Police Reform and Gender. Much has changed in this time, prompting the need for an updated Tool. What has seen less change is the experience of many people around the world, with police services that remain underequipped to respond to their distinct needs. Too often, marginalized groups, including women, children and lesbian, gay, bisexual, trans and intersex (LGBTI) people, and persons belonging to ethnic or religious minorities experience poor service, neglect or even abuse at the hands of police services meant to protect them. Such experiences are exacerbated by gender stereotypes that create rigid ideas about the roles and expectations of men and women. These stereotypes sustain the underrepresentation of women within the police, as well as ideas of policing as masculine. This means that police services are failing to capture valuable skills that could help to deliver more gender-responsive and better-quality policing, and a safer society for all.

Achieving gender equality in and through policing is not simply about adding more women. It is about transforming the power relations that sustain inequality and gender-based violence (GBV). It is about protecting the human rights of all people and enabling their full contribution to public life. Integrating a gender perspective is expected of police services by virtue of international and domestic legal obligations, but it is also required to achieve more effective policing, safer societies and stronger rule of law.

This new DCAF, OSCE/ODIHR and UN Women *Gender and Security Toolkit* draws together the key lessons of the past decade in promoting gender equality in security and justice. The aim of the Toolkit is to share new and emerging good practices, reflect upon how successes in increasing gender equality have been achieved and move forward thinking about integrating a gender perspective in security and justice sector institutions. This Tool sets out a vision and strategies to deepen efforts to integrate a gender perspective and advance gender equality in policing.

1.1 Shifts over the last decade

A number of shifts over the last decade can be identified regarding gender and policing. Many national and institutional gender policies and strategies have evolved from a focus only upon women to consider also how masculinities (socially constructed meanings of manhood) underpin gender inequality. Many gender equality advocates are reflecting upon the relationships between gender and sexual orientation, gender identity and gender

Image: Ghanaian police officer Mary Sebastian of the AU/UN Hybrid Operation in Darfur with school children at the El Sereif camp for internally displaced persons, 2014 © UN

expression. As such, discrimination and violence against LGBTI people are seen as an expression of the same dynamics that underlie gender inequality. Contemporary discussions of gender also acknowledge intersectionality more centrally – the idea that multiple forms of discrimination exist wherein gender interacts with race, ethnicity, class, religion and other factors to create layers of inequality that structure people's relative positions.

Within debates on institutional reform, including of the police, there has been a shift away from best practices and ideal institutional forms towards recognition of the need for more incremental, realistic reforms. This has meant less solution-driven approaches and greater engagement with locally led change processes that build upon what already works. There has been a rise in problem-centred approaches to police reform, rather than generic institutional strengthening.[1] For gender and policing, this means less preoccupation with the ideal and greater attention to what is practically possible, as well as a focus on ways of working – the *how* as much as the *what*.

Moreover, with this shift away from ideal institutional forms, there has been increased recognition that non-state policing actors may have a role to play in security provision in some contexts.[2] While this Tool remains primarily focused on state law enforcement agencies, the importance of non-state policing cannot be ignored.

The understandings of "police" and "policing" used in this Tool are set out in Box 1.

1.2 Audiences for this Tool

Within police services, this Tool is aimed at the policy rather than the operational level, with relevance for senior police, gender units and those interested in improving police effectiveness through integrating a gender perspective. While police services are a key audience for this Tool, it is intended for a wide readership – including parliaments, government departments with policing responsibilities, civil society organizations, development partners, international police assistance providers and researchers working to improve policing and gender equality. Police reform is not solely the work of police services, but of a wider set of actors who support and influence the police and their operating environment.

This Tool sets out a *range of options* for integrating a gender perspective and advancing gender equality in and through policing, drawing on experience from multiple contexts. While it provides guidance in terms of examples and checklists which borrow from good practices in different contexts, what is relevant will differ across time and place and require adaptation. For that reason, the Tool also sets out conditions that are important in achieving progress.

The Tool has global relevance. Integrating a gender perspective is relevant for police services in all countries, regardless of levels of development. Gender equality remains a challenge globally, including – and in some cases especially – for police services. In addition, policing faces a crisis of legitimacy in many contexts, across fragile low-, middle- and high-income countries. Given the double challenge of gender equality and quality policing, this Tool is about finding contextually appropriate ways to improve policing and gender equality globally and learning from diverse practices to enable this.

Box 1: Police and policing

"**Police**" refers to a law enforcement agency or state security provider with the primary task of protecting people and property through public assistance, law enforcement, the control and prevention of crime and the maintenance of public order. A more expansive definition that aims to capture the many functions that police perform is found in Goldstein (1977):

1. to prevent and control conduct widely recognized as threatening to life and property (serious crime)
2. to aid individuals who are in danger of physical harm, such as the victims of criminal attack
3. to protect constitutional guarantees, such as the right of free speech and assembly
4. to facilitate the movement of people and vehicles
5. to assist those who cannot care for themselves – the intoxicated, the addicted, the mentally ill, the physically disabled, the old and the young
6. to resolve conflict, whether between individuals, groups of individuals, or individuals and their government
7. to identify problems that have the potential to become more serious for the individual citizen, the police or the government
8. to create and maintain a feeling of security in the community.

In this Tool, "police" is the generic word used for all publicly authorized and/or controlled services that are granted the responsibility by a state to maintain law and public order, and are empowered by the state to use force and/or special powers for those purposes.

Many of the recommendations provided in this Tool can also apply to *gendarmerie*, military or paramilitary forces charged with police duties among civilian populations (in some countries named *guardia civil* or *carabinieri*).

"**Policing**" has a much broader scope than state law enforcement, because it includes all activities that uphold the social order and rules by which a society lives. Policing can thus be provided by a range of actors: most commonly, perhaps, formal state law enforcement agencies, but also informal or non-state providers, such as customary authorities, private security actors and community groups. Policing therefore refers to the *function* of providing safety and security, rather than specifying the *form* by which this is done.

Private security companies are discussed in the Policy Brief on "Gender and Private Security Regulation".

Sources: DCAF (2015) "The police", SSR Backgrounder Series, Geneva: DCAF; H. Goldstein (1977) Policing a Free Society, Cambridge, MA: Ballinger, p. 23; T. Bierschenk (2016) "Police and state", in B. Bradford, B. Jauregui, I. Loader and J. Steinberg (eds) The Sage Handbook of Global Policing, London: Sage, p. 156.

1.3 Outline of this Tool

The Tool is divided into six further parts, setting out:

- in **Section 2**, why a gender perspective is important for policing
- in **Section 3**, what policing that advances gender equality and integrates a gender perspective looks like
- in **Section 4**, how policing can advance gender equality and integrate a gender perspective
- in **Section 5**, case studies that draw out learning from specific contexts
- in **Section 6**, suggestions for assessing a police service's integration of gender
- in **Section 7**, other useful resources.

The other Tools and Policy Briefs in this Toolkit focus on other security and justice issues and providers and themes (see page i). It is intended that the Toolkit be used as a whole, with readers moving between Tools and Policy Briefs to find more detail on aspects that interest them.

1.4 What a police service that advances gender equality looks like

Police have a responsibility to ensure that all people are treated respectfully and crimes against them dealt with seriously, regardless of gender. This can play an important role in procedural fairness, contributing to the legitimacy of the justice system and increasing the trust, confidence and co-operation of the public. Sensitive handling of GBV crimes, in particular, contributes to a society where discrimination and GBV are not tolerated and where equality is possible.*

Policing that advances gender equality is citizen-oriented, serving the needs and interests of all and paying attention to groups that have been historically marginalized, such as women, girls and LGBTI people. Such policing is supported by a representative and respectful police service, with a culture of diversity, equality and inclusion. Police are subject to strong internal controls and independent oversight to maintain professionalism and high standards.

1.5 How to achieve a police service that advances gender equality

Achieving a police service that contributes to gender equality will take different trajectories in different contexts. That being said, three approaches have built up a considerable catalogue of experience from which to learn.

By becoming a more respectful and representative service

A more representative police service draws more effectively on the breadth of available skills and qualities, enhancing overall police quality. It also contributes to improved communication, trust and police response to crimes involving marginalized genders.

Improving representation requires a gendered analysis of the police workforce, as well as understanding how policing is represented to and experienced by different genders in ways that drive patterns of recruitment, retention and advancement. It may involve measures to recruit, retain and promote more women, more LGBTI people and/or men and women from minority groups, including through quotas, targeted campaigns and putting in place gender-responsive infrastructure. The use of police associations may provide networks, mentoring and peer support to marginalized genders within the police. More broadly, the institutional culture of the police service needs to align with welcoming a more diverse gender composition, including by ensuring inclusive participation in organizational decision-making.

By responding better to gendered security needs

Improved policing and gender equality can be achieved by responding better to the different security needs and experiences of men, women, girls and boys, including LGBTI people. Doing so creates a safer community, enabling all members of society to contribute and removing a key obstacle to equality. A range of options exist to integrate a gender perspective in police responsiveness, including systems and procedures that incorporate gender analysis in operations, and policies and operating procedures concerning GBV crimes.

* For the purpose of this Toolkit, the phrase "gender-based violence" (GBV) is used to refer to all harmful acts inflicted upon someone because of normative assumptions about their gender. GBV is an umbrella term for any harmful act that is perpetrated against a person's will and is based on socially ascribed (gender) differences between females and males. The nature and extent of specific types of GBV vary across cultures, countries and regions. Examples include sexual violence, including sexual exploitation/abuse and trafficking for sexual exploitation; domestic violence; forced/early marriage; harmful traditional practices such as female genital mutilation; honour killings; widow inheritance; and homophobic and transphobic violence.

See UN Women (2019), "Gender equality glossary", www.trainingcentre.unwomen.org/mod/glossary/view.php?id=36 (accessed 6 September 2019); UN High Commissioner for Human Rights (2011), "Discriminatory laws and practices and acts of violence against individuals based on their sexual orientation and gender identity", UN Doc. A/HRC/19/41, 17 November, para. 20.

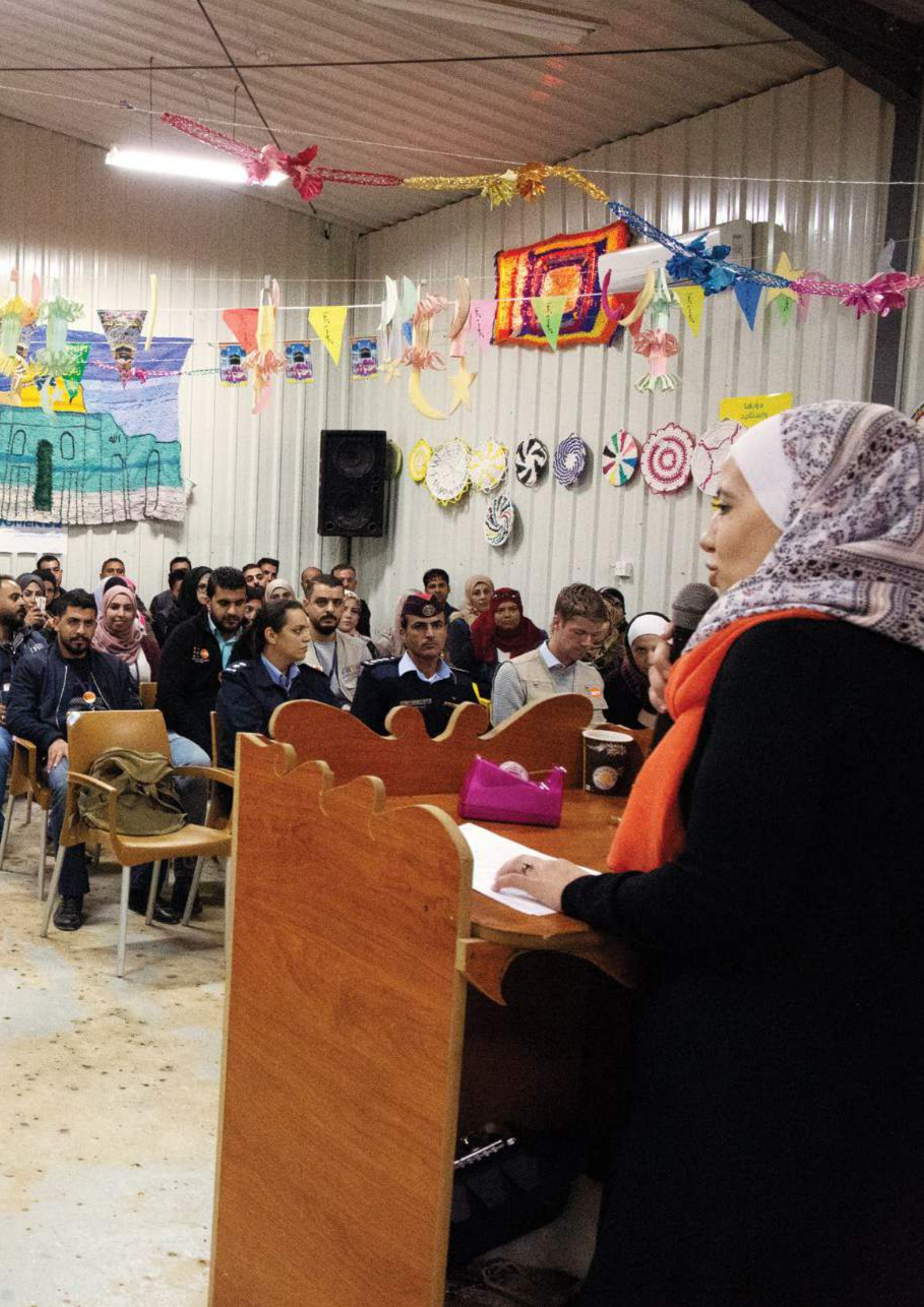
Gender units or focal points within the police can facilitate bringing gender expertise into policing. Training – for instance on masculinity, gender, human rights and GBV response – can improve the skills and knowledge of officers. Community policing can orient the police to be more focused on citizens and crime prevention. Other strategies for improving police responsiveness to gendered security needs are the use of dedicated stations or units for women, and liaison networks for LGBTI people. Internal control and independent oversight mechanisms have a crucial role to play in putting in place and enforcing robust standards of integrity that protect the rights of all. Finally, work with non-state policing providers can support improved gender responsiveness and create links between state and non-state policing actors. All these measures, however, also have important limitations.

By changing societal expectations and biases about gender

Police services are reflective of the societies of which they are a part, and change within the police thus depends, in part, on changes in society. Police can support or lead public awareness campaigns that challenge gender biases and stereotypes, highlight role models and instigate dialogue. While gender work has traditionally focused on women and girls, working with men and boys is also important. Police services can play a role in challenging unhelpful stereotypes, which underpin the inequalities that lie at the heart of gender discrimination.

Endnotes

1. See M. S. Grindle (2007) "Good enough governance revisited", *Development Policy Review,* 25(5), pp. 533–574; Stabilisation Unit (2014) "Policing the context: principles and guidance to inform international police assistance", London: Foreign & Commonwealth Office, Ministry of Defence and Department for International Development; T. Kelsall (2011) "Going with the grain in African development?", *Development Policy Review*, 29(1), pp. 223–251; S. Unsworth (2010) "An upside down view of governance", Brighton: Institute of Development Studies; M. Andrews, L. Pritchett and M. Woolcock (2012) "Escaping capability traps through problem driven iterative adaptation (PDIA)", Working Paper 299, Washington, DC: Center for Global Development.
2. P. Albrecht and H. M. Kyed (eds) (2015) *Policing and the Politics of Order-Making*, Abingdon: Routledge; P. Jackson and S. Bakrania (2018) "Is the future of SSR non-linear?", *Journal of Intervention and Statebuilding*, 12(1), pp.11–30.



2. Why are gender equality and integrating a gender perspective important in policing?

Pursuing gender equality is both an international legal obligation and necessary to achieve national development goals. For police services, integrating a gender perspective is fundamental to protect rights in the workplace, and make policing more effective, societies safer and the rule of law stronger. This is because achieving gender equality ultimately prevents violence, protects the rights of all people and enables everyone to contribute meaningfully to public life.

2.1 A gender-equal society is a safer society that respects the rule of law

Individuals' experiences of safety are intimately tied to gender as a social construct. The starkest demonstration of the links between gender and safety is the prevalence of GBV, including sexual violence, domestic violence, trafficking, forced/early marriage and harmful traditional practices such as female genital mutilation and honour killings. An estimated 35 per cent of women globally experience GBV during their lifetime.[1] Men and boys, too, suffer some of these forms of GBV. Moreover, other forms of violence experienced by men and boys are increasingly understood as related to socially ascribed gender differences.* Violence against LGBTI persons and other persons of diverse sexual orientations and gender identities and expressions also constitutes a form of GBV, in that it is violence inflicted on people who are perceived as challenging dominant heteronormative gender norms. (See Boxes 2 and 3 for definitions of key gender terms, and refer to Tool 1 on "Security Sector Governance, Security Sector Reform and Gender" for a more detailed discussion of these concepts.)

GBV is rooted in power inequalities which are often so accepted that they are rendered invisible. These inequalities enable systematic discrimination and violence to be used as ways of maintaining control over women, girls, men and boys, including LGBTI people, who threaten dominant ideas of how men and women are meant to act. Ending gender inequality therefore renders all people – regardless of their gender – safer.

In turn, ensuring equal access for all to safety, security and justice is a core component of the rule of law. Advancing gender equality therefore also helps countries to consolidate the rule of law, an important foundation for peace and development. Police services have a critical role to play in this process as custodians of law and order.

* For more guidance on this, see DCAF (2014) "Preventing and Responding to Sexual and Domestic Violence Against Men: A Guidance Note for Security Sector Institutions", Geneva: DCAF.

Image: UN Women gathered women and men together in Za'atari refugee camp, Jordan, to commemorate the beginning of the 16 Days of Activism against Gender-Based Violence, 2018 © UN Women/Lauren Rooney.

Box 2: Gender terminology

Gender refers to the roles, behaviours, activities and attributes that a given society at a given time considers appropriate based on biological sex. It also refers to the relationships between women and men and girls and boys, as well as those between women and those between men. These attributes, opportunities and relationships are *socially constructed* and *learned* through socialization processes. They are context- and time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision- making opportunities.

Gender equality is a fundamental human right, and a goal to which governments and international organizations have committed. Gender equality means that "the rights, responsibilities and opportunities of individuals will not depend on whether they are born male or female" (UN OSAGI, 2001). In the context of the security sector, this means that women and men have equal opportunities to participate in the provision, management and oversight of security, and that the security needs of women, men, girls and boys are equally met. The use of affirmative action (also called "positive action") is one means of realizing substantive gender equality. This means taking proactive measures to promote equality and diversity. Examples of affirmative action include recruitment campaigns targeted at women and programmes for women's mentoring, training and advancement. Some institutions go further, adopting "positive discrimination", such as by having quotas for women.

A **gender perspective** is a way of seeing or analysing which looks at *the impact of gender* on people's opportunities, social roles and interactions. This way of seeing is what enables one to carry out *gender analysis* and subsequently to *mainstream a gender perspective* into any proposed programme, policy or organization (UN Women, 2019).

Sources: UN OSAGI (2001) "Important concepts underlying gender mainstreaming", New York: United Nations; UN Women (2019) "Gender equality glossary", https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36 (accessed 6 September 2019).

Box 3: Diverse sexual orientations and gender identities and expressions

Tool 1 on "Security Sector Governance, Security Sector Reform and Gender" explains in more detail what is meant by diverse sexual orientations and gender identities and expressions. This inclusive phrase recognizes persons who identify as LGBTI, but also persons whose sexual orientations are not (or not only) primarily heterosexual and whose gender identities do not necessarily subscribe to a man/woman gender binary. This includes non-Western non-binary gender identities.

While this Tool frequently uses the terms "man" and "woman", it is important to remember that some people do not identify as either or exclusively man or woman. The discrimination and violence people of diverse sexual orientations and gender identities and expressions face are intimately related to gender roles.

2.2 A gender perspective makes policing more effective

Integrating a gender perspective into policing more effectively provides safety and access to justice for all. Men, women, boys and girls face different safety concerns because they experience different crimes, in different locations, perpetrated by different offenders. Table 1 illustrates gendered forms of violence, although there is of course overlap, with people experiencing crimes across these categorizations. Gender is not the only determinant of insecurity, and *intersectionality* must be considered to take account of how other factors – such as sexual orientation, gender identity and expression, ethnicity, religion, class, age and physical and mental ability – also shape people's experiences. Thus a person of a minority background, of a lower class or with a disability will have different security experiences than a person who shares their gender but not their other characteristics.* A gender perspective brings to light the different security needs of different groups within the community, and supports the development of more relevant and effective policing strategies.

* See Tool 1, "Security Sector Governance, Security Sector Reform and Gender", for a more extensive discussion of "intersectionality".

Table 1: Gendered experiences of crime

	Crimes more commonly experienced	Location of crimes	Perpetrators
Men	Violent assault; robbery; homicide; gang violence; street violence; rape in detention facilities; conflict-related sexual violence	Residential settings; public spaces; detention facilities	Usually unknown to the survivor; commonly male
Women	Harassment; "Eve teasing" (harassment of women); common assault; domestic violence; stalking; sexual violence (which can include rape, forced pregnancy or abortion, forced sterilization, sexual exploitation, human trafficking for sexual exploitation and conflict-related sexual violence); harmful traditional practices (such as dowry-related violence, honour crimes, early or forced marriage and female genital mutilation); revenge pornography	Private homes; public spaces	Usually known to the survivor; often an intimate partner; commonly male
LGBTI persons	Homophobic hate crimes; verbal abuse; violent assault; psychological abuse	Public spaces	Usually unknown to the survivor; commonly male
Girls	Eve teasing; domestic violence (child abuse); sexual assault and rape; abduction; trafficking; sexual exploitation; incest; harmful traditional practices (e.g. genital mutilation, early marriage, honour crimes and infanticide); human trafficking; upskirting; online grooming; revenge pornography	Private homes; public spaces	Usually known to the survivor; often a family member or family friend; commonly male
Boys	Domestic violence (child abuse); sexual assault and rape; abduction; gang violence; human trafficking; online grooming	Private homes	Usually known to the survivor; often a family member or family friend; commonly male

Sources: T. Denham (2008) "Police Reform and Gender", in M. Bastick and K. Valasek (eds) Gender and Security Sector Reform Toolkit, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW; Australian Bureau of Statistics (2012) "Personal safety survey, Australia, 2012", Canberra, CT: Australian Bureau of Statistics; R. Vaillancourt (2010) "Gender differences in police-reported violent crime in Canada, 2008", Canadian Centre for Justice Statistics Profile Series, Ottawa, ON: Statistics Canada; M. Morash (2006) Understanding Gender, Crime and Justice, London: Sage; S. Mallicoat (2018) Women, Gender and Crime, Los Angeles, CA: Sage.

Making people safer by addressing their unique security needs can contribute to gender equality. Women and girls who experience, or are threatened with, violence are more likely to drop out of school, and to be less economically independent and more socially isolated.[2] The negative effects of hate crimes on LGBTI people do not only cause psychological trauma for the victim, but can also lead to the wider LGBTI community feeling isolated.[3] Conversely, where people feel safe, they are able to use their skills and talents to participate in and contribute to society.

2.3 A diverse, representative police service is more accessible and effective

A police service that is representative of the diverse community it serves, including as regards gender, is more approachable and trusted by that community. The community's reporting of crime and co-operation with police are likely to improve where both men and women feel comfortable engaging with police – for instance, where a female victim of sexual violence can report to a female officer. A diverse police service has a deeper understanding of communities' needs and so can build stronger relationships with them. This facilitates the provision of more effective policing.

A police service that is diverse, including as regards gender, can take advantage of broader ideas, skills and experiences. Evidence suggests that female police officers tend to have particular qualities. For example, in some contexts female officers are associated with less use of force and fewer citizen complaints than male officers.[4] Managers in South Africa and the United States report that female officers often have better communication skills and are viewed as more sympathetic by complainants (although it is important not to essentialize women by assuming they all possess the same skills).[5] Greater representation of women is also a practical necessity for policing, with women officers better placed to screen female suspects, interview women victims and perform searches of women. Yet women constitute a small percentage of police officers globally (see Table 2).

Table 2: Percentage of women police in 30 nations

Rank	Country	% women
1	Latvia	37.40
2	Lithuania	36.12
3	Guyana	29.04
4	United Kingdom	28.61
5	Trinidad & Tobago	24.77
6	Serbia	23.22
7	Belgium	21.75
8	Malta	19.29
9	France	19.03
10	Singapore	18.08
11	Croatia	17.62
12	Slovakia	16.98
13	Barbados	16.44
14	Finland	16.29
15	Czech Republic	15.73
16	Poland	15.40
17	Chile	15.12
18	Denmark	14.43
19	Mexico	13.56
20	Slovenia	13.30
21	El Salvador	12.78
22	Honduras	10.34
23	Albania	9.60
24	Montenegro	9.34
25	Paraguay	7.97
26	Portugal	7.47
27	Bosnia & Herzegovina	7.31
28	Italy	7.13
29	Kazakhstan	6.86
30	Algeria	6.35

Source: M. Natarajan and E. Oliveira (2019) "Women and international criminal justice", in M. Natarajan (ed.) International and Transnational Crime and Justice, New York: Cambridge University Press

Likewise, openly LGBTI police officers can help police to reach out to LGBTI communities and fight homophobic violence.[6] While there are no comprehensive data on representation of LGBTI people within policing (due in part to fears of discrimination if individuals are open about their sexual orientation or gender identity), it is thought to be low.[7]

A more gender-diverse police service can, over time, help to transform the organizational culture of the police service to be more responsive to the security needs of all citizens. It can also work towards gender equality more broadly: hiring more women can contribute to their economic empowerment and provide role models for women and girls.

Gender equality is thus important to pursue *in* policing (making police services representative) and can also be furthered *through* policing, providing opportunities for a gender-diverse workforce and delivering improved safety and security for all citizens.

2.4 Gender equality is an international legal obligation and supports development

All countries have ratified international treaties and instruments that make commitments to gender equality, including in relation to the security sector (see Box 4 for some examples).

Box 4: International instruments relevant to advancing gender equality in policing

- *Universal Declaration of Human Rights (1948):* refers to the entitlement of each individual to enjoy their rights and freedoms "without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status" (Art. 2). Article 7 stipulates that "All are equal before the law and are entitled without any discrimination to equal protection of the law."
- *International Covenant on Civil and Political Rights (1966):* states that "All persons are equal before the law and are entitled without any discrimination to the equal protection of the law. In this respect, the law shall prohibit any discrimination and guarantee to all persons equal and effective protection against discrimination on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status" (Art. 26).
- *Convention on the Elimination of All Forms of Discrimination against Women (1979):* all people, regardless of gender, are entitled without discrimination to equal protection of the law.
- *Beijing Declaration and Platform for Action (1995):* an ambitious agenda for gender equality focused on 12 areas of change, including ending violence against women and girls.
- *Code of Conduct for Law Enforcement Officials, UN General Assembly Resolution 34/169 (1979) and UN Guidelines for the Effective Implementation of the Code of Conduct for Law Enforcement Officials:* all persons have the right to liberty, personal security and freedom of expression. Law enforcement agencies should be representative of, and responsive and accountable to, the community as a whole. Law enforcement should uphold international human rights standards, and their actions should be open to public scrutiny.
- *UN Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power (1985):* treat all victims of crime with compassion and respect and protect them from retaliation or further violence. Conduct investigations in ways that do not further degrade those who have experienced violence and provide specialist care for women, including by informing them of support services.

A more detailed summary of international and regional laws and instruments related to gender equality can be found in Tool 4, "Justice and Gender". A compendium of international and regional legal instruments is also published online as part of this Toolkit.

States are moreover committed to ensure the human rights of all citizens, including LGBTI people. The UN Human Rights Council has emphasized this in resolutions on "Protection against violence and discrimination based on sexual orientation and gender identity" and "Human rights, sexual orientation and gender identity". Integrating a gender perspective in policing is crucial for countries to make progress towards these commitments.

Additionally, the Women, Peace and Security Agenda, made up of nine UN Security Council resolutions, reaffirms the important role of women in peace and security and stresses the importance of expanding their role to ensure equal participation and full involvement in security and peacebuilding efforts.* A range of UN Security Council resolutions on peacekeeping and international police deployments similarly require the inclusion of a gender perspective, call for more women police to be deployed, and recognize the need to address gendered security needs, with particular reference to conflict-related sexual violence.

Global commitments to gender equality are also restated in, and mainstreamed across, the Sustainable Development Goals (SDGs). Two SDGs of particular relevance to gender and policing are set out in Table 3. The SDGs provide a framework for national development, with national plans being put in place to facilitate achieving them. Advancing gender equality is thus necessary to support national development processes within the SDGs' framework. A gender perspective can assist the police to play their part in this process.*

* For more detailed discussion of the Women, Peace and Security Agenda, see the Policy Brief on "A Security Sector Governance Approach to Women, Peace and Security".

^ For deeper discussion of the connections between gender equality, security and the SDGs, see the Policy Brief on "The 2030 Agenda for Sustainable Development, the Security Sector and Gender Equality".

Table 3: Sustainable Development Goals and targets relevant to policing and gender

Goal	Targets
Goal 5: Achieve gender equality and empower all women and girls	5.1 End all forms of discrimination against all women and girls everywhere
	5.2 Eliminate all forms of violence against women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation
	5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life
	5.C Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels
Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	16.1 Significantly reduce all forms of violence and related death rates everywhere
	16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children
	16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all
	16.6 Develop effective, accountable and transparent institutions at all levels
	16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels
	16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements
	16.B Promote and enforce non-discriminatory laws and policies for sustainable development

Endnotes

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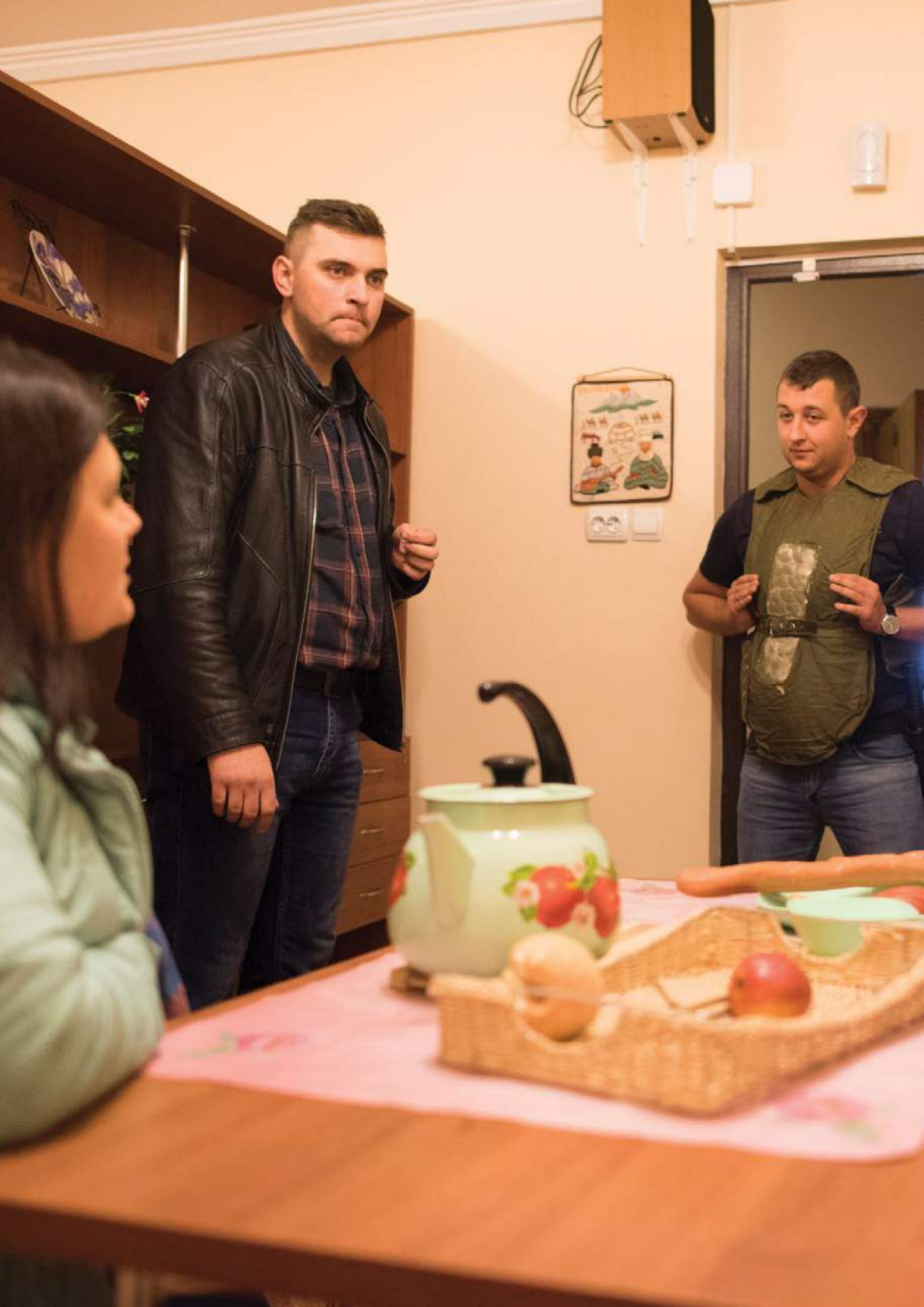


3. What would policing that advances gender equality and integrates a gender perspective look like?

As they are often the first interface that people have with the criminal justice system, police have an opportunity to ensure a positive experience: that all individuals – men, women, girls and boys – are treated respectfully and crimes against them are dealt with seriously. This can play an important role in contributing to a society where discrimination and GBV are not tolerated and where equality is possible.

Policing that advances gender equality is citizen-oriented. It serves the needs and interests of all the community, paying attention to groups that have been historically marginalized, such as women, girls and LGBTI people. This policing is supported by a representative and respectful police service with a culture of diversity, equality and inclusion. Such a police service is subject to strong independent controls and oversight to maintain professionalism, integrity and high standards of conduct. This section sets out a vision for excellent, gender-responsive policing; Section 4 details ways in which this vision may be achieved.

3.1 Policing provision is service-oriented and focused on crime prevention in partnership with communities in all their diversity

Policing is understood as being *for* the community, not policing *of* the community. Police see communities, in all their diversity, as being partners in ensuring the safety and security of all their members, including against abuses committed by the state or its agents. Use of force is an absolute last resort, and used proportionately and as minimally as possible. Police officers are approachable and respectful in their interactions with all members of the public.

Representations of police, including in the media, government communications and recruitment campaigns, reflect diversity and the contributions of women and LGBTI people. Policing is not associated with a hyper-masculinized culture, but rather with a respectful and inclusive culture that values gender diversity as well as diversity of age, ethnicity, race, religion, region, class and other identity markers.

Image: Officers of the National Police of Ukraine undertake interactive training on domestic violence response, October 2018 © Yevhen Maloletka/OSCE.

3.2 Crimes against all people are treated seriously as core police work and dealt with sensitively, in co-ordination with other support services

The police service values equally the rights, safety and well-being of all members of society. Dealing with domestic violence and other crimes committed in private spaces by intimate partners or family members is regarded as core police work (not "family matters" or issues solely for specialist services). This contributes to a wider societal culture that rejects GBV in all forms. Domestic violence, in particular, is given the priority that its frequency demands.

Police are sensitive to the differing security needs of men, women, girls, boys and of LGBTI persons. Police understand how gendered needs are augmented by other factors such as ethnicity, class and language. Prevention, detection, reporting, investigation and support services are tailored to these different groups and their needs, with specialist services in place to support specific groups. A diverse and representative police service means that survivors are able to report to male or female officers, but an inclusive institutional culture means that all officers deal with all crimes respectfully and sensitively. All police deal with GBV without bias, conscious of the dangers of revictimization and respectful of privacy. All police officers are trained to identify the needs of victims and direct them to the appropriate services. A range of support services, including healthcare, psychological support, physical protection and legal aid and advice, are accessible (whether provided by the public sector, the private sector or NGOs), and police facilitate access to them through strengthened referral networks and regular co-ordinated case management.

3.3 Police services are diverse, with women featuring prominently

The police service is broadly reflective of the diversity of the community that it serves, and draws upon the valuable contributions of diverse women and men across the service. This means that women and LGBTI people are represented not only across the rank structure, but also across the breadth of policing areas and in frontline policing roles. Women and LGBTI people are not concentrated in services for women, children and LGBTI communities or back-office functions.

Such diversity of staffing is supported by recruitment, training, retention and advancement policies that recognize merit and the required skills, rather than outdated ideas of what policing involves. This may include the use of affirmative action – where groups who have previously been discriminated against are specifically targeted for employment, retention or promotion. Flexible working arrangements, parental leave and childcare support enable equality of opportunity. Police uniforms, equipment and facilities (such as accommodation and lavatories) are designed with gender diversity in mind. Recruitment drives explicitly target women and LGBTI people, and recruitment and promotion panels are similarly inclusive. Women and LGBTI people are consulted on policies, programmes and facilities to promote inclusion.

3.4 Police organizational culture and management value diversity, equality and inclusion and model positive masculinities

Strong non-discrimination policies are instituted, understood by all officers and acted on across the police service. Training to ensure understanding of non-discrimination policies and codes of conduct is a routine part of in-service training. A culture of zero tolerance in relation to sexual and gender-based discrimination, harassment, bullying and abuse exists across the police service, and encourages officers to call out such behaviour wherever it is witnessed. Cases of discrimination or abuse are dealt with by internal control and oversight bodies speedily, transparently and with sensitivity to the well-being of the complainant. Women and LGBTI people consider the police a supportive employer.

The organizational culture of the police cultivates and is characterized by *positive masculinities* – that is, the culture does not replicate ideas of men as intrinsically aggressive, strong or dominant. Positive masculinities, rather, emphasize that care, compassion and respect are not innately feminine, but are valuable qualities that are encouraged in all people. They make for better communication and leadership. The police service models positive masculinities within society and plays a leading role in transforming gender stereotypes. Police are role models for men and boys who are confident and secure, and can celebrate diversity.

Support for diversity and equality comes from the highest levels of the police service, contributing to an inclusive organizational culture. The police organization supports initiatives to deepen diversity, equality and inclusion. These might include associations for women or LGBTI personnel, or reserved training places to encourage diversity in career advancement. Senior police management invests in ongoing research to examine the effectiveness of strategies to improve representation and responsiveness, and explore ways to further them. The police service critically reflects on its performance, including by creating opportunities for minority groups to provide feedback and propose ideas.

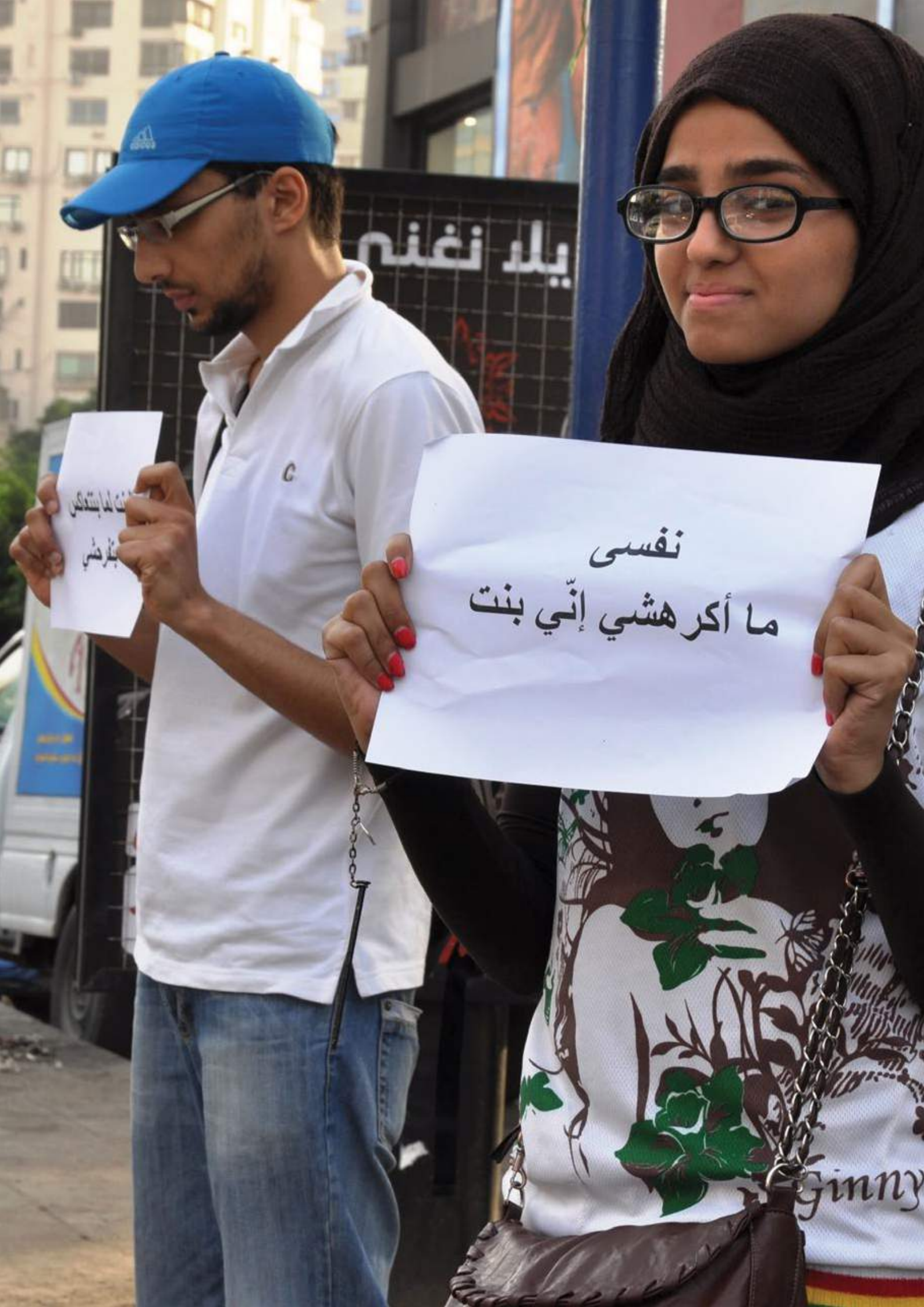
3.5 Strong, effective, independent oversight of the police is welcomed

Effective internal controls maintain standards of integrity within the police service, paying close attention to equality. In addition, robust and independent oversight mechanisms exist outside of the police to ensure accountability. These may include national human rights institutions, such as ombuds offices, complaints bodies and anti-corruption commissions (although the organizational forms may differ), as well as parliaments.* These mechanisms are themselves gender diverse and gender responsive. The enabling legal framework ensures their access to data necessary for meaningful monitoring, review, investigation and judicial proceedings. Oversight mechanisms are valued as an important part of ensuring quality policing and are empowered to act in cases of abuse without political interference or intimidation.

Civil society actors (including the media, women's organizations and LGBTI groups) and police have positive relationships that encourage and can withstand constructive criticism in the interests of community safety, rule of law and rights protection. Civil society groups are also actively involved in formal police oversight, for instance through committees or working groups of independent oversight institutions.

* For guidance specific to parliamentary oversight of the security sector, see Tool 7 on "Parliamentary Oversight of the Security Sector and Gender".

For detailed guidance for ombuds institutions and national human rights commissions, see DCAF, OSCE, OSCE/ODIHR (2014) "Guidance notes on integrating gender into security sector oversight".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4. How can policing advance gender equality and integrate a gender perspective?

With the vision described in Section 3 in mind, this section sets out a range of measures that can improve policing and promote gender equality. It is broken into three key components of change: becoming a more diverse and representative service; improving response to crimes against women and LGBTI people; and changing societal expectations and biases about gender. Prompts to think about these steps for change are included in the self-assessment guide in Section 6.

Before detailing the measures that can support such change, it is important to emphasize that these should not be treated as an "ingredient list" that will combine to deliver gender equality. A police service that contributes to gender equality is not one that only recruits more women or sets up services to improve responsiveness to GBV. It is a police service that reconfigures its relationship with the public to a service orientation, sheds its hyper-masculinized culture and embraces diversity and inclusion across gender, race, ethnicity and other identifications. It is a police service that becomes the custodian of safety for all within its diverse community, starting with the most vulnerable and marginalized. What is set out below, then, is a range of measures that may be employed as part of efforts to advance gender equality in and through policing. While important in their own right, these measures are not the final goal. They are steps in achieving a more ambitious vision: a safe and equitable society for all, regardless of gender.

4.1 Conditions for success

The measures suggested in this Tool are not guarantees of success that once put in place will obviate the need for continued work. In fact, these measures will be successful in contributing to gender equality only where certain conditions are present. The following list captures some of the conditions that must be in place for the measures set out in this Tool to improve policing and contribute to gender equality.

- ✓ **Context relevance.** Too often, strategies for change are adopted based on success in another context, with limited regard for what is appropriate in a given time and place.[1] Learning across contexts is important, but this does not mean replicating successful strategies from one context in another. Evidence needs to be translated. This means understanding why a strategy worked in one place, and considering whether the conditions that enabled it to work are present in another place. Some elements of a successful approach may need to be altered to ensure relevance and suitability elsewhere. Involving people from the context in question (including at subnational levels) can help to ensure that whatever strategy is developed is suitable.

Image: In May 2012, inspired by social media discussion, women and men of all ages and backgrounds formed a human chain along the sidewalks of Gam'et El Dewal Street in Cairo, holding messages against harassment of women on the streets © Fatma Elzahraa Yassin/UN Women.

- ✓ **Locally owned and led.** It is important that strategies for change are driven by local actors, or are connected to and supported by local constituencies. Where strategies for change are perceived as being externally imposed, their effectiveness will be limited and can even undermine local advocacy. It is critical that any international organizations seeking to support change take the time to build their knowledge of local actors and networks, and ensure that change strategies are developed, and where possible delivered, in partnership with them. This can mean that change happens more incrementally than desired, but will be more sustained.
- ✓ **Politically smart.** Social change is political, in that it alters how power and resources are divided within society. To navigate the political nature of change, strategies must be politically smart[2] – that is, proponents must understand the interests and incentives that shape people's behaviour and ideas, and know who might support change as well as who may block it. Where strategies for change incorporate good political understanding, they can better deal with detractors and more successfully harness support. This can include building unconventional coalitions for change that are realistic about the political space available, the views and attitudes of the targets of change, and how best to use available support to influence them. For instance, efforts to end female genital mutilation have worked with traditional leaders involved in the practice to take account of their interests and ensure they are brought on board with change so they do not block it. Similarly, as gender advocates engage more with men and boys, alliances may be built beyond conventional feminist networks.
- ✓ **Supported by leadership.** Strategies for change benefit from committed leaders among senior management who can drive change, provide vision and resources and help navigate opposition. This can be particularly important in hierarchical organizations like the police, where there is an expected obedience to the chain of command. Change processes that do not have strong managerial support are more easily dismissed, as they are not seen to be taken seriously. It is therefore crucial to build support for change among senior management. "Leadership" should also be understood broadly, not simply to include the head of the police or other senior managers, but leaders at a range of management levels. It is important to ensure that senior police are willing and able to speak in support of change so that their commitment is visible. In Australia, for example, the personal commitment of the Victorian Police Commissioner to tackling domestic violence was central to the establishment of a Royal Commission on Family Violence in 2015 and resulting reforms.[3]
- ✓ **Embedded in wider processes of social change.** Police services are reflective of the wider society of which they are a part. They are likely to exhibit the same range of views and attitudes as are present in the rest of society – from those supportive of gender equality to those resistant to it. It is therefore unrealistic to expect the police service to change at a *significantly* faster pace than the rest of society: any change process within the police service should be connected to wider processes of social change. For instance, efforts to end female genital mutilation have at times focused on getting police to enforce bans on the practice. Yet this ignores the fact that in countries where female genital mutilation is the norm, many police themselves are likely to have their daughters undergo the practice. Similarly, police officers are not immune from themselves being perpetrators of domestic violence – one study in the United States found that police officers may be between two and four times more likely to abuse their partners. Ensuring that efforts for change are connected across the police and the communities they serve offers the best chance of achieving security and equality for all.

With these conditions in mind, the remainder of this section sets out a range of measures that may assist in achieving gender equality and integrating a gender perspective in policing.

Tip: Working on gender through other entry points

In some contexts, working explicitly on gender-related issues is sensitive or is not seen as a priority by police leadership.

Where it is difficult to gain traction around gender issues, it may be strategic to work on issues that drive or underlie GBV but are not themselves explicitly "gendered". For instance, focusing on drugs or alcohol (such as illegal production of alcohol) can deliver improved outcomes for gendered security concerns by addressing the triggers or drivers of GBV.

Low interest in gender-related issues can even be an opportunity, as there may be little impediment to or interference in the work!

4.2 By being a more diverse and representative service

Police services can advance gender equality and deliver improved security for all by becoming more representative and inclusive of all groups in society, including women and LGBTI people. A more diverse and representative service can be achieved through a range of approaches, set out below.

Engendering research, planning and monitoring and review*

Achieving a more representative police service requires planning based upon a thorough understanding of current policies and procedures, as well as the factors limiting the recruitment and retention of a diverse workforce.

Research to map current policies, protocols and procedures is a useful first step to understand where a police service is starting from. This involves reviewing existing policies and procedures to check that they are non-discriminatory and gender inclusive, and identifying gaps or areas for improvement at strategic and operational levels. It may take the form of a gender self-assessment or gender audit (see Box 5). Consultations with staff (particularly female and LGBTI personnel) can highlight how existing policies and procedures are experienced in practice. In Albania, Bulgaria and Moldova, for instance, police collect sex-disaggregated data on individuals' reasons for leaving the service, which inform planning and retention policies. In Albania, reports are submitted to the Chief of Police following each recruitment campaign, noting its shortcomings so that these are improved upon.[5]

Box 5: Gender assessments and audits

Gender assessments and audits can help police services to evaluate how gender equitable their own internal organizational structures, policies and processes are, and/or how gender responsive their policing operations are.

An assessment/audit might involve the following components.

- Staff survey to determine understanding, attitudes, behaviours and practices related to gender.
- Focus group discussions with different staff groups (men, women, LGBTI groups, different ranks or departments, etc.). Discussions focus on gaining a deeper understanding of trends that emerge from the staff survey.
- Review of organizational policies and procedures through a gendered lens, asking whether women and men, including those who are LGBTI, are considered and are affected differently.
- A financial audit, reviewing salaries by sex disaggregation to see if women and men are equitably compensated, and reviewing departmental budgets to see how resources are allocated (for instance for women's desks and gender units vis-à-vis other departments).

On the basis of this research, the assessment/audit team (which can be either internal or external) drafts a report setting out the findings and pointing to areas for improvement. The report can serve as a baseline for future assessments/audits, helping police services to determine whether they are making progress. The assessment/audit process is an opportunity to get people thinking and talking about gender, and can itself help begin the process of institutional change. It is important that there is police leadership buy-in to gender assessments/audits to ensure that their findings are actioned.

For detailed guidance on conducting a gender assessment or audit of a police service, see DCAF's (2011) Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector, Geneva: DCAF.

Other sources: R. Montgomery (2012) "Gender audits in policing organisations", Ottawa, ON: Public Safety Canada and Status of Women Canada.

* Guidance on monitoring with a gender perspective is presented in Tool 15, "Integrating Gender in Project Design and Monitoring for the Security and Justice Sector".

Consulting with communities can also shed light on factors preventing groups that are underrepresented within the police, such as women and LGBTI people, from applying to join, as well as providing community impressions of police diversity and inclusion. Particular attention should be paid to consulting people from ethnic or religious minorities, as these groups are also likely to be underrepresented in the police.

This baseline and ongoing research might be undertaken internally by the police – such as by a dedicated gender unit (see page 33), human resources department or departments with responsibility for strategic planning – or by independent bodies such as the ministry responsible for the police, academics or civil society organizations.

Box 6: Example of gender action plan (to be adapted to context)

Authorized by:
Date:
To be reviewed on:

Area of work	Activities	When	Where	Responsible party	With whom	Resources	Monitoring and reporting	Evaluation
Personnel	*E.g. review recruitment strategies to develop targets and measures to improve recruitment of women*							
Laws, policies and planning	*E.g. update gender policy; create inter-departmental gender team with terms of reference*							
Institutional culture	*E.g. train all recruitment panels in gender; include presentation on gender policy as part of induction*							
Oversight and accountability	*E.g. develop complaints and investigation procedure for sexual harassment*							
Community relations	*E.g. build relationships with LGBTI communities; include representative from women's groups in community liaison forums*							
Performance effectiveness	*E.g. achieve 100% follow-up of complaints of domestic violence*							

Research findings should inform planning about how to become a more representative service and can lead to the development of a gender action plan. Planning should consider how findings or recommendations can be addressed by changes within the police service, and who is responsible for the changes and timeframes for implementation. Changes might be in relation to policies or procedures, training curricula, recruitment or retention strategies, staffing policies or remuneration and benefits. (See Box 6 for an example of a gender action plan and case study 1 on page 45, detailing the development of the Palestinian Civil Police's gender strategy.) To be meaningful, plans should be supported by senior management and financial allocations. This means they must be realistic and appropriate to the budgetary and socio-political environment. The purpose of a gender action plan is to set out ambitious but achievable improvements in a workplace's diversity and gender responsiveness.

It is important to put in place regular monitoring and review of action plans. This enables a service to know whether the policies and measures it has embarked upon are having their intended effect, or whether they need to be adapted or changed entirely. Monitoring and review should include a combination of statistical data (for example, are higher numbers of women and LGBTI people joining and staying in the police service? In what areas of policing? At which ranks?) and qualitative data from interviews, surveys, focus groups and consultations to ascertain *why* numbers might be increasing, decreasing or staying stagnant and where improvements could be made.

Recruiting for a diverse police service

Achieving a diverse and representative police service that draws on the highest quality of candidates possible requires active measures to recruit women and LGBTI people, as well as other underrepresented groups. Women and LGBTI people from minority backgrounds or with disabilities may experience double discrimination and therefore require additional support in recruitment processes. There are particular opportunities for change in recruitment processes in the wake of conflict or governance transition, when large-scale reform of the police takes place and gender roles may be in flux.

Box 7: Competencies in police officer job descriptions

- Strong intercultural communication skills with diverse parts of the population (men, women, girls, boys, persons of diverse sexual orientation and gender identity and expression, different ages, ethnicities, religions, etc.)
- Empathetic, with good listening skills
- Ability to de-escalate volatile situations and mediate disputes
- Ability to build consensus among those with diverse interests
- Ability to multitask and prioritize among competing demands
- Ability to co-ordinate and co-operate with a range of government departments and other stakeholders
- Proactive in developing preventive approaches to crime and social problems
- Respectful and courteous
- Values consultation and relationship building
- Honest and committed to following due process

Strategies for improving diverse recruitment can include the following.

- Selection criteria are focused on the skills and competencies required in modern policing – not those that are associated with stereotypes of what policing involves (see Box 7 for a list of some key competencies).
- Job descriptions capture the approach of the service as a whole – for instance, emphasizing a community safety orientation.
- Recruitment panels routinely include both men and women.
- Research into barriers and disincentives informs recruitment efforts. Targeted recruitment campaigns address these factors, for example by demonstrating that the police service is supportive of people who plan to start a family or a safe and welcoming environment for people who are LGBTI.
- Advertisements for recruitment target locations, websites and publications popular among groups being targeted.
- Images used in recruitment campaigns are gender diverse and alert to how they represent policing. For example, images of police that emphasize militarized security functions over community interaction and other policing tasks can reinforce masculine stereotypes and deter those who do not identify with such stereotypes from applying.
- Targeted presentations by police to particular groups can encourage applications, and pre-application support classes can assist women, LGBTI people and minorities with the application process. For instance, in the United Kingdom, Springboard Programmes provide support to women to complete their applications and have resulted in higher numbers of successful applications from women.[6] Similarly, in Albania, preparation courses were introduced for women candidates in 2011 to support their applications.[7]
- Tailoring uniforms and protective wear to the female form to be comfortable and provide proper protection (ill-fitting bullet-proof vests designed for men leave female police vulnerable).[8] Uniforms should accord with cultural and social expectations about gender, but also be operationally effective and provide choices that do not reinforce stereotypes. For instance, uniforms should offer skirts or trousers but should not require high-heeled shoes, and headscarves should be included as an option.
- Ensuring equipment and facilities meet the needs of all officers to enable them to perform effectively – with living quarters and sanitation facilities suitable for female and male officers, as well as breastfeeding rooms and day-care facilities for mothers and parents.

Affirmative action is where a specific group, such as women, is targeted for support to join the police. This can include reserved places or quotas for women, or more limited support, such as taking gender into account as one part of recruitment. Quotas can be mandated by the constitution, law or policy directive. Countries as diverse as Albania, India and Sierra Leone have used quotas to increase women's representation in the police. Often affirmative action is time bound – introducing quotas, for instance, for a short time period to rectify imbalance. The legitimacy of affirmative action is debated, due to a perception that it creates unfair advantage and perpetuates discrimination. Supporters argue, however, that positive discrimination is necessary to rectify long-term or historical injustices, and to catalyse institutional transformation that might otherwise be unacceptably slow. The effects of affirmative action in increasing the numbers of women in policing have been clearly demonstrated.[9]

Any efforts to introduce affirmative action should consider what targets are appropriate and realistic in the context. Most quotas in the police and other institutions are set between 20 and 50 per cent, with 33 per cent considered the "critical mass" at which a group's representation becomes more than tokenistic.[10] Affirmative action policies need to be

carefully communicated to both the police service and the community to ensure they are well understood and guard against backlash. It is important to emphasize that affirmative action does not imply or require lowering the standards of entry into the police service.

Of course, achieving higher numbers of women within the police does not *on its own* necessarily deliver improved outcomes for women in society. For recruitment of more women to be meaningful, it must be done in ways that are sensitive to the cultural, institutional and political context; otherwise it can be ineffective, result in backlash and even put women in danger. In Liberia, for instance, the push to recruit more women into the police has been criticized for happening too quickly, driven by the need to meet a 20 per cent target. Some recruits were unable to read or write. This poses obvious problems in performing basic policing functions, and risks undermining women's position in the police in the longer term. Prolonging the process of women's recruitment may have been more effective in this case.[11]

In other contexts, donor-backed efforts to improve women's representation in the police have put women in dangerous situations. In Afghanistan, female police are frequently targets for abuse by men, including their colleagues and family, who believe it is dishonourable for women to work. They also face violence, and even death, from the Taliban and other groups who do not believe women should work outside the home or mix with men to whom they are not related.[12] It is claimed that 70 per cent of 130 female police interviewed in Afghanistan had experienced sexual violence or harassment, with most unable to report due to fears of reprisals.[13] When being a police officer brings stigma and danger, this affects who applies for the job. In Afghanistan it is often poor women, widows or those without male guardians who apply, to enable them to support their families.[14]

Efforts to recruit more women must be conscious of the dangers of doing harm or reinforcing exclusionary practices, and must happen in contextually appropriate ways. This might involve:

- lower but more realistic targets for women's participation
- building separate women's accommodation
- concentrating recruitment efforts on more permissive locations, rather than seeking to put women in police stations nationwide at once
- screening and vetting commanding officers to select those most supportive of women's involvement in policing and to identify safer workplaces for women recruits
- grouping women together in the workplace to provide safety in numbers rather than leaving them to fend for themselves as the sole woman among a male staff (although attention should be paid to whether this may make them a target for violence in some contexts)
- where relevant, allowing female police to be accompanied by a male relative for any travel or training so that cultural norms do not prevent them from attending.

Approaching recruitment in such ways can mean more incremental approaches, yet these can make important progress and at a rate and in a manner that is more contextually appropriate.

Retaining women and promoting gender diversity in the police service

Once recruitment is more representative, the challenge becomes retaining a representative workforce, including through ensuring advancement opportunities. Women – particularly women from minority groups – can find it difficult to advance within the police service due to discriminatory attitudes, lack of role models, isolation within the service, the requirements of shift and full-time work, and the fact that their experience may focus heavily on roles not deemed valuable in career progression (such as family violence). Given the importance

of a representative police service as well as the high costs of recruiting and training new police officers, improving retention rates is critical to an efficient police service. (See case study 2 on page 46 for a description of how the South African Police Service has recruited and retained higher numbers of women.)

Box 8: Women in international police deployments

Increasing participation of women police in international police deployments provides an opportunity for these women to advance their skills and experience, but can also provide role models for local women in host countries. Seeing women police actively involved in maintaining order and building peace can itself challenge ideas about what women can and cannot do. The presence of the all-female Indian Formed Police Unit in Liberia, for instance, reinforced the idea of women playing security roles in that country (Bacon, 2015). The UN Security Council resolutions on Women, Peace and Security and other resolutions on peacekeeping have consistently called for the deployment of more female police.

While women remain underrepresented in international police deployments, in February 2019 15 per cent of police deployed in UN missions were female; up from just 7 per cent in 2009. This increase follows a range of international and national initiatives to support greater participation of women in peacekeeping. These include the UN's "Global Effort", launched in 2009 and led by the UN Police Division, to increase women's participation in international police deployments to 20 per cent. Strategies to improve women's participation in international police deployments include:

- encouraging Police Contributing Countries to nominate more female candidates
- reviewing recruitment and selection requirements and procedures for international deployments to ensure that women are not unduly restricted from applying
- providing preparatory training for female officers for the Assistance in Mission Service and Selection, Assessment and Assistance Team tests
- requiring Police Contributing Countries to include one subunit (platoon) of female officers integrated across all the subunits, including at the command level
- delivering regional Female Senior Police Officer Command Development courses and establishing a UN Police Female Command Cadre as a talent pipeline
- delivering training on the prevention of unconscious gender bias for recruiters
- creating an enabling environment for women's participation by ensuring appropriate accommodation, co-locating women, providing clear information on mechanisms for reporting sexual harassment and offering mentoring and support networks for female officers
- continuing research to identify barriers to entry and retention at the stages of recruitment, assignment and extension of female officers.

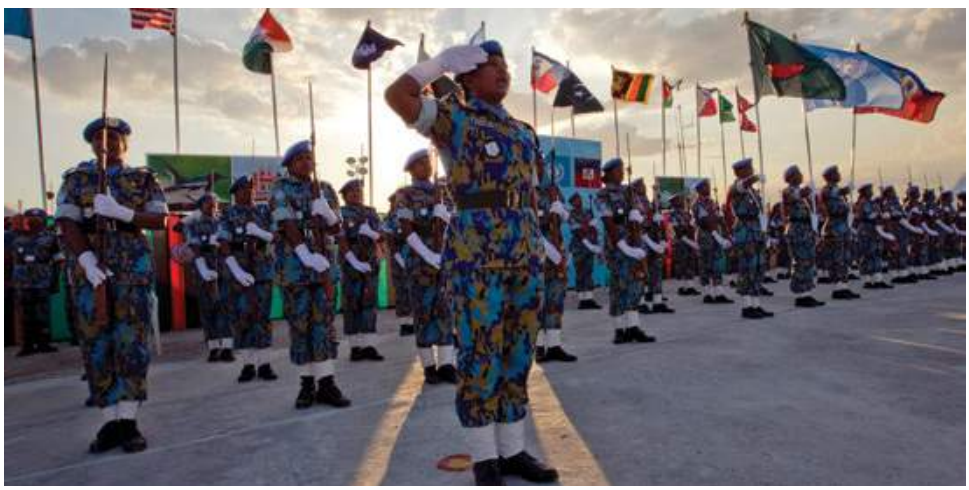

Image: Members of the Bangladeshi all-female Formed Police Unit deployed to the United Nations Stabilization Mission in Haiti (MINUSTAH) in 2011 © UN Photo/Logan Abassi.

The Department of Peace Operations Uniformed Gender Parity Strategy 2018–2028 has set a target of more than 30 per cent for women in peace operations by 2028. The Elsie Initiative for Women in Peace Operations launched by the Canadian government in 2017 is currently testing approaches to increasing women's meaningful participation in peace operations through technical assistance and training partnerships in Ghana and Zambia (Government of Canada, 2017). The Elsie Initiative is also developing a comprehensive barrier assessment methodology, which will identify universal and context-specific barriers to women's meaningful participation in UN peace operations in a country's military and police organizations.

The numbers of LGBTI people in international police deployments are unknown, but increasing the representation of LGBTI people within deployments could similarly challenge discriminatory attitudes and provide role models in host countries. There are important "do no harm" considerations around potential heightened risks to LGBTI officers in contexts where homophobic and transphobic attitudes are prevalent. This challenges the UN, other peacekeeping organizations and Police Contributing Countries to consider how they can protect their deployed officers from GBV, including homophobic and transphobic violence. The UN is consulting with its LGBTI staff association, UN-GLOBE, to work towards a fair process that recognizes and responds to these risks.

Gender and peacekeeping are also discussed in Tool 3, "Defence and Gender".

Sources: L. Bacon (2015) "Liberia's gender-sensitive police reform: Improving representation and responsiveness in a post-conflict setting", International Peacekeeping, 22(4), p. 386; United Nations Peacekeeping, www.peacekeeping.un.org (accessed 28 March 2019); Government of Canada, "Elsie Initiative for Women in Peacekeeping Operations", www.international.gc.ca/world-monde/issues_development-enjeux_developpement/gender_equality-egalite_des_genres/elsie_initiative-initiative_elsie.aspx?lang=eng (accessed 14 May 2019).

To retain women, a police service should remove disincentives associated with remaining in service and put in place support programmes for advancement. Potential initiatives include:

- mentoring programmes pairing staff with more senior colleagues to provide guidance, support and advice
- reserved positions or quotas for women in training programmes or international deployments to assist women's career progression (see Box 8)
- "Spring Forward" programmes that provide career development support and coaching to women within the police to build management and leadership skills
- police associations (such as women's or LGBTI associations), discussed below
- ensuring women are well represented across all policing functions, not only in specialized roles (such as women's or family violence units)
- regularly conducting gender audit or institutional assessments to ensure that salaries and other benefits are equitable across genders, as outlined on page 23
- putting family-friendly policies in place to enable flexible working to fit around family life (such as maternity and paternity leave, part-time work or job sharing), and ensuring childcare facilities are available and affordable
- promotion panels' routine inclusion of women and men, and selection criteria based on merit rather than assumptions about capacities based on gender.

Police associations

Associations for women police, and for other groups such as ethnic minority or LGBTI personnel, can provide support to underrepresented groups by creating safe spaces for them to discuss their experiences, advocate for their rights and make suggestions for improved inclusivity within the service. They can take the form of formal associations or informal networks. Mentoring programmes can be established within associations, so that members

are mentored by people who have faced similar challenges. Associations can also provide forums for training and development and facilitate networking.

Staff associations have been found to be most effective when they are strategically focused, proactively pursuing their agenda but also responsive to opportunities and trends within police services.[15] In some contexts there is a danger of such associations being misunderstood as an attempt to unionize, triggering resistance from senior management. While unionization may be appropriate in some contexts, where it is not, associations should be set up with clarity of purpose as much as possible in consultation with police leadership so as to be visibly supported by them.

National associations can also become forums for international peer exchange and learning. For example, the European LGBT Police Association has since 2004 brought together national associations of LGBTI personnel to share knowledge and best practice, and work together to tackle discrimination. The regional association can also act as a resource for national police services, helping them to develop policies and procedures in support of LGBTI personnel that are informed by regional best practice. In a similar way, the Women Police Officers Network in South East Europe aims to serve as an advisory body to the region's police services on gender and policing matters by supporting policy, guidelines and structures that are informed by a gender perspective.

Such associations or networks within the police service can also be a resource for the wider service to understand how representation can be improved, including through consulting with them on recruitment strategies, gender policies and action plans, diversity training and other training curricula. In addition, associations can improve the service's understanding of how community engagement and crime response can be better tailored to diverse gender needs.

Institutional culture

Women and LGBTI men and women are less likely to remain in the police service if the wider institutional culture is exclusionary or discriminatory. While higher numbers of women in the police service can help to shift the institutional culture, this tends to happen only once women reach a "critical mass" (often thought to be 30–33 per cent). Where their participation is lower, they are likely to face greater institutional resistance to change. Given that very few police services can boast women's participation rates of 30 per cent or more, the challenge becomes finding other routes to changing institutional culture that can make the police more attractive to women and LGBTI recruits.

Proactive steps to shift the institutional culture of the police towards inclusivity, diversity, tolerance and respect can include the following.

- Robust policies concerning discrimination, harassment, bullying and abuse being in place, understood and consistently implemented. Discrimination and harassment are more likely in organizations where minority groups are underrepresented, or where they are underrepresented in management or across a range of specializations. Policies can assist in creating a professional work environment in which all staff are valued. See Box 9 for a checklist of what sexual harassment policies should include.
- All staff should receive training to ensure understanding of anti-harassment and discrimination policies, using practical examples and role play to demonstrate their practical application. Copies of the policies should be made available at all police stations, with promotional materials also distributed.
- Genuine and open engagement with police associations and civil society organizations that represent women and LGBTI people to reflect on their experiences of what is working and what is not in creating positive workplaces.

- Gender and/or diversity champions: these are people, including men, across the police service at various ranks who act as role models and sources of information for peers on gender equality and diversity.
- Strong leadership from senior police to speak publicly and consistently about the value of a diverse workforce and the rejection of discrimination, exclusion, bullying and harassment or attitudes that cultivate these. This also requires all police personnel to act decisively on any disciplinary matters involving discrimination, harassment, bullying or abuse. Jokes, pranks, defamatory language, hazing rituals or other practices considered minor or insignificant can create a culture where discrimination and exclusion are tolerated. A professional police service is one that does not accept the devaluing of its own staff in any manner. Ensuring that women and LGBTI people feel welcome and valued is the surest way to retain their contributions to policing.

Box 9: Checklist for sexual harassment policies

- ✓ A statement that the organization supports the rights of every employee to be free from harassment. Harassment based on gender, sex, race, sexual orientation, sexual identity or expression, age, disability or other "difference" is unacceptable.
- ✓ A statement that offenders will be held accountable for acts of harassment and disciplined appropriately.
- ✓ A statement that supervisors and managers are responsible for maintaining a harassment-free workplace and will be held accountable for stopping and appropriately reporting harassment.
- ✓ A statement that acts of retaliation against individuals 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.
- ✓ Informal and formal procedures to resolve complaints of harassment.
- ✓ A process to encourage early intervention and resolution of problems in the work environment.
- ✓ 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 harassment policy.
- ✓ The process for reporting complaints, setting out:
  - the various places a complaint may be made, internal and external to the individual's department and the police service
  - the ways in which a complaint can be made (for example, whether it has to be in writing)
  - what details should be included in the complaint
  - how the complaint will be acknowledged
  - the rights of the accused person(s)
  - the investigation process, including timeframes
  - how and at what points in the process the complainant and accused will receive information about the investigation
  - names and telephone numbers of persons to contact if the employee has questions about the policy or seeks informal advice.

Source: Adapted from National Center for Women and Policing, Recruiting and Retaining Women: A Self-Assessment Guide for Law Enforcement, Los Angeles, CA: National Center for Women and Policing, 2000, pp. 135–136.

4.3 By responding better to gendered security needs

In addition to developing a more representative police service, improved policing and gender equality can be achieved by responding better to the different security needs and experiences of men, women, girls and boys, including those of diverse sexual orientations and gender identities and expressions. Doing so creates a safer community, which provides a foundation for all members of society to contribute and removes a key obstacle to equality. A range of measures may be employed to improve the policing response to gendered security needs, described below.

Gender-responsive legislation, policies and procedures

Laws, policies and procedures provide police services with their mandate and set out standards of conduct to which police officers are held. Commitment to gender equality and to integrating a gender perspective made through commitments to non-discrimination, rights protection, equality, diversity and inclusion, are as shown in the following examples.

- Law on police: setting out values of policing, including commitments to human rights, equality and non-discrimination.
- Police service's code of conduct: setting out the principles that guide policing, including the values of diversity, equality, rights protection and non-discrimination.
- Police service's disciplinary codes: including clear punishments for gender discrimination or abuse.

Box 10: Integrating a gender perspective in policing peaceful assemblies

Marginalized groups, including women and LGBTI people, are often strongly represented in peaceful assemblies. Despite rights to peaceful assembly being curtailed by some governments (and the rights of people of diverse sexual orientations and gender identities and expressions to peaceful assembly are, in particular, under attack), such assemblies are protected under international law and are critical for marginalized groups to assert their rights and push for equality. The police have an important role to play in enabling peaceful assemblies and ensuring that all involved remain safe.

Planning for peaceful assemblies should involve a consideration of the gendered risks to demonstrators and the general public, and how intersectionality is experienced, noting that women, children and LGBTI people can face risks of violence (including sexual violence) from demonstrators, counter-demonstrators or the police. Developing gender-aware tactics might involve:

- deploying diverse officers to police assemblies (including male and female officers, as well as those of diverse race, ethnicity, gender and religion)
- training or community consultations for police to understand the needs of marginalized groups
- consideration of how different genders might be affected – for instance, how the containment strategy of "kettling" people (demonstrators and non-demonstrators) can force women, children and LGBTI people to remain in potentially dangerous situations for an extended period; or how laws/policies banning face coverings or other clothing may discriminate against Muslim women wearing headscarves, or expose marginalized groups to retribution.

Peaceful assemblies focused specifically on gender issues (such as Pride parades and women's marches) require additional consideration of how these groups can be protected from intimidation or violence from counter-demonstrators who may oppose gender norms being challenged. Police have a responsibility to protect the rights of all people to freedom of peaceful assembly, regardless of how confronting police or others may find it.

Source: UN General Assembly (2014) "Report of the Special Rapporteur on the rights to freedom of peaceful assembly and of association, Maina Kiai", Human Rights Council, 14 April 2014.

- Standard operating procedures: articulating clear guidelines for all police operations, including but not limited to the investigation of hate crimes and GBV. Standard operating procedures should integrate a gender lens in all investigations (including interviews and interrogations); searches (of persons and property); arrest and escorting of prisoners; arrests at borders; and intelligence and data collection and analysis.* In practice, this means, for example, female officers searching women; women and men and adults and children being detained separately; women being escorted by female officers; using appropriate identifiers (him/her/they) in interactions with people of diverse gender identities and expressions; recording the gender of crime victims and perpetrators; and using sex disaggregation in crime statistics.

An example of integrating a gender perspective into a general policing function is provided in Box 10 on policing peaceful assemblies.

National and public sector-wide gender equality and sexual harassment policies and initiatives can also be an entry point for initiating activities around gender equality within the police.

In addition to integrating a gender lens across all areas of policing, police services must have specific, clear and comprehensive policies and procedures to guide their response to GBV. These should cover:

- receiving complaints of GBV (at police stations and by telephone) in a manner that ensures confidentiality and respect, and builds confidence of other survivors to report
- responding to complaints of GBV so to avoid secondary victimization, including by mandating arrests of perpetrators upon reasonable suspicion instead of encouraging individuals to return to a violent partner
- investigating complaints of GBV
- providing referrals to other services (e.g. legal advice, healthcare, counselling)
- internal controls (e.g. reviewing handling of GBV cases)
- managing and analysing information and statistics with sex disaggregation.

Policies and procedures should be developed through broad consultation, including with NGOs providing services in the community, national human rights institutions, survivor groups and women's and LGBTI police associations. Once formulated, they should be widely publicized within the police service and communities, and implemented, with training provided to police to ensure understanding and skills.

Gender units and gender focal points**

Gender units and/or gender focal points can assist in integrating a gender perspective across the police service and facilitate cross-government working. This can help to ensure that the latest gender knowledge is brought to bear on policing and that the police participate in and are connected with wider gender initiatives across government.

Gender units and gender focal points in police services are usually responsible for some or all of the following:

- undertaking or commissioning gender research, assessments and audits
- supporting the development and implementation of gender-related policies, procedures, programmes and guidelines
- designing and monitoring gender indicators^
- reporting on progress
- gender-related training and education.

* Handling of GBV cases, including protection of victims and witnesses, services for victims, training and sensitization, specialized institutions and co-ordination, is also addressed in Tool 4, "Justice and Gender".

Prisons and other places of detention and gender are addressed in Tool 5, "Places of Deprivation of Liberty and Gender".

"Border Management and Gender" is addressed in Tool 6.

"Intelligence and Gender" is the subject of Tool 14.

Conducting gender analysis is discussed in Tool 15, "Integrating Gender in Project Design and Monitoring for the Security and Justice Sector".

** Using staff with specialized gender expertise and national action plans on Women, Peace and Security are discussed further in Tool 1, "Security Sector Governance, Security Sector Reform and Gender", and in the Policy Brief on "A Security Sector Governance Approach to Women, Peace and Security".

^ Gender indicators are discussed, with examples, in Tool 15, "Integrating Gender in Project Design and Monitoring for the Security and Justice Sector".

In addition, gender units and focal points may work with internal control and disciplinary mechanisms to support handling of reports of gender discrimination or abuse within the police.

Gender units and focal points can also play a strategic role in co-ordinating with cross-government agencies on gender-related issues. This includes, for instance, supporting the development, implementation and reporting of policing aspects of national action plans on Women, Peace and Security.

Given this breadth of responsibilities, it is important that gender units and focal points are well resourced and positioned at a sufficiently senior level within the police to ensure they have the capacity and authority to fulfil their mandate.

Training and professional development*

Training of police may be entry level, specialized or in service, and is a common strategy to build competencies (knowledge, skills and attitudes) and change behaviours. Whether delivered at training centres, academies or in the workplace, training can play a role in supporting organizational change if material is appropriately designed and delivered. The sheer amount of training conducted as part of police reform has resulted in a range of lessons about what works in supporting learning and behaviour change.[16] Training can be an easy entry point, but to be most effective it should be used not simply to deliver skills and knowledge but also to build space for work on longer-term change processes.

A gender perspective can be mainstreamed across all training curricula. This means that training on investigations, for instance, should include how techniques might have to be adapted to the needs of women and people of diverse sexual orientations and gender identities and expressions; and how to investigate cases involving GBV. Additionally, specific courses aimed at improving awareness and understanding of gender-related concepts and GBV might include:

- gender and diversity, including discussions of masculinity
- organizational policies and codes of conduct on discrimination and sexual and gender-related harassment, bullying and abuse, legal and ethical obligations and disciplinary consequences for non-compliance
- respect for and promotion of human rights of women, boys, girls and LGBTI people
- protocols and practices on:
  - domestic violence
  - rape and other forms of sexual assault
  - stalking
  - human trafficking and slavery
  - honour crimes
  - hate crimes, including homophobic and transphobic abuse and violence
  - child sexual abuse
  - prostitution (including whether it is illegal or regulated).

For senior officers, training on gender topics should be at an appropriate level to enable them to develop, implement and monitor gender-related policies and procedures. Staff of units responsible for internal control will likewise require specialized gender knowledge and skills.

The quality and effectiveness of gender-related training vary widely. Examples of effective

* Effective approaches to gender training are also discussed in Tool 1, "Security Sector Governance, Security Sector Reform and Gender".

police training on domestic violence response and homophobic and transphobic crimes are captured in case studies 3 and 4 on pages 47 and 48 respectively. The following approaches can make gender-related training more effective.[17]

- Curriculum content
  - Work towards institutionalizing training on gender topics in police services' annual training schedule and police academies. This helps avoid *ad hoc* training, and different training promoting multiple models or approaches. It also helps to ensure training is locally owned and led.
  - Ensure training content and materials are appropriate to the context. Tailor training to the resource constraints within which a police service operates and to the roles, responsibilities and ranks of participants.
  - Deliver training in languages understood by all participants, not just official languages. This may mean additional time to train local trainers or facilitators.
- Learning methodologies
  - Methods for imparting learning should be appropriate to adults and to participants' education levels, meaning lecture-style presentations may be inappropriate.
  - Gender-related training is not just about transmitting knowledge, but about changing attitudes and behaviours. Participants need to be engaged at an emotional level, not just a cognitive level. This may mean drawing on transformational, experiential and other learning approaches.
  - Training should provide practical examples, and use role play to connect conceptual discussions to real-world practice.
  - Training should allocate time for discussion to engage participants, clarify misunderstandings and reflect on the practical application of training content.
- Trainers and facilitators
  - Including senior police personnel in gender training can help reinforce the importance of the topic and demonstrate commitment.
  - Trainers and facilitators should, as far as possible, include a combination of men, women and persons of diverse sexual orientations and gender identities and expressions.
  - It can be useful to employ a combination of police officers and non-police officers as trainers and facilitators. Non-police officers, such as representatives from women's or LGBTI groups or from the wider justice sector, can bring external perspectives and may have unique expertise on the training topic.
- Timing and location
  - Consider whether the length, timing and location of training prevents some people from participating (for instance, women who may be expected to fulfil duties at home outside of normal working hours).
- Follow-up
  - Training should be supported by follow-up activities, such as evaluations 6 or 12 months later to assess learning outcomes and behaviour change; mentoring, shadowing or on-the-job support to reinforce learning; site checks; and services for participants to ask follow-up questions or access further information.

Dedicated police stations, desks or liaison networks for women, children or LGBTI people

A popular strategy for improving the quality of police response to women and children is to establish dedicated police stations (or units or desks) to deal with crimes against them. Likewise, some police services have established LGBTI liaison officer networks to engage

with those communities. These dedicated services are distinct from gender units (see page 33), which provide a gender lens across all policing functions.

Dedicated women's, children's and LGBTI services deliver more tailored and responsive policing to groups with particular needs and can act as a bridge to a range of other support services, such as legal aid, healthcare and counselling (these are sometimes grouped together in a "one-stop shop" where victims can access all services). Dedicated services can also overcome some of the factors that prevent women and LGBTI people from reporting crimes against them, such as cultural taboos and social norms that discourage speaking publicly about such crimes, shame and stigma, and a dismissive response from police. At the same time, it is a mistake to assume that women in dedicated services will have a "natural" affinity for the work: staff working in dedicated stations or units require specialized training regardless of their gender.[18]

Dedicated services operate differently in different contexts (see case study 5 on page 49). Women's police stations are often, but not always, staffed primarily by female officers. In some cases they are housed separately from the main police station; in other cases they are located within police stations. As the case study demonstrates, the set-up of dedicated services varies according to local context: there is no one, universal model. Segregating women into their own unit of the police can be perceived as perpetuating inequality and suggesting that regular police stations do not need to deliver services for women. Yet segregated services can offer a "back door to equality" that may be more culturally appropriate and politically possible in some contexts.[19]

Despite this concern, to be effective, police services with, or contemplating, dedicated services for women or LGBTI people should consider the following.

- Ensuring accessibility. Desks/stations are widespread enough and appropriately located to be geographically accessible (and contactable); are able to operate in diverse languages; are affordable; use procedures that are understandable to lay persons; and provide services for children/infants, such as play areas.
- Infrastructure to assure confidentiality, including private interview rooms and different entrances for victims and alleged perpetrators.
- Working in partnership with prosecutors and the judiciary to ensure cases are sufficiently robust to stand up in court and are not unduly delayed.
- Division of responsibilities and workload between regular police stations/units and dedicated stations/units, to ensure that all police continue to see preventing and responding to violence against women and people of diverse sexual orientations and gender identities and expressions as their responsibility and share a joined-up approach. An "any door is the right door" approach should be adopted, so that women may report to a women's station/desk or a general police station without impacting on how the case will be dealt with (that is, as a criminal or civil matter).
- Facilitating access to other services, including healthcare, counselling, legal aid, safe houses, etc., and co-ordinating case management across services.
- Specialized ongoing training for staff, and allocating staff in light of cultural practices and social norms. In some cases this may mean that women's stations should be staffed by female officers, or that dedicated units for LGBTI people be staffed by LGBTI officers, but this may not be necessary or desirable in all cases.
- Validating the important role and functioning of the stations/units as core police work so that they are not seen as "lesser" posts, attract poorer-quality officers or are viewed as providing limited promotion prospects.
- Strategies to raise public awareness about the presence and purpose of the units/stations.

- Allocating sustainable funding and resources, so specialized services and units do not create a demand that they cannot meet.

Women's police stations have the potential to raise the profile of violence against women and girls (VAWG) and lead to an increase in reporting, at least initially.[20] But ensuring effective police response to these reports requires additional support in terms of funding, political and managerial commitment, as well as linkage to a supportive justice system. The limited evidence for such stations/units leading to higher *convictions* for VAWG suggests they should be approached cautiously if this is the goal.

Police internal control and independent oversight mechanisms*

Robust internal and external oversight mechanisms can support wider efforts to integrate a gender perspective in policing, monitoring police performance and preventing and addressing bias, discrimination and abuse in police structures and operations. There are a variety of internal control mechanisms, including:

- human resources processes requiring background checks during recruitment
- ongoing performance review that supports both advancement and dismissal outcomes
- independent police units with responsibility for complaints, investigation and disciplinary processes involving alleged misconduct by police officers (also called "internal affairs" or "professional standards")
- increasingly, the use of technology such as body and dashboard cameras, which can both protect officers and act as an accountability mechanism to monitor conduct.

External oversight mechanisms are independent of the police, and some are independent from government entirely. These include:

- Ministry of Interior or Home Affairs (provides strategic direction for the police)
- judiciary (pass judgments or orders with which police must comply)
- parliament (drafts laws that police must enforce and oversees work of ministries)
- national human rights institutions, such as human rights commissions
- ombuds institutions
- anti-corruption commissions
- police complaints commissions.

Police may also report to or co-operate with community policing forums or civilian oversight bodies. In addition, police are informally overseen by civil society organizations, including the media, advocacy groups and research organizations.^

To integrate a gender perspective effectively, internal and external control and oversight mechanisms should consider how the structures, policies and practices being monitored have a differential impact on men, women, boys and girls, and groups including people who are LGBTI, whether as staff or users of police services. This requires gender-disaggregated crime and case file data to analyse the influence of gender on victimization, perpetration and crime response. Oversight bodies should include a focus on the rights of women and LGBTI people, including scrutiny of handling of GBV and gendered hate crimes, so that police response to these marginalized groups is held to a high standard. This can highlight any police malpractice, as well as areas for improvement. Control and oversight mechanisms can also support greater diversity within the police by monitoring recruitment, selection, retention and advancement, as well as conditions of service. In addition, such mechanisms can prevent and address discrimination, bullying and sexual and gender-related harassment and abuse within the service, as well as GBV perpetrated by police towards the public.

* For more detailed guidance on gender and internal police oversight, see DCAF, OSCE, OSCE/ODIHR (2014) "Integrating gender into internal police oversight".

For more detailed guidance on gender and external oversight, see Tool 7, "Parliamentary Oversight of the Security Sector and Gender", and DCAF, OSCE, OSCE/ODIHR (2014) "Integrating gender into oversight of the security sector by ombuds institutions and national human rights institutions".

^ For more detailed guidance on civil society oversight, see Tool 9, "Civil Society Oversight of the Security Sector and Gender", in Megan Bastick and Kristin Valasek (eds) (2008) *Gender and Security Sector Reform Toolkit*, Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW.

To be effective, control and oversight mechanisms must be backed by a commitment from police leadership to take standards, monitoring and complaints of misconduct seriously and follow through on disciplinary action or institutional change. This means that internal affairs units or their equivalents must be well funded and respected within the police organization. It is important to bear in mind that oversight mechanisms, especially internal ones, can be vulnerable to the same political pressures that influence the wider police service or public service. Protecting the independence of oversight mechanisms from such pressures is difficult but critically important.

To be seen as credible by all groups within the community, control and oversight mechanisms should have a diverse staff. Given that those who suffer bullying, harassment and abuse often do not report for fear of retaliation, the onus for reporting should not be placed solely on victims. Oversight mechanisms should take an assertive approach to seeking out gender-disaggregated staff experiences, such as by conducting regular anonymized surveys or interviews.

Scrutiny by control and oversight mechanisms should be welcomed by the police as a necessary and useful function, ensuring the rule of law and protecting the rights of all people. The police should make efforts to work with oversight mechanisms (whilst respecting their independence), taking on board their recommendations as constructive criticism intended to create a safer society for all.

Community policing

Community policing is a policing approach that prioritizes building relationships and working with communities to resolve community safety and security concerns. Its focus on understanding community needs and tailoring policing strategies to those needs means that it can assist in providing more gender-aware policing.

While community policing can take a wide variety of forms, a common feature is community–police forums where police and the communities they serve come together to share information, discuss concerns and jointly plan (see case study 6 on page 51). Box 11 sets out an example of how these forums can develop joint action plans.

Community policing can also be an effective way to promote the role of women within the police service, because the strong communication and diplomacy skills required in community policing are often seen to be particular strengths of female officers. The US National Center for Women and Policing has found:

> … women 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 … the very presence of women in the field will often bring about changes in policies and procedures that benefit both male and female officers.[21]

Having more women police can thus in itself help to pursue community policing and reorient the culture of the police service more broadly.

Yet there are also criticisms of community policing.[22] The "community" element of community policing frequently exaggerates the degree to which communities are a cohesive social unit, glossing over the fact that community policing very often excludes some parts of the community. Moreover, transforming the orientation of a police service is virtually impossible in a societal context characterized by high levels of inequality and exclusion. This underscores the importance of reforms within the police being connected to wider transformation in society regarding inclusion and protection of rights.

Box 11: Community security action plans

While community policing is commonly understood as a partnership between police and communities, civil society organizations can also support more community-based security initiatives that may involve the police, but need not always do so. Saferworld's community security action plans are one such example, and have been implemented in countries as diverse as Kyrgyzstan, Nepal and South Sudan. They enable communities and key stakeholders, including security providers, jointly to identify and prioritize security concerns and their underlying drivers.

A community security action plan is formulated by a community in response to a security or public safety problem affecting its members. Action planning involves diverse members of the community, security providers and other key actors together developing a plan that clearly outlines a roadmap for activities that is realistic, achievable and will yield visible results. Communities should define their own criteria for what successful changes will look like. The plan is owned by and accountable to the community, and should build upon existing capacities and resources.

Such plans include:

- a clear statement of the problem
- the agreed steps to address the problem
- the allocation of tasks
- objectives and indicators of progress
- regular review dates for checking on progress.

The core component of community security action plans is a clear statement of workable, time-bound actions that stakeholders will implement – with a clear allocation of responsibility for progress. There is almost no limit on the actions that can be included, as long as they are achievable within the capacities and resources available to the stakeholders and their networks.

Some community security action plans specify simple solutions to problems, for example fitting locks to common doors in apartment blocks. Others, such as installing street lights or regular consultations for police officers to meet local residents to discuss crime, may require significant time investment. What is common to all is that to be successful, institutions, communities and individuals must work together towards agreed objectives.

To ensure that community security forums address the needs and interests of all people, including those often marginalized because of their gender, it is crucial that the forums are inclusive and make all voices heard. This may be by ensuring representation of marginalized groups within community security forums, or by holding separate forums where marginalized groups feel safer and more comfortable discussing their concerns openly.

Source: Adapted from W. Bennett (2014) Community Security Handbook, London: Saferworld.

Despite these shortcomings, community policing initiatives have been found to result in improved feelings of safety among women, although it is unclear if levels of VAWG have in fact declined.[23] Any efforts to embark on community policing should therefore be realistic about what it is likely to achieve, and conscious of the difficulties and long-term nature of genuinely shifting a policing philosophy.

Working with non-state security and justice providers

Various non-state policing providers are present in different contexts. Non-state policing actors may include customary leaders; social and religious organizations; armed groups and gangs; community groups or officers; professional associations; and commercial security providers. Often the same actors perform policing, justice and dispute-resolution functions,

with little or no separation between these roles. In some contexts these non-state providers may be more numerous, better trained, better resourced and more powerful than the state law enforcement agencies.[24]

Informal, non-state or customary providers of security and dispute resolution are frequently criticized for discriminating against women and minority groups. Yet they remain widely utilized, in part due to their cultural legitimacy, proximity and perceived affordability relative to the formal system. Given that many people continue to rely upon them, it is important to consider how non-state policing services can be engaged with to promote gender equality. Strategies that have been successful include:

- training in gender awareness and rights
- including women in patrols or decision-making processes
- recording decisions on punishment to provide a record of precedents that can be used to highlight and avoid discrimination
- working with customary and religious leaders to enact and enforce by-laws and religious laws in support of the rights of women and LGBTI people, including to alter or end harmful traditional practices
- supporting community-based dispute-resolution mechanisms to work with women and LGBTI people to support them in disputes and protect against discrimination.

Depending on the relationship between state and non-state policing providers, civil society organizations may be better placed than state law enforcement agencies to work with non-state providers. In the Solomon Islands, for example, male and female community officers have been appointed in rural communities to act as a bridge between communities and police, and are helping to rebuild relationships with the state in a context with many remote, hard-to-reach communities.[25] These community officers are often the first port of call for people with problems or disputes and assist people in navigating state-provided services, including many women with experiences of domestic violence.

Engagement with non-state policing providers will not always be appropriate, and will demand different strategies in different contexts. Any work with non-state providers should be conscious of the dangers of doing harm by reinforcing discriminatory practices.

4.4 By changing societal expectations and biases about gender

This section considers what role the police can play in wider social norm change to address the underlying inequities that sustain gender inequality in the first place. In this sense, while the previous sections deal with ways to rectify the exclusion of women, broader diversity and GBV, this section more ambitiously aims to work towards a society without such exclusion and violence. Importantly, such strategies for change can be mutually reinforcing. For instance, efforts to shift gender stereotypes within society might encourage more women and more diverse people to join the police service.

Public awareness campaigns

Public awareness campaigns can challenge popular stereotypes and biases related to gender. They can take a range of forms, including billboards, television advertisements, television and radio programmes, online campaigns, mobile telephone alerts and community events such as dialogues and sensitization workshops. Police can play a useful role in such campaigns, given their leadership role in the community and stereotypes of policing as traditionally masculine. Partnerships between police services, other government departments, civil society and international organizations may usefully challenge such stereotypes. For instance, police may:

- use billboards or radio programmes to spotlight female or LGBTI officers and challenge ideas of policing as a masculine occupation
- share information to raise awareness of the laws on GBV and reporting options via text messaging services, radio/television programmes or community sensitizations
- participate in radio or television discussions about what it means to be a man, challenging ideas that manhood is rooted in physical strength or aggression
- participate in Gay Pride parades to show their support for the LGBTI community and LGBTI police officers.

Public awareness campaigns are usually one part of a package of interventions to achieve change; indeed, raising awareness in the absence of other reforms can be counterproductive. If more women are encouraged to report domestic violence to the police, yet the police are given no additional skills or resources to investigate, there is a danger that awareness raising can do harm by creating an unmet demand. But in the right combination, awareness raising can stimulate conversations about gender biases that contribute to problematizing stereotypes and promoting more equitable expectations about gender roles.

When formulating any type of awareness-raising campaign it is important to consider the potential risks and unintended consequences, and check that materials do not reinforce stereotypes. It may be useful to ask some or all of the following questions.

- What does the campaign imply about men, women, boys, girls and LGBTI people? Are the images and messages positive? Do they reinforce harmful stereotypes?
- Have a wide range of voices been consulted in developing campaign materials to ensure that the groups whose rights are being promoted support the approach?
- Does the campaign fit within a larger effort, such as a national action plan?
- Is our organization the best spokesperson or platform for this issue? Would it be better to work in partnership with, or support of, other organizations, including women's or LGBTI groups?
- Could the campaign cause harm, even inadvertently? If particular individuals are publicized, could they face backlash? If sensitive conversations are prompted within communities, what resources or support are made available to protect vulnerable people who might be exposed or victimized?
- What other strategies for change have been put in place to ensure that the intention of the campaign continues?

Engaging men and boys

Too often the problem of GBV is thought to be solved by working only with women and girls; the connections with violence against men and boys and with masculinities are ignored. Preventing GBV, in the majority of cases, means preventing violence perpetrated by men. As such, engaging men and boys in discussions about masculinity, power and violence and seeking to change their attitudes and behaviour are important. Police can play a role in preventing such violence and promoting this change.

Given that ideas of masculinity are formed in childhood and adolescence, it is important to engage boys in discussions about masculinity. Police officers can play important roles, using their respected position and their conventionally masculine stereotype to challenge boys' ideas of what a man is. In Timor-Leste, for instance, a campaign by the Secretary of State for the Promotion of Equality, the Association of Men against Violence and the UN used high-level figures, including the president, prime minister, national army chief of staff, deputy police commander and president of the national Parliament, to advocate against VAWG, using their male leadership to send a message to men and boys. In another campaign, the

Ugandan police publicly carried babies on their backs and wood and water on their heads to draw attention to gendered divisions of labour and raise awareness about high rates of VAWG.[26] Such campaigns gain profile precisely because of the conventional stereotype of policing as a masculine activity, highlighting the opportunity for police services to challenge gender norms.

A wide range of organizations supporting work with men and boys have come together as the MenEngage global alliance, encouraging men and boys to be active change agents in achieving gender equality. The police can play an important role in challenging gender stereotypes – both by being leaders in supporting initiatives such as MenEngage and by cultivating discussions within the service itself. Case study 7 on page 52 is an example of masculinity training conducted with the Pakistan police to improve police responsiveness to women by reflecting on officers' own masculinities.

One form of work with men and boys that is gaining traction in some countries, including Scotland and Australia, is with perpetrators of violent or controlling behaviour against their intimate partners. Often called men's behaviour change programmes or domestic violence perpetrator programmes, the police are just one point of referral, with courts, prisons and social service departments also referring men to these services. This approach is used in conjunction with other legal penalties – it is not intended to provide lenient treatment for offenders. Rather, in view of high rates of recidivism in conventional approaches, behaviour change programmes aim to address the root causes of intimate partner violence and prevent future violence.[27] Behaviour change programmes support perpetrators of violence in finding alternative, peaceful forms of expression through counselling, anger management and cognitive behavioural therapy.[28]

Conclusion

As this Tool sets out, a broad range of measures can be undertaken to integrate a gender perspective in policing and ensure that policing contributes to gender equality. While the options provided here are wide-ranging, they are not exhaustive. Given the scale of the challenges, there is a need to continue to test new approaches. Not all the measures included here will be appropriate in all contexts. The need for more gender-aware policing remains relevant everywhere, but how it is pursued will vary. The self-assessment questions in Section 6 provide prompts for thinking about what may be appropriate in particular contexts.

The last decade has produced an abundance of experience of integrating a gender perspective in policing. This wide catalogue of experience must actively contribute to learning about what works and under what conditions. In all places, measures for integrating a gender perspective will be more effective where they are context relevant, locally led, politically smart, supported by leadership and connected to wider processes of social change. This means the path to policing that meets gendered security needs and contributes to gender equality will take different forms. While that poses challenges for collating tools such as this one to inform progress, those different forms should be embraced and shared so that we can better support each other in continuing to advance gender equality.

Endnotes

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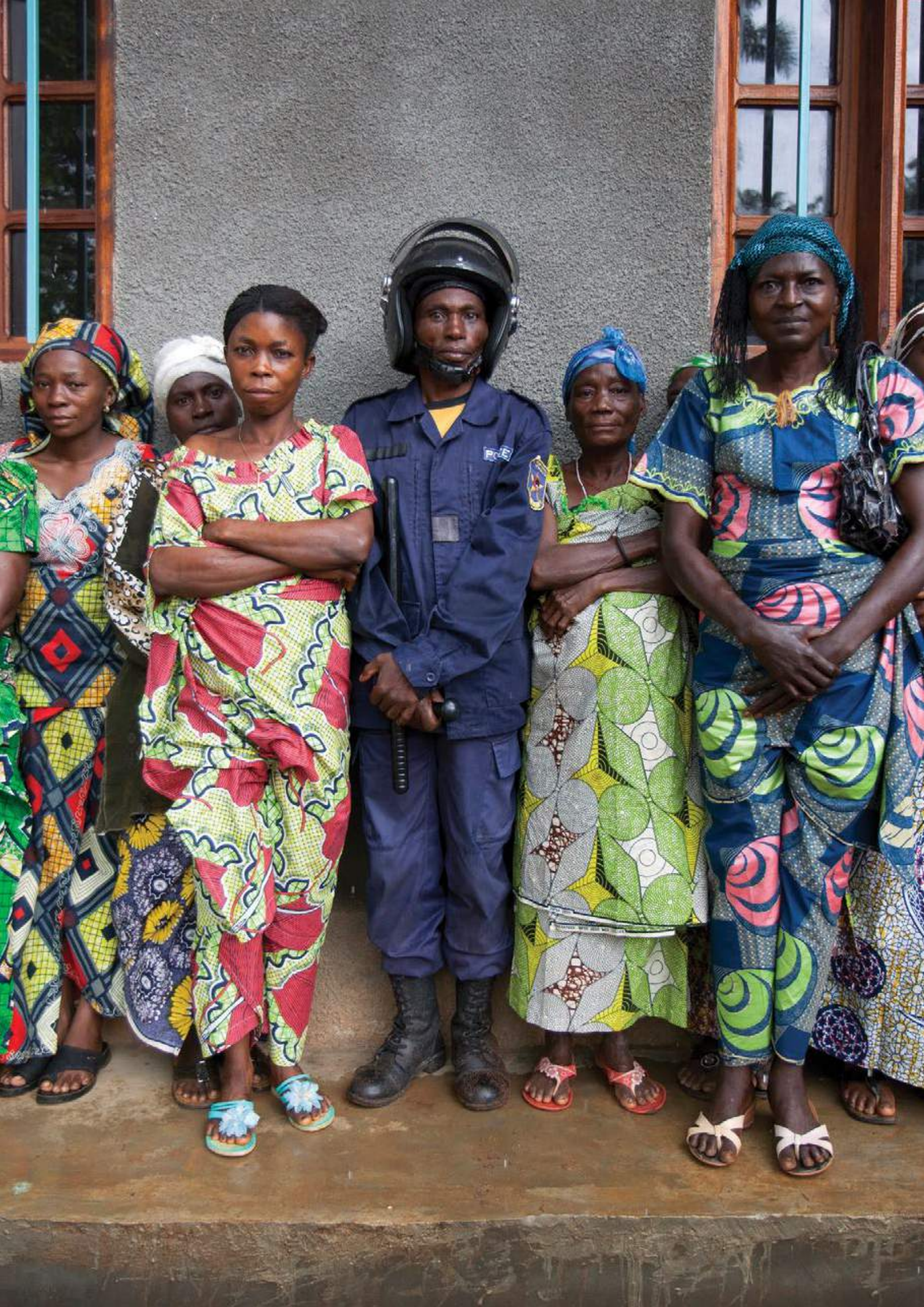

5. Case studies

Case study 1: The Palestinian Civil Police's Gender Unit and Gender Strategy

In 2017 the Palestinian Civil Police (PCP) launched a five-year Gender Strategy, the first of its kind among Arab states. The Strategy was the result of a year of gender analysis and consultations in collaboration with other national stakeholders, civil society, UN Women, the UN Development Programme and the European Union. It built upon the establishment of a Gender Unit in 2011 and a Gender Steering Committee in 2013, which brought together deputy heads of key PCP departments. To mainstream gender in the PCP, the Gender Unit focused on changing perceptions about gender and removing barriers to integrating a gender perspective, ultimately creating space to progress work on gender as a legitimate area of policing.

The PCP's Gender Strategy details policies for integrating a gender perspective into recruitment, retention, training and design of facilities. It commits to increase women's participation in the PCP from 3.75 per cent to 7 per cent over the next three to five years. Challenges within existing policies and procedures that need to be addressed to make progress on gender inclusion are identified. The Strategy is fully budgeted and its implementation is now under way, with parts of it integrated into departmental work plans, and 11 Gender Coordinators have been appointed across districts to support the three full-time staff of the Gender Unit.

Senior management commitment to the Strategy was crucial to its achievement. The Chief of Police was motivated to recruit more women in order to provide better services to the whole population and improve trust in and credibility of the police among citizens. These efforts to improve gender responsiveness within the PCP have been supported by additional reforms alongside the Gender Strategy, including the establishment of the Family Protection and Juveniles Unit, a Grievances Office and community policing structures, demonstrating how several measures can be used in support of each other.

Sources: EU Coordinating Office for Palestinian Police Support (2017) "Palestinian police launch its gender strategy", 23 February, www.eupolcopps.eu/en/node/5118 (accessed 17 October 2019); W. Alhussein (2017) "Navigating gender in the police force", This Week in Palestine, No. 226, February, http://www.thisweekinpalestine.com/navigating-gender-police-force/ (accessed 9 November 2018); Palestinian Civil Police (2016) "Palestinian Civil Police Gender Strategy", Ramallah: Palestinian Civil Police.

Image: Listeners at the inauguration of a new police station in Mambassa, eastern Democratic Republic of the Congo, which was to house a special unit for the protection of women and children, 2013 © UN Photo/Sylvain Liechti.

Case study 2: Recruitment and advancement of women police in South Africa

The South African Police Service (SAPS) has achieved impressive representation of women in its ranks, including at senior levels. In 2017 women constituted 27.5 per cent of the SAPS. From 2008 to 2015 female officer representation increased in top management positions from 17.9 per cent to 37.5 per cent; and in senior management positions from 20.7 per cent to 34.8 per cent. In part these increases are attributed to a whole-of-government commitment to gender equality as part of its implementation of the Convention on the Elimination of all Forms of Discrimination against Women. Each South African government line ministry and organization is required to have a gender focal point, reporting to the Office on the Status of Women established within the Presidency.

Within SAPS, several initiatives have supported the recruitment and advancement of women. A target of 30 per cent women officers was set in 1997 as part of wider affirmative action to ensure racial and gender diversity in the post-apartheid police service. In 2002 this target was increased to 40 per cent. To support its achievement, the following measures were put in place:

- 40 per cent of all training places are reserved for women, to improve their upward mobility to middle and senior positions
- 70 per cent of all places in the Emerging Leadership programme are reserved for women, to broaden the pool of women leaders
- all senior appointments are monitored to ensure they are in line with the SAPS Equity Plan goals
- all recruitment and promotion drives are monitored to ensure that units reach their targets.

In addition to these explicit targets, gender equality has been supported through the establishment of the SAPS Women's Network in 2003, and Men for Change within SAPS in 2004. The Women's Network provides support, mentoring and leadership training for women police, with the aim of supporting their advancement and developing "an assertive cadre of women leaders". The network nominates "champions" to lead its work, and annually reports on progress and future action plans. Men for Change plays a supportive role to the Women's Network, focused on creating a culture of openness within SAPS. Women's empowerment drives have been conducted across South Africa to encourage women to apply for promotions. Training in the implementation of the sexual harassment policy has been undertaken. The National Police Commissioner has provided important leadership on the issue of equality, directing officers to prioritize improving gender equity ratios, including by encouraging women to apply for promotion and to serve in specialized policing units.

While South Africa has achieved significant progress in the recruitment and advancement of women within the police, this sits alongside endemically high rates of GBV within the country. Indeed, South Africa has a femicide rate five times higher than the global average. This raises important questions about the role that a more representative police service can play in creating a safer society for women and persons of diverse sexual orientations and gender identities and expressions. Recruiting higher numbers of women is not sufficient in itself, and should be seen as just one measure among others in pursuing the goal of gender-responsive policing.

Sources: SAPS (2017) "Annual report 2016/17", Pretoria: SAPS; SAPS website, "Women's Network background", www.saps.gov.za/resource_centre/women_children/overview_women_network.php (accessed 22 June 2018); A. Ward and T. Prenzler (2016) "Good practice case studies in the advancement of women in policing", Police Science and Management, 18(4), p. 247; L. Emdon (2017) "Creating conversations on gender just communities: Reflections from the Institute for Justice and Reconciliations gender dialogues in South Africa", Cape Town: Institute for Justice and Reconciliation.

Case study 3: Police–civil society partnership for domestic violence training in Kazakhstan

In the context of ongoing reforms of the Kazakhstan police in the post-socialist transition, a domestic violence training programme has helped to improve police understanding of domestic violence and partnership between police and civil society.

In 1999 domestic violence units were set up within the Kazakhstan police by Presidential decree, yet few resources were provided to train staff or equip the new units. In practice, the "units" were simply existing police officers assigned as domestic violence focal points, with little additional support. This left the domestic violence units at risk of failing to deliver improved response to victims.

To fill the training gap, Florida State University (FSU) received funding from the US State Department and approval from the Kazakhstan Ministry of Interior to train the Almaty City Police on domestic violence. The team included a cultural anthropologist, an international security expert and Kazakhstani national, and a feminist criminologist. The team developed the training incrementally, so it is grounded in understanding the practices, experience and realities of the Almaty City Police. These included severely constrained resources – no laptop computers or cameras, which are routinely used in combating domestic violence in the United States. Rather than seeking to fill these resource gaps, providing only a short-term fix, the FSU team developed the training with these realities in mind.

Building on lessons from the US experience of domestic violence response, the FSU researchers brought in the expertise of two local NGOs in Kazakhstan: Podrugi and the Feminist League. An intercultural train-the-trainer approach was adopted. This meant integrating local expertise with US and international experience in developing the curriculum as well as the method and style of delivery, to ensure it resonated with the Kazakh police audience. Training was initially delivered by US police trainers, gradually shifting responsibility to local police officers and NGO leaders.

The training curriculum was carefully designed.

- It covered definitions of domestic violence, its relationships to gender inequality, motivations and triggers and the role of local customs. This was largely delivered by local NGOs.
- It drew on the experiences of Kazakhstan police, who spoke about cases and outcomes and innovative uses of the existing criminal code and protocols.
- It involved lawyers, prosecutors and judges discussing legal avenues for combating domestic violence.

The interactions between the Kazakh police and local NGOs, wider criminal justice sector actors and US police trainers were important in building relationships, understanding and collaboration. Through partnering with local civil society organizations (women's groups in particular) to deliver the training, Kazakh police learnt from NGOs, saw the value of their work and saw women take on leadership roles in delivering training. The training was itself a forum for changing police culture. The collaboration on training resulted in ongoing partnerships between police and NGOs. For example, a police domestic violence officer joined a women's NGO in a phone-in radio programme, answering questions about domestic violence. The colonel in charge of Almaty's domestic violence unit also volunteered to work with NGOs in drafting legislative proposals for the development of a domestic violence law. This law was officially adopted in 2009, and the police personnel who were initially trained continue to train others in combating the problem.

This example highlights how training can deliver new knowledge and skills, as well as provide opportunities for new partnerships and ways of working, if appropriately designed and implemented.

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Case study 4: Training to tackle LGBTI-phobic crime in Hungary

In Hungary, the LGBTI organization Háttér began training the police on LGBTI-phobic crimes in 2010, in the wake of increasingly violent attacks on Gay Pride marches. A working group made up of legal scholars, lawyers, sociologists and training specialists was established to develop the training, based on an assessment of why investigations of hate crimes fail and what police are taught about LGBTI people and hate crime. They found police knowledge about LGBTI people and hate crimes to be very low. Training was therefore developed to:

- acquaint participants with basic knowledge about the LGBTI community and raise awareness about discrimination against them
- provide legal and practical information about various types of hate crime and best practices for providing support to victims.

The working group also identified key people within the police with direct influence on hate crime investigations who could play a "multiplier" role. One such person was the Head of Crime Prevention in the Budapest Police, who became a key ally and assisted Háttér in developing the training proposal in a manner that would be acceptable to the police. Háttér had significant knowledge of police structures and ways of working, having accompanied LGBTI crime victims to police interviews. This helped them to develop a curriculum that spoke to police needs.

A two-day training course was developed for police services countrywide, and delivered by non-police trainers with experience of working with the police. The training involved four modules.

1. Prejudices and the LGBTI community: concepts of sexual orientation and gender identity; characteristics of the LGBTI community; prejudices about LGBTI people; institutional homophobia and transphobia.
2. Equal treatment in criminal procedures: concept and legislative background to equal treatment; LGBTI people in criminal procedures; LGBTI people as a vulnerable victim group.
3. Significance of hate crimes: definition and significance of hate crimes; effects of hate crimes on victims; hate groups and perpetrator profiles.
4. Responses to hate crimes: definition of "violence against a member of a community" and "incitement to hatred" in Hungarian criminal law; indicators for hate crimes; victim protection; data collection and protection.

The training utilized innovative methods to expose prejudices that can get in the way of police work. An exercise called "Leila and Mohamed" involved telling the story of a girl crossing the river to meet her lover, with participants asked to rate characters in the story based on sympathy when different levels of information were provided. This revealed how assumptions based on stereotypes can lead to miscalculations and less effective policing. Recorded stories from victims of LGBTI-phobic crimes were used to demonstrate the detrimental effects of hate crimes, asking interviewees about how they felt during the

attack, their experience with the police and the lasting effects of the attack on their sense of security and identity. (This approach of using recorded stories avoided the risk of exposing victims to a "live" police audience, which risk retraumatizing the victim.) These stories built empathy on the part of the police and their understanding of how police conduct affects people, as well as the effectiveness of investigations.

Engaging the police on a specific problem – in these case LGBTI-phobic crimes – was found to be more effective than general gender sensitization or training. It was more relevant to police officers' concrete duties, while still providing an entry point to discuss attitudes, prejudices and stereotypes around gender. In addition, using interactive training exercises rather than lecture-style presentations supported reflective learning.

The initial training course involved just 30–40 officers, but it has grown over time as police appetite has increased and the training has been well received. Háttér finds LGBTI community members report better treatment by those police who have undergone the training than those who have not. In its own engagement with the police and programme evaluation, Háttér notes that those who have participated in the training have retained a nuanced understanding of hate crimes more than a year after the training.

Source: R. Poláček and J. Le Dérof (2011) "ILGA-Europe Toolkit for Training Police Officers on Tackling LGBTI-phobic Crime", Brussels: ILGA-Europe.

Case study 5: Women's police stations in Brazil and India

Police desks or stations dedicated to women and VAWG exist in diverse countries, including Argentina, Bangladesh, Bolivia, Colombia, Ghana, Kenya, Malawi, Nepal, Pakistan, Peru, the Philippines, Sierra Leone, South Africa, Sri Lanka and Uganda. The first two such stations were set up in India in 1973 and Brazil in 1985. Returning to these two cases is instructive in demonstrating how different approaches to dedicated services can be appropriate in different contexts, and what results they can produce over time.

Brazil

Brazil's women's police stations, known as *Delegacias de Mulhe*r (DMs), were established in response to pressure from women activists in the face of impunity for high rates of wife murder, sexual assault and domestic violence. The DMs were designed to register, investigate and prosecute VAWG, with the intention that survivors attended to by specialist services would avoid the revictimization and dismissive treatment received when reporting to regular police. The DMs are staffed by both male and female officers, but generally attract higher numbers of female officers. Women's organizations successfully lobbied for the DMs to provide referral services for counselling, housing and legal support. In the 1990s a soap opera focused on the role of the DMs ran for two years, helping to publicize their services. By 2011 there were 475 DMs across the country.

The establishment of the DMs led to a massive increase in reporting of domestic violence, and they struggled to respond to this given limited personnel, training and resources. The overextension was caused in part by regular police stations referring all matters involving women to the DMs, regardless of whether or not they involved domestic violence. This backlog in DMs' handling of complaints then eroded the force of their image as a deterrent. It became known that a report to the DMs would mostly result in a "hand slap" for the perpetrator and likely a long, frustrating process for a complainant. To deal with the case backlog, the Juizados Especiais Criminais was established as a fast-track court for domestic violence, providing simplified inquiries, a legal judgment and alternative sentencing. In practice, the Juizados Especiais Criminais was criticized for decriminalizing domestic

violence, with excessively light penalties imposed. In 2006, following a husband receiving a two-year jail term for shooting and electrocuting his wife and rendering her paraplegic, the Juizados Especiais Criminais was abolished. A new fast-track court system was established in its place, mandated to follow the criminal code with stricter sentencing.

While there are challenges and criticisms of the effectiveness of the DMs, they remain "the single most important means by which violent crimes against women are, to an unprecedented degree, being criminalised in Brazil, and … a longer-term diminishment in cultural tolerance for violence against women accompanies that progress" (Hautzinger, 2016: 577). Moreover, a 2015 study by the World Bank attributed an estimated 17 per cent reduction in femicide in metropolitan areas to the presence of the DMs.

India

In India, while women have been integrated in policing alongside men since independence, All Women Police Units (AWPUs) were established first in Kerala in 1973, and more comprehensively starting in Tamil Nadu in 1992. In 2017 there were 613 AWPUs throughout India. These units focus specifically on VAWG and encourage women's reporting of violence against them in a context where male–female interaction is culturally taboo. Unlike in Brazil, the units came about due not to feminist pressure but to political concern regarding dowry deaths, where brides are harmed, killed or commit suicide after pressure for dowry payment. A women's police unit was also seen as useful for policing women – being able to question, search, arrest and disperse them.

The AWPUs are staffed by women and located in the same premises as, or close to, a general police station. Most VAWG complaints are dealt with in the first instance by reconciliation with the husband or his family, with referrals to counselling services regularly made. Psychologists and social workers are also present in the AWPUs. Where reconciliation is not deemed possible or desirable, the units can refer matters to court for prosecution. In addition to dealing with VAWG, the units patrol areas for Eve teasing, maintain order at public events and provide security for female ministers.

The AWPUs are now well known in India and receive large volumes of complaints, with one study attributing a 22 per cent increase in women's reporting of crime to their presence. Despite this, VAWG clearly remains a widespread problem in India and the AWPUs have been criticized for having little impact and resulting in few convictions. However, as in Brazil, judging their impact in terms of convictions alone is potentially misleading. A survey of 60 randomly selected complainants across three AWPUs found that while only 12 per cent of complaints resulted in court referrals, 93 per cent of women reported the immediate response of the AWPUs as satisfactory; 72 per cent reported receiving family counselling and 68 per cent of these were pleased with the counselling; 68 per cent reported successfully negotiating with their husband's families; and 50 per cent felt their husbands' violence reduced as a result of the AWPU intervention. Thus while women's police units may not be a certain path to more convictions of perpetrators, their value may lie in other forms of redress, and in the message they send to society that VAWG is not tolerated.

Sources: S. Hautzinger (2016) "Policing by and for women in Brazil and beyond", in B. Bradform, B. Jauregui, I. Loader and J. Steinberg (eds) The Sage Handbook of Global Policing, London: Sage, pp. 573–593; E. Perova and S. Reynolds (2015) "Women's police stations and domestic violence: Evidence from Brazil", Policy Research Working Paper 7487, Washington, DC: World Bank; M. Natarajan (2008) Women Police in a Changing Society: Back Door to Equality, Aldershot: Ashgate; S. Amaral, P. Nishith and S. Bhalotra (2018) "Gender, crime and punishment: Evidence from women police stations in India", Ithaca, NY: Cornell University NEUDC, www.barrett.dyson.cornell.edu/NEUDC/paper_32.pdf, pp. 123–135.

Case study 6: The OSCE Community Security Initiative in Kyrgyzstan

Following violent inter-ethnic clashes in the southern Kyrgyz provinces of Osh and Jalal-Abad in June 2010, the government of Kyrgyzstan requested the OSCE's support to help the police working in a multiethnic environment protect human rights and improve community–police relations. Working closely with the Kyrgyz authorities, the OSCE agreed to send unarmed civilian police advisers to ten districts across the country, primarily in areas around southern Kyrgyzstan, which later expanded to 15 districts. The Community Security Initiative (CSI) was given a mandate in November 2010 by all 57 OSCE participating States to support Kyrgyzstan's police in dealing with the still-fragile security situation. The main focus of the CSI was to increase respect for and protection of human rights by the police and to build confidence between law enforcement agencies and communities, including through the promotion of multiethnic policing.

To encourage dialogue as a way to build better relations, each CSI team instigated monthly community–police discussion forums, known as Community Safety Working Groups, wherein police, local authorities and civil society representatives talked about their concerns. Eighteen mobile police stations were set up, providing easy day-to-day access to police services for more than 82,000 people over five years. The CSI trained some 2,500 Kyrgyz police officers, developing their skills in community policing, including facilitating communication between police and remote communities, and promoting human rights. Small-scale community initiatives, such as sports events, police open days and cultural celebrations, were used to rebuild bridges between communities and police. The CSI was assisted by a Human Rights Adviser with gender mainstreaming competence who helped police advisers to integrate a gender perspective into their work.

Following the achievement of its objectives, the CSI's mandate came to an end in December 2015.

Source: OSCE (2012) "The Community Security Initiative", 12 April, https://www.osce.org/bishkek/106312 (accessed 19 June 2019).

Case study 7: Masculinity training for the Pakistan police

In Pakistan the NGO Rozan seeks to improve police response to VAWG by encouraging the police to reflect on their own masculinities and attitudes towards gender. Over 98 per cent of police in Pakistan are male. Starting in 1999, Rozan ran the Rabta Police Training Programme in partnership with the National Police Academy, National Police Bureau, Islamabad Police and provincial police departments. Recognizing that achieving change within the police would require a sensitive entry point, Rozan developed a three-day attitudinal change module.

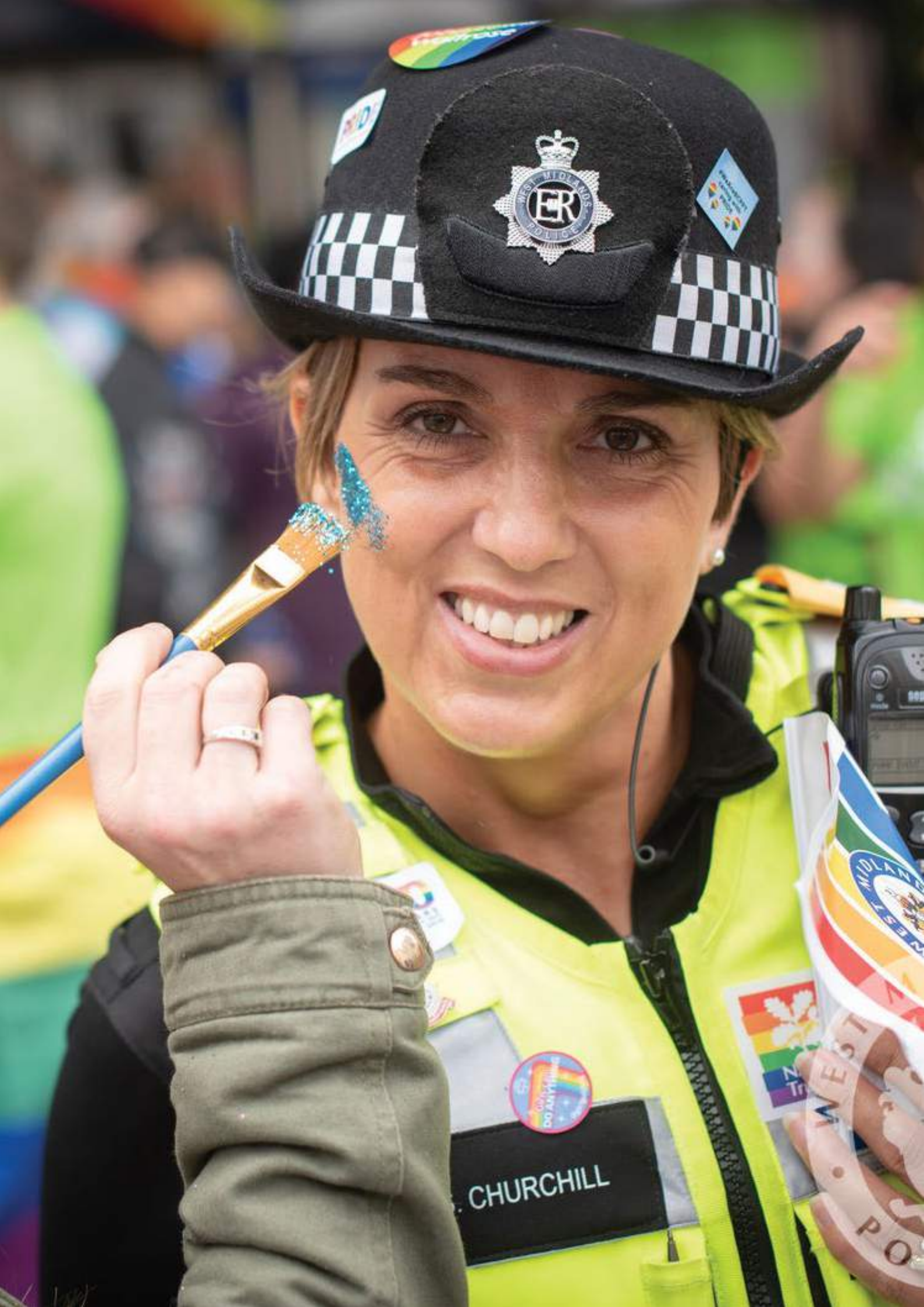
The module was developed by an interdisciplinary team, including psychologists, anthropologists and sociologists, to recognize the diverse factors that contribute to police attitudes and behaviours towards women. The workshops were non-confrontational, aiming to strengthen life skills before broaching the more sensitive issues of gender and VAWG. The training covered three components: self-awareness, life skills and social awareness. It began by exploring "how men themselves understand masculinity, in terms of societal expectations and norms about male behaviour. The module leverages this awareness to discuss the social roles and expectations of women" (Khan and Bashir, 2011: 1). Role play was used to encourage trainees to think about life skills needed in policing work, such as "how to articulate their needs assertively, express anger constructively and non-violently, manage stress, empathize with others and handle relationships effectively" (Khan and Bashir, 2011: 2).

While the training started as one-off workshops, Rozan began lobbying for the module to be integrated into the National Police Academy curriculum in 2002, so that it would become institutionalized within the police. Despite resistance, concerted advocacy and political opportunity created by Pakistan's process of implementing the Convention on the Elimination of All Forms of Discrimination against Women led to the module being approved as part of the curriculum for new recruits and serving police officers in 2006. After three years delivering the module within the academy, Rozan spent three further years handing the course over to police facilitators. From 2012 the training was delivered by Pakistan's police training academies.

More than 4,000 officers and 70 police instructors have received training directly from Rozan, and an estimated 70,000 police personnel have been trained by the police instructors. In 2014–2015 Rozan conducted an assessment of the training in two provinces. They found that the training continued and 70 per cent of trainers were still in place, but the material had been condensed and the interactive elements reduced, with likely impacts on effectiveness. Nonetheless, Rozan reports an increased awareness of gender issues among trainees, greater demand within the police for gender-related training and more openness to discussing issues of VAWG. This is important progress in the context of a militarized policing culture and a male-dominated service.

At the same time, the need for improved police response to VAWG continues and the issue struggles to gain profile. In recognition of this, in 2012 Rozan formed the Pakistan Forum on Democratic Policing, an alliance of civil society organizations to advocate for wider police reform. The forum engages directly with senior police management and politicians, and by 2018 had expanded to have chapters in two of the country's four provinces.

Sources: Interview with Babar Bashir, Managing Director, Rozan, 6 November 2018; S. Khan and B. Bashir (2011) "Promising practice case study: Rabta Police Training Programme, Pakistan", London: Social Development Direct; Saferworld (2014) "Masculinities, conflict and peacebuilding: Perspectives on men through a gender lens", London: Saferworld.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6. Guiding questions for institutional self-assessment

These guiding questions for institutional self-assessment are intended as a starting point to assess how a police service could better integrate a gender perspective and contribute to gender equality. They outline kinds of data that would need to be gathered and processed, and some possible steps for improvement.

This is not an exhaustive set of questions, and it should be developed and adapted for any context. Users of this Tool are encouraged to add further questions appropriate to how gender is currently dealt with in their institution. The guide need not be used chronologically: users can skip around and select those areas where they believe impact will be greatest, or where traction is most likely.

Other resources to support institutional gender assessments are listed in Section 7.

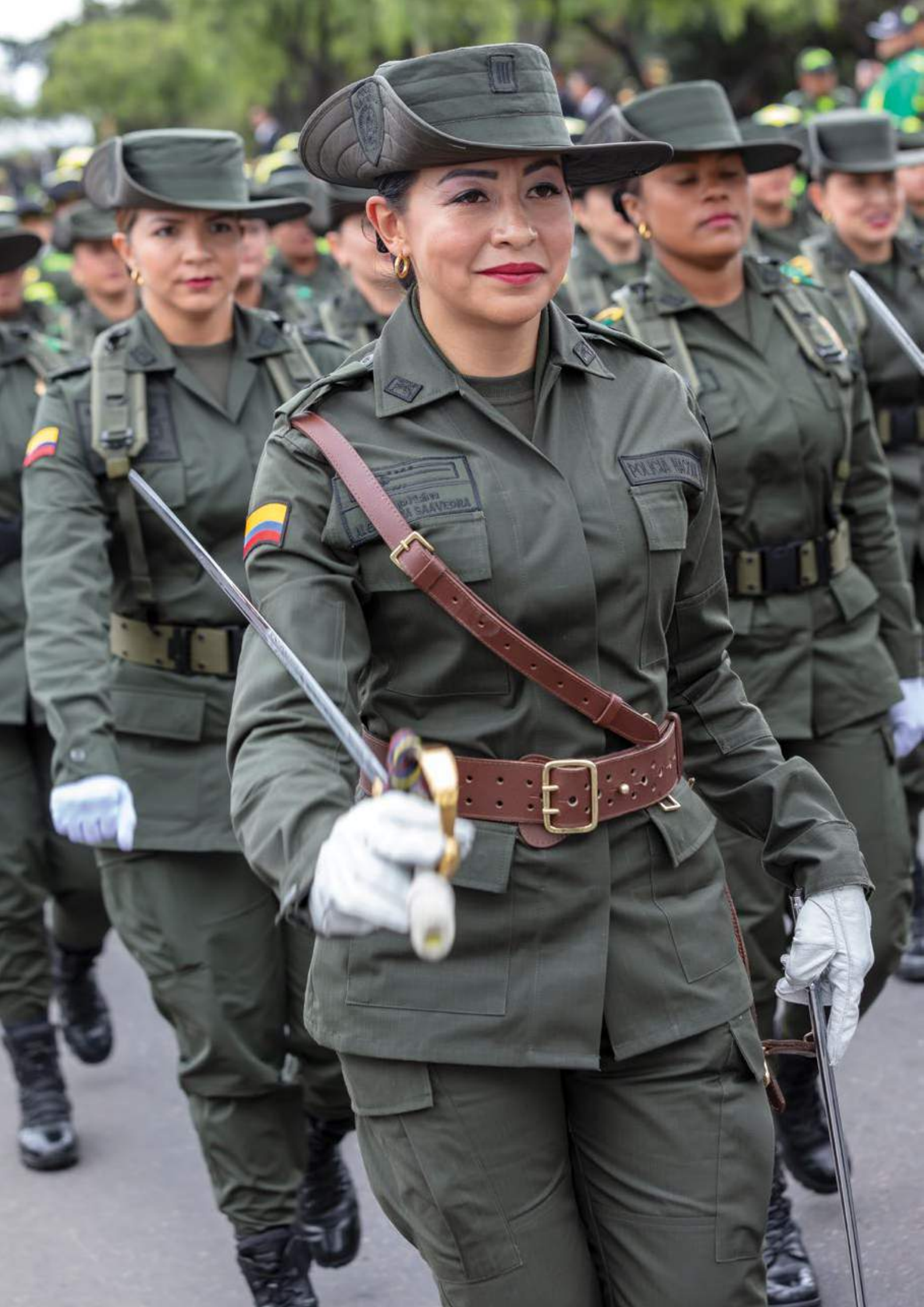
Questions to be addressed	Examples of data to be collected and analysed	Examples of steps for improvement
Are there policies and procedures in place that set out clear standards of non-discrimination, rights protection and equality?	✓ Does the law concerning policing include human rights, equality and non-discrimination as core values? ✓ Do codes of conduct specify diversity, equality, rights protection and non-discrimination? ✓ Are disciplinary codes clear on punishments for sexual or gender-based discrimination, harassment, bullying and abuse? ✓ Are gender considerations integrated in operational procedures for all policing functions? ✓ Are there specific standard operating procedures for GBV crimes?	✓ Put in place codes of conduct, policing laws or standard operating procedures that emphasize non-discrimination, rights protection and equality. ✓ Put in place clear disciplinary procedures for sexual or gender-based discrimination, harassment, bullying and abuse. ✓ Integrate gender considerations into all operational procedures. ✓ Develop standard operating procedures for GBV crimes

Image: West Midlands Police participating in Birmingham Pride celebrations, United Kingdom, 2018 © West Midlands Police.

Questions to be addressed	Examples of data to be collected and analysed	Examples of steps for improvement
Are policing policies and procedures monitored for gender responsiveness?	✓ Are sex-disaggregated crime and complaints data available? ✓ Have gender audits or institutional assessments been conducted?	✓ Put in place data management system to collect and analyse sex-disaggregated data, including crime statistics. ✓ Encourage internal and external oversight mechanisms to focus on gender, including GBV, when monitoring police performance. ✓ Conduct regular gender audits/assessments to identify areas for improvement.
Are policing organizations conducting research and learning about gender inclusion?	✓ Has research on GBV, gendered security needs/ experiences or gendered policing experiences been commissioned? ✓ Is available research on GBV, gendered security needs/ experiences or gendered policing experiences being used in developing policies and procedures?	✓ Work with external bodies to undertake preliminary research on gender and policing to prompt interest. ✓ Document consultations with associations for female and LGBTI personnel and civil society groups on specific issues.
Are recruitment processes tailored to target women and LGBTI people?	✓ Are recruitment processes including job descriptions, job advertisements, selection criteria and records of interview panels monitored and analysed with a focus on gender and diversity? ✓ Are associations for female and LGBTI personnel and civil society groups engaged in recruitment?	✓ Set gender and diversity targets for recruitment. ✓ Task human resources and/ or gender specialists with reviewing recruitment processes and updating procedures. ✓ Develop programmes to reach out to and support potential applications from women and underrepresented groups.
Are there obstacles or deterrents to female or LGBTI personnel to remain or advance within the police service?	✓ What is the percentage of women and men at each rank and in each type of role? ✓ Are retention and advancement monitored and analysed with a focus on gender and diversity? ✓ What types of complaints are lodged, internally and externally, by women and men?	✓ Implement human resources support, career development opportunities and advancement processes with respect to gender and diversity. ✓ Put in place family-friendly initiatives and flexible work practices. ✓ Conduct regular consultations with female and LGBTI personnel to identify improvements. ✓ Launch initiatives to encourage the institutional culture to value diversity.

Questions to be addressed	Examples of data to be collected and analysed	Examples of steps for improvement
Are there safe spaces for women and LGBTI personnel to support each other, seek out mentoring and jointly advocate?	✓ What institutional support systems are in place for women and LGBTI personnel?	✓ Support women and LGBTI officers to establish associations or networks. ✓ Establish mentoring schemes. ✓ Conduct regular consultations with female and LGBTI personnel to identify improvements.
Is discrimination, bullying, harassment or abuse within the police common, downplayed or tolerated?	✓ What is the prevalence of formal and informal complaints of discrimination, bullying, harassment or abuse? ✓ What are the barriers to men, women, LGBTI personnel and other groups making complaints?	✓ Demonstrate leadership commitment to an inclusive institutional culture. ✓ Put in place robust, zero-tolerance policies against discrimination, bullying, harassment and abuse. ✓ Conduct regular institutional climate assessments and consultations with female and LGBTI personnel.
Is the police service oriented towards crime prevention and community security?	✓ How do policing charters, governing legislation and organizational policies speak to crime prevention and community security? ✓ What is police leadership commitment to crime prevention and community security? ✓ How do men, women, girls, boys, LGBTI people and other groups within communities view the police?	✓ Advocate for a community policing approach as part of wider police reforms. ✓ Integrate greater interaction with communities, for instance through community–police forums, telephone hotlines for complaints, feedback and suggestions, or partnering with civil society.
Is there a clearly understood and utilized process for responding to GBV, including homophobic and transphobic crimes?	✓ Are policies/protocols outlining GBV procedures in place and consistently followed? ✓ What percentage of officers have completed relevant training, and how effective is it? ✓ What complaints are received from citizens or NGOs regarding GBV response? ✓ What have external oversight bodies found and recommended as regards police response to GBV?	✓ Put in place clear policies/protocols for GBV response, consulting with survivors', women's and LGBTI groups. ✓ Monitor compliance with policies/protocols' process and timelines. ✓ Consider use of dedicated police stations/units to provide more tailored services and co-ordination. ✓ Evaluate and improve training and mentoring on GBV response policies/protocols.

Questions to be addressed	Examples of data to be collected and analysed	Examples of steps for improvement
Are any specialized police services (units, desks or stations) to deal with VAWG, homophobic and transphobic crimes accessible, used and effective?	✓ What percentage of VAWG, homophobic and transphobic crimes are reported to police and to specialized police services (compared to sources such as crime statistics and independent research)? ✓ How many specialized police services are in each major population centre and region? ✓ What are the rates of successful police investigation, prosecution and conviction? ✓ What are the barriers to reporting to specialized police services?	✓ Consider establishing and resourcing gender units/ desks/stations. ✓ Training specialized staff. ✓ Conduct community-awareness raising about VAWG, homophobic and transphobic crimes and reporting pathways. ✓ Work with police prosecutors, public prosecutors and judiciary to strengthen cases brought for prosecution.
How effective are internal and external control and oversight mechanisms in monitoring and promoting gender equality?	✓ How do existing internal and external control and oversight mechanisms integrate a gender perspective? ✓ What percentage of complaints made to these bodies are from women, men, LGBTI people and other groups?	✓ Train staff of control and oversight bodies on gender equality and how to apply gender analysis in their work. ✓ Work with control and oversight bodies to undertake specific monitoring and reporting on gender issues
What social norms around gender (including masculinity) does the police service support or perpetuate?	✓ How are men, women and LGBTI people respectively depicted within and by the police service? ✓ How prominent are men, women and LGBTI people in police engagement with the public?	✓ Conduct public awareness campaigns to challenge gender stereotypes (including of police). ✓ Develop gender and diversity champions and role models. ✓ Implement gender awareness programmes within the service. ✓ Work with men and boys in communities to promote healthy masculinities. ✓ Consider perpetrator behaviour change programmes.



7. Additional resources

Websites

DCAF, "Gender and security", www.dcaf.ch/gender-and-security

DCAF, SSR Backgrounder Series, www.ssrbackgrounders.org

GBV IMS, Gender Based Violence Information Management System, www.gbvims.com

MenEngage Alliance, www.menengage.org/

OSCE/ODIHR, "Human rights, gender and the security sector", www.osce.org/odihr/human-rights-gender-and-the-security-sector

United States National Center for Women & Policing, www.womenandpolicing.com/

UN Women, "Peace and security", www.unwomen.org/en/what-we-do/peace-and-security

UN Women, "Virtual knowledge centre to end violence against women and girls – security", www.endvawnow.org

Guides and handbooks

Bastick, Megan (2011) *Gender Self-Assessment Guide for the Police, Armed Forces and Justice Sector*, Geneva: DCAF.

Bastick, Megan (2014) *Integrating Gender into Internal Police Oversight*, Geneva: DCAF, OSCE, OSCE/ODIHR.

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Image: Colombian national military and police march, July 2019 © Policía Nacional de los Colombianos.

National Center for Women and Policing (2000) *Recruiting & Retaining Women: A Self-Assessment Guide for Law Enforcement*, Los Angeles, CA: NCWP.

Polacek, Richard and Joel Le Déroff (2010) *Joining Forces to Combat Homophobic and Transphobic Hate Crime. Cooperation between Police Forces and LGBT Organisations in Europe*, Brussels: ILGA-Europe.

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UN DPKO/DFS (2008) *Guidelines for Integrating Gender Perspectives into the Work of United Nations Police in Peacekeeping Missions*, New York: UN DPKO/DFS.

UN DPKO/DFS (2018) *Manual on Community-Oriented Policing in United Nations Peace Operations*, New York: UN DPKO/DFS.

UNODC (2010) *Handbook on Effective Police Responses to Violence against Women*, Criminal Justice Handbook Series, New York: United Nations.

UNODC (2010) *Training Curriculum on Effective Police Responses to Violence against Women*, Criminal Justice Handbook Series, New York: United Nations.

UNPOL (2015) *United Nations Police Gender Toolkit*, New York: UNPOL.

UN SSR Task Force (2012) *Security Sector Reform Integrated Technical Guidance Notes*, New York: United Nations.

UN Women (2012) *Handbook for National Action Plans on Violence against Women*, New York: UN Women.

UN Women, WHO, UNDP and UNODC (2015) *Essential Services Package for Women and Girls Subject to Violence: Core Elements and Quality Guidelines*, New York: UN Women, WHO, UNDP and UNODC.

Watson, C. (2014) *Preventing and Responding to Sexual and Domestic Violence Against Men: A Guidance Note for Security Sector Institutions*, Geneva: DCAF.

Women Police Officers' Network in South East Europe (2012) *Guidelines for Gender-Sensitive Policing*, Belgrade: SEESAC and UNDP.

Policy briefs, articles and reports

DCAF (2015) "The police", SSR Backgrounder Series, Geneva: DCAF.

Grant, C. (2017) "Behaviour change approaches for social norms regarding gender", K4D Helpdesk Report 28, Brighton: Institute of Development Studies.

MenEngage Alliance and UNFPA (undated) "Engaging men, changing gender norms: Directions for gender-transformative action", advocacy brief, MenEngage Alliance and UNFPA.

Organization for Security and Co-operation in Europe (2009) "Bringing security home: Combating violence against women in the OSCE region. A compilation of good practices", Vienna: OSCE.

Saferworld (2016) "Gender and community security", London: Saferworld.

DCAF Geneva Centre for Security Sector Governance

OSCE Office for Democratic Institutions and Human Rights ODIHR

UN WOMEN