

UNITED NATIONS POLICE GENDER TOOLKIT

Standardised Best Practices on Gender
Mainstreaming in Peacekeeping

Handbook



First Edition
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For their contributions, the Police Division expresses its gratitude to the following:

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Preface

United Nations Police Gender Toolkit of Standardised Best Practices on Gender Mainstreaming in Peacekeeping

Mr. Stefan Feller, United Nations Police Adviser

I am very proud of the progress we have made in developing the capacity to mainstream gender perspectives among our own United Nations police officers and the host State police in our mission areas. Based on the Guidelines that were issued in 2008, this Toolkit of Standardised Best Practices on Gender Mainstreaming Policing in Peacekeeping aims to ensure that gender concerns are concretely implemented in all aspects of United Nations police mandated activities.

In recent years, both the demand for and the complexity of United Nations Police peacekeeping have changed dramatically. Ensuring gender-sensitive policing throughout the work of United Nations police is an operational necessity to professionally address the security needs of women, men, girls and boys. In doing so, we also need to reflect the communities we serve with an adequate representation of female police peacekeepers.

As a repository of standardized processes, procedures, templates, forms and checklists, the toolkit is a useful resource for police officers in their daily work in assisting the host State police in developing, implementing and monitoring projects related to gender-sensitive police plans and policies, and in preventing and investigating sexual and gender-based violence in post-conflict communities.

The tools are based on existing good practices gathered from proven experiences in our peacekeeping operations and our Police contributing countries. By standardising these tools we aim to ensure lessons are not only identified but also translated into future practice.

The toolkit is presented as a training package with a self-paced e-learning course and a training curriculum and handbook for an in-person course. The package is grounded on scenario-based exercises and case studies to hone the skills of United Nations Police officers. We have tried to present the issues in a way that will maximise the sustained transfer of knowledge and allow officers to apply lessons and replicate the training in their specific mission context.

The toolkit is the collective effort of over 50 contributors, including United Nations police gender focal points, host State police counterparts, police experts from our police-contributing countries, United Nations agencies and non-governmental organisations. An inter-agency consultation was undertaken in 2011 and two pilot train-the-trainers courses were undertaken in 2014 and 2015 certifying over 70 United Nations police officers and representatives from host State police and Police-contributing countries.

The growing scope and complexity of United Nations Police tasks and activities has to be matched by more strategic thinking and more sophisticated guidance, standards and concrete tools. By applying standardised good practices on gender mainstreaming we aim not only to innovate but be at the cutting edge of how we do business. This is not only about doing everything a little better and being more professional but it is about leading the change we want to happen as role models. It is about mastering what policing is about from our domestic police services to global policing – ‘protecting life and property’ – the core of our service, which starts with protecting and empowering the most vulnerable in the society.

Gender mainstreaming is our common responsibility in efforts to ensure a sustainable recovery from conflict and a lasting peace and security for all.

Introduction

What is this toolkit?

The United Nations Police Gender Toolkit: Standardised Best Practices on Gender Mainstreaming in Peacekeeping is a blueprint for the implementation of gender-related activities in policing mandates. Addressing gender-related concerns within conflict and post-conflict environments, it focuses on helping United Nations Police (UNPOL) officers to apply a standardised methodology and coherent approach across peace operations.

In three modules, it covers lessons on how to apply gender concepts to policing; how to develop a police gender strategy and action plan; how to assist the host State police in developing and implementing a gender equality policy and recruiting female police officers; and how to establish special police units to address sexual and gender-based violence (SGBV).

As a training package, it consists of materials for both a self-paced e-learning and in-person course with a training curriculum, a handbook and a compendium of project tools. It offers a range of standardised processes, model policies, procedures and strategies, templates, checklists and sample questionnaires to guide implementation in the field mission. The tools have been developed from proven good practice from police services worldwide.

Who is the intended audience?

This toolkit is intended for UNPOL police officers whose daily work is assisting the host State police in developing, implementing and monitoring projects related to gender-sensitive police plans and policies, as well as preventing and investigating SGBV in post-conflict environments. It is aimed for pre-deployment, induction and specialised in-mission training for Police contributing countries and field mission police components.

Why is gender mainstreaming policing in peacekeeping important?

In recent years, both the demand for and the complexity of United Nations Police peacekeeping have changed dramatically. Ensuring gender-sensitive policing throughout the work of UNPOL is an operational necessity to professionally address the security needs of women, men, girls and boys. An understanding of how conflict has affected the lives of women as compared to men, and girls as compared to boys, helps police peacekeepers to better

comprehend the context in which they are working. This guarantees that police peacekeepers not only improve the circumstances experienced by survivors of the conflict but also provide inclusive security that contributes to sustainable peace.

Gender has a profound impact on policing in peacekeeping. First, it addresses the importance of equal representation of women in the police organisation as a fundamental principle of democratic policing, which enhances the legitimacy of the police service. Second, it enhances the professionalism of the police organisation by ensuring that the different needs and concerns of women, men, boys and girls are considered in all police operations. An in-depth understanding of gender issues ultimately leads to better-informed decisions and more effective implementation of police mandates.

How to best use this guide?

This toolkit is divided into three modules: Module 1 focuses on capacity building of UNPOL officers on gender mainstreaming; Module 2 focuses on capacity building of host State police on promoting gender equality; Module 3 focuses on capacity building of host State police on preventing and investigating SGBV. The toolkit is accompanied by a Compendium of Project Tools that provides standardised forms, checklists, and templates for action plans and reports, model policies and strategies and many other tools. Throughout the toolkit an effort has been made to highlight case studies where such tools have been used and important points through diagrammes and tables.



MODULE 1: CAPACITY BUILDING OF UNPOL OFFICERS ON GENDER MAINSTREAMING



Figure 1 Photo from UNPOL Magazine, July 2012

Lesson 1 Understanding Gender Mainstreaming and the United Nations Policy Framework



What you will find in Lesson 1

- Gender concept definitions
- The importance of gender for policing in peacekeeping
- Gender mainstreaming policy framework
- International human rights law
- Security Council Resolutions
- DPKO/DFS policy and guidelines

Introduction

This chapter is divided into two sections. The first section explains gender-related concepts, and the second section explains the United Nations policy framework on gender mainstreaming and how to apply the framework to policing in peacekeeping.

The structure of this lesson



Introduction to Gender Mainstreaming



The United Nations Policy Framework on Gender Mainstreaming

Why is gender mainstreaming important?

A complete understanding of the meaning, purpose and method of implementing gender mainstreaming is important in order for the police to accurately and efficiently represent the population they are serving and to empower officers within the police service, in particular female officers.

Police activities that are gender mainstreamed have proven to increase the operational efficiency of the police organisations and to contribute to further the goal of gender equality.

In this lesson, United Nations Police (UNPOL) officers will learn how to:

- Define gender-related concepts
- Explain how gender is relevant to the mandate of the United Nations Police
- Describe the United Nations policy framework on gender mainstreaming
- Apply the United Nations policy framework to policing in peacekeeping

Project Tools included in this lesson

Project Tool 1: Definitions of gender-related terms

Project Tool 2: Checklist on international human rights legal instruments and standards on women's rights

Project Tool 3: Summary of Security Council Resolutions on Women, Peace and Security focusing on gender mainstreaming

Project Tool 4: Checklist on the operationalisation of Security Council Resolutions 1325 et al. focusing on gender mainstreaming

Section One: Introduction to Gender Mainstreaming



mainstreaming.

This section provides a definition of five gender-related concepts: gender, gender equality, gender mainstreaming, gender analysis and gender indicators. It is important to understand all these concepts to fully understand the process of gender



What you will find in section one

- The importance of gender for policing in peacekeeping
- Gender equality definition
- Gender analysis
- Gender mainstreaming definition
- Gender indicators

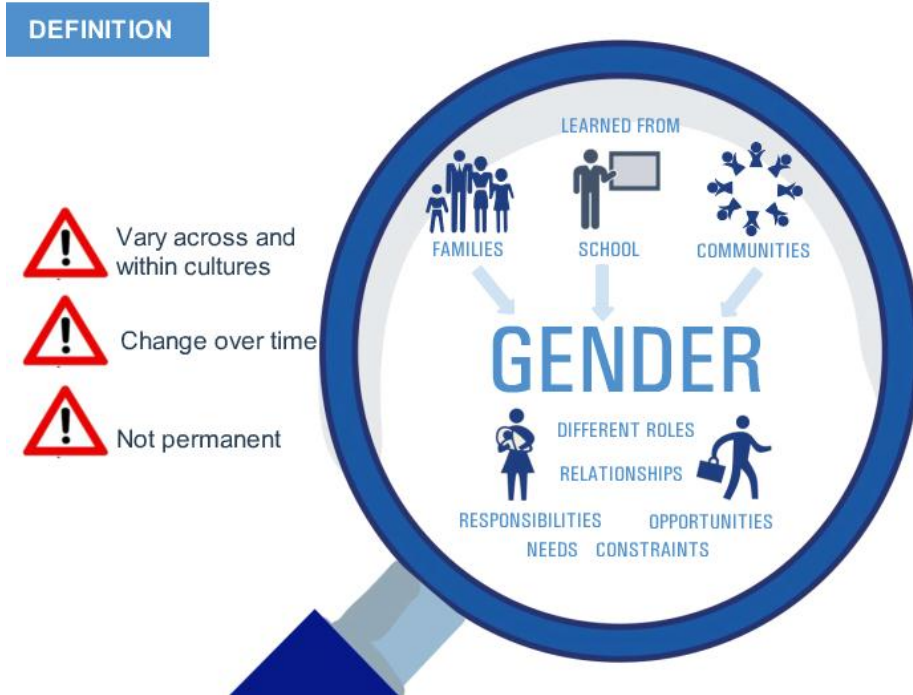
What do we mean by the term ‘gender’?

Gender refers to the different characteristics, roles, responsibilities, opportunities, needs and constraints for women, men, girls and boys. The majority of these differences are socially or culturally construed. They are learned from families, schools and communities, and can therefore be changed. The fluidity of gender can be illustrated in the way gender roles vary across and within cultures, and within time and different contexts.

Gender refers to the different characteristics, roles, responsibilities, opportunities, needs and constraints for women, men, girls and boys. However, the majority of these differences are socially or culturally construed. They are learned from families, schools and communities, and can therefore be changed. The fluidity of gender can be illustrated in the way gender roles vary across and within cultures, and across time and different contexts.

United Nations definition of gender
Gender refers to the social attributes and opportunities associated with being male and female, and the relationships between women and men, and girls and boys, and those between women and those between men.

Gender also determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in their assigned responsibilities, in their access to and control over resources and decision-making opportunities.



There are many ways these gender inequalities and stereotypes are perpetuated. One of the major ways is through our language. Language does not merely reflect the way we think, it also shapes our thinking. If words and expressions imply that women are inferior to men, that assumption of inferiority can become part of our mind set.

Stereotypes	
Men are	Women are
Strong, arrogant, violent, domineering, decisive, non-communicative	Weak, modest, peaceful, submissive, indecisive, communicative

The United Nations has adopted an editorial directive whereby staff is obliged to use gender-sensitive language. Using imprecise words leads to ambiguity and the perpetuation of stereotypes. For example, using the word 'man' or 'men' to mean humanity in general can elevate the male image and can cause the exclusion of women. By being aware of the language we use and changing it to be inclusive of women, the United Nations aims to transform behaviour and attitudes that legitimise and perpetuate the moral and social exclusion of women. Examples of alternatives to patriarchal vocabulary are listed below.

Word	Alternative, gender sensitive word	Comments
Policeman	Police officer	Use the gender neutral word when referring to a group of police officers.
Chairman	Chair or chairperson	Using the word 'chairman' gives the impression that only men can fulfil this role
Manpower	Staff or work force	Using the word 'manpower' gives the impression that only men are a part of the work force.
Manning table	Staffing table	Using the word 'manning' gives the impression that only men are able to do this.
The average man or man on the street	The average person	Using the word 'man' excludes women
Committee of wise men	Advisory panel	Using the word 'man' or 'men' excludes women
Fireman	Fire-fighter	Using the word 'man' excludes women
Men and girls	Men and women or women and men	Use parallel terms when referring to a group of adults.
Darling, sweetheart	Address people by their name	The use of affectionate terms in a professional environment is out of place.
A team leader is expected to lead <u>his</u> team with...	Team leaders are expected to lead <u>their</u> team with...	Avoid male terms, and change to plural.
The colleague's behaviour was typically female/male	The colleague's behaviour was... (specify)	Being specific reduces possibility of stereotype bias.

Figure 2 Gender-neutral vocabulary

The importance of gender for policing in peacekeeping

Gender has a profound impact on policing in peacekeeping in two main areas. First, gender is significant when considering the operational efficiency of UNPOL in peacekeeping missions. Police operations are more efficient if the different needs, experiences and consequences for women and men are considered during the planning, implementation, monitoring and evaluation of the mission. Second, the rebuilding of the police service after a conflict presents an opportunity to promote gender equality in the host State. Police peacekeepers applying international standards of gender equality are important actors in helping achieve this goal.



Project Tool 1:
Definition of gender-related terms

An understanding of how conflict has affected the lives of women as compared to men, and girls as compared to boys, helps police peacekeepers to better understand the context in which they are working. This ensures that police peacekeepers do not make matters worse for the local population or reinforce past discrimination. Having an in-depth understanding of the gender issues in a particular country should ultimately lead to better-informed decisions and more effective implementation of police mandates.

During the conflict, women may have been empowered by taking up previously male dominated roles. These roles include, for example, the participation of women in the fighting or the acquisition of new functions as heads of households. Therefore, post-conflict reconstruction can transform the gender-roles in society.

Key message



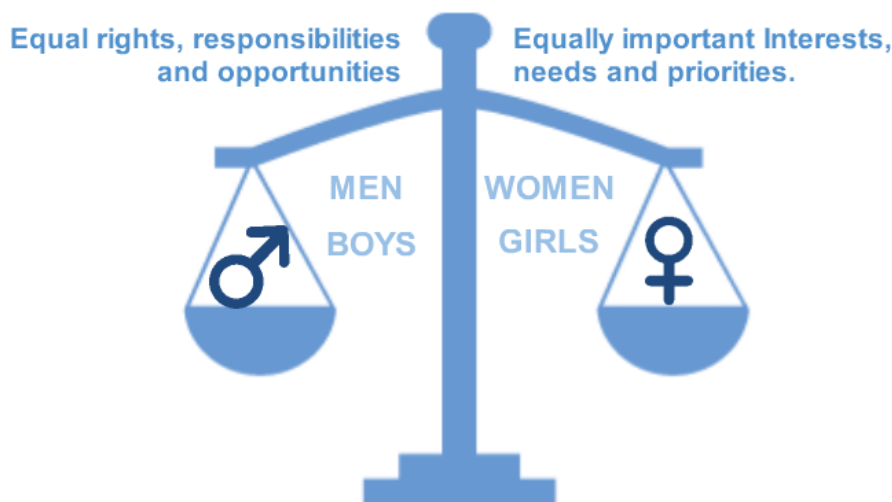
Gender is important in peacekeeping due to:

- Improving Operational Efficiency
- Promoting Gender Equality

What is gender equality?

Gender equality refers to the equal rights, responsibilities and opportunities of women and men. Equality does not mean that women and men are the same but that women and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognising the diversity of different groups of women and men. Gender equality is not a 'women's issue' but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable development.

DEFINITION



Like gender stereotypes, gender inequalities are deeply rooted in the culture and mind sets of individuals. In fact, gender stereotypes help perpetuate gender inequalities and are the largest barriers to achieving gender equality because they are so deeply rooted in socio-cultural belief systems. Consider the sample challenges and solutions to achieving gender equality on the next page.

United Nations definition of gender equality

Gender equality refers to the equal rights, responsibilities and opportunities of women and men, and girls and boys.

Facts	Barriers to gender equality	Recommendations
Women earn less than men	Unequal salary scale	Adopt a policy on equal pay for equal work
Women have less access to education	Unequal access to police ranks and posts, particularly command roles	Undertake special programmes to improve the education qualification of women
Women have to compete using male standards	Unequal opportunities during police recruitment	Review recruitment criteria in the police and adapt to male and female specificities
Women are required to do additional tasks, such as cooking and cleaning	Unequal job expectations and requirements	Adopt a list of duties and tasks
Women are evaluated with double standards in their job performance	Unequal performance evaluation criteria	Adopt transparent performance evaluation criteria and practices.

Figure 3 Gender equality challenges and solutions

While it may say on paper that women and men are equal, in practice, there are many barriers women face every day. These barriers can be explicit, such as a criterion that excludes women, or implicit, such as a criterion that is formulated in a gender neutral way but is based on a male standard. Both explicit and implicit barriers have severely negative effects on women. Any efforts toward gender equality must address the historical and implicit inequalities faced by women in the law and in practice, as well as the explicit inequalities.

Explicit barriers

Outright discriminatory barriers, such as written exclusionary rules.

Implicit barriers

Subtle or sub-conscious discriminatory barriers, such as norms and informal codes of conduct.

What is a gender analysis?

A gender analysis is useful in identifying the different activities within a society performed by women, men, girls and boys at the household and the community levels. This is referred to as the gender division of labour and societal gender roles. A gender analysis helps formulate questions to understand the societal relationships between women and men and how each group uses, controls and owns resources and how they make decisions. A gender analysis also helps understand the attitudes, behaviour and status of women and men in society and recognise their different needs and vulnerabilities, which is particularly useful in police peacekeeping.

Gender analysis can be used to show how the conflict has affected gender dynamics in the host society. For example, the men in a society in conflict may have been recruited into the fighting forces or been killed. The possible consequences could be the loss of the main source of income for families, less protection for women and children from sexual and gender-based violence (SGBV) and the displacement of communities, a large majority of whom would be women and children. These events may lead to an increased number of female-headed household and increased numbers of women among the poor and those affected by HIV/AIDS and SGBV. Therefore, policing in post-conflict operations needs a gender analysis to understand the different vulnerabilities between women, men, girls and boys.

Gender analysis helps us understand the relationships between women and men and how they use, control and own resources.

Sample questions for a gender analysis

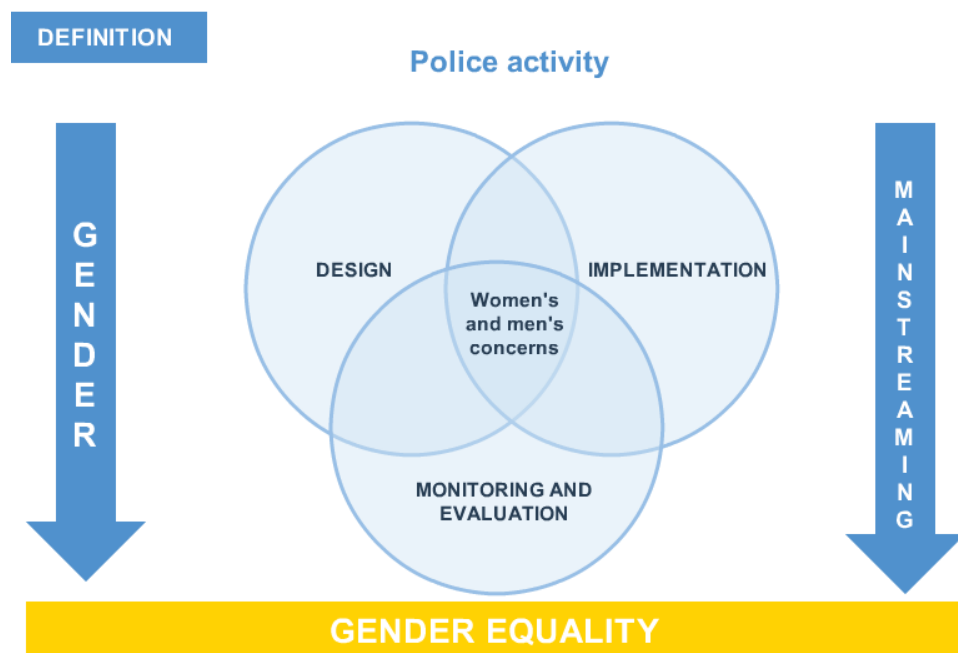
- ① **What are the roles of women and men in the society?**
- ② **How did the conflict change these roles?**
- ③ **What resources do women and men control and own?**
- ④ **What types of discrimination do women and men face?**

What is gender mainstreaming?

Gender mainstreaming means that the concerns and experiences of women and men are part of the design, implementation, monitoring and evaluation of police policies and programmes so that women and men benefit equally.

Gender mainstreaming is the practice of including the concerns and experiences of women and men in the design, implementation, monitoring and evaluation of policies and programmes so that women and men benefit equally. Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels.

Gender mainstreaming is a strategy for making women's and men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. Gender mainstreaming is essentially a tool to achieve gender equality.



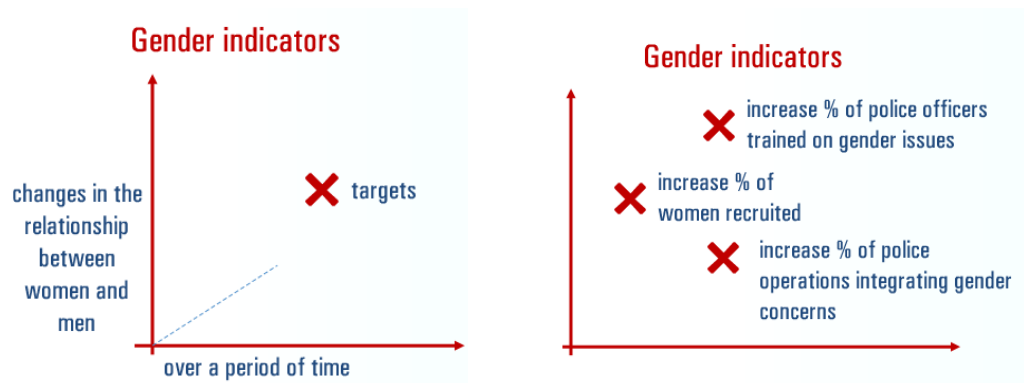
Mainstreaming gender in police peacekeeping activities means that a concern for gender equality is brought at the core of the design, implementation, monitoring and evaluation of all police policies, strategies, operations and actions. Consider the example of gender mainstreaming of police operational activities below.

Police task	Design	Implementation	Monitoring & Evaluation
Recruitment	The design of the recruitment criteria is gender sensitive, e.g. physical fitness standards are appropriate for women	The recruitment interview panel includes female interviewers	Recruitment officers are monitored for gender bias in evaluating candidates
Security in Internally Displaced Persons (IDP) camps	Adequate lighting and separated hygiene facilities for women and men are included in the construction of the IDP camp	Police escort patrols are undertaken at critical times, such as firewood collection, market days, around water wells, etc. where women are particularly vulnerable	The different vulnerabilities of women and men within the IDP camp are regularly assessed
Creation of a crimes statistics database	Gender-disaggregated data and sexual and gender-based violence (SGBV) crimes are included in the design of the crimes statistics database and the flash of incident report forms	Gender-disaggregated data and SGBV crimes are collected and included in reports	Gender-disaggregated data and SGBV crimes are included in regular reports and analysis

Figure 4 Gender mainstreaming various police tasks

What are gender indicators?

Gender indicators are targets that measure changes in the relationships between women and men over a period of time. It is used to assess progress on the status of women and men, and the progress of gender equality. The formulation of gender indicators for police peacekeeping activities is important. They are used to track the progress of gender equality within mandated tasks such as assisting in police reform and restructuring processes, capacity building and the protection of civilians.



Police task	Gender indicators
Recruitment	<ul style="list-style-type: none"> • Percentage of women who applied from X date to X date. • Percentage of women who passed X recruitment test from X date to X date. • Percentage of female interviewers on the recruitment panel from X date to X date. • Percentage of recruitment officers who received gender training from X date to X date • 5. Percentage of recruitment officers evaluated for gender bias from X date to X date.
Security for IDP camp	<ul style="list-style-type: none"> • Number of separate male/female hygiene facilities from X date to X date. • Number of escort patrols for firewood collection / market days from X date to X date. • Percentage of female police officers patrolling at the IDP camp from X date to X date. • Number of specialised police desks set up within the IDP camp for reporting of crimes related to sexual and gender-based violence from X date to X date. • 5. Percentage of reported cases on crimes related to sexual and gender-based violence from X date to X date.
Creation of a crimes statistics database	<ul style="list-style-type: none"> • Percentage of female victims over 18 years old. • Percentage of female victims under 18 years old. • Percentage of crimes related to sexual and gender-based violence. • Percentage of female offenders over 18 years old. • Percentage of convicted offenders of crimes related to sexual and gender-based violence.

Figure 5 Sample gender indicators for police tasks

Section Two: Understanding the United Nations Policy Framework on Gender Mainstreaming



This section provides core knowledge competencies on the policy framework for gender mainstreaming policing in peacekeeping operations. The policy framework for gender mainstreaming consists of four elements: International Human Rights Law; Security Council Resolutions on Women, Peace and Security, particularly resolution 1325, 1888 and 2122; DPKO/DFS Policy on Gender Equality in UN Peacekeeping Operations; and DPKO/DFS Guidelines for Integrating Gender Perspectives into the Work of United Nations Police in Peacekeeping Missions.



What you will find in section two

- International Human Rights Law
- Security Council Resolutions 1325, 1888 and 2122
- DPKO/DFS Policy on Gender Equality
- United Nations Police Guidelines

International Human Rights Law

Women and men enjoy equal rights. This is a fundamental principle of the United Nations. It is also enshrined in the international bill of human rights composed of the three documents: the Universal Declaration of Human Rights; the International Covenant on Civil and Political Rights; and the International Covenant on Economic, Social and Cultural Rights.

The most important international treaty on women's rights is the International Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), which entered into force in 1981 and was referred to as the international bill of women's rights.

Governments who have ratified the treaty have a responsibility to take all available measures to make sure the rights of women are respected, protected and fulfilled. This includes assessing how well women can access the criminal justice system.

Discrimination against women

Any distinction, exclusion or restriction made on the basis of sex that leads to the violation of the human rights and fundamental freedoms of women in the political, economic, social, cultural, civil or any other field.

–Convention on the Elimination of all Forms of Discrimination against Women (1981)

The police, as an agent of the State, have a responsibility to respect, protect and fulfil women’s rights. The police should not obstruct women from enjoying their human rights. For example, police should respect women’s rights by refraining from using physical violence, including sexual violence against them, when in police custody.

Police are required to take the necessary measures to prevent other individuals or groups from violating women’s rights including providing effective remedies in case of violation. For example, police have a duty to investigate violations taking place within the home, such as domestic violence where women’s right to life and physical integrity may be at risk.

Discrimination prevents women from reaching their full potential. It is an obstacle to women’s participation in the political, economic, social and cultural life of their countries and hinders overall development and peace processes. CEDAW calls on States to take action in eliminating discrimination against women through legislation and implementing appropriate measures to respect and protect women’s human rights.

This includes temporary measures, such as preferential treatment programmes and quota systems, to accelerate equality between women and men. The Optional Protocol to CEDAW, which entered into force in 2000, established a mechanism whereby individuals or groups may bring complaints on violations made by State parties to CEDAW.



Project Tool 2:
Checklist on
international human
rights legal
instruments and
standards relevant
to women’s rights

Security Council Resolutions on gender mainstreaming and empowerment of women 1325 (2000), 1889 (2009) and 2122 (2013)

Security Council Resolution 1325 was a landmark decision adopted unanimously by its members in 2000. For the first time, a comprehensive framework was outlined that integrated gender perspectives at the centre of its work on international security including conflict prevention, resolution and reconstruction.

Four pillars for implementation of gender mainstreaming have been identified in the Secretary-General's Report, S/2010/173, 6 April 2010:

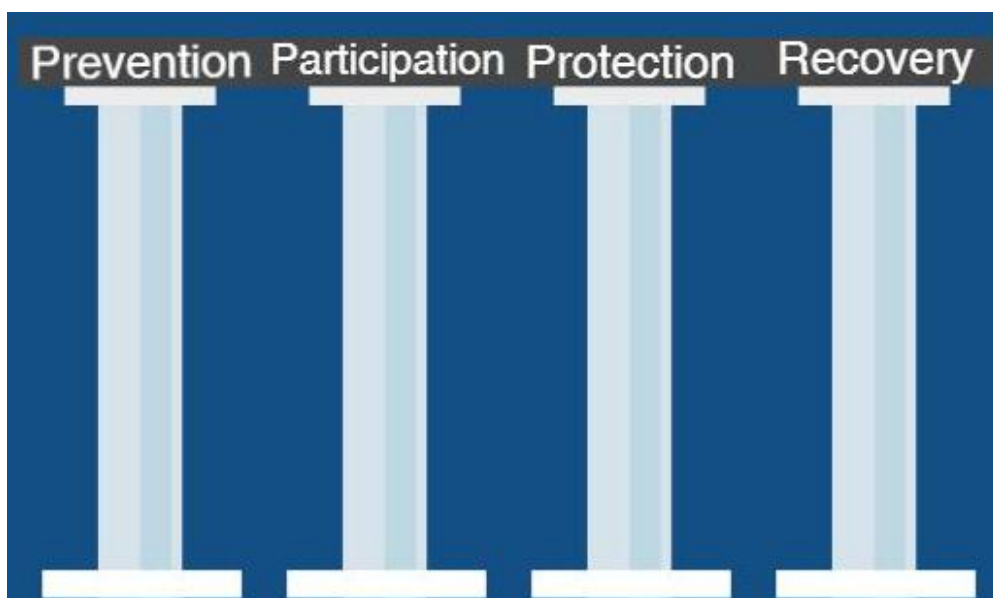


Figure 6 The four pillars for implementing gender mainstreaming

First, mainstream a gender perspective into all conflict **prevention** activities and strategies. Develop effective gender-sensitive early warning mechanisms and institutions and strengthen efforts to prevent violence against women, including various forms of sexual and gender-based violence.

Second, promote and support women's active and meaningful **participation** in all peace processes as well as their representation in formal and informal decision-making at all levels. Improve partnerships and networking with local and international women's rights groups and organisations. Recruit and appoint women to senior positions in the United Nations, including Special Representatives of the Secretary-General, and in peacekeeping forces, including military, police and civilian personnel.

Project Tool 3:
Security Council
Resolutions on
Women, Peace and
Security



Project Tool 4:
Checklist on the
operationalisation of
Security Council
Resolution 1325 et
al. focusing on
gender
mainstreaming



Third, strengthen and amplify efforts to **protect** the safety, physical and mental health, well-being, economic security and dignity of women and girls. Promote and safeguard the human rights of women and mainstream a gender perspective into the legal and institutional reforms.

Finally, promote women's equal access to aid distribution mechanisms and services, including those dealing with the specific needs of women and girls in all **relief and recovery** efforts.

Good Practices

Gender mainstreaming within UNPOL

- UNPOL Gender Action Plan
- UNPOL gender advisers/focal points
- Induction and in-mission training on gender mainstreaming
- UNPOL guidance documents include gender perspectives
- UNPOL activities include gender indicators
- Equal participation of female police peacekeepers
- Female police peacekeepers networks
- UNPOL Action Plan to prevent sexual exploitation and abuse (SEA) by police peacekeepers
- UNPOL focal points on SEA
- Induction and in-mission training on SEA

Gender mainstreaming within the host State police

- Gender perspectives integrated in the process of reform and restructuring of the host State police
- Involve the head of the host State police and senior and middle management levels
- Gender mainstreaming policy and training in the host State police
- Gender focal points and offices in the host State police

Department of Peacekeeping Operations (DPKO) and the Department of Field Support (DFS) Policy on Gender Equality in United Nations Peacekeeping Operations (2010)

The DPKO Policy Directive on Gender Equality in United Nations Peacekeeping Operations was adopted to support implementation of resolution 1325 within peacekeeping operations. The policy establishes that all mission staff, including police peacekeepers, need to ensure that their work in policy development, planning, implementation and monitoring of United Nations mandates include the equal rights of women and men. The different experiences, needs, aspirations, priorities and contributions of women and men are integrated during all stages of peace processes. Police peacekeepers need to support specific actions to eliminate discriminatory laws, policies and practices. Police peacekeepers also need to establish minimum standards for ensuring effective integration of gender perspectives into policy and operational plans.

Gender Advisers within peacekeeping missions coordinate and monitor the implementation of the policy. UNPOL gender advisers and focal points are required to liaise with the Senior Gender Adviser in their peacekeeping missions to coordinate planning and implementation of gender-related activities. The DPKO/DFS policy is based on the following principles that should guide police peacekeepers in their tasks:

The principle of inclusiveness requires that peacekeepers consult equally with women and men in post-conflict countries in all decisions that affect them thereby integrating into those policies the perspectives of all the components of the community they are expected to assist.

The principle of non-discrimination requires that peacekeepers ensure support for policies and decisions that uphold the equal rights of women and girls, and ensures their protection from sexual and gender-based violence including harmful traditional practices.

Key message



The DPKO/DFS Policy is based on:

- Inclusiveness
- Non-discrimination
- Gender balance
- Efficiency

The principle of gender balance requires that the staffing profile at headquarters and in the missions reflect institutional commitments to the equal representation of men and women at all post levels.

The principle of efficiency in peacekeeping activities requires that all human resources capacity in post-conflict societies (women, men, boys and girls) are effectively harnessed to build and sustain the peace process.

United Nations Police Gender Guidelines (2008)

The guidelines aim to assist UNPOL officers in the field missions in operationalising their obligations under the Security Council Resolutions on Women, Peace and Security and the DPKO Policy Directive on Gender Equality in United Nations Peacekeeping Operations. The objective of the guidelines is to build the capacity of UNPOL officers to integrate gender-sensitive policing practices to support activities with the national police in a peacekeeping host country.

The guidelines address gender mainstreaming within policing, policy development, recruitment and career development, training, and prevention and response to sexual and gender-based violence.

Cecilia in Timor-Leste

Timor-Leste: In 2008, Cecelia Amaril was a member of the Polícia Nacional de Timor-Leste (PNTL). After collocating to her office, an UNPOL officer identified Cecelia as hard working and committed to her role. The UNPOL officer had a conversation to identify what Cecelia wanted within her role, which was a promotion. Cecelia then agreed to participate and take a principal role in community policing activities that were being coordinated by UNPOL. Cecelia became a lead voice within her community. In 2009, Cecelia received a promotion, and when there were reported community fears about gangs, the PNTL Commissioner selected Cecelia to represent the face of community oriented policing for the PNTL and speak with the community at large. This happened because Cecelia was identified as the best person for the job as she was committed and qualifies. She was able to fulfil her own needs for recognition and self-actualization because she received support through encouragement and empowerment by UNPOL.



Democratic policing

Democratic policing means that police officers perform their duties under the rule of law, respect of human rights and are accountable to the communities they serve. They are therefore equally accessible and responsive to the needs of women and men. By including women within community groups consulted by the police and within police oversight mechanisms, the police will ensure that their security needs and priorities are met. In this sense, working relationships between the police and women's organisations are helpful. The participation of female police officers is essential in representing the members of the community and in gaining the trust of the population, in particular women. To involve more women, it is helpful to create a police public information office that shares information on the work of the police on gender issues in the community and provide an accessible mechanism for women to provide feedback to the police on their performance.

Composition of the National Police

Recruitment

Initiatives to recruit more women in the police need to include a review of selection criteria so as to eliminate discriminatory obstacles and practices while maintaining police standards. For example, physical fitness tests need to be appropriately adapted to the different physical capabilities of women and men.

There must be equal opportunities for recruitment and a gender balance in all departments including selection committees.

Career development

Female police officers should be provided meaningful career opportunities including



serving in emergency response units, combat units and command roles.

In some cases, female police officers are relegated to lower ranks and perform secondary roles such as type reports and answer phones or are expected to do additional tasks such as serve coffee, make meals and clean up.

Police facilities must meet the needs of the female officers. There must be equal opportunities for promotions and training. There should also be mechanisms for female officers to share experiences.

Non-discrimination

To ensure that female police officers enjoy equal rights in their career opportunities, salary, and chances for promotion, the police organisation needs to integrate these rights into their policies and procedures.

A special gender mainstreaming policy within the police, as well as a policy against sexual harassment, may help establish a police service that respects the full rights of women.

Gender reform in Liberia

Emerging from civil conflict in 2004, the Liberia National Police (LNP), with the support and assistance of the United Nations Mission in Liberia (UNMIL), began the process of internal reform and restructuring. Early on in this process, and by their own accord, the LNP leadership recognized the importance of female representation within their service. The LNP established a Gender Policy which was among the first 'new' policies developed, entering into effect in 2005. The policy ensures that women have equal opportunities in the recruitment, promotion and training in the LNP and includes a provision prohibiting sexual harassment. In March 2008, the LNP established a Gender Affairs Section under the Professional Standards Division.



Training

Induction and in-mission induction training for UNPOL officers should be mainstreamed with gender perspectives. UNPOL officers involved in training national police should be aware of gender principles and integrate them in all aspects of police training sessions and curriculum development. UNPOL trainers need to be well briefed on gender issues relevant to their course, such as the different vulnerabilities of women, men, girls and boys in the host State, the local pattern of SGBV crimes, as well as any local cultural considerations.

Both female and male police peacekeepers need to be represented in the training teams tasked with the design, planning and delivery of police training activities. Training facilities have to be appropriately tailored for women, including separate restroom facilities and sleeping quarters.

To ensure that gender principles are well understood and implemented, trainers need to conduct regular assessments of the training and adjust its design or provide follow up sessions if needed. To ensure on-the-job application of learned principles, UNPOL should consider creating a mentoring system for new and junior UNPOL officers. The mentoring system should include female police officers at all levels. Performance evaluations need to include gender-sensitive criteria and benchmarks.

Empowerment of female police officers in Timor-Leste



In Timor-Leste, UNPOL advisers on community policing working alongside with Timor-Leste Police promoted the work of female police officers. In one case, it sent a message to the community that UNPOL officers support the actions of a female host State officer by training and mentoring her as a community officer. The support by male officers to female officers is essential, especially because male officers make up the majority of supervisors. UNPOL officers have an important role to promote gender balance in police teams where all members actively support and encourage each other.

Executive policing mandates and Formed Police Units (FPUs)

UNPOLs mandated with executive police authority with powers of arrest and detention in the host country, as well as FPUs that are tasked for crowd control management and the provision of security for United Nations personnel and facilities, need to ensure gender sensitivity and gender balance in all police operations.

Some Police Contributing Countries such as India and Bangladesh have provided majority-female police contingents of FPUs in Liberia since 2007 and in Haiti and DRC in 2010, respectively. These contingents have served as role models in demonstrating the capabilities of female police officers in undertaking crowd control operations. They have also encouraged women to join the host country's national police.

All-female Formed Police Units



In 2007, the first all-female Formed Police Unit (FPU) from India deployed to Liberia and inspired women to join the Liberian National Police (LNP).

The Indian female police peacekeepers received admiration from the Liberian community on their work in crowd control operations, close protection for high level government officials and engagement with community projects. They provided role models that enhanced efforts made by the Liberian government to increase women's representation in the police. This included a specialized educational programme for women joining the police, a strong political will supported at the very top level by the female President Ellen Johnson Sirleaf and the female Inspector-General Ms. Beatrice Munah-Sieh Browne. According to a study, prior to Ms. Browne's appointment, the percentage of women in the LNP was 6 percent. After her appointment, there was a three-fold increase from 120 to 350 women applying to join the LNP.

The Indian FPU has also inspired other countries such as Bangladesh to send a similar all-female FPU to the United Nations Mission in Haiti (MINUSTAH) and the United Nations Mission in the Democratic Republic of Congo (MONUSCO).

Lesson 2 Integrating Gender-Specific Activities in United Nations Police Plans and Mentoring and Training



What you will find in Lesson 2

- Gender perspectives in police assessments
- Gender perspectives in United Nations Police Concept of Operations (CONOPs)
- United Nations Police Gender Action Plan
- Mentoring and training with a gender perspective

Introduction

This lesson is divided into three sections. The first section explains how to integrate gender perspectives in police assessment and the United Nations Police (UNPOL) Concept of Operations (CONOPs). The second section outlines ten basic steps in developing a United Nations Police Gender Action Plan. The final section describes the role of UNPOL officers in mentoring and training through a gender perspective.

The structure of this lesson



Incorporating gender perspectives in police assessments and United Nations Police Concept of Operations



Developing a United Nations Police Gender Action Plan



Mentoring and training with a gender perspective

Why is it important to incorporate gender-specific activities in United Nations Police plans?

Incorporating gender-specific activities in UNPOL operations is critical to achieve the mission's objectives of returning the host State to normalcy. It is important that all UNPOL activities in its planning, implementation, monitoring and evaluation incorporate gender-specific activities at the strategic, operational and tactical levels. This lesson identifies UNPOL planning processes where gender-related activities need to be incorporated. This needs to be coordinated with the United Nations field mission's Integrated Strategic Framework, the Mission Concept and Mission Implementation Plan and the overall gender plan of action for the implementation of Security Council Resolutions on Women, Peace and Security developed by the mission's unit responsible for gender issues.

In this lesson, UNPOL officers will learn how to:

- Explain the importance of mainstreaming gender in United Nations police operations
- Incorporate gender concerns in the United Nations Police Concept of Operations and Police Assessment Missions documents
- Develop a United Nations Police Gender Action Plan
- Mentor and train with a gender perspective

Project Tools included in this lesson

Project Tool 5: Questionnaire for gender-specific issues related to policing during a TAM or PAM

Project Tool 6: Template on gender-related issues maintained in UNPOL CONOPs

Project Tool 7: Checklist on needs assessment on gender and UNPOL activities

Project Tool 8: Checklist of stakeholders

Project Tool 9: Checklist for an analysis on strengths, weaknesses, opportunities and threats

Project Tool 10: Checklist for developing SMART objectives

Project Tool 11: Checklist for involving community partners and stakeholders

Project Tool 12: Checklist for implementing strategic objectives

Project Tool 13: Standardised Terms of Reference for the Police Gender Officer

Project Tool 14: Standardised Terms of Reference for the Standing Police Capacity

Project Tool 15: Standard TOR for the UNPOL Gender Adviser in United Nations field missions

Project Tool 16: Standard TOR for the UNPOL field-mission co-located investigator Gender Officer for Reform and Restructuring

Project Tool 17: Standard TOR for the UNPOL field mission co-located Gender Officer Focal Point at sector and team site levels

Project Tool 18: Standard TOR for the UNPOL field mission co-located investigators at the sector and team site levels

Project Tool 19: Checklist for monitoring and evaluation

Project Tool 20: Sample UNPOL Work Plan on implementation of gender-specific goals and objectives

Project Tool 21: Matrix UNPOL gender operational framework with indicators

Project Tool 22: Standardised Questionnaire for UNPOL Gender Focal Points

Project Tool 23: United Nations Police Gender Adviser

Project Tool 24: Terms of Reference for a UNPOL Co-located Investigator at the headquarters, sector and team site levels

Project Tool 25: Checklist for monitoring and evaluation

Project Tool 26: UNPOL Daily Report

Project Tool 27: UNPOL Weekly Report

Project Tool 28: UNPOL Bi-annual Report

Project Tool 29: Checklist questionnaire on gender aspect of planning, development and implementation of UNPOL projects, activities and operations

Project Tool 30: Standardised Questionnaire for United Nations Police Gender Focal Points

Project Tool 31: Matrix UN Police gender operational framework short, medium and long term with indicators

Project Tool 96: Model standardised training curriculum plan

Project Tool 97: Training preparation checklist

Project Tool 98: Remote training preparation checklist

Project Tool 99: Standardised training evaluation

Section One: Incorporating Gender Perspectives in Police Assessment and United Nations Police Concept of Operations



This section outlines the importance of including gender perspectives in the process of police planning, including the Strategic Assessment Mission, the Technical Assessment Mission and the Police Assessment Mission. This section also explains ways to incorporate a gender perspective when developing the United Nations Police Concept of Operations.



What you will find in section one

- Gender perspectives in various police plans
 - SAM
 - PAM
 - TAM
- Gender perspectives in United Nations Police Concept of Operations

Police Plans

Police plans can be part of a Strategic Assessment Mission (SAM), a Technical Assessment Mission (TAM), or a Police Assessment Mission (PAM). These assessment missions are often initiated when there is a lack of a common United Nations strategic vision, when a sudden change in the current situation, for example the rise of a new conflict, or a sudden change in the United Nations mandate or in the number of deployed peacekeeping personnel.

An analysis of a police assessment that includes gender perspectives provides a more accurate evaluation of challenges, opportunities and solutions.

Strategic Assessment

The Strategic Assessment (SA) is initiated when there is a need for the United Nations system to jointly assess and formulate or re-formulate a strategy for engagement in a political crisis, conflict or post-conflict situation due to either a dramatic change or lack of United Nations common strategic vision as determined by the Secretary-General's Policy Committee. The SA builds upon existing department and agency analysis and assessment processes as well as relevant outside research.

Strategic Assessment

The Strategic Assessment is a mechanism to analyse and adjust a strategy across the United Nations system in order to respond more effectively to new crises and conflicts.

The SA provides a mechanism for joint analysis and strategic discussions that cut across the political, security, development, humanitarian and human rights aspects of the United Nations' work. It brings together the key United Nations departments and agencies in each of these areas and is intended to allow senior decision-makers, in particular the Secretary-General (SG), to consider new or re-oriented forms of United Nations engagement based on the country's needs.

Planning Directives from the SG, which is the strategic level, and the Under Secretary-General (USG) of the lead department, which is the operational level, are prepared to provide overarching guidance to the planning process.

In this context, the Secretary-General issues a Planning Directive upon the recommendation of the lead department in consultation with the Integrated Mission Task Force (IMTF). Ideally, the Planning Directive should be issued at the beginning of the planning process (e.g. when the IMTF is formed). This Directive should state the broad strategic objectives, the proposed form and scope of a peace support operation and reflect interagency support at the strategic level.

The USG of the lead department should then issue a related operational planning directive including a situation analysis, planning assumptions, strategic objectives, priorities, benchmarks, risk assessment and constraints, functions and responsibilities of the IMTF, timing and sequencing of planning activities and outputs, and required decision points. The USG's Planning Directive should also request the Planning Team to carry out a mapping of existing United Nations capacities.

Throughout the SA, police activities need to include priorities on mainstreaming gender-related issues such as the equal participation of women in all processes and addressing the

different vulnerabilities, security needs and contributions of women, men, girls and boys in its national strategic plans.

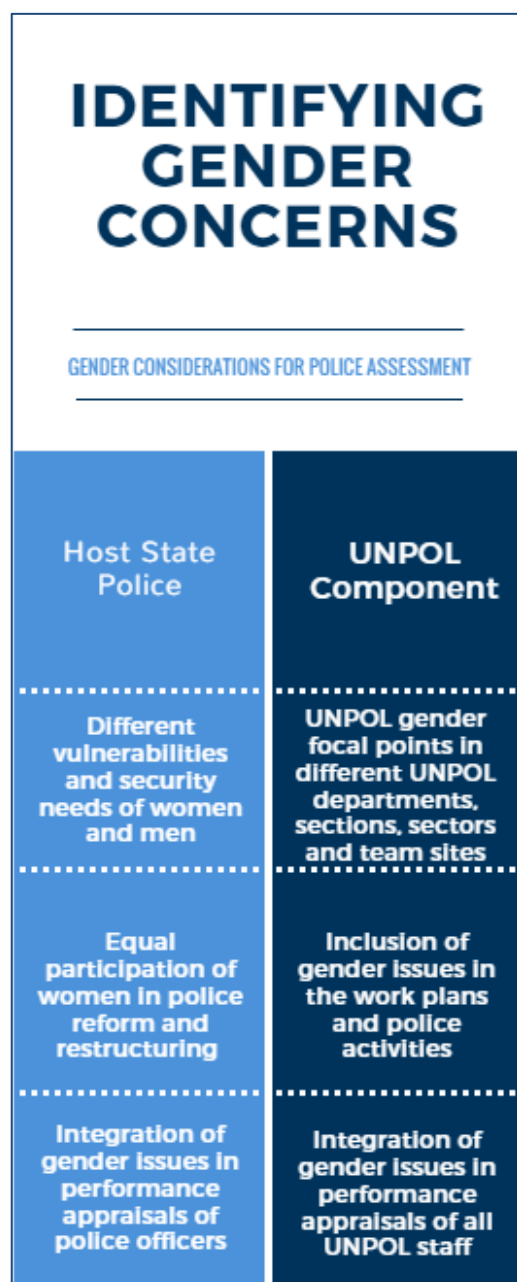
Incorporating a gender perspective is particularly important in the following areas of police planning:

- Situation analysis
- Planning assumptions
- Strategic objectives
- Priorities
- Benchmarks
- Risk assessment
- Functions and responsibilities
- Timing and sequencing of planning activities
- Outputs

Technical and Police Assessment Missions

A Technical Assessment Mission (TAM) is a field visit undertaken by a group of experts from the United Nations headquarters (UNHQ) for mission start-up, mandate review, mid-cycle review, restructuring or reconfiguration, draw-down or crisis response, or in response to a specific request from the Security Council (e.g., to establish benchmarks). A Police Assessment Mission (PAM) is a field visit undertaken by a group of experts from the United Nations headquarters to identify preconditions necessary for effective delivery on mandated police tasks. This includes evaluating existing host State capacities and resources, including their absorption capacity; current and future security; policing and protection needs; relevant stakeholders (including non-State); the human rights record of the host State police; political context; and a strong understanding of the extent to which the population trusts the host State police as a legitimate entity of the state¹.

In both the TAM and PAM, it is important to evaluate the different vulnerabilities, security needs and contributions of women, men, girls and




¹ United Nations, DPKO and DFS, Policy for United Nations Police in Peacekeeping Operations and Special Political Missions, DPKO/OROLSI/Police Division (1 February 2014). Ref. 2014.01, para. 35.

boys in the political, security, development, humanitarian and human rights situational analysis. This includes, for example, an analysis of sexual and gender-based violence (SGBV) and the capacity of the host State police in addressing it.

In assessing United Nations programmatic activities, the different impact on women, men, boys and girls should also be analysed. This includes, for example, evaluating gender mainstreaming within the UNPOL component. Issues to be taken into account include the designation of UNPOL gender focal points in different UNPOL departments, sections, sectors and team sites, the inclusion of gender issues in the work plans and performance appraisals of all UNPOL staff and the integration of gender concerns in all police activities.


Assessment Terms of Reference and Mission Report

Gender concerns need to be outlined from the outset when writing the Terms of Reference for the assessment mission. This includes integrating gender issues throughout; from the background, to the objectives, expected outcomes, team composition and methodology. For example, among the objectives include addressing the different security needs of women, men, girls and boys. As an expected outcome, include improving the response to SGBV and gender mainstreaming in the host State police. Under methodology, ensure that you consult with UNPOL gender focal points and other gender experts. Finally, within the team composition, ensure an adequate representation of female members in the team, including as a team leader whenever possible.



Project Tool 5:
Terms of Reference
for Police
Assessment
Mission.

Once the assessment mission has been undertaken, you need to record your findings in an Assessment Mission Report. The report should include an introduction, an overview of the United Nations mandate and international presence and priorities, including political, security, humanitarian, development and bilateral contexts. Finally, the report should present observations and findings and a detailed set of recommendations. Ensure that gender-related concerns and gender-disaggregated data are included throughout the report.



Project Tool 6:
Police Assessment
Mission Report

UNPOL Concept of Operations

Once a TAM has returned to UNHQ following an assessment mission, the lead department drafts the TAM report that forms the basis of the Secretary General's report to the Security Council. Taking the collective views of the IMTF members into consideration, the S-G's report contains detailed options and recommendations for the renewal or amendment of the mandate of a peacekeeping mission and serves as the basis for the debate in the Security Council on the mission's mandate.

The Mission Concept is an instrument for enabling mission planning processes and providing strategic coherence for its operations. It does this by translating the political intent of mission mandates into a strategic concept containing all the elements required for follow-up planning such as results-based budgeting (RBB), the military Operational Plan, the police CONOPs and component work plans, and by listing the directives required to govern mission structure, reporting and relations between components. The Mission Component at the minimum will have:

- Strategic vision
- Assessment of enabling or constraining conditions
- Identification of priority objectives for implementation
- Division of labour and directives
- Direction on coordination, reporting and monitoring and evaluation and assumptions and strategic consequences.

The UNPOL CONOPs translates the requirements related to policing and other law enforcement activities contained in the Security Council mandate to strategic directions for the police component of a United Nations peace operation. It provides broad guidelines on the implementation of strategic and operational requirements and includes the situation update, strategic intent, activities and operations and guidelines on the command, coordination, administration and logistics, including the mandated strength, of the police component.



Essentially there are two sections in the UNPOL CONOPs: Administrative and Operative. The Administrative section deals essentially with the background and assessment, and the Operative section is action oriented.

The CONOPs is issued by the United Nations Police Adviser to the Head of Police Component (HoPC) in the peace operation. The UNPOL CONOPs should be in line with the Mission Concept which is an instrument for enabling mission planning processes and providing strategic coherence for its operations. As the main guidance document for the police component, the integration of gender perspectives in the UNPOL CONOPs is essential. It leads to a gender-sensitive police mandate implementation that ensures the impact and outcomes benefit all members of the community.

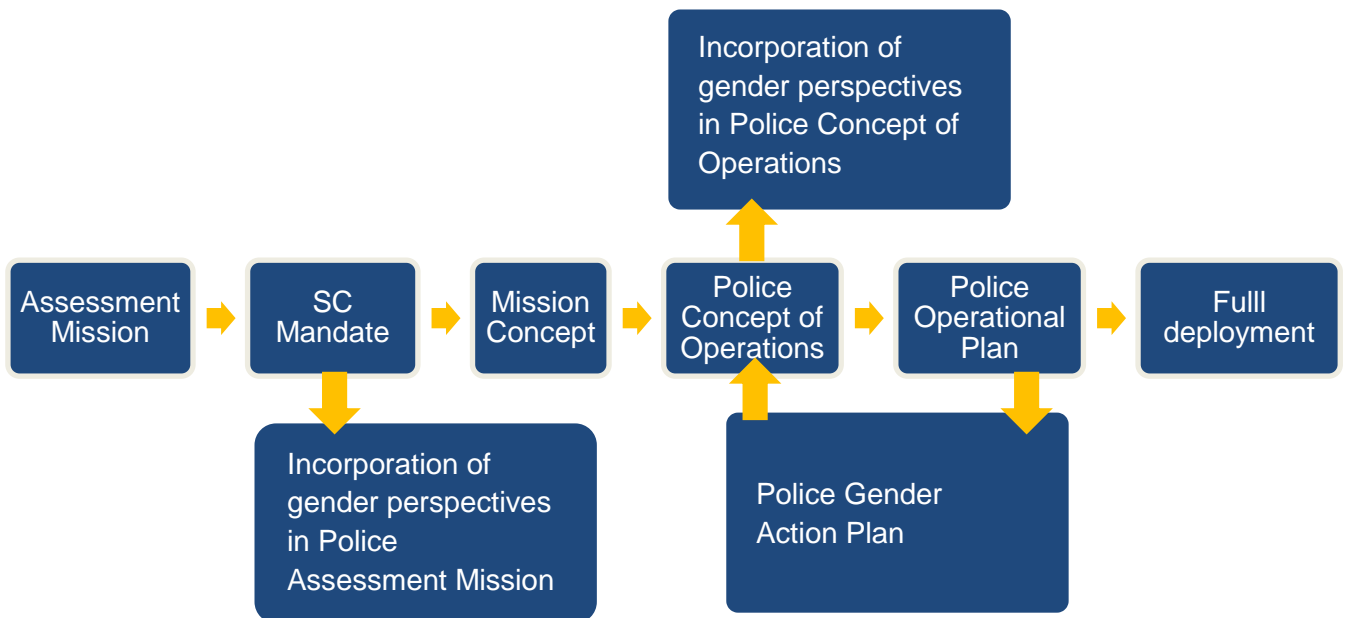


Figure 7 The main documents where gender perspectives should be mainstreamed.



Project Tool 7:
Gender perspectives
in the Police Concept
of Operations

Mainstreaming gender perspectives into the UNPOL CONOPs

A gender perspective should be incorporated throughout the UNPOL CONOPs. Below are some examples, but a more exhaustive list can be found in the Compendium of Project Tools.



Project Tool 8:
Template on gender-related issues mainstreamed in United Nations Police Concept of Operations

Police Activity	Gender Consideration
Recruitment	Gender balance and equal representation of both women and men in all ranks, particularly in decision-making positions.
Training	This should be in line with equal opportunities and non-discriminatory best practice. Facilitate training for female personnel in all areas.
Leadership	This should be in line with equal opportunities and non-discriminatory best practice. It is the responsibility of the mission's management team to ensure female representation at all managerial levels. This can be done by: <ul style="list-style-type: none"> • Mentoring of female managers. • Female representation on key posts (other than gender focal point).
Military	Include a gender analysis such as the participation of women in the military structure, status etc.
Local Leadership	Include a gender analysis such as the participation of women in the local leadership structure and the responsiveness of local leadership to dealing with gender-related issues.
Civil Society	Include a gender analysis such as consultations with women's groups.
Strategies of the United Nations Police	Include gender-related priorities such as addressing the different security needs of

	<p>women, men, girls and boys, providing equal opportunities for female police officers in the host State.</p> <p>Strategies to be considered are:</p> <ul style="list-style-type: none"> • Supporting the host State police in setting up specialised police structures that deal with crimes related to SGBV; setting up gender-disaggregated crimes database analysis that includes crimes related to SGBV; developing standard operating procedures on investigations of crimes related to SGBV; • Supporting the host State police in developing gender-related policies. • Supporting the host State police in recruiting and retaining female police officers.
<p>Institutional development and capacity building</p>	<p>Include gender-related priorities such as addressing the different security needs of women, men, girls and boys and providing equal opportunities for female police officers in the host State. This can also include mainstreaming gender concerns in institutional development processes such as policy review and administrative reforms.</p>

Figure 8 Gender mainstreaming in UNPOL CONOPs

All-female Formed Police Units



United Nations Mission in the Democratic Republic of Congo (MONUSCO), Police Concept of Operations (extract):

Strategies of UNPOL

1.1.1 Assist the development and implementation of the Police Nationale Congolaise (PNC) programmes on gender mainstreaming through promoting women police officers in PNC, including their induction, improving the work environment and identifying best practices in gender mainstreaming at the organisational level.

1.1.2 Assist the development and implementation of PNC programs on other mainstreamed issues, including training and development in protection of the most vulnerable (including as appropriate women, children and the elderly), juvenile justice, and sexual and gender based violence (SGBV) and HIV/AIDS; and assisting in establishing appropriate response programmes.

1.2. Bearing in mind United Nations SCR 1325, 1820, 1888 1856, 1612 and 1960 UNPOL also will;

1.2.1. Foster conditions that support gender mainstreaming and promote gender equality;

1.2.2. Enable a gender sensitive approach in the delivery of police services to communities;

1.2.3. Assist PNC to establish the Zero Tolerance policy on Sexual Exploitation and Abuse (SEA) and strict implementation amongst its officers.

1.2.4. Monitor, analyse and report on conflict-related sexual violence and ensure proper investigation and prevention SGBV.

1.2.5. Assist the PNC in building child sensitive systems and promote child protection through training on child rights and support to the Special Brigade for Minors within the PNC.

Section Two: Developing a United Nations Police Gender Action Plan



This section will explain the process of developing an UNPOL Gender Action Plan. UNPOL needs to develop a specific Gender Action Plan to operationalise gender-related strategies outlined in the UNPOL CONOPs. The process of developing such an Action Plan involves ten basic steps.



What you will find in section two

- Step 1: Scan Information
- Step 2: Identify Priorities
- Step 3: Formulate Objectives
- Step 4: List Activities
- Step 5: Identify Indicators
- Step 6: Obtain Authorisation
- Step 7: Agree on Responsibilities
- Step 8: Implement Activities
- Step 9: Monitor, Evaluate and Adjust
- Step 10: Communicate Accomplishments

Step 1: Scan Information

The planning process for an UNPOL Gender Action Plan starts by scanning and collecting information and assessing needs related to gender and UNPOL activities in your field mission. A number of official documents and key resource personnel can facilitate the identification of relevant materials. The aim is to find information that is relevant to the field mission and to gender issues. There are three points in this first step:

- Scan and collect information
- Map key stakeholders
- List relevant activities by governmental and non-governmental organisations, associations and community members

Scan and collect information

The Security Council mission mandate, the mission concept, the UNPOL Concept of Operations and Standard Operating Procedures (SOPs) provide political, strategic and operational guidance that help situate gender-related concerns and problem areas. Overarching Security Council resolutions on Women, Peace and Security, as well as the United Nations Gender Guidelines further inform these documents as they relate to protection of civilians and the safeguard of human rights. These documents define the scope and limit of gender-related issues that UNPOL needs to address.

Based on the above guidance documents and UNPOL mandate, UNPOL component goals are recommended to cover the five overarching goals below in the development of their strategic plan:

- Ensure implementation of gender mainstreaming within United Nations policing in field missions including in the development of policies, guidance documents and operationalisation of activities
- Increase the participation and welfare of female police peacekeepers in field missions;
- Ensure mainstreaming gender within reform and restructuring of the host State police in particular in the formulation and implementation of policies and guidance documents;
- Increase the protection of women and children from sexual and gender-based violence through the prevention and investigation of such crimes;
- Increase the participation of female police officers in the host State police by supporting and empowering them.



Project Tool 9:
Checklist on needs
assessment on gender
and United Nations
Policing activities in
the field

Map key stakeholders

Stakeholders are organisations, groups and individuals who have an interest and are affected directly or indirectly by gender and policing issues. These stakeholder are valuable sources of information. Mapping and interviewing stakeholders such as United Nations field mission management staff, UNPOL management, the mission's Gender Unit, United Nations agencies, the host State political and security actors, international and local non-governmental organizations, research institutes, women's associations and community groups is crucial in identifying needs and particular problem areas and concerns. Recognizing, in particular, the needs of beneficiaries, those who will benefit most in the accomplishment of the goals, and the target groups, those who have the most influence in achieving results will enhance chances

of success. Enumerating on-going activities by stakeholders is equally important in establishing gaps and potential partners for projects.

It is helpful to create a portfolio with all the relevant documents as per the checklist in the project tool which can be shared or handed over as UNPOL officers rotate out of the mission.

A stakeholder analysis maps out the most important actors, their interests, roles, power and influence, whether positive or negative, on the identified problems on gender and policing. Conducting a stakeholder analysis helps identify and build partnerships with those who will advocate and support the stated goals and minimise the influence of those who are opposed.

Involving stakeholders in finding solutions to problems and in planning, designing and implementing projects help pinpoint the relevant issues to those most affected by the problems, build capacity and empower beneficiaries, as well as ensure national ownership and support.



Project Tool 10:
Mapping of
Stakeholders

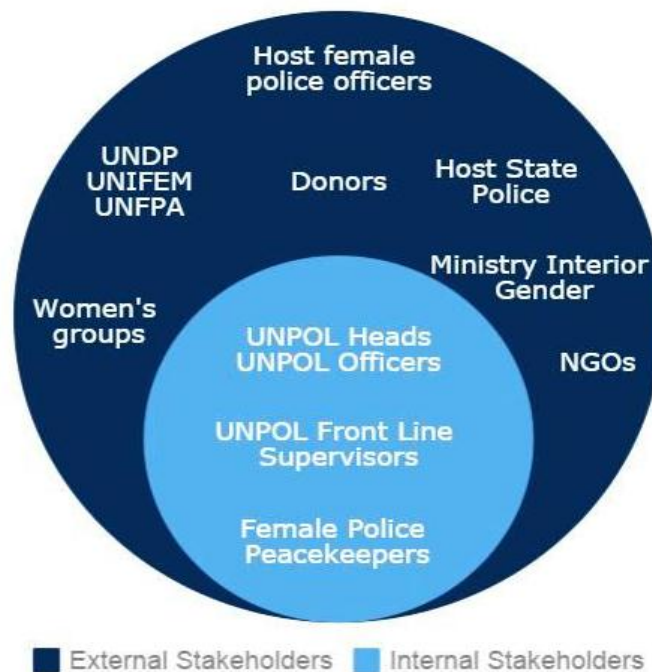


Figure 9 The different possible external and internal stakeholders

Step 2: Identify Priorities

The second step involves analysing the situation and identifying priority areas. The analysis should map the situation of gender mainstreaming within UNPOL, the participation and welfare of female UNPOL officers in the mission, the different security concerns of women, men, boys and girls in the host State and the capacities of the host State to address them, and finally the status of participation of female police officers in the host State police.

The process of identifying priorities has two phases:

- Conduct a stakeholders analysis
- Conduct an analysis on strengths, weaknesses, opportunities and threats on the internal and external working environment in the host State

The second phase– evaluating the internal and external working environment – is commonly done through a SWOT analysis, which examines the strengths and weaknesses internal to the implementing organization, i.e. the UNPOL, and the host State police, in relation to the external opportunities and threats from the environment. The results enable organisations to specify tactical issues and develop strategies. Consider the sample SWOT analysis below.



Project Tool 11:
Checklist for a
SWOT Analysis

<p>Strengths</p> <p>UNPOL: especially trained on investigating SGBV, access to high level officials in the host-state police, Head of Police Component supports equal opportunities for female police peacekeepers</p> <p>Host-State police: specialized police units on SGBV, female police officers in leadership ranks, political will from host leaders, strategies and policies, gender-sensitive host leaders</p>	<p>Weaknesses</p> <p>UNPOL: lack of female police peacekeepers, lack of financial and human resources, staff cannot speak host language</p> <p>Host-State police: lack infrastructure and facilities, low levels of education, lack female police officers, or women are only in low ranking positions</p>
<p>Opportunities</p> <p>Related on-going projects from donors</p> <p>Donor interest</p>	<p>Threats</p> <p>On-going fighting</p> <p>Poor infrastructure</p> <p>Crisis situation escalating</p>

Step 3: Formulate Objectives

Project Tool 12:
Checklist for
developing SMART
objectives



The third step involves formulating goals and strategic objectives. The goal answers the question 'why are we doing this project'? Goals are the overall and long-term purpose of the project. The goal can come from the Security Council mandate of the field mission or from Security Council resolutions on Women, Peace and Security.

Goal

'Why are we doing this project?'

The goal is the overall and long-term purpose.

The objective answers the question 'what are we trying to make happen?' The strategic objectives define the changes in institutional practice or individual behaviour that will contribute to the achievement of the goal. These are the specific things the project will concretely achieve. A goal may have several objectives.

There are two types of objectives - institutional objectives and individual objectives. Institutional objectives involve policy or practice changes in the institution. Individual objectives involve influencing knowledge, skills, attitudes and behaviours of individual or groups of individuals. For example, changes in the attitude and behaviour of male police officers, female police officers, senior police commanders, and others.

Objective

'What are we trying to make happen?'

Institutional objectives are changes in policies or practices.

Individual objectives are changes in attitudes and behaviours.

A guideline to develop these strategic objectives is to use a tool called the S.M.A.R.T. method. This method assesses the five criteria that the objective should fulfil. The strategic objective should be specific, measurable, achievable, realistic and time-bound. An example of objectives designed using the S.M.A.R.T. method is outlined below.

If the goal is to reduce domestic violence in internally displaced persons (IDPs) camps, consider the following objectives to reach this goal. One objective could be to enhance police capability to respond to domestic violence by training two hundred police investigators on investigating domestic violence within two years. This objective is S.M.A.R.T. because it is specific, measurable, achievable, realistic and time-bound.

Another objective could be to make reporting easier and response time more efficient by establishing ten specialised police desks for SGBV at the IDP camps within three years. It is specific because it details exactly what to establish, i.e. SGBV desks. It is measurable because it includes a quantifiable value by specifying ten desks. It is achievable given the potential human and financial resources, as well as the time frame. It is realistic because there are no obvious

Project Tool 13:
Checklist for
developing strategic
objectives



massive constraints and any obstacles would likely be easy to overcome. Finally, the objective is time-bound because it has a one-year deadline for completion.

S pecific	What exactly do you want to achieve?
M easurable	Can you measure what you are doing?
A chievable	Are objectives set and attainable?
R ealistic	Do you have the necessary resources?
T ime-bound	When should the objectives be reached?

Step 4: List Activities

The fourth step involves listing activities and outputs needed to meet the objectives. The activities define the individual tasks that must be completed to achieve the objective. The outputs are the final products that an activity is expected to produce.

The outputs should indicate a time schedule for their completion. For example, if the activity involves assisting the host State police in recruiting female police officers, the output will be the number of recruited female officers. If the activity is the delivery of an in-mission gender mainstreaming training session for UNPOL officers, the output will be the number of training sessions delivered.

Outputs can come in the form of an assessment report, a training curriculum, the number of recruited officers, the number of workshops or trainings that were delivered.

Consider the example from step three:

Objectives	Ten specialised SGBV police desks are set up at the IDP camps within three years
Activity	Construct ten police desks for SGBV at the IDP camps from 1 January [year] to 31 December [year]
Output	Ten SGBV police desks by 31 December [year]
Outcome	Improved reporting on SGBV cases

Step 5: Identify Indicators

The fifth step involves identifying indicators of achievement, meaning units of information or variable that can be measured over time, which helps to show progress towards the accomplishment of the strategic objective.



Project Tool 31:
Checklist for
developing strategic
objectives

Indicators describe what needs to happen for set targets to be reached. They reflect the strategic objective and represent a key factor to their completion.

The S.M.A.R.T. method from step three can also be used to formulate useful indicators. Indicators are helpful in focusing the attention of implementing partners and stakeholders on the most important targets to be attained in completing a strategic objective. These targets also represent benchmarks which help show progress towards the accomplishment of the objective and are useful for monitoring and evaluation.

Examples of indicators and targets are the following:

Goal	Strategic objective	Indicator	Target
Reduce domestic violence in IDP camps	Ten specialised SGBV police desks are set up at the IDP camps within three years	Number of specialised SGBV police desks set up	Five SGBV police desks set up after 18 months

Step 6: Obtain Authorisation

The sixth step involves writing a planning document with what you have learned in steps one to five on the overall goals, strategic objectives, activities, outputs, indicators of achievement, and targets. This planning document will form the base of the UNPOL Gender Action Plan.

Writing a planning document is useful in communicating project activities and obtaining approval from managers and decision-makers, raising funds from donors, gathering support from stakeholders, and recording agreed activities and responsibilities of partners. Communicating



the plan broadly and effectively empowers all those involved and ensures sustained support and interest in the project activities and its objectives.

When the planning document is created and distributed, key actors can get an idea of what the Gender Action Plan will contain and speed up the process of obtaining authorisation, funding and buy-in. These are all crucial to guarantee the success and sustainability of the Gender Action Plan.

After authorisation is obtained, the UNPOL Gender Action Plan can be finalised based on the planning document to include the Action Plan's overall goals, strategic objectives, specific activities, expected outputs, indicators of achievement, and a system for monitoring and evaluation.



Project Tool 14:
Sample UNPOL Work Plan on implementation of gender-specific goals and objectives

Step 7: Agree on Responsibilities

The seventh step involves agreeing on the responsibilities and tasks with the identified partners and stakeholders, such as decision-makers and beneficiaries, as well as establishing a schedule for the completion of activities. It is also important to set up a clear communication and coordination system to maintain the engagement of partners and stakeholders.

Involving the right people from the beginning of the planning and development process is crucial. Stakeholders will likely have different ways to contribute to the implementation of project activities. Obtain formal commitments in writing from the relevant managers, decision-makers and partner entities. This provides access to financial and human resources, encourages wide support and ownership and improves sustainability.



Project Tool 15:
Checklist for involving community partners and stakeholders



Project Tools 16:
Checklist on implementation

Step 8: Implement Activities

The eighth step involves the implementation of the UNPOL Gender Action Plan and the roll-out of the project activities in three phases. The first phase is to translate the UNPOL Gender Action Plan into individual work plans across sections, regions and team sites.

The second phase is to ensure that all UNPOL officers have the basic knowledge competencies on gender mainstreaming.



Project Tools 17-24:
Terms of Reference for Gender positions

Firm commitments, strong coordination and filing and archiving of documents are crucial in ensuring that the people involved are prepared and the activities are executed on time.

The third phase is to ensure that all UNPOL components in the field and the headquarters have gender expertise embedded in their structures.

- #1** Translate the plan into work plans across sections, regions and team sites
- #2** Ensure that all UNPOL officers receive training on gender mainstreaming
- #3** Appoint UNPOL gender advisers within sections, regions and team sites

Below you can find an example of how to embed these gender experts into positions in the field.

United Nations Field Mission

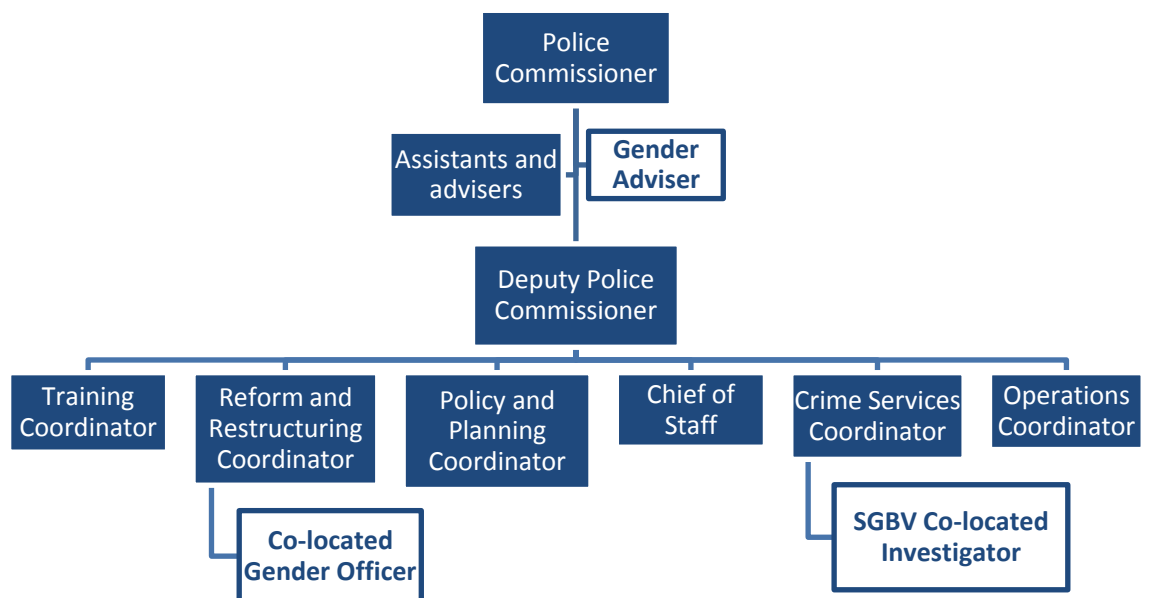


Figure 10 Where to embed gender positions

Step 9: Monitor, Evaluate and Adjust

The ninth step involves monitoring and evaluating the results of the project activities and the progress on the accomplishment of the strategic objectives and the overall goals.

Monitoring of project activities means to follow and check the implementation process. This involves collecting and analysing information on the indicators and targets set to achieve the objectives. It focuses more on the outputs by looking at whether the financial and human resources are adequately used and if the planned activities are on track.

Evaluation of project activities examines their impact more closely, meaning the changes that result from a given activity whether positive or negative, direct or indirect, planned or unplanned. It also provides an analysis of the process used in implementing the project activities. For example, was the process useful in reaching out to beneficiaries and target communities?



Project Tool 25:
Checklist for
monitoring and
evaluation

UNPOL Pool for Gender, human rights and vulnerable persons in UNOCI



In 2013, the United Nations Mission in Cote d'Ivoire (UNOCI) created an UNPOL Pool for Gender, Human Rights and Vulnerable Persons (G/HR/PVP) within the Office of the Deputy Head of Police Component (DHOPC). One of the priorities was to assign at least one UNPOL focal point on G/HR/PVP to each UNPOL field team site who are tasked to advise and mentor the Ivorian law-enforcement authorities (LEA) on cases relating to protection of vulnerable persons. This includes protection of children's rights, dealing with sexual and gender-based violence (SGBV) and serious violations of human rights. UNPOL, in coordination with partners, developed training modules on the G/HR/PVP related topics that are used to train and mentor the Ivorian LEA personnel. Within four months 23 UNPOL field team sites had at least one trained Focal Point on G/HR/PVP. Training topics on G/HR/PVP have been introduced into the UNPOL induction training curriculum and all UNPOL newcomers are trained on the mentioned topics before their deployment in the team sites. A contact list of focal points was created and is systematically updated to facilitate interaction between the UNPOL and the Ivorian focal points on G/HR/PVP within the National Police. The Pool works closely with other UNPOL sections to better coordinate activities in the field and to plan and carry out capacity building activities on G/HR/PVP for the benefit of the Ivorian LEA.

The aim of monitoring and evaluation are to:

- Ensure effectiveness: examine the process and its usefulness in reaching the desired outputs, outcomes, strategic objectives and overall goals.
- Ensure efficiency: assess how well the resources have been used to produce the output. Are there better ways of doing the activities?
- Adjust if necessary: identify problems and changes that may have occurred in the social, political, economic and cultural context and adapt the process to obtain the desired results.
- Learn: take note of the approaches and strategies that work best, evaluate those that were weak and apply the lessons learned in future projects.
- Be accountable: donors, partners, targets and beneficiaries should receive reports on achievements, best practices, lessons learned and adjustments to be made to achieve objectives.

You need to ensure that the UNPOL Gender Action Plan is integrated within:

- The agenda of regular meetings
- UNPOL and field mission reporting structures
- UNPOL performance appraisals
- Existing monitoring and review mechanisms of UNPOL operations and activities



Project Tools 26-28:
Integrating gender
perspectives into
UNPOL reports

Implementation of gender mainstreaming needs to be a permanent item on the agenda of UNPOL meetings such as UNPOL senior management, regional commanders, contingent commanders, and section and team meetings.

The participation of the UNPOL Gender Adviser in meetings at the command level is recommended. This enables the UNPOL Gender Adviser to follow up activities to be implemented on issues raised at the strategic and command level.

The UNPOL sections and team sites need to have UNPOL gender focal points that coordinate the implementation of gender perspectives according to the work plan of the section.

Progress on implementation of gender mainstreaming need to be included within the UNPOL weekly, monthly, bi-annual and annual reports. Gender issues should also be integrated within police-related paragraphs in the Secretary-General report to the Security Council.

In addition, UNPOL need to ensure that our report writing is gender sensitive. For example, we need to include:

- Gender- and age-disaggregated data in all crime incidents, not only on crimes related to sexual violence;
- A general assessment of the security situation of women and children;
- Crimes related to sexual violence;
- Gender indicators, gender- related outputs and outcomes.

UNPOL management, commanders and team site leaders have an important responsibility in ensuring that the implementation of gender mainstreaming is a criterion for performance appraisals and an item of discussion during the process of performance evaluation.

The implementation of gender mainstreaming within the UNPOL component and its mandated activities should be part of the monitoring and review mechanisms set in place. Specific gender-related questions should be raised during the monitoring and review of police activities. A set of standardised gender indicators are provided in the Compendium of Project Tools, which should be used in evaluating gender mainstreaming in the UNPOL component.



Project Tool 29:
Checklist questionnaire on gender aspect of planning, development and implementation of UNPOL projects, activities and operations

Step 10: Communicate Accomplishments

The tenth step involves communicating the accomplishment of the strategic objectives and progress towards the overall goals. Consider providing information through UNPOL newsletters, the website, partner's public information pamphlets and brochures, including highlights on the progress of the activities.

Communicating the results, impact, success stories, good practices and lessons learned to partners, stakeholders, beneficiaries and donors provide motivation and further support from all involved.



Project Tool 30:
Standardised Questionnaire for United Nations Police Gender

Gender-related evaluation questions

Does the security analysis take into account the different needs and vulnerabilities of women, men, boys and girls?

Has there been a study to identify the potential negative impacts of the operation, activity on women as well as men?

Are the project's goals and objectives gender-sensitive: do they adequately reflect women's and men's needs?

Are male and female stakeholders, local men's and women's NGOs, community-based organizations, and vulnerable groups involved in setting goals and objectives?

Gender-related indicators

Increase in the percentage of female police peacekeepers in leadership position

Increase in the percentage of victims who are confident to report sexual exploitation and abuse (SEA) cases

Increase in the percentage of UNPOL officers who are trained on gender mainstreaming

Increase in the percentage of UNPOL officers who implement gender-related tools in their daily work

Increase in UNPOL gender adviser appointed at Head of Police Component's office

Increase in UNPOL gender focal points are designated at all levels

Increase in the percentage of female police officers in leadership positions

Increase in the percentage of female police officers deployed in operational duties

Increase in the percentage of female police officers deployed in administrative duties

Increase in the percentage of police in command level trained on gender mainstreaming

Increase in the percentage of UNPOL officers trained on gender mainstreaming during induction
Increase in the percentage of UNPOL officers working on gender-related issues who have received specialized in-mission training
Increase in the percentage of police operations that integrate gender perspectives
Increase in the percentage of police projects/activities that include gender-related perspectives
Increase in the percentage of budget allocated to gender-related projects
Decrease in SGBV-related crimes included in the crimes database
Increase in the percentage of daily reports that include gender and SGBV-related issues
Increase in the percentage of weekly reports that include gender and SGBV-related issues
Decrease in the percentage of monthly reports that include gender and SGBV-related issues

Section Three: Mentoring and Training Through a Gender Perspective



United Nations peacekeeping operations are frequently mandated to assist in the reforming, restructuring and rebuilding of police and other law enforcement agencies. Most often, the prescribed tools for fulfilling this task are mentoring, advising, and training. This section will outline the necessary competencies and knowledge needed for mentoring, advising and training on gender and SGBV in the police.



What you will find in section three

- The difference between mentoring and training
- Skills and competencies of mentors and trainers
- Principles and strategies for mentoring on gender and SGBV
- Principles and strategies for training on gender and SGBV

What is mentoring, advising and training?

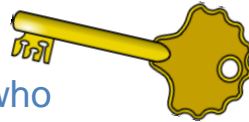
In most UNPOL mandates, the emphasis is on building institutional police capacity. This means that UNPOL officers have to use their expertise and skills to support the professional development of the host State police. This can only be achieved if the UNPOL officers have the appropriate policing skills and the ability to communicate them as mentors, advisers and trainers.

Mentoring is a comprehensive, long-term, one-on-one relationship and involves encouraging professional growth where one person invests time, energy, and personal know-how in assisting the growth and ability of another person. It is a long-term relationship that focuses on the professional development of the mentee through tutoring, coaching, guidance, and encouragement.

Advising involves the provision of information or suggestions towards solving a problem or pursuing a course of action. Advising is typically a short-term relationship aimed at directing solutions to individual problems in a longer-term development process.

Training is an organised activity aimed at imparting information and instructions to improve the recipients' performance or to help them attain a required level of knowledge or skill. The trainer has the responsibility to design the course so that the participant is not only learning to remember facts but also to understand how these facts relate and link together to provide new knowledge. In particular, activities that encourage creative and analytical thinking and practical scenarios stimulate the participant's learning.

Key message



A mentor is an experienced person who acts as a counsellor or teacher.

An adviser is an expert who proposes solutions to a problem.

A trainer is a person who facilitates learning and development.

Key skills and competencies of a mentor, adviser and trainer

Mentors, advisers and trainers on gender equality and SGBV prevention and investigation by the police are expected to be experts and exemplify specialised skills and competencies.

Expertise on gender and SGBV

Here are four basic steps in acquiring expertise on gender equality and SGBV prevention and investigation.

First, you need to ensure you have appropriate knowledge on general principles and international standards on gender equality and SGBV prevention and investigation by the police.

Second, you need to understand the context where you are working by gathering applicable laws and guidance documents from the host State.

Third, gather knowledge from UNPOL supervisors, gender experts from the field mission's offices on gender, human rights and security sector reform, and gender focal points in United Nations agencies.

Fourth, collect information on lessons learned and good practices from other United Nations peacekeeping operations. This should be done through a comprehensive and systematic collection of relevant information and documents and discussion with pertinent people.

Fifth, undertake induction and specialised in-mission training for UNPOL officers relevant to implementing policing peacekeeping mandates on supporting gender equality and SGBV prevention and investigation for the host State.

Tips on becoming an expert

1. Collect information on international standards on gender equality and SGBV prevention and investigation by the police.

Tip: Refer to standardised United Nations guidance documents such as policies, standard operating procedures, manuals, guidelines, handbooks and standardised toolkits.

2. Collect all relevant guidance documents such as laws, policies, procedures, guidelines, national strategies and actions plans in the host State regarding gender equality and SGBV.

Tip: Collect all documents in a comprehensive information package with electronic files in a shared electronic folder and printed hardcopy binder. These documents should be passed on to the following UNPOL mentor/adviser/trainer for the host State police during handover.

3. Collect information from previous UNPOL mentors (handover notes) and

discuss with UNPOL supervisors, gender experts from the field mission's offices on gender, human rights and security sector reform, and gender focal points in United Nations agencies.

Tip: Map stakeholders working on issues related to gender equality and SGBV (governmental, non-governmental agencies, international and regional agencies, diplomatic community). Join thematic working groups and create a contacts list that should be included in the hardcopy binder and electronic file above.

4. Collect lessons learned and good practices manuals, training materials and relevant handbooks from other United Nations peacekeeping operations related to gender equality and SGBV prevention and investigations by the police.

Tip: Contact United Nations Police Division, join networks (i.e. United Nations Police Gender Focal Points Network, International Network of Female Police Peacekeepers and related field-based networks). These documents should also be included in the hardcopy binder and electronic file.

5. Undertake induction and specialised in-mission training on implementing policing peacekeeping mandates on supporting gender equality and SGBV prevention and investigation for the host State.

Tip: Integrate the Standardised UNPOL Gender Toolkit e-learning course as part of the UNPOL component's induction and specialised in-mission training courses. Make the course obligatory for UNPOL officers.

Skills and competencies

As an effective mentor, adviser and trainer on gender equality and SGBV crimes, you need to possess specific interpersonal and management skills.

Interpersonal skills include demonstrating the ability to be gender sensitive, reliable, committed, motivating, communicative, responsive, encouraging, fair, impartial and non-judgmental.

Be aware that you may have conscious or unconscious biases on women that can affect your work in general. You may also have biases on SGBV that can influence your judgment and quality of advice. Therefore be attentive to your own culture, beliefs and understanding on gender and SGBV and overcome your obstacles.

Additional qualities required to successfully mentor, advise and train on the subject of gender equality and SGBV crimes include being:

- Direct: the UNPOL officer will need to be able to directly address the topic of gender equality and SGBV when it arises. Discussing gender equality and SGBV can sometimes make people uncomfortable. As a mentor, adviser and trainer, the UNPOL officer will need to both relay the importance of gender equality and SGBV and demonstrate a professional attitude toward the issues.
- Resolute: the UNPOL officer will need to go into the field mission with determination to bring about change, whatever barriers arise.
- Diplomatic: the UNPOL officer will need to be direct and resolute in addressing the issues of gender equality and SGBV. They will also need to exercise tact and discretion. People are more open and receptive in a supportive, professional and respectful environments rather than a situation where they might feel ashamed, blamed or humiliated.
- Thoughtful: thoughtfulness is taking into account the socio-cultural context and the individual position of the person with whom they are working.
- Perceptive: the UNPOL officer will have to assess the readiness of the individual officer, or the agency as a whole, to change. Based on this assessment, change might be approached incrementally, rather than all at once.

You must also be able to think strategically, lead by example and be knowledgeable, professional, responsible, and solution oriented. For example, you need to ensure that you provide equal opportunities for female and male police officers and demonstrate sensitivity to crimes related to SGBV. Some essential qualities are management and leadership skills. Furthermore, you must also be able to set goals, assess and evaluate them and keep deadlines. This includes defining performance indicators and advising mentees on their progress.

It is suggested to develop a feedback questionnaire with the host State police counterpart to assess UNPOL performance on the above interpersonal and management skills.

Basic principles and strategies for mentoring on gender equality and SGBV crimes

Below are some basic objectives, guidelines and strategies on mentoring on gender equality and SGBV crimes. This information will ensure that you provide effective guidance through clear and systematic procedures.

Objectives of mentoring

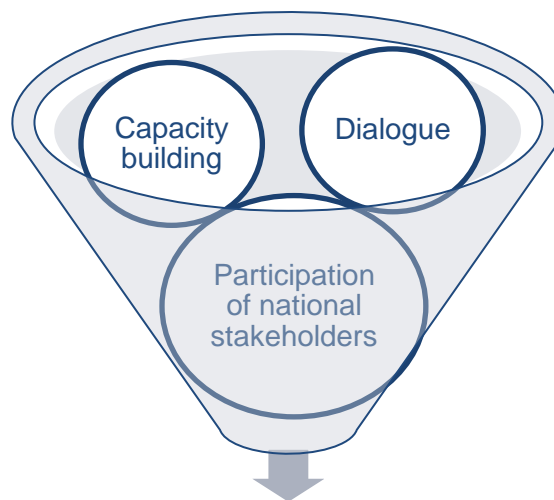
The objectives of mentoring on gender equality and SGBV prevention and investigation include creating a positive attitude, developing professional skills, preparing for higher responsibilities, reinforcing democratic principles of policing and ensuring national ownership.

Changing the attitudes and behaviour of the host State police may be one of the most important, as well as the most difficult tasks of UNPOL in their mentoring and advising role. This is particularly true for issues related to advancing gender equality in the police organisation and improving SGBV prevention and investigation. These topics tend to be highly sensitive and represent significant cultural differences.

Furthermore, promoting democratic and service-oriented policing may often require a major shift in thinking for host State police in post-conflict societies. Service-oriented policing requires a responsive, representative and accountable police service. This objective can only be obtained through gender-sensitive policing. Sustainability can only be guaranteed if there is national ownership. For gender and SGBV-related issues, however, obtaining national ownership may present challenges due to cultural differences. National ownership requires determined efforts on empowerment of marginalised and vulnerable groups and awareness raising.

National Ownership

The principles of national ownership include dialogue with national stakeholders, participation of national stakeholders in all the phases of planning and execution of activities and supporting and building national capacity. In building the capacity of national actors, women and men should have equal opportunities and targeted efforts need to address gender inequalities. The exercise of national ownership reinforces the legitimacy of the peace operation, supports mandate implementation, creates trust and cooperation with the national actors, and ensures sustainability when the peace operation withdraws.



National ownership

All opinions and views need to be understood because it ensures that ownership and participation are not limited to small elite groups. It is important to understand that women may not be represented in the management and senior leadership positions of the police nor government. It is therefore important to specifically reach out to female police officers across all levels, female politicians, as well as civil society groups, women's groups and non-governmental organisations working on gender equality and SGBV.

Four basic guidelines on mentoring²

Here are four basic guidelines for mentoring on gender equality and SGBV prevention and investigation.

Assess mentoring, advising and training needs

Identify the capacity building needs of host State police on gender equality and SGBV prevention and investigation. This includes

² United Nations, DPKO, Peacekeeping Pre-Deployment Training Standard, Specialized Training Material for Police, 1st edition (2010).

assessing the following areas: police institution such as the designation of appropriate offices; facilities and equipment; guidance documents such as the existence of policies and procedures; and expertise such as the possession of specialised skills and competencies by relevant police staff.

Form a partnership and establish trust

Establishing trust and mutual respect from the beginning of the relationship is important to be able to forge a solid partnership. Get to know your national counterpart and develop a collaborative partnership. You can do this by agreeing on a common set of expectations by establishing an action plan for mentoring, advising and training on gender equality and SGBV prevention and investigation. Set SMART (specific, measurable, achievable, realistic and time bound) objectives.

Ensure that you communicate effectively with your national counterpart. Communication is the key to building trust and accomplishing goals effectively. This includes systematically involving your national counterpart in all processes of design, implementation and monitoring and evaluation of the action plan. Remember to teach sustainably, such as teaching problem solving techniques as opposed to solving problems for your national counterparts. Sustainable change comes from teaching the techniques needed.

Sustain the relationship

Ensure that a working method has been agreed and functions effectively between you, the mentor, and your national counterpart, the mentee. This will help sustain the relationship. Provide positive and constructive feedback that can help your national counterparts progress their skills.

Share your personal experiences that are relevant to gender equality and SGBV prevention and investigation but always be aware of your own conscious or unconscious gender biases. Remember that your advice should always be given within the guidance framework of international standards on gender equality and SGBV prevention and investigation. Furthermore, be aware that what works in your country might not work in the host country.

Providing effective feedback	
Do's	Don'ts
Set achievable goals and timelines	Avoid setting unrealistic goals and timelines
Share experiences	Avoid acting as a 'know-it-all' person
Enable officer to perform	Do not become only a friend rather than a mentor
Facilitate independent action	Do not 'rescue' officer by doing his work and thus encouraging dependence
Encourage decision making	Do not discourage the officer if he or she fails
Emphasise the success	Do not focus on failure
Discuss the ways to improve	Do not only criticise, but provide positive and useful feedback
<p>Use the following guidelines for providing feedback: POSITIVE – NEGATIVE - POSITIVE</p> <ul style="list-style-type: none"> • Give praise for things that went well • Refer to concrete observable behaviour • Only describe behaviour, avoid “analysing“, and don't make it personal • First refer to positive observations, then turn to the negatives and conclude on an encouraging note • Be constructive, give examples for a better way to act • Be timely, give feedback as soon as possible • Be specific, give examples of each point • Only criticize things that can be changed • Take a positive approach 	Avoid vague feedback and ending a session on negative feedback.
Receive feedback by listening attentively, reacting constructively and finding solutions.	When receiving feedback, do not justify, be defensive nor try to blame others.

Measure progress

Ensure constant monitoring and evaluation on jointly track progress of set objectives according to the agreed mentoring action plan on gender equality and SGBV prevention and investigation.

Identify ways to broaden your national counterparts' experiences – revisit objectives and adjust if necessary. Discuss what is working and not working and find ways to improve the way you work together.

Challenge your national counterparts when their actions are leading to negative consequences. Explore how they may change attitudes/behaviour to better achieve the set goals.

Lastly, be open to feedback on your performance as a mentor, adviser and trainer. You should ask questions on how you can communicate better and use the time more efficiently.

Five basic strategies for mentoring

Here are five basic strategies for mentoring on gender equality and SGBV prevention and investigation.

Collocate

Collocation is the best way to observe and determine the best approach to working with your host State police colleague. Move into the office of your national counterpart or allow your national counterpart to move into your office. In most mandates there is allowance for this. Sometimes you may not initially feel welcome, however, this will eventually pass if you yourself are committed to your role.

Identify committed officers

Identify committed host State officers who show enthusiasm for their role in advancing gender equality in the police organization or improving SGBV prevention and investigation (e.g. speak in a positive way about the issues and want to learn more), exhibit professionalism (e.g. are punctual and complete assigned tasks) and are committed (e.g. do more than expected).

Obtain commitment

Advise host State police that it is up to them to make a commitment because their value within their police organisation will grow through acquired knowledge, experience and expertise. Mentees are more likely to follow you in your advice if you demonstrate a commitment to your role as a mentor.

Keep a record

Maintain a diary or journal with the host State police officers concerning their commitment. This is a helpful tool because it:

- Helps the officers develop skills in clarifying their own needs.
- Becomes a form of contract to keep them involved.
- Later helps them reflect and realise how much they have developed.
- Forms a record to pass on to other UNPOL officers who may follow you.

Basic principles for training on gender equality and SGBV prevention

There are two types of training – informal training and structured training (in a classroom). Informal training is casual and incidental and does not have specific training goals or evaluation of the learning. Structured training has clear objectives and goals, includes a variety of learning methods and provides an evaluation of goals and objectives.

While UNPOL officers may select the appropriate type of training depending on the context, as much as possible, develop structured training on gender equality and SGBV prevention and investigation. This training can be in the form of basic and advanced courses that are integrated in the programme of the host State police training academy.

Here are six basic steps in planning and conducting a structured training that can be used for developing courses on gender equality and SGBV prevention and investigation.

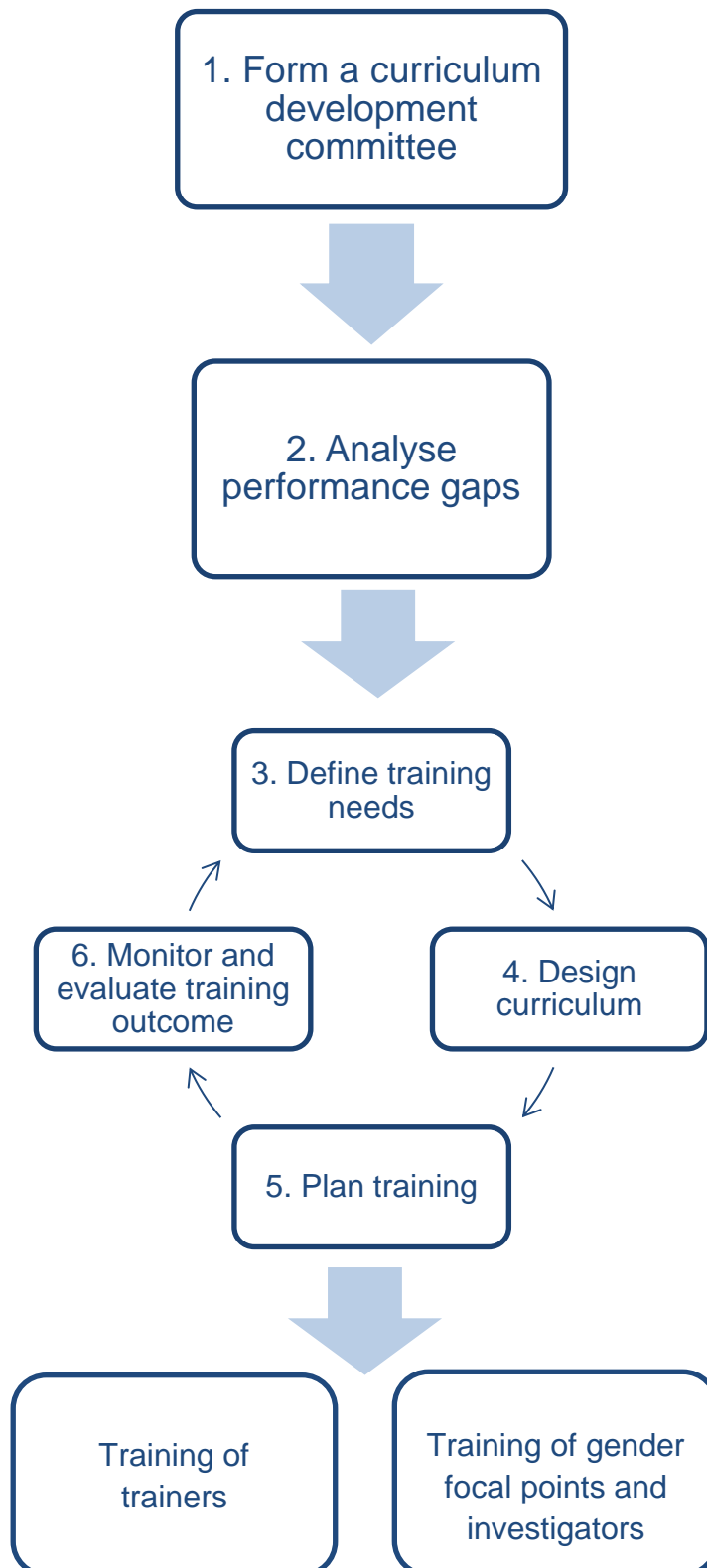


Figure 11 How to plan and conduct a structured training on gender equality and SGBV

Step 1: Set up a curriculum development committee

A committee should be set up that is in charge of developing training curricula on gender equality and SGBV prevention and investigation. Identify subject matter experts who have knowledge and experience in these areas. Include decision-makers with the host State police and the Police Training Academy.

Step 2: Analyse performance gaps

Performance gaps can be analysed in three different ways and the method should be chosen according to who is being assessed and what type of police work is being analysed.

Interviews and surveys

Interviews and surveys should be used when analysing the performance gaps of specific police posts, and specifically higher-ranked officers, such as police commanders and supervisors. These methods should also be used to analyse the performance gaps of police officers.

Observations

Observations should be used when analysing the performance gaps of police officers. This includes field visits to police stations and monitoring the practice of police officers while on the job.

Reports

Collecting relevant reports such as End of Assignment Reports (EoAR) and After Action Reviews (AAR) of previous UNPOL officers or relevant partners may provide information on the status of training initiatives with the host State police.

Step 3: Define training needs

In order to define the training needs for any given training scenario, one must first identify the audience, or the training participants, and then identify the audience's background.

Identify the audience

The target audience will determine the specific training that is required. Consider how the training will need to be tailored if the audience consists of UNPOL officers, host State police officers or the community at large.

Identify the audience's background

The background of the target audience will determine the level and scope of training required. Therefore, it is important to consider the qualifications of the audience. For example, if the audience consist of host State police officers, consider their professional experience

and rank. If the audience is the community, consider the level of education.

Other factors to consider are the level of responsibilities the audience have (e.g. command level) as well as the geographical location the training is occurring in.

Step 4: Design the content for the curriculum

Designing the content for a training curriculum involves three main processes: developing SMART objectives, developing learning outcomes, content, activities and assessment, and identifying the training material required.

SMART training objectives

Recall that a SMART objective means objectives that are specific, measurable, achievable, relevant and time-bound. The training objectives need to be formulated in a way that addresses the identified performance gaps. In other words, if the SMART training objectives are met, the performance gaps should be reduced after the training.

S pecific	What exactly do you want to achieve?
M easurable	Can you measure what you are doing?
A chievable	Are objectives set and attainable?
R ealistic	Do you have the necessary resources?
T ime-bound	When should the objectives be reached?

An example of a SMART objective is one that directly addresses a performance gap. For example, if the performance gap is in gathering evidence for SGBV cases, the SMART objective could be formulated accordingly: “Training of [x number] police officers on improved evidence gathering techniques for SGBV crimes by [x date]”. If the performance gap is in applying equal opportunities on the recruitment of women in the police, the SMART objective could be “Training [x number] staff on gender-sensitive recruitment criteria by [x date]”.

Learning outcomes, content, activities and assessment

When developing the course, the learning outcomes, learning activities and assessment method need to be perfectly aligned. This means that the learning activities directly support the outcomes you want to achieve and that the assessment method is able to adequately measure the achievement of the learning outcomes.

The learning outcomes should be carefully considered as they pertain directly to the training objectives. If the objective is to

improve evidence gathering techniques, the learning outcome could be to “Outline the procedure for evidence gathering”. If the objective is to apply equal opportunities in recruitment, the learning outcome could be to “Demonstrate gender sensitive recruitment interview questions.”

The learning activities and content can then be designed according to the learning outcomes. On the above examples, consider role play activities with a crime scene scenario where participants practice the procedure for evidence gathering and a scenario of a recruitment panel.

Effective training includes the following aspects:

- Active: learners need to be actively involved in their learning in order for them to develop their learning needs.
- In context: learners are motivated to obtain the necessary knowledge and skills to solve specific problems.
- Experience: learn from prior experience and generalize these experiences to new situations.
- Practical: learn by doing and relating theories and concepts with each other.

Finally, select an appropriate assessment method according to the learning outcomes and the activities. On the above examples, a group or individual presentation can be undertaken by providing participants with a scenario where they can apply and demonstrate the knowledge acquired.

Identifying training material

It is important for the instructors to arrive prepared with the necessary training material. These should be developed as part of the training content and activities. If your activities require any knowledge that the participants would have to prepare beforehand, be sure to specify these to the participants.

Step 5: Plan the training

Planning the training involves several decisions. First, choose the method of delivery, whether in person or on-line. Next, it involves selecting the training provider or the instructor with the right expertise. Finally, it involves raising the necessary funds and arranging the logistics.

Most importantly, planning the training involves choosing whether the aim is to train trainers or train the persons who will be directly performing the job.



Project Tool 96:
Model standardised
training curriculum
plan

Training of trainers

To strengthen national ownership, courses must be developed and delivered by host State police instructors for host State police officers. Therefore, it is important to train trainers from the host State police. UNPOLs need to facilitate and assure quality in the development of the training curriculum and the delivery of the courses. This includes ensuring that the curriculum reflects international standards and assisting in logistical arrangements for the courses.



Project Tool 97:
Training preparation
checklist

Training of officers

Roll out the standardised training curriculum to police staff in the host State police. As mentioned, you can do this by integrating the standardised training curriculum as part of the basic and advanced courses in the police training academy. Furthermore, arrange that certified trainers roll out the training course to staff in their departments.



Project Tool 98:
Remote training
preparation checklist

Arranging the logistics

This process can often seem like the most overwhelming part of the training planning. In addition to project tools on training preparation in the Compendium of Project Tools, here are some helpful tips on how to arrange the logistics.

Venue training

Depending on where you are located, you should allocate a venue so that all participants are able to meet at the designated venue. Particularly if the venue is away from your normal area of work, communicate early what your requirements are.

Remote training

In certain environments it may be more cost effective to send trainers to remote areas. However these areas may not have adequate facilities or operating equipment, so it is necessary to be prepared to improvise and use creativity.

Double check

Do not assume everything will be provided and will work. You must physically check the venue or assure someone has done it prior to training so that the trainer can focus on the topics to be covered.

Step 6: Monitor and evaluate the training outcomes

There are several benefits of monitoring and evaluating training outcomes. Monitoring and evaluating the training outcomes provide critical feedback to improve future training efforts. It also offers a foundation for positive reception of future training proposals. Monitoring and evaluating can also validate the training programme

and provide justification for the resource expenditure. Most importantly, monitoring and evaluating the training programme creates accountability for the success of the training.

Evaluation

The evaluation of a training programme should focus on four main areas: the reactions of the participants, the knowledge gained by the participants, how the training affected their behaviour and the beneficial results obtained. To measure the effectiveness of your training, here is a list of principal questions:

- What are the reactions of the trainees with regards to their expectations from the course? To what extent were the identified training needs and objectives achieved by the course?
- What specifically did the participants learn? Was it relevant to their job?
- What commitment have the participants made of the learning that they are going to implement in their work? How did their learning change their behaviour?
- How successful were the participants in implementing their action plans? How did their performance following the training improve service delivery to beneficiaries?

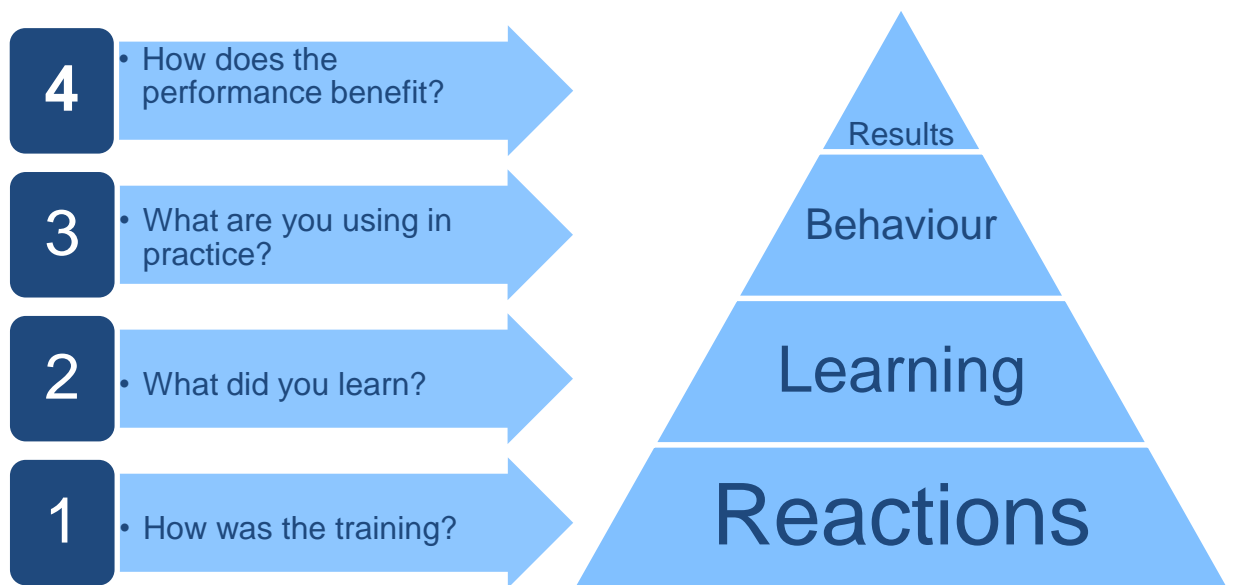


Figure 12 Training evaluation



Project Tool 99:
Standardised
training evaluation

Training evaluation methods

Feedback can be extracted from the trainees formally or informally with questionnaires, surveys or interviews and this can be done individually or in groups.

Informal feedback usually comes from observations, informal conversations and informal individual or group interviews. Formal feedback comes from surveys, questionnaires and structured individual or group interviews. In the Compendium of Project Tools there is a standardised training evaluation questionnaire.

Lesson 3 Increasing the Participation of Female Police Officers in United Nations Peace Operations



What you will find in Lesson 3

- United Nations Global Effort Initiative
- Three action points for PCCs to increase the deployment of female officers in peacekeeping
- A ten-step strategy for PCCs to achieve the three action points

Introduction

This lesson will outline the importance of female police officers in peacekeeping and the United Nations work through the Global Effort initiative. This lesson will also look into what Police Contributing Countries (PCCs) and female officers can do to support this effort.

The structure of this lesson



The Global Effort Initiative



Strategies for PCCs to increase deployment of female officers



Strategies to empower female police officers

Project Tools included in this lesson

Project Tool 32: United Nations Global Effort Brochure

Project Tool 33: Survey on obstacles for female police officers in joining an international peace operation

Project Tool 34: Checklist on non-discriminatory criteria and procedures for the selection and recruitment of police officers for international peace operations

Project Tool 35: Checklist on background investigations and vetting of police officers for deployment to peace operations

Project Tool 36: Sample interview questions for screening on gender bias

Project Tool 37: Brochure: Yes ma'm, you can be a Peacekeeper!

Project Tool 38: Sample implementation matrix for the ten-point strategy for PCCs to help increase the deployment of female police officers in peace operations

Project Tool 39: Concept Note Template for a Field-based Network of Female Police Peacekeepers

Project Tool 40: Action Plan Template for a Field-based Network of Female Police Peacekeepers

Why is it important to increase the representation of female police officers in peace operations?

Increasing the representation of female police officers in peacekeeping enhances operational efficiency. Female police officers bring important attributes and qualities that benefit police work in peace operations. However, the number of female police officers deployed to peace operations remains low.

In order to increase the deployment of female police officers it is important to understand the challenges women face during recruitment to peace operations, deployment to peace operations and reintegration back to their home country. Therefore, it becomes vital to empower female police officers throughout these processes. In this lesson, United Nations Police (UNPOL) officers and PCCs will learn how to:

- Outline the purposes and goals of the United Nations Global Effort initiative
- Identify concrete measures to achieve the Action Points set out in the Global Effort initiative
- Understand the benefits of having female police officers involved in peacekeeping
- Recognise the obstacles that female police officers face when joining peace operations
- Enumerate measures on how PCCs can facilitate the selection and nomination of female police officers for deployment to peace operations
- Outline strategies for female police officers to support the Global Effort initiative
- Identify the steps in creating a network of female police peacekeepers

Section One: The Global Effort Initiative



This section outlines the United Nations Global Effort initiative to raise the number of female police peacekeepers in United Nations missions. It explains the important role of female officers in peacekeeping for effective police work and community restoration.



What you will find in section one

- The Global Effort Initiative
- The three-pronged approach to the Global Effort
- The benefits of having female police officers involved in peacekeeping
- The challenges female police officer face when joining peace operations

The Global Effort Initiative

In 2009, the United Nations Police launched a Global Effort to increase the number of female police officers in peace operations. The initial goal was to increase female police officers to 20 per cent of deployed officers with an end goal of fifty per cent.

Three-pronged Approach to the Global Effort Initiative

The strategy for the United Nations Police Division in implementing the Global Effort is three-pronged. First, a top-down approach is used to dialogue with PCCs to increase deployments of female police officers. Second, a bottom-up approach is used to network and reach out to female police officers worldwide to provide information about peacekeeping. Third, female police officers, including prospective and currently deployed peacekeepers are empowered through capacity building and training.

Female Police Officers in Peacekeeping

The Global Effort initiative is meant to reinforce the overall effort of policing in peacekeeping. UNPOL is a critical component of any peacekeeping operation. Police officers reinforce security by patrolling communities, advising domestic police services, ensuring compliance with international human rights standards, and restoring and promoting public safety and the rule of law. An increasingly important role of UNPOL is to protect the most vulnerable by helping host State police services address and prevent sexual and gender based violence (SGBV) in post-conflict environments.

Project Tool 32:
United Nations
Global Effort
Brochure

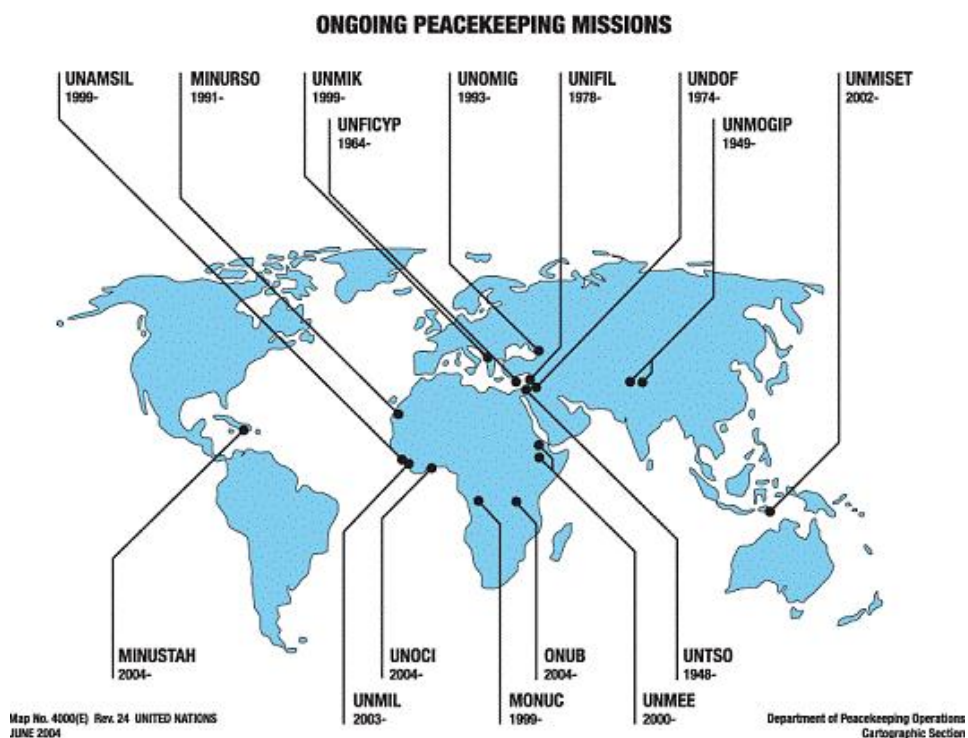


Figure 13 Map of ongoing peacekeeping operations (2015)

There is an increasing number of PCCs that contribute to peace operations. As mandates in peace operations have become more complex, from monitoring to assisting in police reform, the United Nations has intensified the deployment of police officers from 400 in the 1960s to over 13,000 in 2015. While deployments of female police officers has increased, the total number of women still remains low from about 200 in 2004 to about 1,300 in 2015.

The top five contributors in terms of the total number of women deployed include Bangladesh, India, Nigeria, Rwanda, and Ghana. In terms of proportion of female police officers deployed in their contingents, the top contributors have been countries such as Iceland, Namibia, Thailand, Norway, and Sweden.

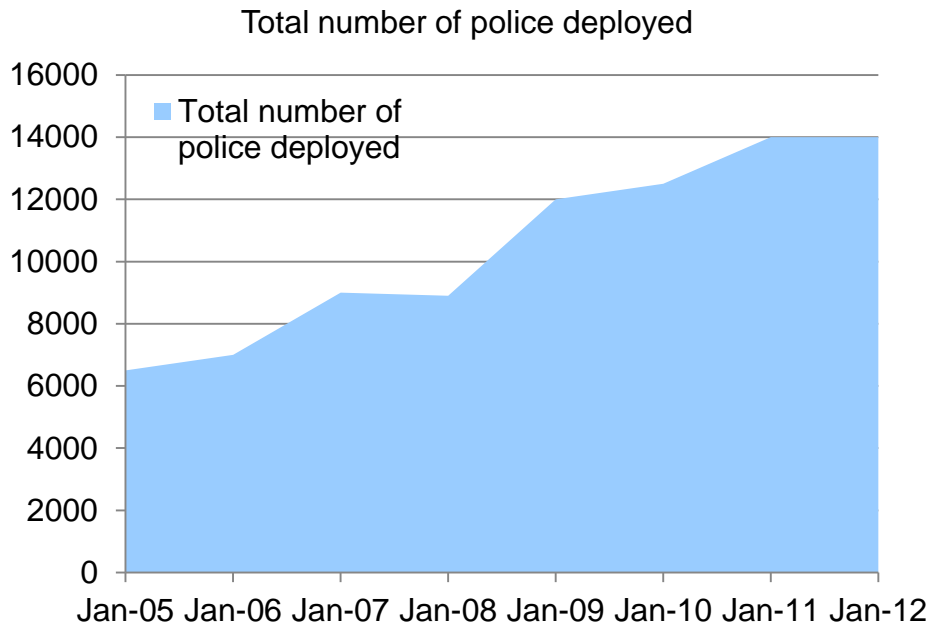


Figure 14 The increase of total police deployment to peacekeeping missions from 2005 to 2012

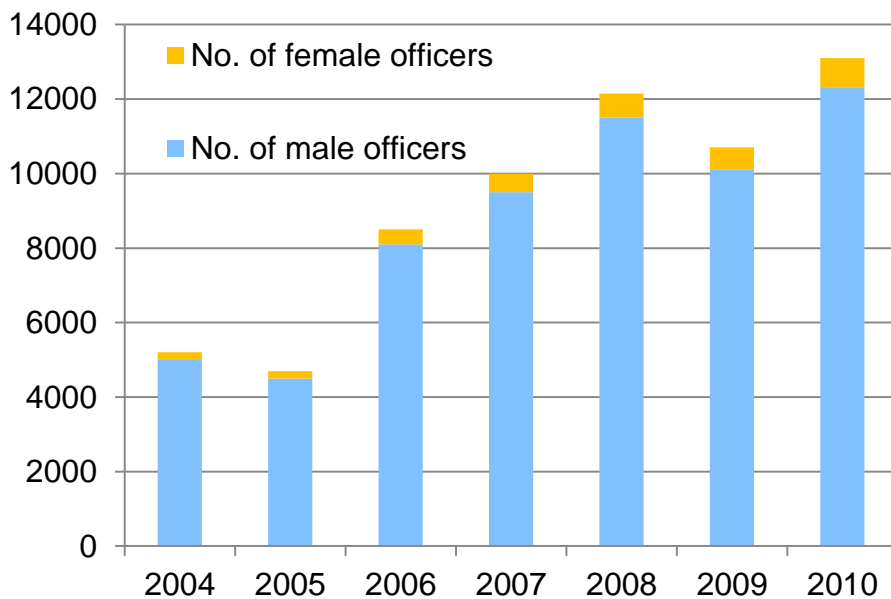


Figure 15 The increase in number of male and female police officers from 2004 to 2010

Benefits of the participation of female police officers in peacekeeping

Security Council Resolution 1325 is the most prominent document outlining the importance of women in peacekeeping. The resolution stresses the equal participation and full involvement in all effort for the maintenance and promotion of peace and security. It also urges all actors to increase the participation of women and

incorporate gender perspectives in all United Nations peace and security effort.

The benefits of the presence of female police peacekeepers are widely recognised. Therefore, the United Nations has placed emphasis on the importance of encouraging the increased deployment of female peacekeepers to ensure efficiency and success of peacekeeping operations.



“I have seen female United Nations Police in action around the world, from Haiti to Congo, from Darfur to Cyprus, from Liberia to Timor-Leste... Women police often more easily earn the trust of local women in the community. When we deploy more women police, victims are more likely to come forward and we can stop more crime.”

– United Nations Secretary-General Ban Ki-Moon.

Increased police capacity

Their presence underscores a principle of democratic policing, which is to accurately represent the societies the police serve. While communities generally have an equal proportion of women and men, this ratio is skewed in police services, representing on average 8 per cent in low income countries, 15 per cent in middle income countries and 17 per cent in high income countries³. It is however essential for police peacekeepers to reflect the societies they serve to have a higher capacity to effectively address the different needs within the society.

Female police officers contribute with a unique perspective that is greatly needed in peace operations. They often have more understanding for the concerns of women in conflict or post-conflict societies.

Diverse set of skills and competencies

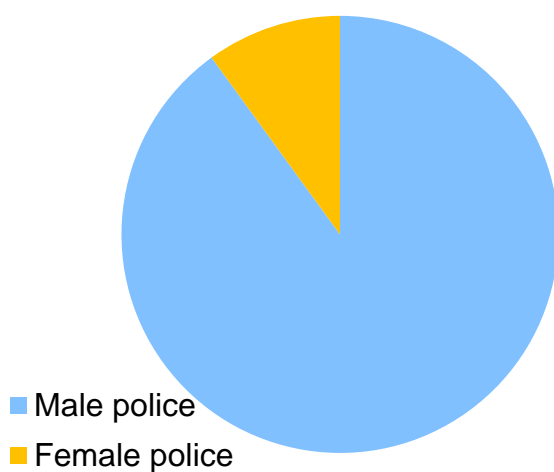
Female police officers bring a diverse set of skills for crowd control, investigations, community oriented policing, intelligence gathering and other police operations, such as skills on mediation and communications, that are necessary for reconstructing police services in post-conflict communities.

³ UNIFEM, Policy briefing paper: Gender Sensitive Police Reform in Post Conflict Societies (2007).

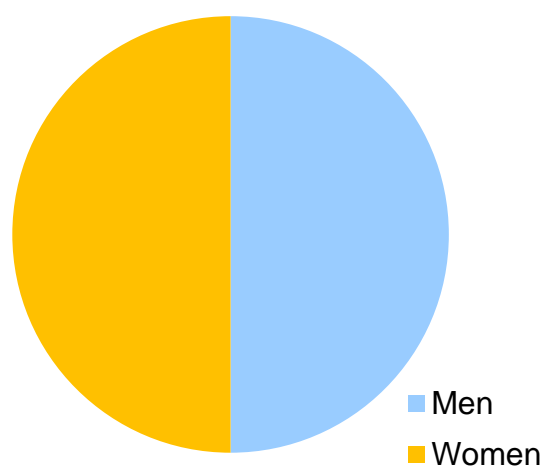
Gender equality

Female police officers serve as role models for women and girls in the host country. In the long term their presence empowers local women by showing that women have an instrumental role in peace and security, inspiring many to become police officers themselves. Women's representation increased in the national police services in Kosovo, Sierra Leone, Liberia and Timor-Leste where peacekeeping missions have been deployed. By ensuring the participation of both men and women, peacekeeping efforts can help build a foundation for increased gender equality in society.

Proportion of women in police



Proportion of women in the population



Gender sensitive procedures in police peacekeeping

There are a number of police procedures where a female police officer is necessary, such as personal body searches of women.

Trust and confidence in the police services

Female police officers help restore the confidence in the police and, along with their male counterparts, facilitate gender sensitive police approaches.

Reporting of crimes against women and children

Greater representation of women in police services helps countries recovering from conflict to facilitate protection of women and children from violence and abuse. During conflicts, men in uniform often perpetrate rape and other forms of sexual violence, so that when the fighting subsides, women fear turning to male uniformed personnel for assistance.

Improve the working environment

Women offer a stabilising presence in work environments, leading to increased efficiency and better conduct. Male officers tend to be on their best behaviour in the presence of female officers therefore ensuring a pleasant working environment.

Challenges faced by female police officers

It is important to identify the obstacles faced by female police officers in the recruitment, deployment and return from a peace operation to find appropriate solutions.

The Police Division carried out an assessment of obstacles that prevent female police officers from applying and qualifying for deployment to peace operations from 2009 to 2011. Four phases were identified: the pre-selection at the PCCs, selection by the United Nations, deployment to a peace operation and return to the PCC. Here are the most commonly cited obstacles in each of these phases.

Pre-selection phase in the PCCs

- **Criteria:** The national criteria, procedures and recruitment campaigns tend to be gender biased. In some countries, a minimum rank is required which discriminates against women who are concentrated in the lower ranks. Similarly, a minimum number of years of experience required that is above the United Nations standard of five years may prejudice women who have recently entered the police profession. As each PCC has their specific national pre-selection requirements and procedures that may be above the minimum United Nations standards, it is essential that evaluations be carried out by PCCs in their national police services.
- **Benefits:** In some countries, a police officer may lose benefits while deployed abroad such as salary, housing, promotional opportunity and career advancement or be obliged to resign from the police organisation.
- **Information:** There is a lack of information on national selection criteria and processes. The call for nominations from the United Nations is often distributed to a privileged group or 'old boys networks'. There is also a lack of information on the peacekeeping context due to the absence of role models and networks or forum where female officers can learn about the experience of others who have served in a peace operation.
- **Policy:** There is a lack of policies and outreach programmes that target female police deployment.

- Gender roles: There is pressure from family, friends and the community that policing in a peace operation is not a job for women; that the post-conflict environment is too dangerous; and that the place of the woman is in the home and her primary duty is to take care of the family.

Selection phase by the United Nations

- Information: Lack of information about the United Nations minimum requirements and procedures on language, driving and firearms shooting proficiency.
- Resources: Lack of resources to prepare for the Assessment for In-Mission Service (AMS) by the United Nations Selection Assistance and Assessment Team (SAAT) (driving/shooting courses; lack of access to vehicles/firearms to practice).
- Skills: Inadequate language, driving and firearms shooting skills, as well as, interview competencies. In some countries, female police officers do not have access to vehicles. Furthermore, female officers may not have the skills set required in the field mission.
- Instructors: Lack of female instructors conducting the United Nations SAAT examination.



Project Tool 33:
Survey on obstacles
for female police
officers in joining an
international peace
operation

Deployment phase in the United Nations

- Isolation: Female police officers feel isolated since there are only few officers.
- Assignments: Assignment of duties may be based on gender stereotypes.
- Environment: There might be an unpleasant work environment due to a lack of gender diversity in the component.
- Facilities: Lack of proper facilities and logistics arrangements for women (e.g. lavatory facilities).
- Support: Lack of support mechanisms for women.

Return to PCCs

- Policy: Lack of a reintegration programme; loss of position in the police service and the influence and authority with that position.
- Reintegration: Difficulties in reintegrating in the professional life, family life and community.
- Support: Lack of medical or psycho-social support provided by the police service.

Sahely Ferdou from Bangladesh

Sahely Ferdou is a Bangladeshi police officer deployed as commander of an all-female Formed Police Unit (FPU) in Haiti.



What kinds of impact do women officers tend to have on communities and women in particular?

“We noticed that the impact of women as peacekeepers is that it strengthens psychological support for victims, so that they feel more comfortable reporting sexual or physical violence. They feel more secure with them than a male officer. We noticed that with women, female victims receive more patience; females can understand harassment better. They can also counsel on different issues such as health, education, finance and household affairs.”

As a woman and a leader within the United Nations Police, do you think women are being seen as agents of change?

“Our women’s contingent will have a long term impact on the Haitian people, especially on women and girls. Most of the women welcome our presence and activities. They see us as a symbol of women’s empowerment and feel inspired to be established socially and economically.”



Ann-Kristin Kvilekval from UNAMA

Ann-Kristin Kvilekval was Acting Senior Police Adviser for United Nations Assistance Mission in Afghanistan (UNAMA)



Q. What has been the most difficult challenge for you working as a United Nations Police officer?

“To be away from my family and friends is a great challenge. It has been a challenge to be the only female police officer in Kabul at the headquarters of UNAMA. It has been sometimes hard not to have anyone for support or to have anyone with whom I could discuss police issues inside the organisation. Afghanistan is complex; the number of actors on the ground makes the tasks huge and challenging.”



Section Two: United Nations Dialogues with PCCs and Strategies for Supporting the Global Effort Initiative



This section outlines the three action points for Member States to support the Global Effort initiative to increase the participation of female police officers in peacekeeping. It offers ten concrete measures to achieve these action points.



What you will find in section two

- Three action points for PCCs to increase the deployment of female police officers
- Ten-step strategy for PCCs to achieve the three action points



Project Tool 34: Checklist on non-discriminatory criteria and procedures for the selection and recruitment of police officers for international peace operations

Three Action Points

The Global Effort initiative outlines three action points for PCCs to promote the increased participation of female police officers in peacekeeping. These include:

- Setting a policy of a minimum 20 per cent female police deployment;
- Reviewing national selection criteria, policy and processes for deployment to peace operations; and
- Providing incentives and recognition to police officers who are deployed to peace operations.

Setting a policy of a minimum 20 per cent female police deployment

The first action point in the Global Effort initiative is to set a standard for deployment of female police officers to a minimum 20 per cent. This is just a step toward the ultimate goal of deploying 50 per cent female police officers to peace operations.

Reviewing national selection and recruitment procedures for deployment to peace operations

The second action point in the Global Effort initiative is to review recruitment procedures. The United Nations calls on Member States to review their recruitment requirements and procedures to ensure that selection criteria do not have an adverse effect on women and are gender sensitive.

Physical requirements such as minimum fitness tests need to be adapted according to gender and age. These requirements have to be tailored according to the different physical stature of women and men.

As mentioned, a criterion such as a minimum rank may have an adverse effect on women if it disqualifies a large number of them who are below the minimum rank.

Informal or formal procedures for disseminating information about opportunities for international deployment may also discriminate against women if only circulated to a privileged group.

Use the evaluation checklist in the Compendium of Project Tools to ensure that gender sensitivity has been considered in every step of the recruitment and deployment process and analyse adverse effects on female applicants.

Providing incentives and recognition to police officers who are deployed to peace operations

The third action point in the Global Effort initiative is to provide incentives and recognition to female police officers who are deployed to peace operations. Incentives can include family friendly policies and job security. Recognition can include promotion opportunities and awards.



Project Tool 35:
Checklist on background investigations and vetting of police officers for deployment to peace operations



Project Tool 36:
Sample interview questions for screening on gender bias

Gender initiative in the Zambia Police deployment for peacekeeping



Zambia initiated a number of programs to increase the recruitment of female police officers in general, provide information to increase gender awareness among both male and female police officers, and encourage the increase of the participation of female officers in peacekeeping operations.

For example, they created an awareness program by mobilising police officers for meetings, conducting awareness campaigns, preparing information and education brochures, which were distributed to all police districts. However, more gender awareness is needed, especially for senior male officers who exhibit serious lack of gender awareness and express a fear that their positions were being threatened.

Zambia implemented a quota system of 30 per cent reserved for female police officers for all peacekeeping deployments. However, this quota is often not met due to mainly lack of driving skills in the majority of those who volunteer.

They also developed a pre-Assistance in Mission Service training program for all police officers nominated for deployment to peacekeeping operations. This both improved the quality of police officers presented for the Assistance in Mission Service assessment and also improved the general Assistance in Mission Service pass rate and increased the number of female police officers who qualified for deployment.

Ten-step Strategy to Achieve the Three Action Points

To achieve the three action points, the United Nations have developed ten concrete measures that PCCs can take. These ten measures can serve as an implementation guideline for PCCs and can be categorised into three groups: develop policies, create a roster, and encourage and inform.

How to set a policy of a minimum 20 per cent female police deployment

It is important to develop policies for police both on the local and national levels, and to focus on concerns that often affect women particularly, such as child care.

1. National policies

Develop a strategic action plan with national police for increasing recruitment of female police officers to international peace operations. The action plan should guide the work of local districts and be reviewed and renewed every five years.

2. Local policies

Develop local level police district action plans for increasing recruitment and nominations of female police officers. Set up an electronic recruitment matrix with the specific skill sets required by the United Nations. National police should check that all districts have developed their plan and monitor its implementation. The local action plans should also be reviewed and renewed every five years.

3. Family-friendly policies

Pilot projects on family-friendly policies on the local and national level, such as paid trips home for officers with small children and financial support for the partner staying at home with the child. Conduct regular assessment of implementation and impact of these policies.

How to create a roster

PCCs should create a roster detailing the skills and competencies of their female police officers. Here are four steps in creating such a roster.

4. Record nominations received by each police district

Register the number of personnel annually deployed to international police operations, including the number of female police officers.

5. Create a list of potential female candidates for deployment to peace operations

Make a listing of potential female candidates for specialised professional posts and management posts. Forward these names during a call for secondment from the United Nations.

6. Create a permanent roster of female police officers for rapid deployment

Create this roster to ensure there are at a minimum 20 per cent of female officers who can be deployed at one time. Provide skills training if necessary to ensure the female officers qualify for the minimum United Nations requirements on language, driving, and shooting proficiency.

7. Catalogue the skills and competencies

Catalogue the skills and competencies of female police officers acquired during the peace operation. Use the catalogue to reintegrate police peacekeepers upon return.

How to encourage and inform

There are three measures that have proven effective when encouraging and informing female police officers.

8. Disseminate information on United Nations Security Council Resolution 1325

Information about Resolution 1325 has to be widely disseminated. Each police district's information strategy should have a separate point to inform its employees about Resolution 1325.

9. Positive stories

PCCs can use stories to inform, motivate and recruit female police officers for peace operations. Female police officers who have recently returned from a peacekeeping operation can hold briefing sessions to inform and educate prospective female officers who are planning to apply. Such sessions should not occur later than six months after returning home.

10. Connecting with female officers

Maintaining good contact with the officers who have decided to serve overseas but have not yet been deployed, those already deployed, and those returning from deployment can function as indirect recruitment. The follow-up on the officers who have returned should ensure that they return to the post they had prior to going overseas, while utilising the competencies they have



Project Tool 37:
Brochure: Yes
ma'm, you can be a
Peacekeeper!



Project Tool 38:
Sample
implementation
matrix for the ten-
point strategy for
PCCs to help
increase the
deployment of
female police officers
in peace operations

acquired to ensure that going overseas is beneficial for the officer's career.

Networking and leadership with female officers in the Zambian police force



Ms. Joyce Kasosa returned to the Zambian police force from the United Nations Mission in Liberia in 2006 and started a number of initiatives to increase the number of female police officers from her country deployed to peace operations. She has acted as a role model and a mentor for Zambian female police officers.

Having served in a peacekeeping mission I was able to share my experience, establish a forum to address and discuss concerns and fears of female police officers, answer questions and encourage them to apply for peacekeeping operations. I especially encouraged female police officers to take private driving lessons and volunteer to drive duty vehicles at their places of work rather than being driven. In 2007, I conducted an internal review to assess how the Zambia Police Service was implementing the Zambia National Gender Policy (ZNGP), which emphasised the need for equal and full participation of men and women at all levels of national development. The findings were inconsistent with the provisions of the ZNGP and indicated a huge gap that negatively affected the implementation of the gender policy in Zambia Police. I shared my findings with the Inspector General of Police and presented three recommendations.

Ms. Kasosa's recommendations:

- Creation of a women's network within the structure of the Zambia Police to help mainstream gender within the police organisation.
- Review of recruitment, training and development, and promotion guidelines and policies so that they reflect gender aspects.
- Improve the efficiency, effectiveness, and professionalism of female officers, to enhance their resilience in facing policy challenges.
- Undertake initiatives in organising meetings in schools for career talks and encourage young women to join the police without fear.

High-level Advocacy

The United Nations has also engaged in high-level advocacy with PCCs in order to further the goals of the Global Effort initiative.

High-level roundtable

In 2010, the United Nations organised a round table with PCCs and the Secretary-General at which the result was an official endorsement by the Secretary-General for the goal of 20 per cent female police deployment to peacekeeping missions.

Interpol conference

In 2009, Interpol held a meeting in Singapore and the resulting documents endorsed the need for increasing the presence of female police officers.

“While encouraging increased international cooperation and coordination in the delivery of training, commend the contribution of the police contributing countries (PCCs) in United Nations peacekeeping operations, and in particular, their Effort along with the United Nations Department of Peacekeeping Operations to address issues related to sexual and gender-based violence in post-conflict environments, and noting the significant contributions to date, highlight the continuing need for increased participation of female officers in United Nations peacekeeping operations.”

Security Council Resolution 1889

In 2009, a roundtable with female police peacekeepers advocated for increased deployments in peace operations. This was reflected in the Security Council Resolution 1889 that calls for Member States to strengthen the participation of women in peace operations, including the number of female police officers.

“Welcoming the inclusion of women in peacekeeping missions in... police functions, and recognising that women and children affected by armed conflict may feel more secure working with and reporting abuse to women in peacekeeping missions, and that the presence of women peacekeepers may encourage local women to participate in the national armed and security forces, thereby helping to build a security sector that is accessible and responsive to all, especially women.”

The impacts of these high-level advocacy initiatives have been numerous. In 2010, Bangladesh deployed two all-female Formed Police Units and Rwanda nominated over 100 female police officers.

Section Three: Strategies to Empower Female Police Officers



This section outlines a four-step strategy of empowering female police officers to support the Global Effort initiative: information and awareness, outreach, networking and training.



What you will find in section three

- Information and awareness
- Outreach
- Network
- Training

Information and Awareness

There are many ways for female police officers to work towards becoming informed about the process of deploying to peacekeeping missions. The United Nations has worked actively to help female police officers empower each other by enabling outreach, networking and training opportunities.

Female police officers should actively seek to inform themselves within their countries of the possibility of serving in a peace operation by advocating for transparent communication channels to combat the tendency for 'old boys' networks' that exclude women. They should also request clear and timely instructions concerning the national selection and recruitment procedures and support the United Nations demand for transparent and gender sensitive recruitment criteria.

It is important to be informed about the United Nations minimum requirements and the national process for secondment, which

differs from country to country. Below is the United Nations selection process for individual police officers.

The United Nations selection process

1. Invitation for nominations

When there is a need for United Nations Police personnel in a peacekeeping mission, the United Nations sends an invitation to Member States to nominate police candidates that match an attached job description. The communication is in the form of a 'Note Verbale' sent to the Member States' Permanent Missions to the United Nations located in New York, USA.

2. Nomination of candidates

Member States then send a list of nominated candidates and submit their United Nations Personal History Form (P.11), Personal History Profile (PHP) or Electronic Application for Seconded Police Form (EASP) to the United Nations.

3. Consolidation of nominations

The United Nations compiles a list of the candidates offered by Member States and prepare a deployment plan based on the operational requirements of the mission to which the candidates are nominated.

4. Pre-selection

The United Nations analyses the information of the nominated candidates to make sure they fulfil the requirements (experience, skills, education, language and age) based on P.11/PHP/EASP. Then it prepares a short-list of qualified candidates based on this analysis and additional information from interviews conducted during an AMS visit.

5. Mission deployment

After the selection of suitable candidates, the United Nations informs the Permanent Missions which nominees have been selected for deployment advising on the proposed date of deployment and requests that pre-departure preparations are initiated, such as:

- Pre-deployment training
- Medical clearance and immunisations
- Acquisition of passports and required visas
- Issuance of necessary logistical supplies and pre-deployment seminars.

6. Arrival in Mission

The Mission's United Nations Police leadership shall ensure that selected United Nations police officers are deployed based on the job description that they have been recruited for.

The United Nations selection process for Formed Police Units (FPUs)

1. Call for contribution

Based on preliminary consultations, and upon the United Nations Security Council Resolution authorising the participation of FPUs in a particular United Nations Mission, the Department of Peacekeeping Operations sends a Note Verbal to concerned Member States requesting them to confirm their willingness to contribute with FPUs to this particular United Nations Mission. The Note Verbal is initially faxed to the Permanent Missions in to the United Nations based in New York, USA and the original follows via mail.

2. Confirmation from Member States and deployment approval

Once DPKO receives the confirmation from the Police Contributing Country (PCC), the approval of the deployment will be considered, taking into account, among others, the following criteria:

- Operational readiness for deployment.
- Geo-political or regional considerations
- Agreement from the host State
- Already present unit from the PCC under any non-United Nations arrangements (bilateral support and assistance missions)
- Gender representation. It is highly recommended to include at least the equivalent of one platoon composed of female police officers into the structure of each new FPU contingent for future deployments. Pledges for new deployment of FPUs meeting this requirement would be prioritised for deployment, subject to meeting other operational requirements.
- If the above is not feasible, PCC authorities are strongly encouraged to nominate a minimum of 20 per cent female police officers into the structure of each FPU contingent, subject to meeting other operational requirements.

3. Technical reconnaissance visit by PCC to United Nations Mission:

When the United Nations has accepted the contribution, the PCC can be authorised for an Early Reconnaissance Visit to the mission

area. The purpose of the visit is to determine how the conditions on the ground directly affect the contingent's capability in undertaking the tasks assigned to them in the Mission Concept of Operations (CONOPs). Details regarding the role and composition of the delegation as well as the duration of the visit are detailed in Standard Operating Procedure "Planning and Implementing Contributing Country Reconnaissance Visits" dated 5 October 2005⁴.

4. Negotiation of a Memorandum of Understanding:

Following the approval for deployment, a Memorandum of Understanding (MOU) between the United Nations and the PCCs will be negotiated within the Contingent Owned Equipment system (COE) described in the COE manual.

5. United Nations pre-deployment and inspection visit to the country:

When the PCC confirms its readiness to deploy the FPU, United Nations Headquarters will deploy a team of experts led by the Police Division to assess the overall readiness of the unit to be deployed. The aim of this Pre-Deployment Visit (PDV) is to inspect the materials and equipment of the unit and verify its conditions to meet the mission's Force Requirement and the negotiated MOU.

6. Signature of MOU and Mission Deployment:

Upon satisfactory completion of the pre-deployment visit, the United Nations will be responsible for arranging the transportation the COE to the mission area. The transportation will be conducted in accordance with the United Nations regulations established as per the United Nations-COE manual, and depending on operational requirements it can be conducted either by land, air or sea.

Once you have actively informed yourself about what is required of you, make sure that you are able to meet both the national recruitment criteria and the United Nations minimum requirements. National recruitment criteria vary, so ensure that you acquire all the necessary skills required by your government. Next, ensure that you meet the United Nations minimum requirements on language, driving, and shooting proficiency. If possible, try thinking ahead and develop a career plan to learn these necessary skills and competencies.

⁴ Document II.5.D SOP Planning and Implementing contributing country.pdf in the Selection and Recruitment Kit, September 2012

Share positive stories

Role models are essential. Knowing the contributions and accomplishments of female officers in peace operations will motivate others to follow. Briefing sessions should be organised with female officers who have recently returned from a peace operation with time allotted for participants to ask questions. This can be an important forum to address the specific concerns of women. Include the stories of female police peacekeepers in publications such as police magazines, newsletters, website articles, video and other multimedia resources.

Positive Stories



Kiran Bedi

In January 2003, Kiran Bedi from India was appointed by Kofi Annan as the United Nations Civilian Police Adviser in the Department of Peacekeeping Operations, the first woman to hold the job. Ms. Bedi was a persistent advocate of greater participation of women in policing as she was of the opinion that the very presence of a woman officer reduces violence.

“She [the female police officer] is not standing armed to the teeth. She is standing as a symbol of peace, life, dignity, and reconciliation. All peacekeeping directly benefit women, for they are most victimised by internal civil wars. When a woman in uniform wears a blue helmet or blue cap it empowers women and inspires girls. They don’t scare people. That’s why the larger presence of women in peacekeeping is so critical.”

Elizabeth Muwanga

For more than 29 years, Elizabeth Muwanga from Uganda, served as a station chief, regional police commander, and staff and administration officer at the United Nations Headquarters. She advocated on several women’s issues in the Ugandan Police Service and this has led to substantial changes. She joined the United Nations Mission to Darfur for new challenges in a different environment.

“When you decided to join Police you signed to serve humanity and there is no better opportunity than is a Mission and this comes with satisfaction as you see lives change for better and hope returns.”

Outreach

The United Nations collaborates with civil society organisations such as the International Association of Women Police (IAWP) to reach out to female police officers worldwide. Since 2009, a United Nations delegation brought together female UNPOL officers, host State police and PCC representatives that attended the annual IAWP training conference. The event provided an opportunity to showcase the work of female police peacekeepers to over 500 attendees from at least 60 countries. At this conference the United Nations also organises training sessions about how to join peacekeeping and good practices on gender mainstreaming in policing in peacekeeping.

In collaboration with the IAWP, the United Nations established the Female Police Peacekeeper Award, given to an outstanding female police peacekeeper serving in a United Nations peace operation, which is awarded every year at the IAWP conference. This provides international recognition of the exceptional achievements of female police officers in war torn areas and increases understanding of the roles of women in global peace operations. It aims to increase visibility of women in peacekeeping and give an incentive for others to join.

Former winners of the International Female Police Peacekeeper Award

Deputy Superintendent Shahzadi Gulfam from Pakistan

In 2011, the Peacekeeper Award was given to Deputy Superintendent Shahzadi Gulfam from Pakistan for many years of achievements including supervising 150 police officers conducting criminal investigations, and being the first female to represent Pakistan when she was deployed in the United Nations Mission to Bosnia-Herzegovina in 1997.

“In Bosnia and Kosovo I believe that I became a role model for local women and my example encouraged them to join their police. The newly elected President of Kosovo, Atifete Jahjaga, is a former police officer. Her example shows that it is possible to crack and break the glass ceiling.”



UNPOL Officer Rezi Danismend from Turkey

In 2012, the Award was given to Officer Rezi Danismend from Turkey for playing a critical role in the establishment of the first Liberian Transnational Crime Unit.



“You have to show your host State counterparts that you, a foreigner, someone from another part of the world, are really trying to help them and do your best. If you make them believe in you and your honesty, then they will trust and work with you. You have to become a team, working hard side by side. This kind of relationship will make your counterparts realise that what we are doing is for their country, for a better future for themselves and for their children.”

Commissioner Codou Camara from Senegal

In 2013, the Award was given to Commissioner Codou Camara, one of the highest ranking female officer in Senegal for outstanding achievements, such as assisting established specialised police units receiving cases of sexual and gender-based violence and a female police network in Haiti and finalising the special recruitment and training of 250 female police officers in the National Police of Chad.



“My motivation is to contribute to bringing peace and security to the local population and particularly to build the capacity of national police. I would like to share experiences on issues affecting vulnerable persons.”

Networking

The United Nations has supported creating networks and provided networking opportunities on the international, national and field-based levels.

The International Network of Female Police Peacekeepers

In 2011, the Police Division has created the International Network of Female Police Peacekeepers to promote, strengthen and advance the profile of female police officers in international peace operations. The Network provides a space for female police peacekeepers to help each other through mutual support, mentoring, training, and advocacy.

You can find more information about how to join the network and what the network does by visiting the website.

www.womenspolicenetwork.org

National Networks

Female police officers should also make efforts to organise in national network of female police officers in their home countries to harness strength in numbers. You can further use the network to advocate for increased representation of female officers for international deployment and gender-sensitive policies. You can ground your advocacy in Resolution 1325 and the general principle of gender equality, which is obligatory for all Member States. Mobilise the network to review national selection and recruitment criteria, procedures and policy to ensure they do not prevent women from applying and qualifying for international deployment.

You should also mobilise the support of high level government authorities such as the head of the national police service, relevant ministers, parliamentarians and other decision makers. Rally the support of the media and civil society to assist in reaching out to female police officers worldwide and in influencing public opinion for policies and programs supporting the deployment of female police officers to peace operations.

Field-based Networks

Female police peacekeepers should also mobilise within their mission. An excellent way to do this is to establish formal field-based networks that bring together female police peacekeepers in the mission and keeps in touch with similar networks in other missions. There are six basic steps to establish a formal field-based network:



Project Tool 39:
Concept Note
Template for a Field-
based Network of
Female Police
Peacekeepers

First, mobilise female officers in the mission and gauge their interest in establishing a network.

Second, identify a committee that will establish the network. The members of the committee need to be motivated and willing to dedicate time to the network as the work is voluntary. The committee should select an influential individual, preferably at a high-level position who can lead the process.

Third, the committee should work on a Concept Note that outlines the purpose of the network, its functions and the criteria for membership.

Fourth, the committee should start planning the activities and goals of the network in an action plan. What are the objectives that the network wants to achieve within the next twelve months? Outline the activities that will get you there. Activities from existing field-based female police networks include women's empowerment activities with the host State, community outreach programmes, awareness raising events, humanitarian assistance, International Women's Day commemoration walks, and so much more.

Fifth, obtain the support and approval from the Head of the Police Component. This will help garner support from members of the police component. You should also contact the Police Division Gender Officer at the United Nations Headquarters who can assist and could support the network as it grows.

Sixth, launch the network and make others aware by organising a launch event and connecting with networks in other field missions.

Challenges and benefits to establishing a network

There are many challenges to establishing a network and plan activities because the United Nations cannot fund the network or its activities. In addition, participation can be challenging since work is voluntary and not included in work hours. It may be difficult to make sure that the network is sustainable over time due to the frequent turnover in field missions. Lastly, since the network will not be included in the official mission structure it might be challenging to obtain the desired recognition and support.

However, establishing and being a member also provides many benefits. Women are offered the chance to build genuine relationships and friendships. It provides a change of scenery from the regular type of work through fun activities. Establishing a network and helping to lead it also gives you great experience in



Project Tool 40:
Action Plan
Template for a
Field-based
Network of Female
Police

leadership and creativity. The network also opens the door for learning from one another within and between missions and can help share information, knowledge and good practices. Last but not least, you will be able to connect with other female police officers all over the world.

Training

One of the biggest challenges for women is lack of access to training for the minimum skills required for deployment to peacekeeping.

Therefore, you should advocate receiving the necessary training. You can help build the capacity of female police officers through skills training programs. Since a large number of women and men fail the United Nations AMS/SAAT tests, you should advocate for your police service to enhance pre-AMS/SAAT training for driving, firearms, and language skills, particularly for women who may not have the same resources and opportunities as men in many countries. In order to do this efficiently, you should collaborate with donors, international institutions and peacekeeping training centres for support for these training activities.

The All-Female SAAT Project

In 2014, as a part of the Global Effort initiative, the United Nations Police Division launched a project to train, select and recruit qualified female police officers. An unprecedented 2,000 nominations were received from 17 PCCs.



Figure 16 SAAT in Cameroon in November 2014 with 119 candidates.

The project consisted of training female police officers for two weeks on the basic requirements for deployment on language (English or French), driving and firearm proficiency. This training session was followed by a one week AMS test. In the first quarter of 2015, over 300 female police officers from four countries were trained that doubled the pass rates for the tests from 30 per cent to 60 per cent.

Mentoring programmes

A part of training and preparing for deployment is to seek knowledge from other female police peacekeepers. You should create a mentoring program with the national police service to help female police officers acquire the skills and competencies required for peace operations as seconded individual officers.

The program should aim to help in the career development of female officers to enable them to qualify for specialised officers in professional posts and at decision-making and leadership positions in the field and in headquarters. Prospective applicants can be paired with officers who have experience in serving in a peace operation through the mentoring program.



MODULE 2: CAPACITY BUILDING OF THE HOST STATE POLICE ON PROMOTING GENDER EQUALITY



Figure 17 Liberian National Police graduation ceremony, 17 January 2009

Lesson 1 Developing, Implementing, Monitoring and Evaluating a Gender Equality Policy



What you will find in Lesson 1

- Nine basic steps to assist the host State police in developing gender-related policies
- Six basic steps to assist the host State police in implementing gender-related policies
- Four basic steps to assist the host State police in monitoring and evaluating gender-related policies

Introduction

This lesson is divided into three sections. The first section focuses on explaining the process of developing policies on gender mainstreaming and sexual harassment in the police organisation, while the second and third sections focus on their implementation, and monitoring and evaluation, respectively.

The structure of this lesson



Process for developing gender-related policies



Process for implementing gender-related policies



Process for monitoring and evaluating gender-related

Why is a gender mainstreaming policy important?

The United Nations has established gender equality as a fundamental goal for sustainable development and has established gender mainstreaming as the strategy to get there. Gender mainstreaming will involve changes on all levels, including changes in attitudes and relationships, changes in mind sets and behaviours. However, the change must start in the institutional and legal frameworks of countries, and in political decision-making structures, on both national and regional levels. Therefore, a gender mainstreaming policy, particularly in a male-dominated institution, such as the police, is absolutely crucial.

In this lesson, UNPOL officers will learn how to:

- Delineate documents relevant to the development of a policy on gender equality and the prohibition of sexual harassment
- Recognise key stakeholders in the development and implementation of these policies
- Identify the steps to develop the policies
- Determine the contents of a strategy and action plan for the implementation of the policies
- Describe the terms of reference of the offices responsible for implementing the policies
- Outline a monitoring and reporting framework for the policies
- Ascertain the content of periodic reports on the implementation of the policies by police sections or units or departments

Project Tools included in this lesson

- Project Tool 41: Checklist for integrating gender perspectives
- Project Tool 42: Template for stakeholder analysis
- Project Tool 43: Policy Committee Terms of Reference
- Project Tool 44: Sample strategy for developing a gender equality policy
- Project Tool 45: Sample Action Plan template for developing a gender equality policy
- Project Tool 46: Template Concept Note for a national consultation on gender mainstreaming
- Project Tool 47: Sample survey for police officers on selection, recruitment, career advancement and working conditions in the police
- Project Tool 48: Sample survey on sexual harassment
- Project Tool 49: Model Police Policy on Gender Issues
- Project Tool 50: Model policy on sexual harassment in the work place
- Project Tool 51: Model Terms of Reference for the Gender Office
- Project Tool 52: Sample strategy for developing policies on gender mainstreaming and sexual harassment
- Project Tool 53: Template action plan for implementing a policy on gender equality
- Project Tool 54: Checklist for a training curriculum on preventing gender discrimination in the police
- Project Tool 55: Checklist for a training curriculum on preventing sexual harassment
- Project Tool 56: Checklist for integrating gender concerns
- Project Tool 57: Template for a monitoring and evaluation framework
- Project Tool 58: Template for a gender policy implementation report
- Project Tool 59: Template for a sexual harassment policy implementation report

Section One: Process for Developing Gender-Related Policies



This section will explain the process of developing gender-related policies, which encompasses assessment, mapping, formalisation, strategy, convener, engagement, sensitivity, writing and launching of the aforementioned policies.



What you will find in section one

- Step 1 Assess existing laws, policies, regulations and practices
- Step 2 Map stakeholders and hold consultations
- Step 3 Form a policy committee
- Step 4 Strategise
- Step 5 Convene interested police officers
- Step 6 Engage command officers
- Step 7 Sensitise police officers
- Step 8 Write gender-related policies
- Step 9 Launch the gender-related policies

Why are gender-related policies important?

Police women and men are equal and thus should have the same opportunities. However, female police officers often do not have access to the same opportunities as their male counterparts. Female officers have become more widely accepted in police organisations. However the contributions of female police officers are often not valued equally. Therefore, policies must be introduced into police institutions to ensure that the work of female and male police officers is valued equally.

Understanding the concept of gender will enable police officers to better respond to inequalities based on gender and how they affect police organisations and policing. Policing has been considered a male profession in a majority of societies, and as a consequence, women are poorly represented among police personnel.

The United Nations Fund for Women (UNIFEM) estimated the global averages of the number of women in national police services as 17 per cent in high income countries, 15 per cent in middle income countries and 8 per cent in low income countries. This low representation of women is a testament to the challenges to recruit and retain female police officers.

Social and cultural stigma, various forms of discrimination against women and the lack of implementation of policies promoting gender equality are some of these barriers. A strategy to respond to these issues is through mainstreaming gender perspectives within policing activities. This means that a concern for the different needs and vulnerabilities of women and men is brought to the core of the design, implementation, monitoring and evaluation of its policies, strategies, operations and actions.

Policy

A policy is a position or direction agreed by an authority on an issue or activity and it provides a guide, a general strategy or a framework of action based on overall goals.

A policy on gender mainstreaming is important as it outlines issues that are considered essential to the police organisation, takes away individual understanding, stereotypes and perceptions on these issues in favour of an institutional standard. A policy on gender mainstreaming allows staff to understand their responsibilities and provides accountability to adhere to the institutional standard.

It is important to comprehend that the policy process is a cycle of development, implementation, monitoring and evaluation. A policy should be reviewed after an established period of time to assure it is up-to-date, helpful and effective.

National Ownership

National ownership needs to be the driving force in all processes assisted by UNPOL. Among its many benefits, in the context of post-conflict environments, it reinforces the legitimacy of the peace operation, supports mandate implementation, creates trust and cooperation with national actors and ensures sustainability when the peace operation withdraws.

Thus, UNPOL officers are expected to support and ensure that the host State police is not only part but is at the lead in all the stages of development, implementation, monitoring and evaluation of gender policies.

National ownership is critical to the successful implementation of peace processes.
- United Nations Peacekeeping Operations Principles and Guidelines, Capstone Doctrine (2008)

Below are practices that have shown to be efficient in the field:

- Carry out a broad consultation to promote national ownership and ensure a realistic policy is designed that can be implemented according to the local context;
- Promote dialogue which is impartial, inclusive, has a broad representation, and takes into account gender considerations;
- Build the capacity of female police officers and other national actors to enable greater leadership in the process.
- Support 'champions' among national actors, in particular female and male police officers;

Good Practices

'All opinions and views need to be understood, ensuring that ownership and participation are not limited to small elite groups.' - Capstone Doctrine, 2008

Women may not be represented in the management and senior leadership positions of the police nor government. It is therefore important to specifically reach out to female police officers across all levels, female politicians, as well as civil society groups, women's groups and non-governmental organisations working on gender equality.

Step 1: Assess existing laws, policies, regulations and practices

According to the Capstone Doctrine, ‘national and local ownership must begin with a strong understanding of the national context’⁵. This includes understanding the political and socio-economic context. Understanding, researching and collecting information relevant to the status of women in the host State are important in order to obtain an overall picture of the applicable international and national laws, policies and regulations that can affect policy formulation on gender equality and sexual harassment, sexual exploitation and sexual abuse for the police organisation. Policy development in post-conflict is often part of a process of reforming and restructuring the police service.

The Capstone Doctrine was published in 2008 and outlines the principles and guidelines for United Nations Peacekeeping Operations.

Good Practices

In the reform and restructuring process, to know more about existing processes in place, here are three questions you can ask UNPOL and host State colleagues:

- Are there any processes and procedures in place to review police policies?
- Who are involved in these procedures?
- How can gender perspectives be included?

Examples of relevant information include:

- Applicable laws, policies and regulations on gender equality;
- International conventions on human rights to which the host State is a member as these often include respecting equal rights between women and men; and
- The way in which existing laws and regulations are applied in practice within the police and gaps of implementation.

At times developing a specific gender equality policy might not be possible. In such cases, one can still integrate gender equality in policies that are being reviewed and revised such as those on recruitment, promotions, assignments and transfers etc. In order to



Project Tool 41:
Checklist for
integrating gender
perspectives into
policy development

⁵ United Nations. United Nations Peacekeeping Operations: Principles and Guidelines. United Nations, Department of Peacekeeping Operations (2008).

assist you, a tool is offered with a suggested checklist for integrating gender perspectives into policy development.

Step 2: Map stakeholders and hold consultations

The second step involves mapping key stakeholders. A stakeholder is anyone who has an interest in the development of a gender equality policy in the police. Stakeholders can be both national or international, formal or informal, and individuals or organisations, which will affect or be affected, positively or negatively, by a policy on gender equality in the police organisation.

Relevant stakeholders include, but are not limited to:

- Female police officers;
- Head of Host State police;
- Head of the Ministry or Department dealing with Internal Affairs;
- Head of the Ministry for Women's Affairs;
- Local leaders (e.g. tribal, religious);
- UNPOL Head of component;
- Gender Adviser in the United Nations field mission;
- Host State police officers.

Good Practices

Stakeholder analysis questions:

- Who has the authority to approve the policy on gender equality?
- Who can influence the decision- maker?
- Are there female leaders and female influential personalities in the government, ministries, host State police etc.?
- Are there male leaders in the government, ministries, host State police who are supportive of policies on gender equality?



Project Tool 42:
Template for
stakeholder
analysis

After identifying the key stakeholders, it is important to analyse the interests and how they may influence, negatively or positively, the development and implementation of the policies. This includes identifying formal and informal spheres of influence in the culture of the host State. For example, in some areas, tribal and religious leaders may have the most influence. This process is known as

stakeholder analysis, and this handbook provides a template to assess the influence of key stakeholders and record strategies to secure their support.

Once the leverage of stakeholders has been established, the next step is to devise a communication strategy. On the one hand, you need to get the most effective assistance from stakeholders who are supportive of the policies. On the other hand, you need to mitigate the obstacles from those who oppose the policy.

Good Practices

Devise a strategy in engaging with your stakeholders.

- Collaborate with strong partners who will help to successfully develop and implement the policies.
- Minimize the influence of stakeholders who are against the policies by partnering with others in favour and building their influence.
- Identify champions to increase awareness and understanding for the gender policies.

First, the involvement of senior management is crucial in facilitating the adoption of the policy. Second, a broad consultation is essential in getting the views of all concerned to ensure a realistic policy is designed. Third, the empowerment of beneficiaries, in particular female police officers is important in ensuring appropriate solutions and sustainability. Finally, in post-conflict environments, the government may not have the necessary means to undertake the costs for developing and implementing policies. It will therefore be necessary to mobilise financial support and resources to undertake this process from donors who support projects on gender equality, police reform, human rights and other relevant areas.

Step 3: Form a policy committee

One also needs to ensure the buy in from the decision makers in the police organisation. For that reason, the experts on developing the policy and those approving and implementing the policy are recommended to be involved through a policy committee. The committee is in charge of developing a strategy and action plan for creating and implementing policies on gender equality and prevention of sexual harassment, sexual exploitation and sexual abuse.

These are examples of persons who can be part of the committee:

- Head of host State police
- Head of department in host State police in charge policies, human resources management, recruitment, professional standards
- Head of UNPOL component (i.e. Police Commissioner or Senior Police Adviser)
- Head of UNPOL department in charge of assisting reform on human resources, recruitment, professional standards
- UNPOL and host State police specialists on gender issues, advancement of women and equal employment opportunity
- UNPOL and host State police specialists
- Department in charge of gender issues within the peace operation and other related units (i.e. human rights, security sector reform)
- Ministry in charge of the police
- Ministry in charge of the advancement of women
- Ministry in charge of education
- Diverse group of representatives of police officers both male and female with different ranks
- Influential police officers, both male and female, supportive of gender policies
- Representatives from relevant United Nations agencies.

It is important that the senior police management from the host State police are engaged in the process from the beginning since they are the decision makers and ultimately the ones who will approve the policies and ensure their implementation. It is equally essential to engage the Head of the UNPOL component and management staff, since they interact with the host State police senior management and provide them guidance and advise. When identifying the potential members for your policy committee, the questions below should facilitate the process.

1. Who needs to approve the policies?

Aim for the decision makers within the host State police.

2. Who can influence the decision makers?

Involve people of authority who can persuade the decision makers. Think for example of host State ministries in charge of the police, the advancement of the status of women and education. This can also include international actors such as the UNPOL Head of Police component or heads of United Nations agencies who are providing funding and capacity building to the host State police.



Project Tool 43:
Policy Committee
Terms of
Reference
Template

3. What type of expertise is needed?

Include experts within the host State police and from other relevant national or international entities.

4. Who are the beneficiaries of the policies?

Include the voices of your beneficiaries, in particular host State female police officers. Their needs should be accurately reflected in the policy. You also have to engage with influential officers, in particular male officers as they can help gather support for the policy.

Along with a high-level Policy Committee, a Working Group should also be formed to provide the secretariat for the committee. Once the Policy Committee is formed, a Terms of Reference can then be developed. A template of a Terms of Reference is provided in the Compendium of Project Tools.

Step 4: Strategise

After the Policy Committee is established, a strategy and an action plan on how the Committee should set out to write and implement a policy on gender mainstreaming. A strategy is a careful plan or method for achieving a particular goal. A strategy identifies the priority areas to pursue in order to reach the goal. A sample template has been provided in the Compendium of Project Tools to help develop a policy.

SMART objectives are:

Specific
Measurable
Achievable
Realistic
Time-bound

Once a clear and realistic strategy has been developed, an action plan should be established by the host State with the assistance of UNPOL. The action plan includes:



Project Tool 44:
Sample strategy for
developing a policy
on gender equality

- Objectives that describe expected achievements. Always aim for SMART objectives;
- Actions that need to be undertaken to reach those objectives. These are called activities and each activity has an expected output or deliverable;
- Persons responsible for each activity and the financial resources required.

The action plan should be coordinated with all relevant stakeholders within the overall reform and restructuring process of the police. It is also essential to engage the department in charge of gender issues within the peace operation who can assist in coordinating the action plan with other stakeholders, for example the Ministry in charge of the advancement of women in the host State. A sample action plan is provided in the Compendium of Project Tools to assist you in developing the action plan. Once the action plan has been developed, approved and implemented, it is advised that the committee meet regularly to assess progress and make modifications if necessary.



Project Tool 45:
Sample action plan
for developing a
gender equality
policy

Step 5: Convene interested police officers

Convening interested police officers, in particular women, is one of the most important processes in developing a policy, so that it reflects the needs and views of the people concerned. The findings from the consultations will guide the contents of the policy on gender equality and the prevention of sexual harassment, exploitation and abuse.

Female police officers are the main target group and beneficiaries of policies on gender equality and sexual harassment, exploitation and abuse. It is therefore crucial for them to be involved in the processes of policy formulation, implementation and oversight. Only when they are empowered, can they stand up for their rights to be upheld.

A number of methods can be used to consult with interested police officers such as a survey, focus group meetings, establishing or strengthening existing police associations or organising a national consultation workshop. Find out more on the advantages and disadvantages for each method in the related diagrammes below

and see sample questionnaires provided in the Compendium of Project Tools. These methods can be used on their own or combined together to form an accurate picture on the status, experience and needs of police officers in the organisation. Moreover, these methods can also be used to develop consensus on the issues and build the capacity of police officers about the concepts of gender equality and gender mainstreaming.

NATIONAL CONSULTATION

A national consultation workshop involves convening interested police officers from all over the country, in particular women, in a two- to three-day workshop to discuss their views and needs in the police organisation

Advantages

By sharing experiences, female police officers gain reassurance and encouragement
Brings together senior police management and high level politicians to acquire consensus and support the policies
If media is involved, it generates public awareness about the policies

Disadvantages

Requires time and resources
May demand fundraising by developing a project proposal, approaching donors and reporting on how the funds have been spent

SURVEYS

Surveys involve a set of questions that is distributed to female police officers nationwide

Advantages

Cost-effective means of gathering information
The questionnaire can be developed in a short time and administered remotely via online, mobile devices, email, telephone or mail (paper)

Disadvantages

It can be difficult to reach respondents with limited or no access to internet
If a paper survey is used, it may take time to collect and tally the results
Respondents may not feel encouraged or comfortable to provide accurate, honest answers in writing

MEETINGS

Focus group discussions and meetings involve bringing together ten to twenty-five female police officers for about a two-hour session.

Advantages


Format is dynamic
Participants can tell personal stories, revisit earlier questions and disagree with each other
Helps participants to open up and reflect on problems and solutions
Allows space for an experienced moderator

Disadvantages

Participants may have difficulties to share their feelings towards sensitive topics in a group especially if high ranking officers or superiors are present
There may also be a tendency for one or two participants to dominate the discussion group



Project Tool 46:
Template concept note for a national consultation workshop with police officers on gender mainstreaming



Project Tool 47:
Sample survey for police officers on selection, recruitment, career advancement and working conditions in the police



Project Tool 48:
Sample survey on sexual harassment

Once the consultations are conducted, information is generated to feed the policy formulation process. Analyse the findings and conclusions to identify priority areas and refine your strategy for action.

National Consultation with Female Police Officers for Gender Mainstreaming in the Sierra Leone Police



A two-day national consultation workshop with over 300 female police officers was held in Sierra Leone in 2007 to develop a gender mainstreaming policy for the Sierra Leone Police (SLP). The main objective of the workshop was to discuss and collect the contributions of female police officers from throughout the country. The SLP, UNPOL and the UNDP organized the workshop jointly with the latter providing the funding. The outcome of the workshop formed the basis of the new SLP policies on Gender Equality and Gender Mainstreaming and Sexual Harassment, Exploitation and Abuse which were inaugurated in 2008. For further information, see Annex 1 on a National Workshop on Gender Mainstreaming in Sierra Leone Police.

Step 6: Engage command officers

The sixth step involves engaging command officers in the process of policy development. Command officers and the senior management of the police have a critical role in approving the policy and overseeing its implementation. Therefore, their involvement is highly beneficial at every step of the way. In order to do so, a communication plan must be developed to identify the people to inform and how to inform them.

First, one may engage high-level members of the Policy Committee so that regular meetings can be organised and participants provided with written progress reports. Second, discussion groups and seminars can be organised with the command staff, such as

regional directors of police. Their buy in and support is particularly essential as they are responsible for implementation on the ground. Therefore, consulting and getting their views will make them part of the process and increase their stake in the adoption and implementation of the policies.

Step 7: Sensitise police officers

It is important to sensitise police officers, in particular men who tend to form the majority of the police service, especially the command staff, in the development of the policies. Partnership with men is crucial for success.

If gender equality is considered a 'woman's problem', it can become a secondary concern. However, when it becomes an issue for everyone and its solutions benefit all, then men start finding their role in the process of achieving gender equality and understand that they are part of the answer. Additionally, when men begin to champion gender equality alongside women, the status quo can change much more quickly.

Good Practices

Good practices in engaging male officers include:

- Highlighting the benefits of gender equality and family-friendly policies to both men and women
- Appealing to the police officers' sense of fairness
- Providing officers with female police mentors
- Exposing officers to command officers who champion gender equality
- Inviting officers into the discussion through male-only and male-female police groups
- Finding champions on gender equality who can be role models for other officers.
- Organising sensitisation and awareness raising seminars.

Step 8: Write gender-related policies



Project Tool 49:
Model Policy on
Gender Equality
and Gender
Mainstreaming in
the Police
Organisation

The eighth step involves bringing together all the findings and conclusions from the consultations and discussions to provide the content of the policies. The host State police officers, assisted by UNPOL, need to coordinate within the broader process of policy reform in the police organisation. If funding is available, a consultant can also be involved.

A clearly defined gender equality policy guides the police organisation of its responsibility to fulfil the principle of non-discrimination and fair and equal treatment of all. A key reason to address gender equality is to promote objectives that reflect democratic policing and best practice in the recruitment, deployment, transfers, training and welfare of officers.

Sierra Leone Police



In 2008, the Sierra Leone Police (SLP) launched two ground-breaking policies on 'Gender Mainstreaming' and 'Sexual Harassment, Sexual Exploitation and Sexual Abuse' within record time of twelve months. The process included

- Forming a team within SLP and the United Nations Mission in Sierra Leone (UNAMSIL) that developed a project proposal, identified donors and acquired funds.
- The SLP/UNAMSIL teams then organized a nationwide consultation with female police officers to identify obstacles to gender equality within the police. The discussions guided the formulation of the policies.
- In addition, they conducted regular meetings with the SLP Inspector General and Senior Management Team and the UNAMSIL Senior Police Adviser. The public was also informed through radio discussions.
- A consultant drafted the policy which was then reviewed by the SLP/UNAMSIL teams and subsequently approved by the SLP authorities.
- Finally, a signing ceremony was organized by the SLP Inspector General which was attended by the SLP and UNAMSIL senior leaders.

Implementing such actions will enable women to participate in and benefit equally from the reform and restructuring of a police service.

In turn, a clearly defined policy against sexual harassment, exploitation and abuse in the workplace enables the police organisation to fulfil its responsibility towards the principle of equal opportunities for both female and male officers.

Once the policy has been drafted, obtain approval from the senior police leadership. This involves a consultation process with the host State police leadership for comments and inputs. Finally, submit the coordinated draft policies to the head of the host State police for their final approval and authorisation.

The role of the head of the UNPOL component is essential in guiding and advising the head of the host State police about the policies.



Project Tool 50:
Model policy
against sexual
harassment,
exploitation and
abuse in the
workplace

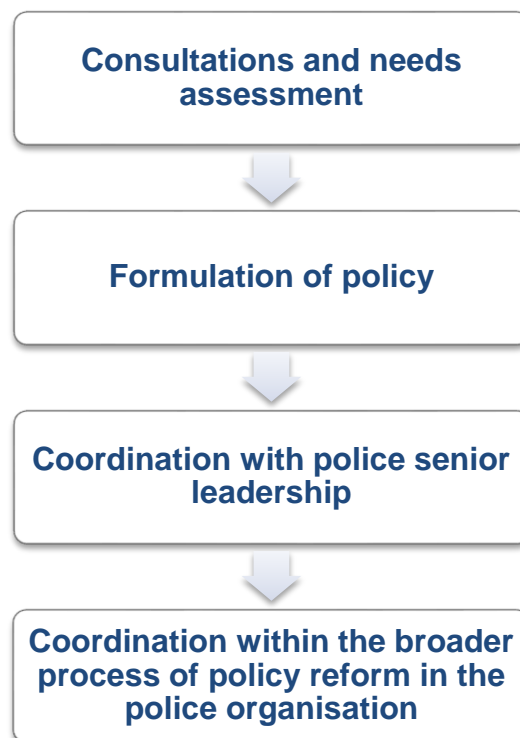


Figure 18 Keys to get support behind a policy

Step 9: Launch the gender-related policies

Once the policy has been approved, the last step provides an opportunity to show high-level support to the policies and promote implementation.

Good Practices

Good practices from the field in launching a policy on gender equality:

- Arrange for specific activities for female police officers such as an all-female VIP motorcade that showcases the various roles of female officers in the police;
- Disseminate the policies through public information materials such as posters and brochures with simplified versions of the policies;
- Organise radio programmes and television spots that explain the policies to the community;
- Organise a high-level ceremony for the formal signature of the policies by the host State police authorities.

Section Two: Process for Implementing Gender-Related Policies



This section will cover six basic steps to implement gender-related policies. It is essential to set up a rigorous implementation plan to foster credibility and trust in the police organisation.



What you will find in section two

- Step 1: Set up specialised offices in the police
- Step 2: Engage the highest level of authorities
- Step 3: Develop a strategy and action plan for implementation
- Step 4: Build strategic partnerships
- Step 5: Integrate the policy in the training curricula of the police
- Step 6: Mainstream gender perspectives into new and existing guidance material

Step 1: Establish specialised offices in the police

1. Gender equality office

For the policy on gender equality, gender-related structures from the strategic to the operational levels should be set up.

At the strategic level, it is advised to set up an Office for Gender Equality at the highest level in the police organisation such as in the Office of the Head of the Police. This will ensure that gender perspectives are mainstreamed from the top. Additionally, an Advisory Board consisting of Heads of Police Departments can be created to reinforce the Office for Gender Equality. Alternatively, the Gender Equality Office can also be placed within the department that deals with professional standards or human resources.



Project Tool 51:
Terms of Reference
for the Gender
Equality Office

At the operational level, it is recommended to establish gender desks with gender focal points in police departments, units and sections as well as in the regional and provincial offices.

2. Professional standards office

For the policy on sexual harassment, sexual exploitation and sexual abuse, there may already be structures in place in the police organisation at the strategic and operational levels such as the department that deals with professional standards and conduct of staff. This department is most often responsible for the overall implementation, monitoring and evaluation of a policy as well.

At the strategic level, ensure that this department is authorised to deal with acts related to the policy on sexual harassment, sexual exploitation and sexual abuse. At the operational level, ensure that an accessible and confidential victim complaints mechanism is established.

It is advised to set up multiple places to file complaints, since victims should not be obliged to report a case through the chain of command as the harasser may be the supervisor or another person within that chain.

Step 2: Engage the highest level of authorities

The specialised entities in charge of implementing the policies need to have reporting lines to the Head of Police. This gives the Head of Police the authority to receive and evaluate periodic performance reports on gender mainstreaming within the organisation that can be used for strategic policy and decision making.

Heads of departments, sections, or units are accountable for the implementation of the policies. Their role is to submit periodic performance reports and handle complaints in an appropriate manner.

Responsibilities of Heads of Police sections, units and departments
All officers are knowledgeable about the gender policies
The integration of specific and tangible gender goals, targets and indicators in section and individual work plans
Adequate allocation of financial resources for the achievement of gender-related goals, as well as regular reporting
Promotion of gender equality and empowerment of women in the service
Promotion of a work environment that respects the rights of women and men and is free from gender stereotypes
Gender analysis and sex-disaggregated data are used in the development of police activities and operations and in existing reporting mechanisms
Reports include the implementation of gender perspectives in police activities and operations

Figure 19 Responsibilities of heads of police sections, units and departments

Step 3: Develop a strategy and action plan for implementation of the policy

The third step involves developing a strategy and action plan for the implementation of the policy. It includes an initial identification of priority issues and problems in all areas of activities and formulating time-bound strategic objectives, activities and indicators of performance. The Office for Gender Equality is recommended to develop an overall strategy and a standardised action plan that will provide guidance to the implementation of the policies in the police organisation. Sample templates to assist in writing the strategy and action plan are provided in this handbook.

Goals can be considered short, medium or long term. For instance, as a short or medium term goal, one may aim to achieve a minimum percentage of the representation of women in the police by a certain date, whereas the long term goal should be gender parity; to have 50 per cent women throughout the police ranks. To



Project Tool 52: Sample strategy for developing policies on gender mainstreaming and the prohibition of sexual harassment, sexual exploitation and sexual abuse in the police

Heads of departments need to be accountable to ensuring the implementation of the policies.



Project Tool 53:
Template action
plan for
implementing a
policy on gender
equality

accomplish this, targets must be identified for the recruitment of women and specific activities to reach those targets, such as establishing a quota for promotions of female police officers, training opportunities and leadership posts. Experience has proven that setting quotas enables under-represented groups to gain access to opportunities.

Finally, it is suggested that the Office for Gender Equality review existing policies and procedures to ensure that they do not explicitly or implicitly discriminate against women. This includes reviewing criteria for recruitment, deployment, placement, promotion and leadership.

Step 4: Build strategic partnerships

The identification of stakeholders and an analysis of their interests and motivations help elaborate strategic partnerships for the implementation of the policy. The active participation of the stakeholders in the development of the strategic implementation plan is important to ensure sustainability.

First, the Office for Gender Equality needs to establish internal partnerships with the Heads of Police sections, units and departments in integrating the goals of the action plan into their work plan. Second, the Office of Gender Equality should establish partnerships with external entities, such as governmental ministries and international and regional organisations that can provide support, funding and expertise for implementing the activities in the action plan.

Step 5: Integrate the policy in the training curricula of the police



Project Tool 54:
Checklist for a
training curriculum
on preventing
gender
discrimination in the
police organisation

The fifth step involves assisting the host State police in developing training materials and integrating these in the basic, advanced and specialised training curricula at the Police Academy. In particular, it is advised to ensure that gender-related topics are included in management courses for heads of sections, units and departments who should be trained as a priority on their duties and responsibilities.

Furthermore, it is important to establish a specialised training course for gender focal points on their role and tasks. Once the

courses have been designed, you need to organise training-of-trainers courses and roll out regular training and refresher courses for all police officers. A one-off training course will be ineffective in changing mind-sets and attitudes on gender equality and sexual harassment, exploitation and abuse. Therefore, the training plan should include compulsory training for all police officers as well as annual refresher courses and periodic courses for management staff. For checklists on training curricula, please see the project tools offered in the Compendium of Project Tools.

Training empowers both female and male police officers in implementing and advocating for gender mainstreaming in the police organisation. Therefore, those who have been trained should be encouraged to discuss the issues with their colleagues.



Project Tool 55:
Checklist for a
training curriculum
on preventing sexual
harassment, sexual
exploitation and
sexual abuse in the
police organisation

Good Practices

Good practices in developing the content for a training course on sexual harassment includes topics on the following:

- Dynamics of gender inequality, sexual harassment, sexual exploitation and sexual abuse;
- Effect on victims and how to handle situations in the workplace.
- Sanctions and liability issues in case of failure to address sexual harassment. Different forms of discrimination can be highlighted such as based on sexual orientation, culture, ethnicity which provides increased vulnerability to women.

Step 6: Mainstream gender perspectives into new and existing guidance materials

During police reform, a number of policies may be established or reviewed and it is crucial that these processes and policy formulation take into account the different needs and priorities of both women and men. Once the gender equality policy has been adopted, the Office for Gender Equality needs to ensure that any policy or procedure in the organisation is in line with its provisions. It should also emphasise the importance of a gender-sensitive policy development process whereby both women and men are included in the policy review team. If you would like guidance, a checklist is offered based on best practices from the field in the Compendium of Project Tools.



Project Tool 56:
Checklist for
integrating gender
concerns into
policies within the
police

Good Practices

Here are questions you need to ask when reviewing a policy:

- Does the policy, SOP, directive etc. address the different needs of female and male police officers?
- Does the policy use gender-neutral language?
- Is there a specific provision on non-discrimination based on gender and equal opportunities for women?
- Are gender concerns mainstreamed throughout the policy document?
- Are both women and men represented in the policy review team?
- Have both female and male beneficiaries been consulted in the review process?

The Gender Equality Office in the Kosovo Police



In 1999, when the Kosovo Police Service (KPS) was established as a democratic police service, the guarantee and protection of equal rights between women and men in all fields and levels of policing became a priority. In 2004, to respond to the challenges in retaining female police officers and underscoring the high contribution of women in law enforcement, KPS, in collaboration with UNPOL, established the Office for Human Rights and Gender Equality. Its mandate is derived from the Kosovo Gender Equality Law, KPS Gender Equality Vision, the KPS Policy Procedures Manual (PPM) and the United Nations Security Council Resolution 1325 on Women, Peace and Security. The office is staffed by a Police Sergeant with the position of Officer for Gender Equality who reports directly to the Police General Director, and supported by a Coordinator and a Deputy Coordinator for Gender Equality held respectively by the Police General Director and the Police Deputy-General Director. The aim of the Office is the promotion of equal opportunities between female and male police officers in all fields of KPS activities. It is responsible for developing policies, procedures and action plans for police units, performing comprehensive analyses on gender issues, providing advice on best practices, assessing needs and suggesting training programs, addressing cases of violations of the gender equality provisions within KPS, monitoring and evaluating implementation of gender mainstreaming and collaborating with other governmental (i.e. Ministry of Internal Affairs) and non-governmental institutions.

Section Three: Process for Monitoring and Evaluating the Policies



This section will outline the importance of the processes of monitoring and evaluating. It provides four basic steps to monitor and evaluate the implementation of gender-related policies.



What you will find in section three

- Step 1 Create a monitoring and evaluation framework
- Step 2 Develop work plan indicators for each police unit
- Step 3 Establish staff performance indicators
- Step 4 Report findings

Monitoring and evaluation

Monitoring is an on-going and systematic collection of data and analysis of information on specific indicators to track progress against the set gender action plan and check compliance to established standards. Monitoring determines whether the implementation of the action plan is on track towards its intended results. Evaluation is a systematic and objective process to determine the efficiency, effectiveness, and impact of the gender policy, strategy and action plan according to their goals and

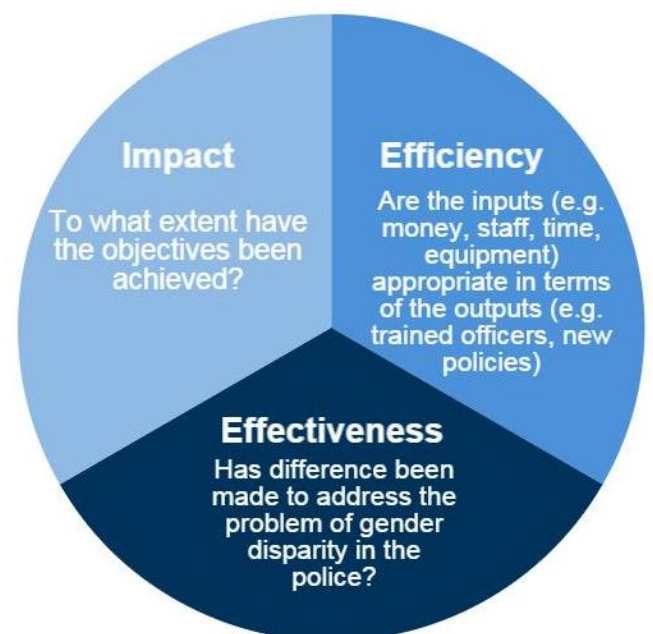


Figure 20 Areas of focus when monitoring and evaluating

objectives⁶.

Monitoring and evaluation is useful for reviewing progress, identifying problems in planning and/or implementation, as well as making adjustments to ensure you are likely to succeed in achieving your goals.

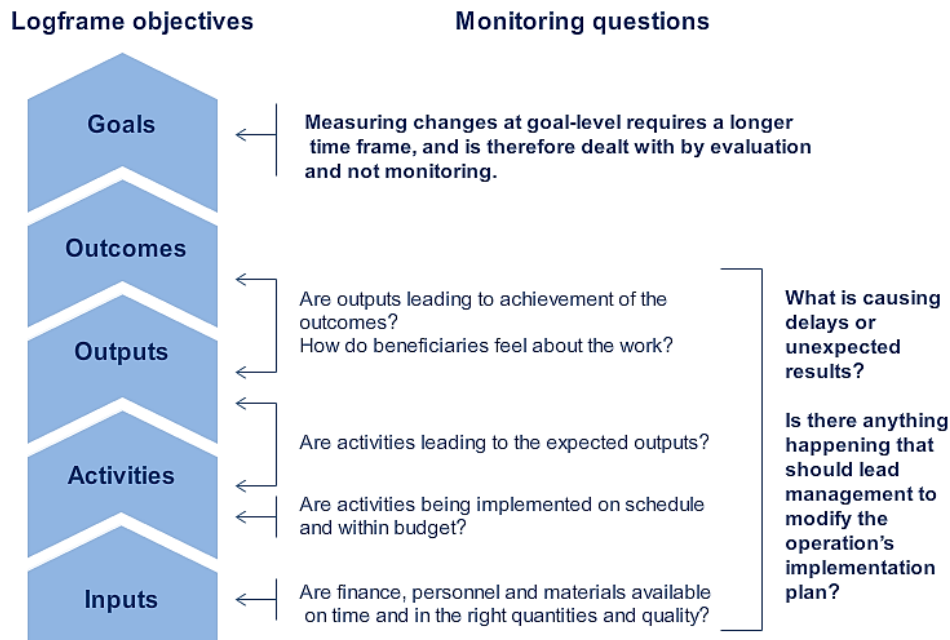


Figure 21 Questions to ask for monitoring the implementation of an action plan⁷

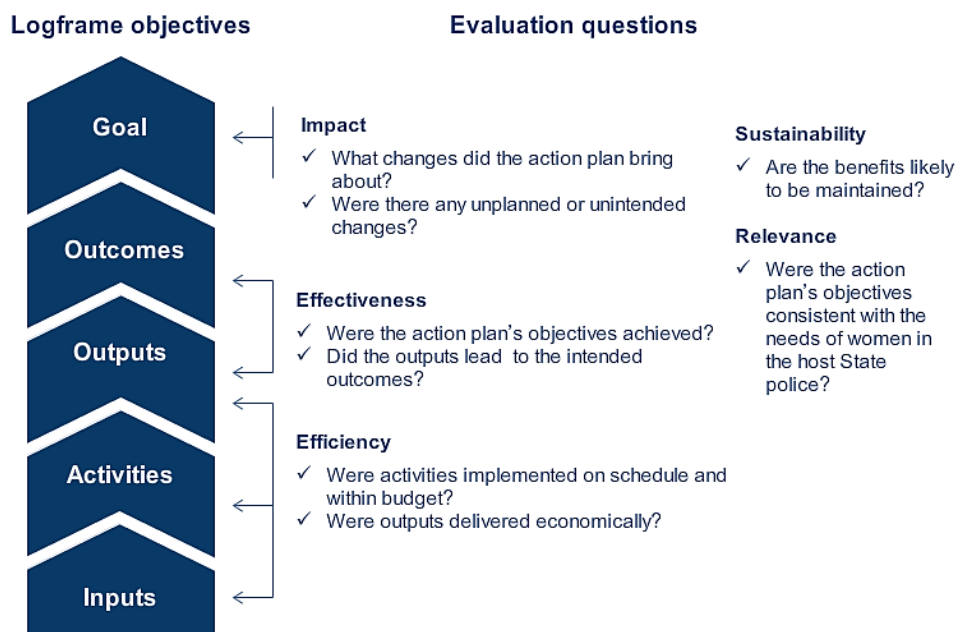


Figure 22 Questions to ask for evaluating the implementation of an action plan⁷

⁶ International Federation of Red Cross and Red Crescent Societies (IFRC). Project/programme monitoring and evaluation (M&E) guide (2011).

⁷ Ibid.

Step 1: Create a monitoring and evaluation framework

The first step towards monitoring and evaluation is to create a framework to track progress and achievements on the implementation of the strategy and action plan. A monitoring and evaluation framework answers the following questions.



Project Tool 57:
Sample template for
a monitoring and
evaluation
framework

- What to monitor and evaluate?
- What activities are needed to monitor and evaluate?
- Who is responsible?
- When to monitor and evaluate?
- How should we monitor and evaluate?
- What resources are required?

Using your action plan, indicators must be identified for the expected results outlined in the goals, outcomes and outputs.

Good Practices

Tips for choosing indicators:

- Directly related to goal, output or outcome
- Measurable through either qualitative or quantitative methods
- Standard indicators (e.g. national statistics etc.)

Step 2: Develop work plan indicators for each police unit, section and department

The host State police need to develop gender-related indicators for the work plans of the section, unit and department levels of the police. These indicators aim to measure their performance in the implementation of the gender-related policies. The indicators should be included in the annual performance evaluation of every section, unit and department.

Step 3: Establish staff performance indicators

The third step refers to developing staff performance indicators. In particular, senior and middle manager positions should be evaluated on their responsibility for implementing the policies. Furthermore, performance evaluation needs to be on a basis of zero tolerance on the violation of the policy on sexual harassment, exploitation and abuse. Below you will find examples of staff duties and relevant gender indicators for evaluating performance.

Supervisor duties:	Indicators
To ensure	
All officers are knowledgeable about the gender policies	Percentage of officers trained
The integration of specific and tangible gender goals, targets and indicators in section and individual workplans	Percentage of goals and targets that include gender perspectives in section and individual work plans
Adequate allocation of financial resources for the achievement of gender-related goals, as well as regular reporting	Percentage of financial resources allocated to gender-related police activities and operations
Promotion of gender equality and empowerment of female police officers	Number of initiatives to empower women Number of female police officers promoted
Promotion of a work environment that respects the rights of women and men and is free from gender stereotypes	Number of initiatives undertaken to identify and eliminate gender stereotypes in the work environment
Gender analysis and sex-disaggregated data are used in the development of police activities and operations and in existing reporting mechanisms	Number of gender analysis and sex-disaggregated data included in analytical documents and reports
Reports include the implementation of gender perspectives in police activities and operations	Percentage of reports that include gender perspectives

Figure 23 Supervisor duties

Staff duties:	Indicator
To ensure	
Completed training on gender	Certificate of completion
Integration and implementation of gender-focused police activities and operations and report regularly on these in line with the goals and targets in the individual and unit, section and department workplans	Type of gender-focused police activities undertaken; Percentage of police activities and operations implemented that include gender perspectives
Promotion of gender equality and a work environment that is free from gender discrimination	Number of initiatives implemented

Figure 24 Staff duties

Step 4: Report findings

The final step recommends reporting the findings retrieved from the monitoring and evaluation processes, known as implementation reports, issued every six months.

Reporting can be internal or external to the police organisation. The purpose of internal reports is to inform the on-going management of the implementation of gender mainstreaming within the police organisation and decision-making through comprehensive content. Internally, the police section, units and departments should provide implementation reports of gender-related activities to the Office for Gender Equality every six to twelve months. Alternatively, the Office for Gender Equality can tap into existing reporting mechanisms on the implementation of work plans of the police sections, units and departments. The Office for Gender Equality can extract the progress of gender-related activities from these reports. In turn, the Office for Gender Equality should collect, analyse and evaluate these reports and present the conclusions to the Head of Police.

The purpose of external reports is to provide accountability and credibility, celebrate accomplishments, highlight challenges and solutions and raise funds. Externally, a report can be provided to stakeholders outside of the police organisation such as donors, community members, partner organisations, international entities and governmental bodies.



Project Tool 58:
Template for a report on implementing a policy on sexual harassment, sexual exploitation and sexual abuse



Project Tool 59:
Template for a report on implementing a policy on sexual harassment, sexual exploitation and sexual abuse

Whether for internal or external purpose, the report must be adapted in ways that can be understood by the audience. The table below provides sample formats.

Audience	Reporting formats
Community members	Success stories, case studies Press release Magazine, newspaper article Website Newsletters, bulletins Pictures and videos Public presentations, conferences and community meetings
Donors	Financial report Progress report Evaluation report
Office for Gender Equality	Activity and event report Situation report Annual implementation report Operational update
Office of the Head of Police	Annual implementation report Memo Evaluation report Programme management report
Partners	Brochure, pamphlet Activity/event report Progress report
Government Ministries	Brochure, pamphlet Programme updates Annual implementation report Evaluation report Press release
National population	Success stories, case studies Press release Magazine, newspaper article Website Newsletters, bulletins Pictures and videos Public presentations, conferences and community meetings

Figure 25 Reporting formats

Lesson 2 Recruiting and Retaining Female Police Officers



What you will find in Lesson 2

- Challenges women face in the process of recruitment and retention
- Ten basic steps to help host State police in recruiting female officers
- Seven basic steps to help host State police in retaining female officers

Introduction

This lesson is divided into two sections. The first section outlines ten steps on how to effectively recruit women into the host State police service. The second section outlines eight steps on how to retain the number of female officers in the host State police organisation once they have been recruited.

The structure of this lesson



Recruiting female police officers



Retaining female police officers

Why is it important to assist the host State police to recruit and retain female police officers?

One of the mandates of police peacekeepers is to assist in reforming and restructuring the host State police service according to democratic principles. This is a particularly complex task after a conflict where the police may have taken part in the hostilities and have perpetrated human rights abuses thus alienating it from the communities it is meant to protect. In this context, a representative police service that includes female police officers enhances legitimacy.

A police service that reflects the community it serves is a fundamental principle of democratic policing and enhances the legitimacy of the police service as a whole.

Furthermore, the presence of female police officers increases operational efficiency. In some societies, women are more likely to confide in other women, hence giving female officers a connection to an important source of information about a society and a community. Therefore the participation of women in policing can ensure that the perspectives, concerns and specific issues of women within these communities are integrated into the activities of policing. In addition, victims of sexual and gender-based violence, whether female or male, are often more comfortable to report the crime to female police officers. Moreover, female police officers bring a diverse set of skills to the police organisation that increases police capacity to identify and solve problems

Finally, the participation of female police officers in the police organisation brings about a change in the police culture. For example, new policies are adopted that benefit both female and male officers, such as flexible working hours and part-time work. Having female police officers present has also proven to create a better working environment in the police.

The reform and restructuring efforts of the police service in post conflict environments provide an opportunity to redress the gender imbalance in the police host State organisation.

For women in post-conflict societies, female officers demonstrate that women have a role to play in their security. Female police officers in post-conflict countries are valuable role models who protect and serve in some of the most demanding environments in policing and their presence strengthens the United Nations aim to achieve gender equality.

In this lesson, UNPOL officers will learn how to:

- Review recruitment criteria and retention processes through a gender perspective
- Integrate equal opportunities in police recruitment criteria and retention processes
- Determine the components of a strategy and action plan for conducting a recruitment campaign
- Identify gender discriminatory practices in police recruitment and retention processes and provide solutions
- Select methods to increase the retention of women in the police

Project Tools included in this lesson

Project Tool 60: Checklist for assessing female police recruitment

Project Tool 61: Needs assessment questionnaire

Project Tool 62: Terms of Reference of the Recruitment Review Committee

Project Tool 63: Checklist for reviewing and developing a job description for a police officer

Project Tool 64: Checklist for developing a recruitment brochure aimed at women

Project Tool 65: Checklist on advertising a career in policing for women

Project Tool 66: Checklist for application and screening

Project Tool 67: Sample Police Application Form

Project Tool 68: Checklist for physical tests and medical examination

Project Tool 69: Checklist for intellectual aptitude tests and psychological exams

Project Tool 70: Checklist on oral tests

Project Tool 71: Checklist on background investigations and vetting

Project Tool 72: Template strategy for increasing the recruitment of female police officers

Project Tool 73: Template action plan for increasing the recruitment of female police officers

Project Tool 74: Checklist on Promotions

Project Tool 75: Checklist on Performance Appraisals

Project Tool 76: Checklist on implementing family-friendly policies

Project Tool 77: Checklist for creating a mentoring programme

Project Tool 78: Focus points for conducting a motivational workshop for female police officers

Project Tool 79: Checklist for developing effective awards and recognition programmes

Section One: Assisting Host State Police in Recruiting Female Police Officers



This section provides details of the steps involved in assisting the host State police in recruiting female police officers. It will examine how explicit and implicit gender discrimination can perpetuate inequalities in the recruitment and retention processes in the police service.



What you will find in section one

- Step 1 Form a recruitment committee
- Step 2 Review recruitment criteria and procedures
- Step 3 Strategise and plan
- Step 4 Conduct a recruitment campaign
- Step 5 Screen applicants
- Step 6 Conduct pre-test training
- Step 7 Conduct the entrance tests
- Step 8 Vet the candidates
- Step 9 Select candidates
- Step 10 Evaluate recruitment process

Gender discrimination

Although the recruitment process in the police may seem impartial, it has potential for posing issues of discrimination against women. This discrimination may come from the formulation of recruitment criteria and processes and the conscious or unconscious personal gender bias of recruiters.

Gender discrimination can occur when requirements for hiring and promotion within the police organisation are not actually related to the job performance and when these requirements have an adverse impact on women or men.

Gender discrimination affects both men and women. However, policing has traditionally been a male-dominated institution and therefore gender discrimination in the police tends to have disparate impact on women in particular.

Gender discrimination means treating people differently based on their gender. It involves behaviour that excludes either women or men from some rights, opportunities or privileges.

Therefore, it is very important that the recruitment process be thoroughly reviewed to ensure that it is fair and that the criteria match the actual work required of police officers.


It is equally important to carefully select recruiters through a detailed interview process. Selected personnel should be supportive of women in policing. They should also be trained on how to prevent gender discrimination in the recruitment process.

Finally, it is important to undertake affirmative actions. Affirmative actions are measures that are intended to prevent discrimination in present hiring and promotion practices and are used to remedy past discrimination in hiring and promotion.

Here are ten basic steps to assisting host State police in recruiting female police officers.


Step 1: Form a recruitment committee

The first step is to form a Recruitment Committee. This committee will be in charge of developing a strategy and action plan to increase the recruitment of women in the police based on a review of the recruitment criteria and procedures. This committee should know how to assess recruitment procedure. A basic checklist can be found in the Compendium of Project Tools.



Project Tool 60:
Checklist for
assessing female
police recruitment

The members of a Recruitment Committee can include for example high ranking officers who will approve and implement its findings and recommendations, specialists in equal employment opportunity and affirmative action, experts in public relations, persons involved in the recruitment testing process, a diverse group of employees from the police, including women, persons to be assigned as recruiters, representative from organisations that primarily serve women, faculty members of local schools, elected officials or their



Project Tool 61:
Needs assessment
questionnaire

representatives⁷. A method for developing the terms of reference of the committee can be found in the compendium of project tools.

Examples of persons who can be part of the committee

- Head of host State police
- Head of department in host State police in charge of recruitment
- Head of UNPOL component
- Head of UNPOL department in charge of assisting with recruitment
- UNPOL and host State police specialists on gender issues
- Unit in charge of gender issues within the peace operation
- Instructors for the recruitment tests
- Ministry of Internal Affairs and Ministry of Education
- Ministry in charge of the advancement of women
- Selected faculty members of schools and universities
- Selected heads of local communities
- Diverse group of representatives of the police, in particular female police officers from different ranks including civilian staff
- Representatives from relevant United Nations agencies

As the adviser and mentor of the host State police, UNPOL can facilitate coordination and seek support and assistance from various stakeholders. UNPOL can also assist by advocating for support through funding programmes and preparing project proposals.

Step 2: Review recruitment criteria and procedures

The second step involves assessing the barriers to the recruitment of women. There are primarily seven areas of recruitment that need review: job description, advertising police jobs, application and screening, physical tests, mental tests, oral tests and background checks. The Recruitment Committee can establish working groups for each of these recruitment areas.

The recruitment selection processes in each of these areas may be a source of gender bias in the following aspects:

- Discriminatory testing and selection system;

⁷ Harrington, Penny E. National Center for Women & Policing (NCWP). Recruiting & Retaining Women: A Self-Assessment Guide for Law Enforcement, (2000). P. 47



Project Tool 62:
Sample template for
a Terms of
Reference of the
Recruitment Review
Committee

- Gaps in testing relevant skills and competencies such as community-oriented policing approaches; and
- Ineffective methods used for ranking candidates in achieving diversity.

Discriminatory recruitment criteria and processes can be identified by analysing the number and percentage of women and men who pass the recruitment tests. The United States uses an '80 per cent' rule, which means that if, at any step of the process, less than 80 per cent of female candidates pass in relation to the group with the highest pass rate, then the test has an adverse impact on women⁸. It would therefore need to be examined if the test is job-related and to find ways to minimise its adverse impact. If the criteria is proven to be essential to policing duties but has the potential to negatively affect women, then specialised pre-test training should be offered.

UNPOL officers can assist in organising workshops, discussion groups or surveys with the host State police with the aim of learning from:

- Female police officers about the adverse effects of recruitment criteria on women;
- Recruitment officers about their experience during the recruitment process;
- Senior police management about their views on increasing the recruitment of women in the police; and
- Police officers, particularly male officers, about how they can support this initiative, in particular male officers.

Job description⁹

The job description provides a list of skills and competencies needed to perform policing work.

Reviewing the job description of a police officer is essential to ensure that the actual skills and competencies needed for the job are correctly reflected. When reviewing the job description, use Project Tool 63 for guidance. Many job descriptions tend to highlight physical skills over other skills, such as communication, negotiation and analytical skills. This leads many to conclude that the main police response to crime is the use of force. Another consequence is that the emphasis on physical skills may discourage qualified women from applying.



Project Tool 63:
Checklist for
reviewing and
developing a job
description for a
police officer

⁸ Harrington (2000): 64.

⁹ Harrington (2000): 37.

Good practices for writing job descriptions ensure that they reflect the varied duties of policing, such as investigative duties, and not solely the use of force by police, such as making arrests.

The job description should ensure that the skills listed reflect the varied duties of modern policing.

Policing methods evolve constantly to respond to the changing nature of crimes and how they are carried out. With globalisation, transnational crimes, such as trafficking in drugs, arms and humans, and crimes of terrorism have increased. Information and technology skills and the ability to function in international partnerships, such as bilateral or cooperative actions with other police services or a multilateral police task force, have become important policing skills.

In addition, community-oriented policing and problem solving have become essential. These police duties require specific skills, such as investigative skills, communication with diverse groups of people, negotiation, mediation, organisation and mobilisation of the community, the ability to de-escalate violence, empathy with those holding different views and coordination of actions with other service providers.

By recognising these changes in policing and the broad skills and competencies required, and reflecting these skills in the job description of police officers, women might be more interested in applying and may have more chances of qualifying.

The job description and recruitment criteria need to be reviewed by a legal expert or a human resources specialist to ensure the required skills and competencies are related to the realities of policing.



Project Tool 64:
Checklist for
developing a
recruitment
brochure targeted
at women


Advertising police jobs¹⁰

The objective of advertising police jobs is to attract those who are both qualified and seriously interested in policing. The recruitment brochure is an opportunity for the police to describe the job of a police officer and to encourage women to apply. Project tool 64 provides guidance on how to develop a recruitment brochure targeted specifically at women.

Unfortunately, recruitment brochures and posters tend to be outdated and may not reflect the evolution of policing tasks. Another issue is that primarily male police officers tend to be featured in photos within the brochure, which conveys the message that policing is a male profession and excludes women.

¹⁰ Harrington (2000): 48.

Good practices for advertising police jobs that effectively attracts women, as well as men, include the development of an advertising campaign that accurately describes the duties to be performed, including non-physical skills such as community-oriented policing, the inclusion of female police role models in photos of police officers, and directly targeting female members of the community. These best practices are demonstrated in Project Tool 65.




Project Tool 65:
Checklist on
advertising a career
in policing for
women

There is a tendency to think that the low number of female applicants signifies that there simply are no women interested or qualified. However, this is not the case. There are plenty of women that are both interested and qualified but face obstacles for other reasons. In order to reach out to these women, it is necessary to map the community to target female-dominated occupations, such as teachers, childcare workers, secretaries, clerical support personnel, and locations frequented by women, such as community meetings, schools, markets, public transportation, community centres, shops, bookstores, women's sports associations or clubs and cinemas.



Another approach is to seek out women who may be interested in policing, such as women who are physically fit, women in engineering, mechanics, electronics, and women connected to law enforcement, such as wives, daughters and sisters of police officers. Women who are the main breadwinner in the family may also be interested in the job security and benefits offered by the police organisation.




Project Tool 66:
Checklist for
application and
screening of
applicants

Application and screening

To apply for a job of a police officer, you need to fill in an application form. The objective of the form is to provide a summary of a person's details, educational and professional background and motivation, and basic skills such as driving proficiency, language and writing skills. By screening the application forms you eliminate candidates who do not meet basic requirements.

Some of the criteria can have a negative effect on women particularly in post-conflict environment. For example, schools may not be functioning, especially if communities have been destroyed and large numbers of the population have been displaced. Consequently, children may not be able to complete their education that tends to affect girls more than boys. Similarly, resources may be scarce and women may not have access to or be allowed to drive vehicles.



Project Tool 67:
Sample Police
Application Form

Lastly, the distribution of the application forms may be limited and do not reach women. Other times the applications require a fee for which women would be adversely affected since they tend to have fewer resources than men in the community.

Good practice for the application form can be found in the Compendium of Project Tools, and includes explicitly mentioning that women are encouraged to apply for a job in policing. It should ensure that the application forms are distributed directly to women, informing them of the basic requirements and the deadline, and how and where they should submit the completed form.



Physical tests¹¹

The objective of recruitment tests is to establish minimum entry-level requirements for police officers. Physical tests either test the general fitness of the applicant or are task-based. They are used to verify if a candidate has the physical capacities such as agility, strength and endurance required for police work, including a satisfactory health condition. Medical examinations detect conditions that may lead to illnesses or injuries. For example, this may include a combined cardiovascular-pulmonary test (treadmill test), hearing test, vision test and blood test.

Some physical tests are outdated and not necessary to perform police tasks. Most tests focus on upper body strength, which often discriminates against women. When fitness-based tests, such as running and upper-body strength tests are not adapted to age and sex, they tend to consider the male physical capacity as the norm and are therefore discriminatory.

Obscure and arbitrary physical tests can include climbing a six-foot wall, pushing a police car off a roadway, and running an excessively complex obstacle course. These tests tend to discriminate against women as they are often based on men's physical strengths, rather than being based on qualities required for actual police tasks.



Project Tool 68:
Checklist for
physical tests and
medical
examination

¹¹ Harrington (2000): 66-8; 76.

During the medical examination women may be adversely affected for medical issues specific to women such as the possibility of developing breast, ovarian or uterine cancer, menstrual problems, pregnancy and complications from pregnancy. Women who have had an abortion may be automatically eliminated, as well as women who have recovered from breast, ovarian or uterine cancer.

Furthermore, medical personnel may be gender biased or behave improperly with female applicants, which could increase the risk for sexual harassment or abuse.

Good practice for physical tests is that the evaluation is based on the current physical duties required from police officers. To review whether a physical test is still relevant, assess whether currently serving police officers can pass the test. If they do not pass the test but are still effective in their job, then the test is not a necessary requirement to successfully fulfil the duties of a police officer. Therefore, that criterion can be eliminated. Some police organisations do not have standards that require police officers to maintain their physical agility and strength after leaving the police training academy. Police organisations may consider establishing an on-going programme for the physical conditioning of staff.

As seen in project tool 9, fitness-based tests should be adapted to both age and gender. Additional physical task-based criteria that are required for the job can be included in the curriculum of the police training academy and therefore not needed to be tested during the recruitment examination.

It is crucial to inform candidates in detail about the physical tests to be conducted and where they can practice for the specific tests. Partner with schools and fitness centres to include training for these fitness tests. Training should take place at a reasonable time prior to the entry examination.

The physical test should evaluate the applicant based on current physical duties required from police officers.

Aptitude assessments¹²

Aptitude assessments include written intellectual aptitude tests and psychological assessments.

¹² Harrington (2000): 66; 75.

Intellectual tests measure the intelligence or knowledge of the applicant. These tests should deal with job-related issues and should be able to predict whether an applicant has the ability to perform police work well. For example, they can assess an applicant's ability to learn and apply police information, observe and remember details, follow directions, use judgment and logic.

Psychological tests determine the emotional stability of the applicant. This includes an assessment of medical history, such as substance abuse or disabling mental conditions, and non-medical information, such as levels of judgment, resilience and integrity.

For intellectual aptitude tests, women may be adversely impacted by technical policing questions or questions that seek to measure knowledge of specific statutes or laws. Women often have less access to this kind of information or are not informed properly of what they will be tested on.

Furthermore, the questions on the intellectual test may not measure the abilities to perform community-oriented policing where women are known to have specific skills. Although intellectual aptitude tests are widely used, there is little evidence to show that test scores can predict an officer's performance.

For psychological assessments, the psychologists may discriminate against women and believe that women are not able to perform the job. Women who have been victims of sexual assault or domestic violence may be considered weak or unfit for police service and therefore be disqualified.

Intellectual aptitude tests should not be used if there is an adverse effect on minority groups, such as women and should only be included if the tests can be proven to predict job success.

Psychological examination should have a clear purpose. As shown in Project Tool 69, the test should eliminate applicants with a tendency to resort to physical violence or a tendency to perpetrate tolerance of sexual and gender-based violence. The test should accept applicants who exhibit the ability to de-escalate violence, and should place emphasis on communication skills. Psychologists should be screened through a detailed interview for their own prejudice against women.

Oral assessments¹³

The purpose of an oral assessment is to select a suitable applicant for a police post taking into consideration different aspects such as



Project Tool 69:
Checklist for
intellectual aptitude
tests and
psychological
assessments

¹³ Harrington (2000): 69-71.

skills, ethnicity, gender and general suitability of the person. The interview board may consist of representatives from the human resources department in the police service and relevant members of the police.

General questions are asked about the applicant's background, experiences, education, prior training and interest in the police. The questions assess the applicant's aptitude for problem solving, reasoning, decision-making, oral communications, teamwork, stress management, integrity and initiative among others.

The obstacles faced by women during oral tests include a gender bias from the interviewers who may see women as under qualified, no matter how qualified the applicant truly is. Interviewers may have conscious or sub-conscious biases against women serving as police officers that affect their evaluation of female candidates. Interviewers may have notions of policing that favour past experiences of the applicant, such as a security guard or military background. They may also ask female candidates specific questions that they would not ask male candidates, such as whether or not the applicant has children.

Good practices in conducting oral interviews include developing a structured interview with standardised questions. The same questions should be asked of each candidate so as to ensure objectivity. The oral interview panel should be gender and ethnically diverse. Panel members should be trained on gender sensitivity.

Oral assessments should be structured with standardized questions to ensure objectivity.

Background checks

Background checks evaluate the moral character of the applicant based on their previous behaviour. A reputable background investigation and vetting process ensures the credibility of police officers. This is all the more important in a post-conflict environment where the general public may have lost trust and confidence in the police. Background checks include speaking with reference persons, past employers and neighbours and checking criminal records, drug test records, sex offender lists, education records, credit records and other relevant information.




Project Tool 70:
Checklist on oral
assessments

On one hand, the obstacles faced by women include a bias from background investigators on women joining the police. Women may be disqualified for several reasons such as being unemployed for long periods of time due to child rearing; being a victim of domestic violence or sexual assault; having no law enforcement background; being married to someone in law enforcement; having engaged in extra-marital affairs; having had an abortion; having been on welfare; having debt; having a relative with criminal history. On the other hand, background tests tend to have a gap by ignoring an applicant's past behaviour of perpetrating sexual violence or domestic violence.

Good practice for background tests includes developing a non-discriminatory background investigation format as outlined in Project Tool 71. The information collected during the background checks must be based on the job description, which itself must be based on actual qualities and skills needed for the job. The format should be structured with a standardised number of references to be checked, questions not to be asked and other important steps.

The information collected during the background checks must be based on the job description, which itself must be based on actual qualities and skills needed for the job.



Project Tool 71:
Checklist on
background
investigations and
vetting

Background investigators should be screened for gender bias. Once selected, they should be trained on the job description, the types of questions to be asked and how to prevent gender discriminatory practices. Background investigations should screen for crimes related to sexual and gender-based violence such as domestic violence and sexual harassment as well as child abuse, child maltreatment and other types of related crimes.

Step 3: Strategise and plan

After reviewing the existing weaknesses and openings for gender biases in the recruitment process, the police organisation should develop a strategy and action plan to redress these shortcomings.

Strategy

The strategy is a document consisting of eight sections: the background, the policy framework, the situation analysis, the

strategic priorities, the implementation and coordination, the monitoring and evaluation, the risk factors, and the review. A template for this structure can be found in the Compendium of Project Tools

The background section is an introductory part that includes the purpose and rationale for the strategy and should provide key events that led to the decision to increase the recruitment of women in the police. The policy framework section provides the applicable national and international guidance documents. The situation analysis section provides a brief analysis of the current situation of the recruitment of women in the police organisation, and should include quantitative and qualitative data. The strategic priorities section is the main body of the strategy and provides direction on the thematic areas to be adopted to increase the recruitment of women in policing. This section should also include a description of each thematic area, outlining its importance and the general course of action to address it. The implementation and coordination section provides the organisational structure that will be responsible for implementing the strategy and should include instructions for coordinating with various partners and stakeholders. The monitoring and evaluation section provides information on the entity responsible for monitoring and evaluating the implementation of the strategy. The risk factors section analyses the factors that can hinder the implementation of the strategy and how these risks can be mitigated. Finally, the review section provides information on the date the strategy will be reviewed.

Action plan

After developing the strategy, the police organisation should develop an action plan on how to incorporate the priorities set out in the strategy into their police activities. The action plan is a matrix document that outlines the following:

- Objectives: what do you want to achieve and how?
- Activities: what activities need to be implemented to achieve the objectives?
- Outputs: what are the quantifiable results or products of the activities?
- Outcomes: what is the desired result?
- Resources: what are the human and financial resources required?
- Deadline: when will the output be completed?
- Indicators of achievement: how will you know you are progressing towards your objective?



Project Tool 72:
Template strategy
for increasing the
recruitment of
female police



Project Tool 73:
Template action plan
for increasing the
recruitment of female
police officers

- Monitoring and evaluation: how will you track progress towards your objective?



Liberia National Police education support programme for female candidates



The vision of the UNPOL and Liberian National Police leadership is to have a gender balance in the police. The first female LNP Director of Police, Beatrice M. Sieh, who was appointed in 2006 by Liberian President Ellen Johnson Sirleaf, approved the LNP Recruitment Campaign Concept Paper in April 2005. Under the concept paper, a target of at least 3,500 trained personnel was planned. In 2006, the UNMIL UNPOL designed a strategy to further increase the female representation in the Liberia National Police through an education support programme for female candidates under the age of 35. It was funded by UNDP under German donation. The partners included the Ministry of Education, Justice, Gender, West African Examinations Council (WAEC), and the Stella Maris Polytechnic.

This program aimed to assist the recruitment process so that the reformed and restructured Liberia National Police could achieve a desired quota of 20% female representation. Due to the conflict, a high number of females in Liberia could not finish their high school education and as a result many women could not apply to the LNP academy due to this basic educational requirement.

Through this programme, the education level of qualified and interested applicants was brought to that of a high school certification. Mainly senior high school drop-outs were considered in the programme.

Step 4: Conduct a recruitment campaign

With a strategy and action plan in place, conducting a targeted recruitment campaign is an efficient way of reaching out to women who might be interested in joining the police service. There are seven basic steps to conducting a recruitment campaign that is specifically targeted to women.

1. Map potential female recruits

Research the community to target female-dominated occupations, consider locations frequented by women, women in traditionally male dominated studies, women connected to law enforcement and women who are heads of families.

2. Obtain a list of schools and community districts

Get the list of schools, colleges and universities from the Ministry of Education. Obtain the list of districts from the local government. Secure statistics to determine the levels of education of females per district.

3. Schedule career orientation and awareness raising sessions

Contact the administrators of schools and universities to set a time suitable to the school administration and female student body to conduct a career orientation session. Speak with career counsellors and teachers to ensure a high turnout of female students. When in contact with schools, engage these institutions in partnerships to provide pre-test training on written, oral and physical entry examinations for the police academy.

Contact community leaders and representatives for an awareness raising session with their community. Obtain the schedule for community forums and advertise the visit prior to the scheduled date to ensure a high turnout.

4. Develop campaign materials featuring female police officers

Develop campaign materials in the local language such as brochures and leaflets on a career for women in policing. Other medium such as media announcements, video clips and broadcasts are also useful.

It is important to create brochures and posters that show role models of female police officers in action and in high-ranking positions within the police organisation.

The brochure should include:

- Philosophy of the police service
- Photos of female police officers in action
- Benefits programme: salary, health insurance, maternity leave
- Career advancement opportunities
- Application and testing process
- Description of the training programme in the Police Academy
- Commitment to equal opportunities
- Schedule of career orientation and awareness raising sessions
- Telephone number and website for more information

5. Advertise sessions through media and distribute materials

The use of public media is important in creating awareness among the general public. Identify free media coverage in the radio, TV and newspapers to advertise a career in policing featuring female police officers and include information on the schedule of career orientation and awareness raising sessions, as well as the recruitment entry examinations.

Consider placing advertisements in local newspapers, municipal, state employee newsletters, career centres and women's magazines under job postings. List the career orientation sessions in local newspapers and magazines.

Consider on-line advertisements. Use social media to generate interest in policing as a career choice for women. If the police service has a website, consider including a specific page for the recruitment of women.

Schedule the media broadcasts and announcements prior to the planned recruitment sessions in order to ensure maximum outreach to the general public. Feature female police officers in talk shows on TV and radio.

Distribute flyers, brochures, and other information materials in areas where women are likely to visit. Consider areas where community members, particularly women are likely to gather.

The messaging should focus on:

- There are strong female role models in the police
- Women are welcome and wanted in the police
- Women are leaders and will have equal access to promotions

- Women are welcome in all units, including special operations

6. Identify and train resource persons

Resource persons are people that can present at the career and recruitment sessions in order to convince women that policing is a viable career for them. Resource persons should be screened for gender bias with an interview and background checks, and should be supportive of women in the police.

Ensure that you have identified female police officers from the host State police and UNPOL who can be role models to be resource persons during the recruitment sessions. It is equally important to have male police officers who can advocate for women to join policing and encourage men in the community to understand the importance of women's role in the police organisation.

Proper training of resource persons, as well as recruiters, should include training on the benefits of joining the police in general, policies on equal opportunities, pregnancy and childcare, issues unique to women and policing, the advantages of having women in the police organisation, barriers to women in joining the police organisation and why women may not have considered a career in the police.

7. Conduct the career orientation and awareness raising sessions

Here are topics that should be included in the discussion:

- The benefits of being a police officer, such as salary, free education, food and accommodation in the training academy, medical insurance and other benefits offered to successful applicants;
- The criteria for eligibility, application and testing process and how women can best prepare themselves to undertake the tests such as pre-test training, if available;
- The training programme in the police training academy and field training;
- The functions of each unit comprising the police organisation and what it is like to work for these units. Include information on duties, schedules, and career opportunities;
- Information on women and policing associations.

A number of female officers from the host State police, including high ranking officers with reputable standing and female UNPOL officers, should speak as role models on the significant

contributions they have made as police officers in their daily work. Secure free media coverage to feature human-interest stories on women in policing.

Remember to put up processing desks and designate personnel to accommodate and process the application of interested students and community members during the campaign. Ensure availability of application forms for distribution.

It is important to use creative ways to disseminate information such as a drama sketch and role-play. A drama sketch is useful in creating awareness. It helps to break down hitherto held biases against women becoming police officers. It also helps to create a buy in among the local communities. This is particularly engaging, easy to implement, does not need any resources and can be very effective.

Step 5: Screen applicants

Ensure that a deadline is indicated on the application form and that it is communicated during the career orientation and awareness raising sessions, as well as in all public information materials.

Once the deadline has passed, review all the police application forms that have been received and select those who are eligible. Inform and invite the eligible candidates for the entrance examinations. Ensure proper communication is provided to the candidates about the examinations, such as what type of examinations they should expect, the criteria for passing the examinations and so on. Be clear on the date, time and venue for the examinations and the required documentation to bring.

Chad Police Female Recruitment Initiative

Female police in the National Police in Chad started at a very modest representation with only five women in 1974 that eventually increased to 18 two years after. In 2001, the first recruitment drive to select women for the Chad Police Gendarmerie was organized. At the time of the United Nations Mission in Chad (MINURCAT) in 2010, there were 76 women of 8,000 gendarmes and 201 women of 5,000 police personnel.



Acting upon its mandate according to various Security Council Resolutions, MINURCAT established a gender structure (civilian division and UNPOL),

advocated a policy of development for female officers, initiated a campaign, provided logistical, financial and human resources support, conducted training of the Détachement Intégré de Sécurité (DIS) which is a special security entity deployed in camps for internally displaced communities and refugees, required from the police and gendarmerie authorities to be provided with 45 Police and 28 Gendarme women to join the DIS, launched in partnership with the National Police a recruitment campaign of 250 women.

Step 6: Conduct pre-test training

Due to gender inequality, girls tend to have less access to education than boys. This is aggravated in post-conflict situations with many girls unable to complete basic education. Consequently, they are ineligible to apply to the Police Academy.

As an affirmative action, it is important to provide women with training to prepare them for the recruitment tests and processes. In Liberia, a special accelerated education programme was implemented for women to obtain a high school degree that enabled them to enter the Police Academy.

Develop partnerships with schools on training for written tests on intellectual aptitude. Think of sports clubs and fitness centres for collaborating on training for the physical agility tests.

Recruiters should receive training to understand anti-discrimination law, the adverse impact of test questions on women, an understanding of gender bias and how it can manifest consciously and sub-consciously. Furthermore, they should have a thorough understanding of the job description and the skills and competencies that they are looking for. They should know the process on how to conduct the tests and the rating system so that the criteria are consistently applied and objectively evaluated.

Step 7: Conduct the entrance tests

Prior to conducting the entrance tests, you need to identify and train the panel of instructors and interviewers. The panel should be both gender and ethnically diverse. Sworn police officers, civilian employees and community members can be part of the panel.

The testing process may be a source of gender bias in three areas:

- Discriminatory testing and selection system
- Gaps in testing relevant skills and competencies
- Lacking diversity

Prepare the recruitment examination according to gender-sensitive criteria as per the recommendations of the Recruitment Committee.

Step 8: Vet the candidates

Develop an agreed format for the background investigation such as the number of references to check, neighbours to visit, the criminal records to be obtained and so on. Background investigations should also check the candidate's attitude towards women and possibilities for gender bias. All investigations must be documented with a written report and legal and human resources personnel should review the collected information.

Step 9: Select candidates

Once the entrance examination has ended, identify the candidates that have successfully passed the tests.

First, ensure that the ratings of the recruiters have been checked for gender discrimination. Second, compute the ratings and make the selection. Applicants who have successfully passed the entrance examinations and the vetting process should then be informed and invited to enter the Police Academy.

Step 10: Evaluate recruitment process

The last step is evaluating the recruitment campaign to ascertain the effectiveness of measures put in place.

To ensure that recruitment methods are effective, establish a record at each step of the recruitment process, including the number and percentage of women who pass at each step.

Provide evaluation forms to candidates to survey their experience during the recruitment process. Assess the process and provide recommendations to improve recruitment methods for women.

Section Two: Assisting Host State Police in Retaining Female Police Officers



The second section provides seven basic steps that the host State police can take to retain female police officers in the police.



What you will find in section two

- Step 1 Ensure access to assignments and promotions
- Step 2 Eliminate gender discrimination in performance appraisals
- Step 3 Implement family-friendly policies
- Step 4 Develop a mentoring programme
- Step 5 Increase the self-confidence of female police officers
- Step 6 Create a female police association
- Step 7 Provide recognition

The resignation of female officers costs the police organisation time and financial resources in employee replacement and training. It is therefore important to establish policies and programmes to support female officers in order to retain their number in the police organisation. The host State police needs a solid policy base that covers gender equality, sexual harassment, sexual exploitation and sexual abuse.

This section will explore the areas that contribute to women's decision to leave the police organisation. The seven basic steps will then provide a procedure to empower female police officers and increase retention rates of female officers. It is important to coordinate activities within the field mission, in particular various actors from UNPOL and host State police who are working in these different areas.

According to several studies, sexual harassment and gender discrimination are the key reasons female officers leave the police organisation.

Step 1: Ensure access to assignments and promotions

Criteria and processes for promotion may be gender discriminatory and therefore need to be reviewed and revised.

Examples of gender discriminatory criteria include seniority, prior experience, such as a military background, performance evaluations that are gender biased, or prior special assignments.

Assignments, transfers or deployments may be an opportunity for gender discrimination. Women are likely to be assigned to traditional female roles, such as women and children activities, which may not be as highly valued or respected as traditional male roles such as emergency units, SWAT, narcotics, field training, academy instructor, motorcycle patrols, and so on, by promotional boards. Female police officers need to have equal opportunity for such assignments.

The criteria related to prior and special assignments tend to be a vicious cycle for women. If they are not deployed to special assignments in the first place then they are not able to acquire experience that is valued by evaluators, which prevents them from being promoted.

Good practices include developing promotional criteria and processes based on the actual skills, competencies and abilities required to perform duties successfully, which should include skills on problem solving and community-oriented policing. See checklist on how to develop these criteria in the Compendium of Project Tools. Processes such as conducting blind examinations during written examinations, where the name of the person does not appear on the sheet, would also contribute to lessen cases of gender discrimination. Oral interviews should use outside promotion panellists, ideally from the community, including female members on the panel, screening panellists for gender bias. Interviewers and examiners need to be trained to prevent gender bias.

In addition, assignments should be based on a clear assignment plan that is written, transparent, published and closely monitored. Assignments should not be based on gender stereotypes. Female officers should be allowed access to specialised units that are traditionally male dominated.

Project Tool 74:
Checklist on non-discriminatory processes and criteria for promotions



It is also important to value policing experience more broadly. Interviewers and examiners need to rate experience gained in traditionally female dominated areas, such as community-oriented policing and child protection, the same as in traditionally male dominated positions. Establish a supportive environment for women by creating a mentoring programme and family friendly policies.

Step 2: Eliminate gender discrimination in performance appraisals¹⁴

Performance appraisals are important in gaining access to promotions. The criteria and process for evaluating job performance are, however, prone to gender bias.

Managers tend to evaluate female police officers with double standards due to stereotypical beliefs concerning gender roles. For example, male officers dealing with child-related cases may be highly rated whereas female officers with the same actions may be considered to be acting 'naturally'. Female officers may be evaluated using higher standards than male officers. They may be expected to put more effort in their work before being accepted as equals. Moreover, if a female officer has lodged a complaint on sexual harassment, she may also get lower ratings as the performance appraisal can be used for retaliation.



Project Tool 75:
Checklist on non-discriminatory performance appraisals

Performance expectations and ratings should be the same for all officers who occupy similar positions.

Good practices include ensuring that the criteria and standards are based on a job description that accurately details the skills, competencies and duties required of the officer. This should include community-oriented and problem solving techniques.

The criteria and standards for the performance appraisal need to be reviewed by the police organisation's legal adviser or human resources department.

In addition, the performance goals should be established in the beginning of the performance period by the supervisor and the

¹⁴ Harrington (2000): 119-123.

employee. It is important to clearly define the goals and how they will be measured. Performance expectations and ratings should be the same for all officers who occupy similar positions.

Furthermore, the performance evaluation should include compliance to policies against gender discrimination, sexual harassment, exploitation and abuse. In particular, managers should be rated according to their ability to ensure a work environment free from these practices.

Evaluators need to be trained on the performance appraisal system and how to prevent discrimination. The training should include how to develop standards, rate performance and the effective use of the performance appraisal system to improve performance.

Monitor gender discrimination in ratings given by individual evaluators by comparing ratings for female and male officers. Systematically lower ratings for female officers are signs of gender bias. Remedial actions should be undertaken for evaluators who are found to be gender biased.

Step 3: Implement family-friendly policies¹⁵



Project Tool 76:
Checklist on
implementing
family-friendly
policies

In many societies taking care of the family is mainly the responsibility of women. The lack of policies related to the family, such as parental leave and childcare assistance, is therefore one of the main reasons for female police officers leaving the police.

Discrimination based on pregnancy and childbirth include removal from position; forcing pregnant women to take a disability leave if she is still physically fit to work; or changing the woman's work assignment against her will based on stereotypes and public perception of what pregnant women can and cannot do.

Good practices include developing policies that are based on fairness, flexibility and safety. Below is a model policy on pregnancy.

A model parental leave policy should include:

- Paid parental leave for new mothers and fathers
- Options for light duty assignments or modification of current duties for expecting mothers

¹⁵ Harrington (2000): 111-116.

- Continued access to health benefits for new mothers and fathers during parental leave
- Protection from hazardous chemicals for expecting mothers
- Provision of maternity uniforms
- Job restoration after parental leave
- Part time schedules or flexible shifts
- Provision of on-site or off-site childcare facilities

Step 4: Develop a mentoring programme¹⁶

Since the police organisation remains male dominated, women may feel isolated without anyone to turn to for advice or support in the police, in particular, when they face challenges of gender discrimination and sexual harassment. Consequently, they may eventually lose hope in having a fulfilling career in the police.

The aim of a mentoring programme is therefore to foster a collaborative relationship for employees to enhance their full potential in the police organisation. The role of mentors is to be role models, provide encouragement and discuss any problems faced by the mentee with the police administration.

Mentoring involves support to new recruits in integrating in the police culture, building skills, helping in promotions and advancement, and advising and coaching on work-related issues. Creating a mentoring programme for female police officers helps them face challenges in their work and prevent isolation.

Mentoring programmes can either be formal or informal. A formal mentoring programme is sponsored by the organisation and is specifically designed to address needs of police officers.

Good practices involving formal mentoring programmes include targeting specific phases of the officer's career such as the selection process for new recruits, academy and field training and during selections for promotions. These are critical times of transition where support would be very important. Additionally, pairing experienced officers with recruits will help in the integration into the police organisation.

Mentors can be selected through a 'peer recommendation survey'. Selected mentors should be recognised for their exceptional leadership skills. Furthermore, mentors and mentees should be

¹⁶ Harrington (2000): 93-101.

provided training that covers roles and responsibilities, effective communication strategies, and policies and procedures on gender discrimination and sexual harassment, exploitation and abuse.

Regular meetings between the mentor and mentee should be established such as once a week during academy training, once a month during field training and twice a year after graduation. They should be allowed to hold these meeting during duty hours.



Project Tool 77:
Checklist on creating
a mentoring
programme

Involvement of the police senior management and command staff in evaluating and overseeing the mentoring programme is important to secure success. Command staff should act swiftly when complaints are brought to them.

Adequate human resources are needed for the mentoring programme to work. Consider creating a full-time or part-time Mentoring Programme Coordinator whose responsibilities include developing the programme, organising meetings, training and other activities and conducting evaluations of the programme.

Good practices involving informal mentoring programmes include increasing the visibility of high ranking female police officers and encouraging them to provide talks and roundtables on issues affecting women in the police. An informal Women's Advisory Group can also be created that aims to advocate for women's issues to the police senior management. This can help take the pressure off of individual female officers to personally raise cases when they are faced with discrimination.

Sending female police officers in training conferences will also allow them to build their support network.



Project Tool 78:
Focus points for
conducting a
motivational
workshop for female
police officers

Step 5: Increase the self-confidence of female police officers

Some women tend to hesitate in sending in their applications for promotions. One of the reasons is that they feel that they are not qualified even if they fulfil the criteria required for the job. This low level of self-confidence prevents some women from asserting themselves.

Good practices include organising sensitisation sessions to build the confidence of female police officers. Useful focus points can be found in this handbook to assist you. They need to know they have a role and place in the police organisation, they can do the job as well as their male colleagues and they have what it takes to succeed.

Increasing the visibility of role models will also help female police officers to visualise themselves in challenging situations and in leadership positions.

Steps to develop a mentoring programme

- Form a working group, including female officers of various ranks
- Assess the needs of the police organisations
- Develop the programme
- Develop a strategy for implementation

Burundi: Motivation and empowerment of female police officers perspectives



In 2009, Burundian female police officers recommended setting up a female police association following a female police training session entitled “Rehabilitation of the role of female police”. The Burundian female officers prepared the rules and regulations of the female police association based on the legal framework of the country.

Obtaining the authorisation of the Minister of Public Security was difficult since police officers were not allowed to form associations. Therefore, a three-day session was organized for a group of female police and their male colleagues where the association and the statute were presented. The association was finally authorized as a network and membership was extended to both women and men.

Some of the activities of the network included organizing a training session for female ex-combatants integrated in the Burundi National Police was conducted in 2010. A total of 132 female police from 7 provincial police stations were trained in modules on community oriented policing and human rights, including crimes related to sexual and gender-based violence, minority rights and HIV-AIDS.

Additionally, the network organized a special pre-United Nations Selection Assistance Team (SAT) assessment preparation where 132 female officers were tested on the basic requirements for language, driving and firearms shooting for qualification to deployment in a peace operation. The Ministry of Public Security and the Burundi National Police sponsored a driving skills training for female police officers in preparation for the test.

Measures and actions serve as a trigger to the awareness of women on their role in the Burundi National Police and the need to strengthen their capacities. By organizing themselves through the network, female officers became more aware of the plight of women in general and the role of female police officers in the national police.

Through the network, there is considerable recognition of the importance of the place and role of women in the police service that has led to strengthening the inclusion of gender perspectives in the management level and the promotion of female police officers to positions of responsibility.

Step 6: Create a female police association

A female police association is helpful in creating a network for female police officers to interact and discuss issues that affect them, provide peer support and empowerment. The goals of a female police association can be many-fold. The association should encourage equal representation of female police officers across all ranks and to advocate for the interests of all female police officers. It should provide a platform to promote the contributions made by female police officers to law enforcement. Finally, it should work to contribute to the professionalism of the police organisation by harnessing the specialized skills and capacity that female police officers bring.

The association should also provide a mechanism to share experiences and expertise on law enforcement and issues affecting women. An association can empower women by building opportunities for learning and development through providing information to members on existing training relevant to policing including facilitating access if possible. This can also be achieved by creating a process for mentoring female police officers and help members become effective leaders. An association can also help to develop a network of professional contacts among members. It can establish links with other national, regional and international police networks and create synergies with existing programmes.

As UNPOL officers, female peacekeepers that have set up a network within the United Nations peace operation can mentor their female police host State counterparts to establish their own network. Activities can be organised jointly to share experiences and learn from each other. Female police peacekeepers can be valuable role models since they demonstrate that women are not only capable of serving the police in their own countries but also in



Project Tool 79:
Checklist for
developing effective
awards and
recognition
programmes

international police peace operations in challenging and difficult situations in post-conflict societies.

Step 7: Provide recognition¹⁷

Motivating police officers is an important strategy for retention. Motivation can come from several places. For example, establishing a recognition programme within the police service is a great source of motivation for officers. An award can reward certain types of behaviour such as leadership and problem solving capacities. This also sets a standard of behaviour for staff members. Furthermore, special assignments, training opportunities and promotions can be used as a reward for excellent performance.

With these rewards programmes follow certain challenges. Awards and recognition programmes may be prone to gender bias if double standards are applied and restrict the consideration of women. For example, rewards may mainly focus on acts of heroism or closing major criminal cases that tend to favour men because they are more likely to be assigned to positions where there are more opportunities for these particular ways of standing out than the assignments women are assigned.

Good practices for establishing an effective awards programme include rewarding actions that include community-oriented policing and problem solving techniques, mentoring, and ensuring a workplace that is free from sexual harassment, sexual exploitation, sexual abuse and discrimination. Assignments to women and children protection units, such as domestic violence units, child abuse units and service-related units can be recognised as an award for excellence. Managers may be given the authority to select the best officers for these units. This is a way to increase the value and underline the importance of these units to the police organisation.

First, develop the type of awards and criteria: Identify types of behaviour that should be rewarded such as mentoring, supporting and increasing diversity in the workplace, ensuring a workplace free from sexual harassment, sexual exploitation and sexual abuse, community-oriented policing and problem solving techniques. Ensure that criteria are not gender-biased. Second, determine the criteria to be used and ensure that these are gender-

¹⁷ Harrington (2000): 159-161.

sensitive. Third, police organisations can engage community members for input on the selection of the awards. Therefore, you will need to publish the criteria widely and request nominations from community groups and the police organisation. Fourth, select the award recipients and hold an annual rewards ceremony. Provide a plaque or an impressive award and not just a paper certificate to send a message about the importance and prestige of the award. Finally, provide visibility by establishing an area in the police organisation where the names and photos of awardees can be displayed permanently.



MODULE 3: CAPACITY BUILDING OF THE HOST STATE POLICE ON PREVENTING AND INVESTIGATING SEXUAL AND GENDER-BASED VIOLENCE



Figure 26 Annual march with UNAMID staff and Sudanese women for “16 Days of Activism against Gender-Based Violence” in El Fasher, North Darfur, 25 November 2010.

Lesson 1 Understanding Sexual Violence and the United Nations Policy Framework



What you will find in Lesson 1

- SGBV definition
- CRSV definition
- Types of victims and their vulnerabilities
- Consequences of SGBV and CRSV
- Risk factors for offenders
- United Nations Policy framework on the prevention of sexual violence

Introduction

This lesson is divided into two sections. The first section explores the definitions and characteristics of sexual and gender-based violence (SGBV) and conflict-related sexual violence (CRSV), whereas the second focuses on understanding and applying the United Nations policy framework.

The structure of this lesson



Understanding sexual and gender-based violence and conflict-related sexual violence



Identifying and applying the United Nations policy framework on the prevention of sexual violence

Project Tools included in this lesson

Project Tool 80: Checklist on international human rights legal instruments and standards relevant to children's rights

Project Tool 81: International definitions of certain acts of sexual violence

Project Tool 82: Checklist of Security Council Resolutions on sexual violence

Project Tool 83: Checklist for implementation of Security Council Resolutions related to SGBV: 1820, 1888, 1960, 2106

Project Tool 84: Checklist for implementation of Security Council Resolutions related to child protection

Why is it important to have an understanding of SGBV?

A complete understanding of the dynamics of SGBV and CRSV is important to empower police peacekeepers with strategies to prevent and respond to cases and protect civilians. SGBV and CRSV are particularly relevant crimes to be familiar with in post-conflict environments due to their ability to severely obstruct the reconstruction efforts.

In this lesson, UNPOL officers will learn how to:

- Define SGBV and CRSV
- Outline the causes and consequences of SGBV and CRSV
- Identify perpetrators and victims of SGBV and CRSV
- Describe and apply the United Nations policy framework to prevent and respond to SGBV and CRSV
- Explain SGBV within the framework of child protection and protection of civilians mandates
- Differentiate SGBV from CRSV

Section One: Understanding Sexual and Gender-Based Violence and Conflict-Related Sexual Violence



This section will explain SGBV and CRSV. It will provide the types of crimes, the settings where they happen, profiles of victims and perpetrators, root causes and consequences. In addition, it will examine the specific nature of SGBV crimes and police behaviour.



What you will find in section one

- Definitions of SGBV and CRSV
- Settings and roots of SGBV and CRSV
- Victims and vulnerabilities
- The scale and consequences of SGBV and CRSV
- Reporting and under-reporting of SGBV
- Barriers to investigation of SGBV
- Risk factors that lead offenders to commit SGBV
- Profile of offenders of SGBV and CRSV

Sexual and gender-based violence

Sexual violence, including exploitation and abuse, refers to any act, attempt or threat of a sexual nature that results, or is likely to result, in physical, psychological and emotional harm. Gender-based violence (GBV) is an act that is directed against individuals or groups because of their gender. That means a person is targeted because of the different identity, roles and activities assigned by the society to males and females. GBV includes acts that bring about physical, mental or sexual harm or suffering, threats of such acts, coercion and other arbitrary deprivations of liberty. It can take

place in either public or private life. Sexual violence is a form of gender-based violence¹⁸.

Project Tool 80:
Checklist on international human rights legal instruments and standards relevant to children's rights

Project Tool 81:
International definitions of certain acts of sexual violence

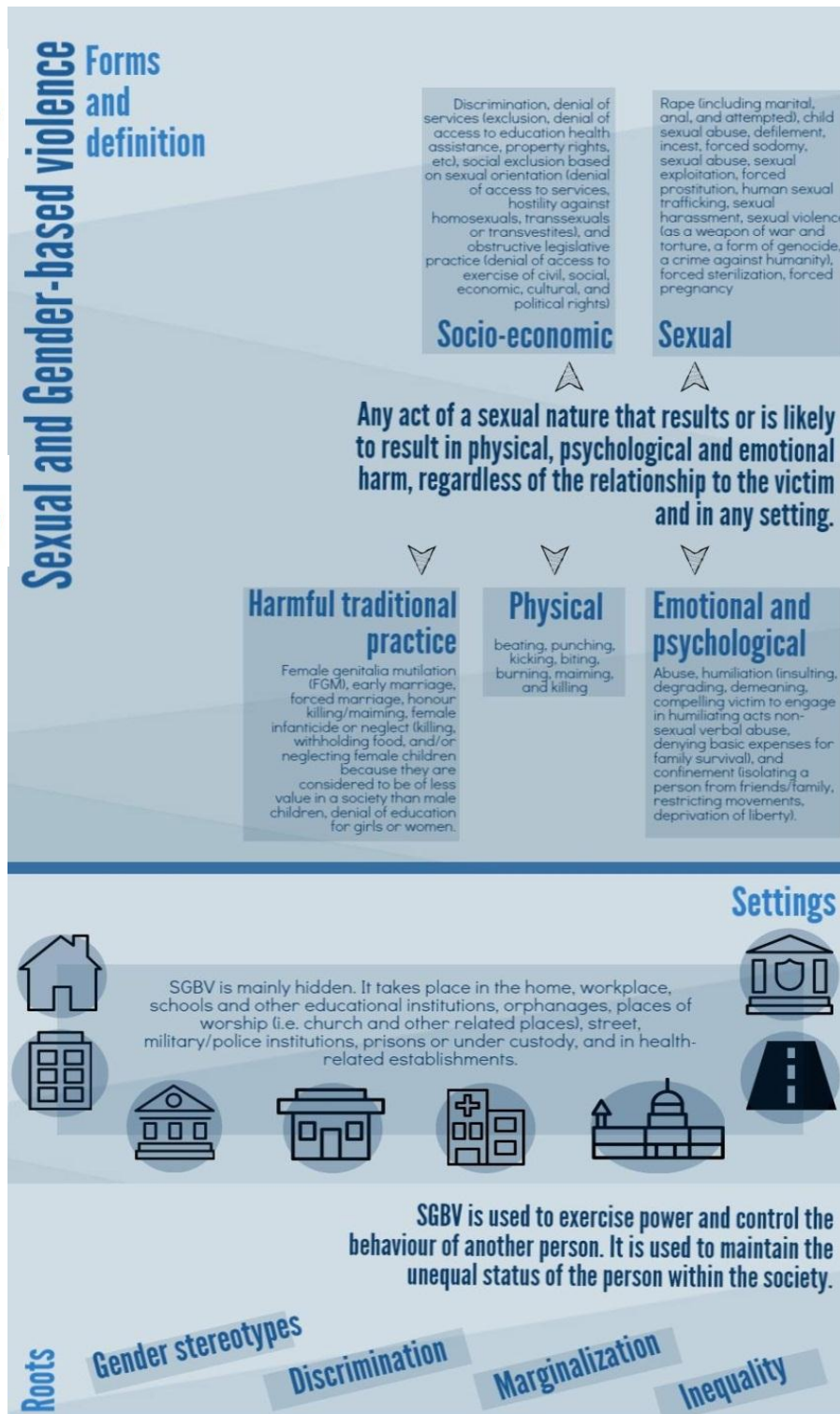


Figure 27 Forms and definitions of SGBV

¹⁸ United Nations, General Assembly. Declaration on the Elimination of Violence against Women and the Committee on the Elimination of Discrimination Against Women (CEDAW) General Recommendation No. 19, (1993)

Conflict-related sexual violence

According to a report of the United Nations Secretary-General, conflict-related sexual violence refers to incidents or patterns of sexual violence, that is rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilisation or any other form of sexual violence of comparable gravity against women, men or children. Such incidents or patterns occur in conflict or post- conflict settings or other situations of concern. They also have a direct or indirect nexus with the conflict or political strife itself, that is, a temporal, geographical and/or causal link. In addition to the international character of the suspected crimes (which can, depending on the circumstances, constitute war crimes, crimes against humanity, acts of genocide or other gross violations of human rights), the link with conflict may be evident in the profile and motivations of the perpetrators, the profile of the victims, the climate of impunity or State collapse, cross-border dimensions and the fact that they violate the terms of a ceasefire agreement.¹⁹

CRSV

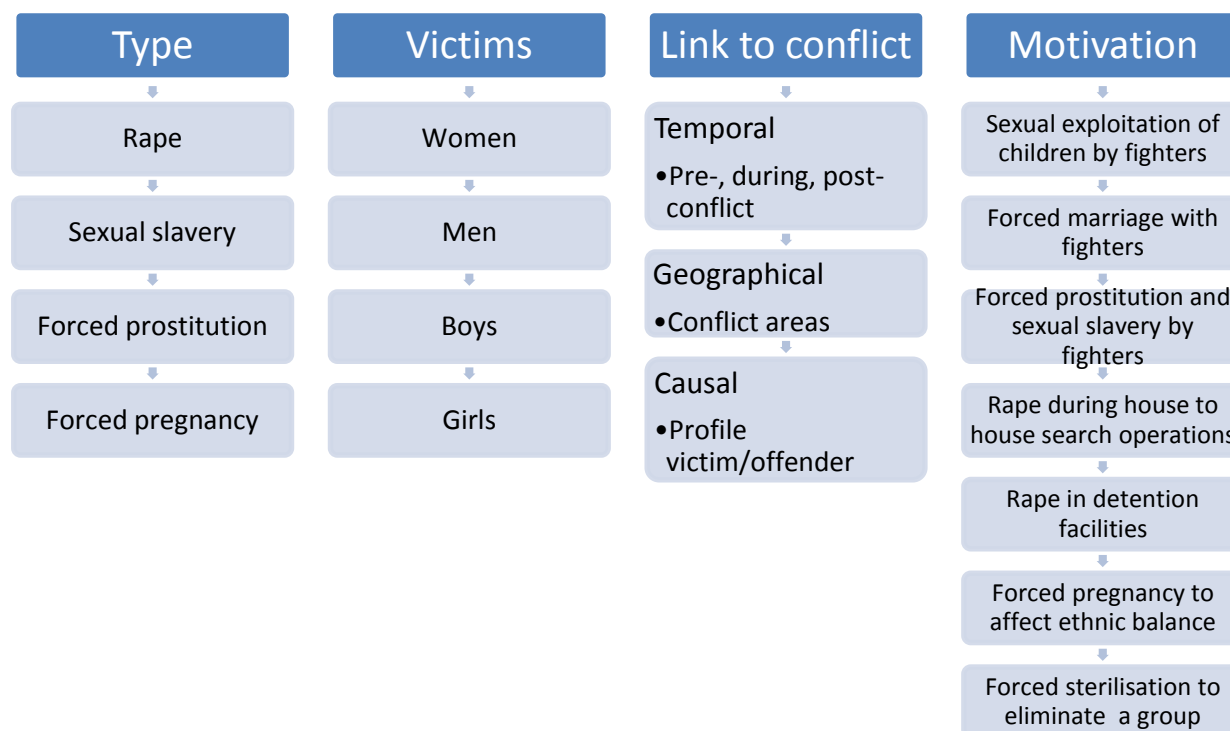


Figure 28 CRSV profiling

¹⁹ United Nations, Security Council. Conflict-related sexual violence. Report of the Secretary-General, A/66/657-S/2012/33, (13 January 2012), paragraph 3.

You can identify CRSV through a combination of inquiries regarding the location of the crime ('where'), the date and time it happened ('when'), the profile of victims and perpetrators ('who'), the elements of the crime ('what'), the method used in carrying out the crime ('how'), and the motive of the crime ('why').

Where

The 'where' deals with the place where the incident happened. You need to find out if there is a situation of armed conflict and if the incident occurred in conflict-affected areas. The definition of armed conflict is based on conditions relating to an armed confrontation between two or more identifiable parties over a sustained period of time at a level of intensity that exceeds ordinary law and order.

When

The 'when' deals with the time the incident happened. Did the incident take place at the time of the armed conflict? Check if there is a link between the incident of sexual violence and the period of conflict. This includes, for example, sexual violence occurring in the following timelines:

- In a context of instability that may escalate to armed conflict
- During armed conflict
- During a period of occupation or against persons deprived of their liberty in connection with the conflict
- In the aftermath of conflict but prior to the restoration of State authority.

Who

The 'who' deals with the profile of the victims and offenders. Identify who the victims, witnesses and offenders are. Are the victims targeted in relation to the objectives of the armed conflict? Are the offenders a part of the fighting groups?

What

The 'what' deals with the elements of the crime according to the criminal code applicable in the location of the crime. You need to ascertain if the act fulfils the conditions of the elements of the crime.

How

The 'how' deals with the method used in committing the crime. How was sexual violence used?

Sexual violence must be used as a ‘tactic of war’ that means it is linked to military or political objectives which serve a strategic aim. However, acts that are committed without military gain can also be included, such as widespread acts of sexual violence against civilians, sexual violence occurring in and around United Nations managed camps for refugee and internally displaced persons or committed during disarmament, demobilisation and reintegration processes.

Why

The ‘why’ deals with the motive of the offender. What was the motive for using sexual violence? The purpose of conflict-related sexual violence can include, for example, humiliating and demoralising enemies, driving people off their land, terrorising and controlling communities or affecting the ethnic balance.

The existence of the conflict must have played a role in the offenders’ decision-making process or ability to commit sexual violence, the manner in which it was committed or the purpose for which it was committed. This excludes ordinary criminality that exists in pre-conflict and lacks a direct or indirect link with the conflict.

CRSV targeting women: Maryam, Somalian 37-year-old single mother



“ The four men all raped me one by one while one of them stood guard outside. I was struggling with the lost man and he stabbed me with the bayonet on his gun. I was screaming and no one came out to help.”

Maryam was raped in a camp of internally displaced persons in Mogadishu, Somalia, while she was five months pregnant. The camp “gatekeeper” (manager) took her to the police station where she was reported that one of the rapists was wearing a police uniform. “I then started to bleed profusely from my vagina... They told me to go home and wash off the blood. But before they let me go, they told me I had to wash the floor where I was bleeding. I sat down, they gave me a brush and I cleaned the floor.” She never returned to the police station to pursue the case. She was afraid the assailants would come after her and “do something worse”. Shortly after, Maryam miscarried. Three months later, she was raped again at night in her tent by a different gang of assailants. Armed assailants, including members of state security forces, operating with complete impunity, sexually assault and rape, beat, shoot, and stab women and girls inside camps for the displaced and as they walk to market, then to their fields, or forage for firewood.

Forms and definition

Conflict-related sexual violence

Forced sterilization
Forced pregnancy
Forced prostitution
Rape
Sexual slavery



Any form of sexual violence of comparable gravity, perpetrated against women, men or children with a direct or indirect link to a conflict, which may be temporal, geographical or causal.

Settings



CRSV occurs under conditions relating to an armed confrontation between two or more identifiable parties over a sustained period of time at a level of intensity that exceeds ordinary law and order operations (i.e. the use of military force rather than police force). It can also occur in a context of instability prior to an armed conflict, during a period of occupation or in the aftermath of conflict but prior to State capacity/authority.



SGBV is a method of warfare to humiliate enemies and undermine their morale, terrorise and control civilians, force communities out of their homes, and/or affect ethnic balance.

Gender and power inequalities

Breakdown of law and order and social structures

Widespread climate of impunity

Undisciplined security forces

Economic vulnerability

Roots

Figure 29 The forms and definitions of CRSV

Differences between SGBV and CRSV

While SGBV exists prior to, during and after the conflict, the nature and type of crimes, scale, severity, vulnerabilities of targeted groups, profiles of offenders and their motivation may change throughout these different phases. The breakdown of law and order and the tactics used during the hostilities may affect the types of crimes committed that can lead to CRSV.

It is important to understand that not all sexual violence during conflict is considered CRSV. Acts of SGBV that are not sexual in nature such as physical assault or denial of economic resources are not CRSV. So are opportunistic crimes that are not linked to the conflict like domestic violence, sexual exploitation and abuse (SEA) of citizens from the host country by international staff and peacekeepers, survival sex, and harmful traditional practices.

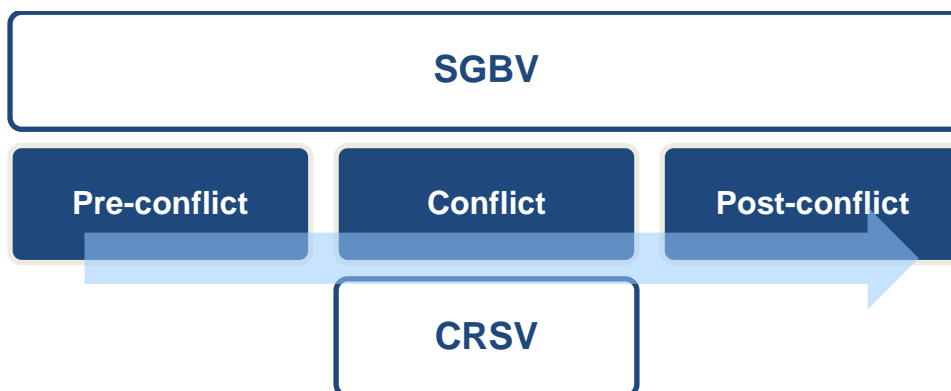


Figure 30 Timeline for SGBV and CRSV

CRSV is to be distinguished from sexual and SGBV, which is broader in scope and includes all forms of gender-based violence committed within any given context, such as domestic violence, female genital mutilation and opportunistic acts of rape or sexual assault due to the breakdown of law and order in crisis situations.

SGBV

SGBV is a crime that falls under the jurisdiction of the country where the act has taken place or the country of nationality of the person who has committed the crime.

CRSV

CRSV is a crime that falls under universal jurisdiction if it is widespread and systematic.

SGBV and CRSV scales

Accurate and reliable data and statistics on SGBV and CRSV are difficult to find. Due to the sensitive nature of these crimes and the harmful effects on the victims and their families, many survivors are reluctant to report cases.

On the next two pages are estimates from various studies that provide an overview of incidences of SGBV and CRSV worldwide.

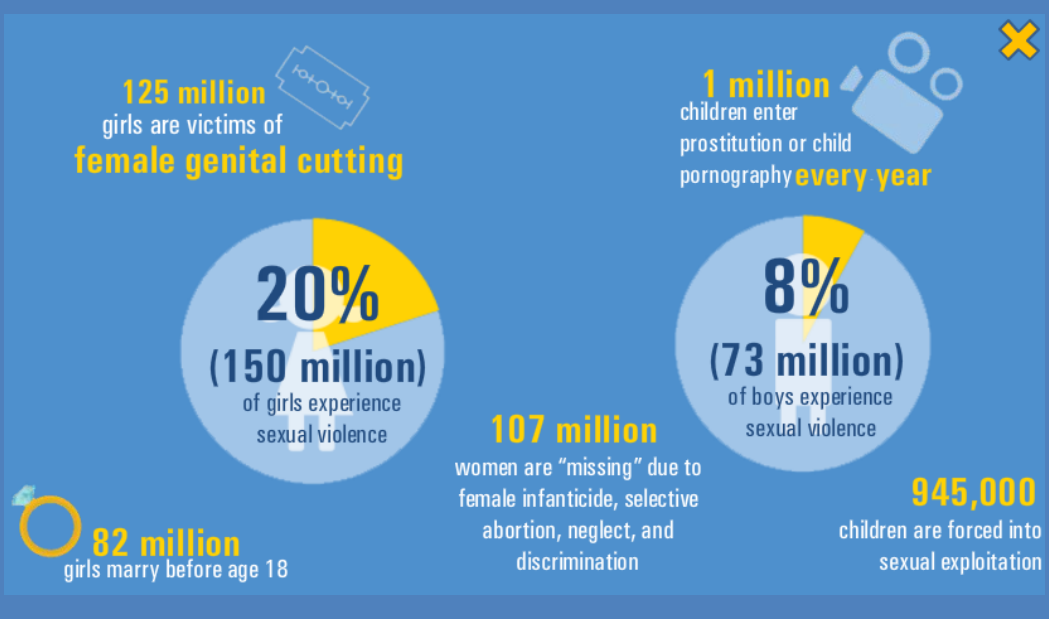
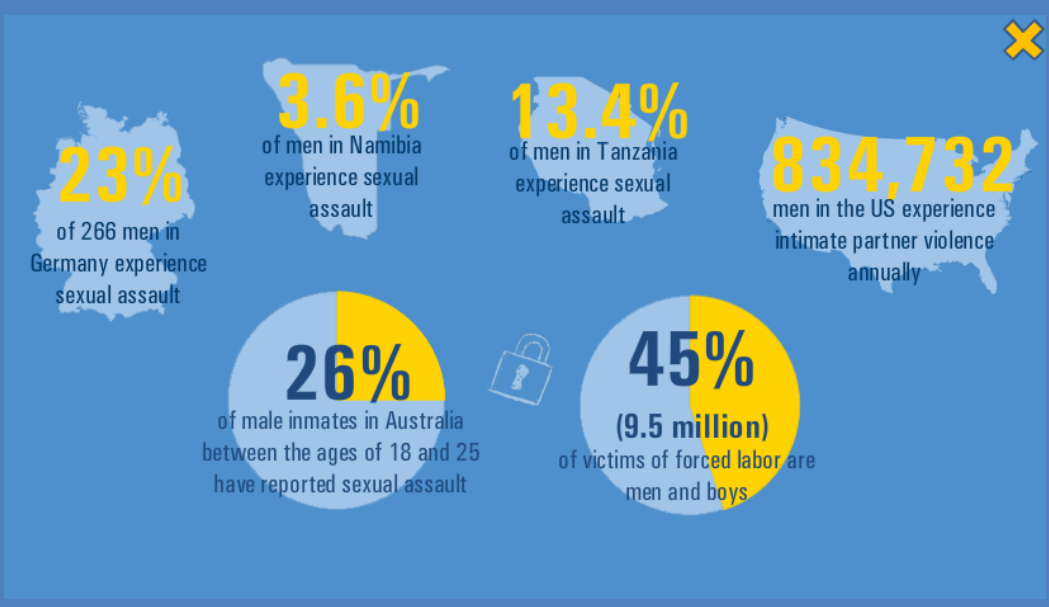


Figure 31 Scale of SGBV affecting women, men, girls and boys

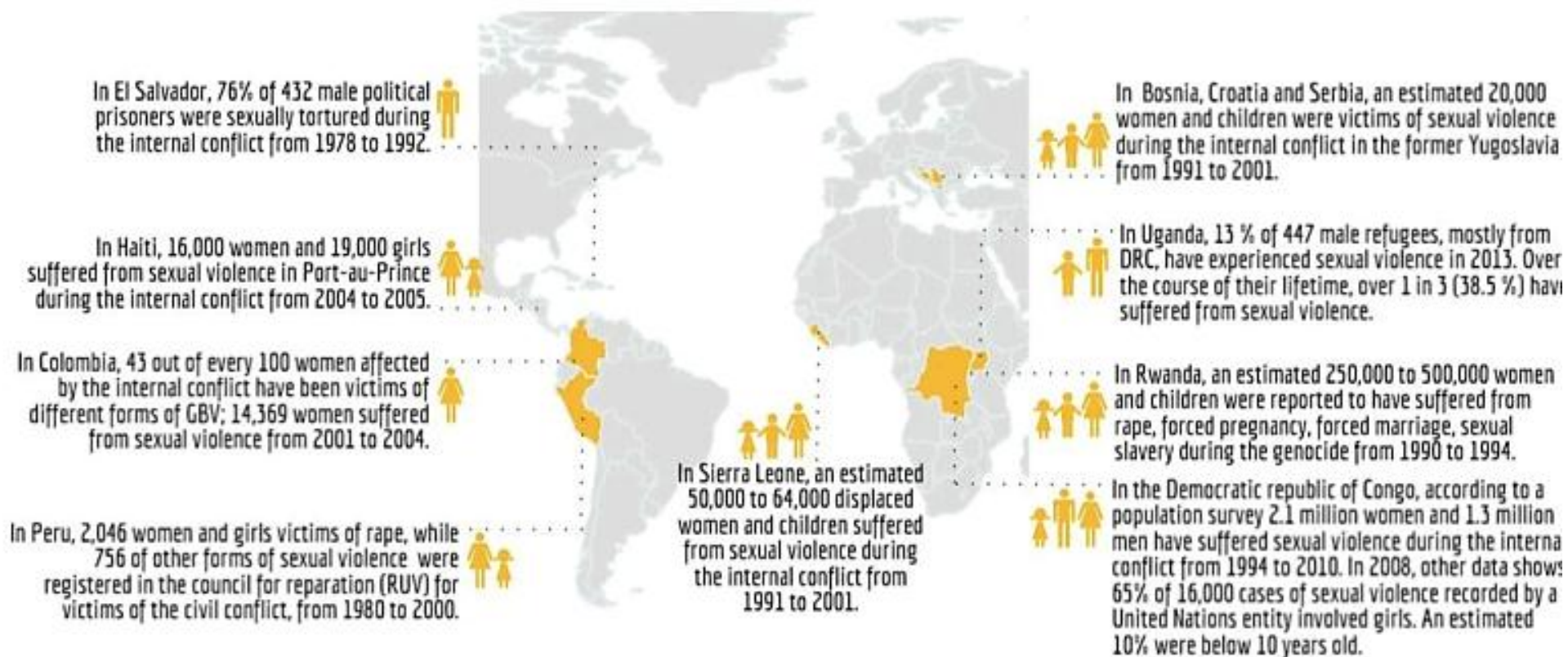


Figure 32 Scale of CRSV affecting women, men, girls and boys

Root causes

Among the root causes of SGBV and CRSV are inequality, discrimination, marginalisation, gender stereotypes and economic vulnerability. Such acts are perpetrated to keep power inequalities based on gender and age, and control the behaviour of another person.

The discrimination and subordinate position of vulnerable groups in society, such as women and children, results in a widespread impunity of these crimes. Although rape and other forms of sexual violence are generally prohibited in criminal law, perpetrators are rarely prosecuted. This encourages SGBV and CRSV to be committed since offenders believe they will not be held accountable.

In times of conflict, these disparities are aggravated. Furthermore, there is a breakdown of law and order and social structures. Families are separated and institutions within the community, including law enforcement, are weakened and unable to provide protection.

In addition, the destruction of livelihoods can lead family members to engage in survival sex, which can lead to increased vulnerability to sexual violence. Lastly, corruption and poor capacity in the security forces, including police, military can lead to acts of misconduct involving rape and sexual violence against community members.

Offenders

Perpetrators may be female or male and range from military to police officers, guerrilla fighters, to community and family members.

In the case of SGBV, the majority of offenders are those known to the victims. For children, this means they can be sexually abused over a long period of time and the abuse can happen more than once.

THE OFFENDERS



SGBV perpetrators try to minimize the impact of the abuse by

- ☑ Complete denial
- ☑ Forgetting, blanking out and 'not knowing'
- ☑ Normalizing or presenting behavior as if it was not important
- ☑ Denying the impact on children
- ☑ Denying they have responsibility, instead blaming the victim or other problems, such as substance misuse, stress, or mental illness

Community members

Caretakers, teachers, supervisors, coworkers, religious leaders/workers, acquaintances, and health workers

State officials

Police and other law enforcement agents, correction officers, judicial officers, and government officials.

Family members

Fathers, mothers, grandparents, brothers, sisters, uncles, aunts, and cousins.

Non-state actors

Armed and non-armed opposition groups, rebels, militia groups, guerrillas

Government actors

Civilian authorities, military, paramilitary, police, prison officers, and other state agents

Community members

Individuals whose conduct is linked to the armed conflict

Figure 33 SGBV Offenders

Female perpetrators of CRSV



While men are typically the majority of offenders in conflict-related sexual violence, studies have shown that women have played support roles and promoted nationalistic ideologies or have taken active part in committing these crimes. In the Democratic Republic of Congo, women were reported to have perpetrated conflict-related sexual violence in 41.1% of female cases and 10.0% of male cases according to a population-based survey with 998 adults in 2010. In Sierra Leone, cases of female combatant rape on female and male detainees were recorded during the conflict in 2003. In Rwanda, almost 2,000 women remain in Rwandan prisons, convicted of genocide-related offences in 2010. The women were involved as active perpetrators in denouncing the hiding spots of rival groups to the killers, supporting the violence and giving orders to and witnessing the rape of civilians as a weapon of warfare.

Sources:

Johnson, Kirsten, et al. "Association of sexual violence and human rights violations with physical and mental health in territories of the Eastern Democratic Republic of the Congo." *Jama* 304.5 (2010): 553-562.

Taylor, Louise. "We'll Kill You If You Cry": Sexual Violence in the Sierra Leone Conflict. Human Rights Watch, 2003.

Hogg, Nicole. "Women's participation in the Rwandan genocide: mothers or monsters?." *International review of the red cross* 92.877 (2010): 69-102.

Men count the majority of offenders. For example, in the United States, male perpetrators represented 98.8 per cent of 269,476 total sex offense cases involving adults in 2012²⁰. Male offenders formed 67 per cent of those convicted for human trafficking worldwide the same year. This is based on 51 countries reporting almost 12,000 persons prosecuted, of which 8,100 were males²¹.

Although a minority, women are also offenders in sexual offenses. For example, in the United States, studies showed that female perpetrators accounted for 23-25 per cent of childhood sexual abuse²². Female offenders make up 33 per cent of those convicted

²⁰ Embry, Randa, and Phillip M. Lyons. "Sex-Based Sentencing Sentencing Discrepancies Between Male and Female Sex Offenders." *Feminist Criminology* 7.2 (2012): 146-162.

²¹ United Nations Office on Drugs and Crime (UNODC). *Global Report on Trafficking in Persons*, (New York: 2012).

²² Dube, Shanta R., et al. "Long-term consequences of childhood sexual abuse by gender of victim." *American journal of preventive medicine* 28.5 (2005): 430-438.; Boroughs,

for human trafficking worldwide in 2012²³. This is based on 51 countries reporting almost 12,000 persons prosecuted, of which 3,800 were females. The role of women include recruiting victims, in particular girls, guarding victims in places where sexual exploitation takes place and receiving cash from clients. Some women may have been victims previously. Women have also played a role in perpetrating harmful traditional practices such as female genital mutilation, honour killing and bride burning²⁴.

In the case of CRSV, the majority of perpetrators are people in position of power, such as government officials including civilian authorities, military, paramilitary, police, prison officers and other State agents to whom State functions have been delegated. Perpetrators are individuals, groups or companies; non-State actors such as armed or non-armed opposition groups, rebels, guerrillas and militia groups; and individuals who are linked neither to the State nor to an armed group but whose conduct is connected to the armed conflict.

While men form the majority of offenders, studies have shown that women have played support roles and promoted nationalistic ideologies or have taken active part in committing CRSV. In the Democratic Republic of Congo, women were reported to have perpetrated CRSV in 41.1 per cent of female cases and 10.0 per cent of male cases, according to a population-based survey 2010²⁵. In Sierra Leone, cases of female combatant rape on female and male detainees were recorded during the conflict in 2003²⁶. In Rwanda, almost 2,000 women remained in Rwandan prisons, convicted of genocide-related offences in 2010²⁷. The women were involved as active perpetrators in denouncing the hiding spots of rival groups to the killers, supporting the violence and giving orders to and witnessing the rape of civilians as a weapon of warfare.

Deborah S. "Female sexual abusers of children." *Children and Youth Services Review* 26.5 (2004): 481-487.

²³ UNODC: 2012.

²⁴ Coomaraswamy, Radhika. Report of the Special Rapporteur on Violence Against Women, Its Causes and Consequences, Commission on Human Rights Resolution 2001/49: Cultural Practices in the Family that are Violent Towards Women, (2002).

²⁵ Johnson, Kirsten, et al. "Association of sexual violence and human rights violations with physical and mental health in territories of the Eastern Democratic Republic of the Congo." *Jama* 304.5 (2010): 553-562.

²⁶ Taylor, Louise. "We'll Kill You If You Cry": Sexual Violence in the Sierra Leone Conflict. Human Rights Watch, 2003.

²⁷ Hogg, Nicole. "Women's participation in the Rwandan genocide: mothers or monsters?." *International review of the red cross* 92.877 (2010): 69-102.

Myths about offender profiles

Myth: Victims of sexual violence are generally targeted by strangers. The offender is typically mean looking, armed, stalks victims and attacks at night in parks and dark streets, or breaking into their homes.

- No, most victims of sexual abuse know the person who abuses them. The offenders are in majority family members, trusted friend or acquaintances.

Myth: The offenders of sexual and gender-based violence are men. There are no female perpetrators of sexual and gender-based violence.

- No, both male and females are perpetrators of sexual and gender-based violence.

Myth: There is a single sex offender profile based on certain personality characteristics.

- No, sex offenders are not all alike. There is no specific set of characteristics that fits for all sex offenders.

Myth: Sex offenders are more similar to other community members than they are different.

- Yes, sex offenders are like anyone else in the community. When people try to separate themselves from sex offenders, they tend to focus on the harmful acts they have committed and tend to overlook their other qualities. Perpetrators, however, tend to be family members and acquaintances.

Myth: Sex offenders come from a particular age group.

- No, sex offenders can be young, middle-aged or more elderly.

Myth: Sex offenders usually come from the poor strata of society.

- No, sex offenders come from all levels of the society – the wealthy, middle class and the poor.

Myth: Sex offenders generally have low levels of intellect.

- No, some sex offenders can be exceptionally bright particularly skilled in manipulation and linguistics. Others may be average or may have significant intellectual limitations.

Myths about offender profiles

Myth: Sex offenders are generally people who have a mental problem or 'crazy'.

- No, most sex offenders are not psychotic or crazy. Some sex offenders have mental health difficulties, such as depression, anxiety, or other disorders, just as many people in the general public do. But that certainly doesn't cause them to commit a sex offense.

Myth: A person who has suffered from sexual abuse will commit sexual offenses in return.

- No, not all sex offenders have been sexually abused. But there does seem to be a relatively high prevalence of a history of childhood or past sexual or physical abuse among samples of sex offenders. There is however no research that supports the notion that past sexual abuse, in and of itself, causes sex offending. We know that there are many people who have been subjected to physical, sexual, or emotional abuse during their childhood or adolescence, yet they never go on to commit sex offenses.

Factors that increase the risk of committing sexual violence

According to a study of the World Health Organisation (WHO), sexual violence is found in almost all countries, in all socio-economic classes and in all age groups from childhood onwards²⁸. The study presents a comprehensive set of factors that increase the risk of a person committing rape. This includes individual attitudes and beliefs, as well as, behaviour arising from situations and social conditions that provide opportunities and support for abuse. It is important to remember that not all of the characteristics under 'individual factors' are present in every sex offender. Nor does it mean that the presence of any of these individual traits—either alone or in combination – “makes” an individual a sex offender. The risks to committing sexual offences need to be

²⁸ The study highlights that Information about sex offenders worldwide is limited and tend to be biased towards convicted rapists who are predominantly men. World Health Organization (WHO). The world health report 2002: reducing risks, promoting healthy life. World Health Organization, (2002).

examined within broader factors involving the family, community and the societal environment.

Factors increasing the risk of committing rape ²⁹			
Individual factors	Relationship factors	Community factors	Societal factors
<ul style="list-style-type: none"> • Alcohol and drug use • Coercive sexual fantasies and other attitudes and beliefs supportive of sexual violence • Impulsive and antisocial tendencies • Preference for impersonal sex • Hostility towards women • History of sexual abuse as a child • Witnessed family violence as a child 	<ul style="list-style-type: none"> • Associate with sexually aggressive and delinquent peers • Family environment characterized by physical violence and few resources • Strongly patriarchal relationship or family environment • Emotionally unsupportive family environment • Family honour considered more important than the health and safety of the victim 	<ul style="list-style-type: none"> • Poverty, mediated through forms of crisis of male identity • Lack of employment opportunities • Lack of institutional support from police and judicial system • General tolerance of sexual assault within the community • Weak community sanctions against perpetrators of sexual violence 	<ul style="list-style-type: none"> • Societal norms supportive of sexual violence • Societal norms supportive of male superiority and sexual entitlement • Weak laws and policies related to sexual violence • Weak laws and policies related to gender equality • High levels of crime and other forms of violence

Figure 34 Rape risk factors

Justification made by offenders

Offenders tend to justify their actions and minimise the impact of SGBV through complete denial; forgetting, blanking out and 'not knowing'; normalising or presenting behaviour as if it was not important; denying the impact on children; and denying they have

²⁹ WHO: 2002.

responsibility, instead blaming the victim or other problems, such as substance misuse, stress, or mental illness³⁰.

Victims

Women, men, boys and girls are all targets for SGBV and CRSV. Moreover, persons with disabilities and lesbians, gay, bisexuals and transgender persons are particularly vulnerable. Gender roles affect how each group is targeted particularly for CRSV.

Women, as a symbol of the culture of an ethnic group and the honour of the family, are targeted to destroy their reproductive function. As mothers, they are killed, forcibly impregnated, sterilised or rendered incapable of conceiving a child to eliminate an ethnic group. As wives and daughters, they are violated to humiliate, demoralise and retaliate against the men in their family whose role is to protect them or to obtain information. As sex slaves, women are treated as objects by exploiting them as 'wives' for members of fighting groups.

Men, as the symbol of strength and power of the family and leader of the community, are targeted for sexual violence to disempower them and destroy their sense of masculinity. Sexual violence is used to treat a man like a woman or to 'feminise' him and diminishing his status in society. Sexual violence can further be used to 'taint' a man as homosexual by forcing him to engage in sexual acts against other men thus placing the victim in a subordination position. It can also be used to destroy a man's capacity to protect his family or procreate. As a form of torture, it can also be employed to defeat and kill him.

Children are particularly targeted for recruitment and use by fighting groups as 'wives' and sexual slaves. Sexual violence can be employed to exact revenge, humiliate and demoralise the families of rival groups, particularly the men whose role is to protect their children. Sexual violence can also be used to kill the children or terrorise them thus instilling fear and emphasising their subordinate position.

³⁰ Her Majesty's Inspectorate of Constabulary (HMIC), "Everyone's Business: Improving the Police Response to Domestic Abuse," (United Kingdom: May 2014)

Reasons for gender-based targeting in conflict/post-conflict settings

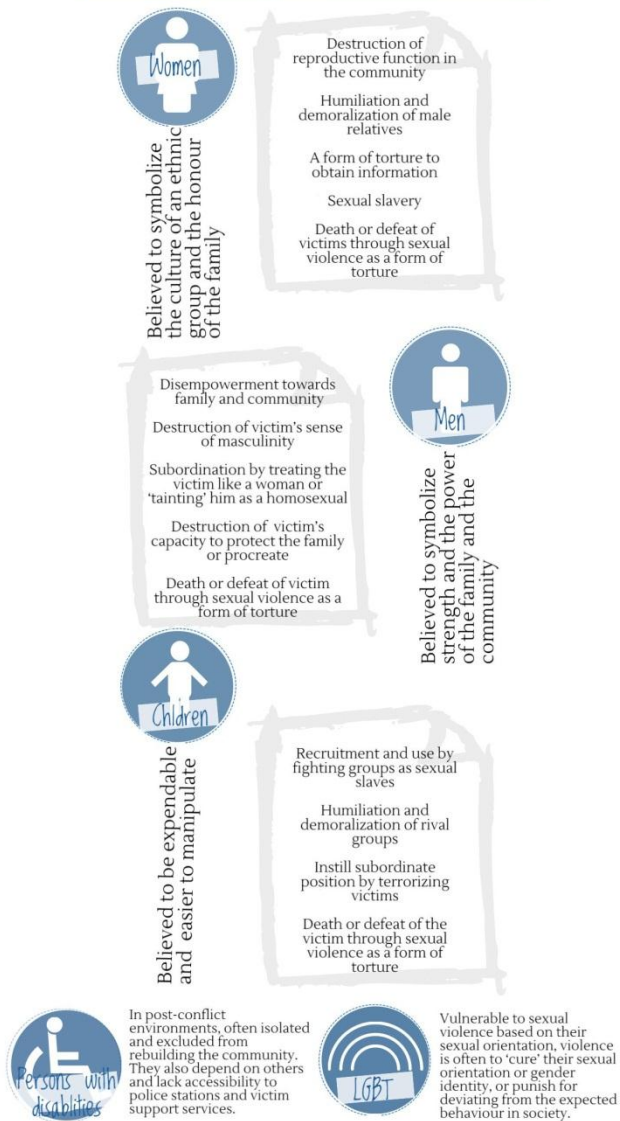


Figure 36 SGBV risk factors

SGBV RISK FACTORS



Figure 35 Gender-based targeting

UNPOL officer helps in a case with a person with disabilities



UNPOL adviser Doreen Malambo, a Zambian national, trained in sign language, assisted a 22-year old deaf woman who reported a case of sexual assault to the Liberia National Police (LNP) in 2009. Escorted by three colleagues, also deaf, the woman went to the police at Zone 4 Base in Gardnersville, Monrovia, to file a complaint. UNPOL Officer Malambo, with her skills and competence on sign language, was able to communicate with the victim and provided the support needed for the LNP officers to write down the victim's statement and a police report of the incident.



Access to public services, security and protection for persons with disabilities is important, as they are often an invisible marginalised group in society. In cooperation, UNPOL and LNP officers managed to open the doors to the police for the woman with disability reporting a crime and provide her with security and protection.

UNPOL Officer Malambo was inspired to take sign language courses in Zambia in 1996 following a case of a deaf man who worked with a criminal gang that attacked and robbed people in the country's capital, Lusaka.

Persons with disabilities cannot easily report cases to the police because – first, they depend on their daily survival on the assistance of family, community members and service providers who can be the offenders of violence. In this case, victims have no one to turn to for help in reporting cases to the police. Second, police stations may lack facilities (for example for wheelchairs) or specially trained police investigators who can respond to the needs of persons with disabilities such as sign language. Third, prejudice and ignorance about disabilities may lead police officers to discriminate against persons with disabilities. Fourth, victim support services such as shelters and vocational programmes may not have facilities that respond to the needs of victims with disabilities. Fifth, persons with disabilities may lack awareness of their rights to physical integrity and how to report crimes against them.

Consequences

Survivors of SGBV and CRSV suffer many harmful consequences to their physical and psychological health, as well as, their socio-economic life. Study the tables below to learn more about these effects on adult and child victims.

Examples of effects of sexual and gender-based violence on adult victims ³¹	
Fatal health consequences	<ul style="list-style-type: none"> • AIDS-related mortality Maternal / infant mortality • Homicide • Suicide
Physical and sexual	<ul style="list-style-type: none"> • Injuries, fractures and bruises • Disability • Gastrointestinal disorders • Disorders with the reproductive system • Infertility • Pregnancy complications/miscarriage / unwanted pregnancy /unsafe abortion • Sexual dysfunction • Sexually transmitted diseases, including HIV/AIDS
Psychological	<ul style="list-style-type: none"> • Alcohol and drug abuse • Depression and anxiety • Eating and sleep disorders • Feelings of shame and guilt • Phobias and panic disorder • Poor self-esteem • Post-traumatic stress disorder (PTSD) • Suicidal behaviour and self-harm • Unsafe sexual behaviour
Social and economic	<ul style="list-style-type: none"> • Rejection and isolation from family • Stigmatisation from community • Poor job performance, loss of job • Incapacity to care for the family • Dependency on social services • Arrest, detention by police • Punishment by family and condoned by society

Figure 37 Effects of SGBV in adults

Children react differently to sexual violence according to their age and developmental stage, as the table on the next page illustrates. The severity of consequences will depend on³²:

- The relationship to the perpetrator. A family member or trusted person will have an impact on the ability of the child to trust adults
- The use of violence. Trauma may be aggravated if physical violence has been used.

³¹ WHO: 2002

³² International Rescue Committee (IRC) and UNICEF, Caring for Child Survivors of Sexual Abuse Guidelines, (2012).

- The duration of the abuse. The longer the abuse went on the more serious the emotional and health impact on the child.
- The reaction received after the disclosure of the violence. The response the child received when they disclosed is also critical. Doubting, ignoring, blaming and shaming responses can be extremely damaging—in some cases even more than the abuse itself.
- What happens after the violence? If a child receives care and help, they will suffer less, but if a child is blamed and shamed by the community or family, or does not receive help, this will impact a child’s ability to heal, feel safe, and experience normal developmental patterns.

Common signs and symptoms of sexual abuse in children according to age group³³	
Infants & toddlers (0–5)	<ul style="list-style-type: none"> • Crying, whimpering, screaming more than usual. • Clinging or unusually attaching themselves to caregivers. • Refusing to leave “safe” places. • Difficulty sleeping or sleeping constantly. • Losing the ability to converse, losing bladder control, and other developmental regression. • Displaying knowledge or interest in sexual acts inappropriate to their age
Younger children (6–9)	<ul style="list-style-type: none"> • Similar reactions to children ages 0-5. In addition: • Fear of particular people, places or activities, or of being attacked. • Behaving like a baby (wetting the bed or wanting parents to dress them). • Suddenly refusing to go to school. • Touching their private parts a lot. • Avoiding family and friends or generally keeping to themselves. • Refusing to eat or wanting to eat all the time.
Adolescents (10–19)	<ul style="list-style-type: none"> • Depression (chronic sadness), crying or emotional numbness. • Nightmares (bad dreams) or sleep disorders. • Problems in school or avoidance of school. • Displaying anger or expressing difficulties with peer relationships, fighting with people, disobeying or disrespecting authority. • Displaying avoidance behaviour, including withdrawal from family and friends. • Self-destructive behaviour (drugs, alcohol, self-inflicted injuries). • Changes in school performance. • Exhibiting eating problems, such as eating all the time or not wanting to eat. • Suicidal thoughts or tendencies. • Talking about abuse, experiencing flashbacks of abuse.

Figure 38 Effects of SGBV in children

³³ IRC, UNICEF: 2012.

Aside from the consequences to the individual, CRSV also has far-reaching and long-term consequences to the family and the community that are also targeted by the violence³⁴.

On the individual level, victims suffer from negative effects on their physical, reproductive, psychological and socio-economic well-being as summarised on the table above. These effects may be more severe due to the brutality of the acts which, in addition, may have been suffered repeatedly for a long period of time. For example, injuries can include torture-related fractures, wounds, burns and complications of amputation or cut body parts. Such injuries may result in physical, sensory and mental disabilities. There may be permanent damage to genitals and the development of fistulas, resulting in chronic incontinence. In addition to physical problems, those who become pregnant, may deny, neglect or reject a child born from war rape. In terms of psychological health, in addition to trauma from the sexual violence, victims may also need to mourn family members whom they have lost and face the difficulties of displacement including a constant fear of being re-victimised. A climate of impunity and weak state institutions can aggravate this sense of insecurity.

CRSV affects

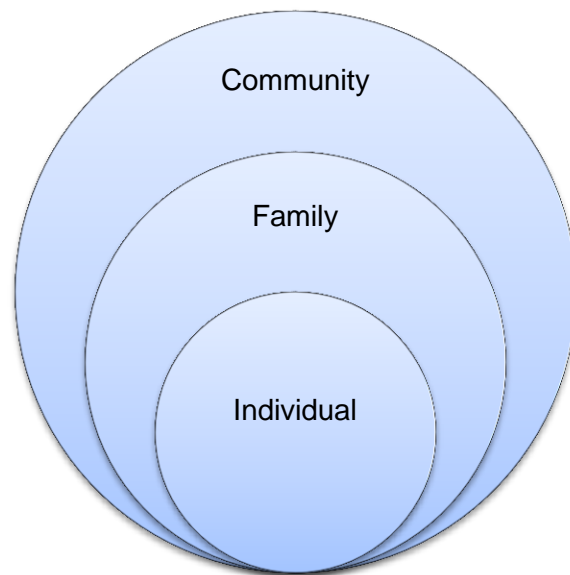


Figure 39 CRSV affects the individual, the family and the community

From the family and community levels, as perpetrators intentionally commit sexual violence in public to add to the shame of the victim, survivors are likely to suffer high levels of stigma and isolation. This

³⁴ Swiss, Shana, and Joan E. Giller. "Rape as a crime of war: a medical perspective." *Jama* 270.5 (1993): 612-615.

negatively impacts their recovery. Furthermore, a long-term exposure to trauma in children has shown that it can lead to aggressive behaviour. On a large scale, this can result in decreased productivity of the community and increased violence.

The continuum of SGBV



According to a study, widespread and systematic rape continued in post-conflict Haiti although it occurred in a 'secretive' way. Perpetrated by criminal gangs, the researcher cites a Haitian woman who made the following observation: "You can say that there is no war in the streets right now, but still the [bandits] bring the war to the houses. Nothing changes in these places, you know ...Bandits keep raping as it was before." Rape has thus become so common in the everyday lives of Haitians. Findings from a survey of households in Port-au-Prince suggested that, between 2004 and 2006, 35,000 women were sexually assaulted, half of who were under the age of eighteen. Aggregated figures showed that sexual violence against women is the most prevalent form of violence in Haiti, affecting 35 per cent of women over fifteen years of age, with a higher incidence in provincial areas (41per cent) than in the urban settings (34per cent). In post-conflict Uganda, a study showed that 39 per cent of women aged 15–49 were victims of sexual violence of which 75 per cent reported that the violence was perpetrated by current or former partners and boyfriends and another 11 per cent by other relatives, friends, and acquaintances. In the Democratic Republic of Congo, an NGO – Human Rights Watch mentioned that "acts of sexual violence by civilians have notably increased. This has been attributed to an increase in demobilised combatants who have reintegrated into society with minimal rehabilitation measures, and to the brutalisation of society that eroded previous protective social norms."

Sources:

Faedi, Benedetta. "From violence against women to women's violence in Haiti." *Colum. J. Gender & L.* 19 (2010): 1028.

Kippenberg, Juliane. *Soldiers who rape, commanders who condone: sexual violence and military reform in the Democratic Republic of Congo*. Human Rights Watch, (2009).

Ertürk, Yakin. Report of the Special Rapporteur on violence against women, its causes and consequences, Mission to the Democratic Republic of Congo, U.N. Doc. A/HRC/7/6/Add.4, (February, 2008).

Discrimination based on sexual orientation – SGBV against LGBT people



Lesbians, gay, bisexuals and transgender (LGBT) persons are vulnerable to sexual violence based on their sexual orientation. The motivation for the violence is often to 'cure' their sexual orientation or gender identity (so-called 'corrective rape') or punish them for deviating from the expected behaviour of men and women in society. This happens within broader discriminatory attitudes against LGBT persons. In more than 70 countries, laws make it a crime to be homosexual, exposing millions to the risk of arrest, imprisonment and, in some cases, execution.

In conflict situations, discriminatory attitudes can lead to challenges in protecting LGBT persons. Displaced persons may not have access to support networks since they are often stigmatised and isolated by their own families and communities. Discrimination can limit their access to protection services, since many LGBT survivors of SGBV are reluctant to report incidents to the authorities for fear of further victimisation.

Reasons for underreporting

There are many reasons that prevent victims from reporting sexual violence. Personal issues such as severe physical injuries, disability or psychological trauma can make it difficult to file a case. Threats and fear of retaliation from the offender may put the lives of the victim and family members in danger. The family and community may put pressure on the victim to keep the incident out of public scrutiny as it negatively affects their reputation. The lack of confidential spaces in the police station, especially trained officers and victim support services may make survivors fear re-victimisation when reporting the case.

For children, difficulties in reporting include their young age. They may be unaware they have experienced sexual abuse or may have linguistic or developmental limitations. They might think it is 'normal' behaviour especially if the perpetrator is someone they know and trust. They might be afraid to be taken away from their families or they want to protect the perpetrator if the person is a member of the family. They may be manipulated by the offender

through bribes or tricks such as blaming the child. In no case is a child ever responsible for the sexual abuse they experience. Men are even less likely to report cases of sexual violence due to myths and strong prejudices surrounding male sexuality.

Common reasons for underreporting

- Physical and psychological trauma;
- Young age, disability;
- Threats, fear of retaliation, manipulation;
- Feelings of shame, self-blame;
- Pressure from family;
- Protection of the perpetrator, in particular if a family member;
- Stigma from community;
- Fear of being blamed, not believed or mistreated by police;
- Lack of confidential areas in police stations and trained officers;
- Lack of victim support services, no other place to go;
- Prejudice surrounding sexuality

Policing

Rape, sexual assault and other types of SGBV have specific characteristics that make them complex and difficult crimes to investigate:

- SGBV has a deeply personal effect on victims. It is not just a question of a physical assault but also a violation of intimate boundaries.
- SGBV has a serious emotional impact: Cultural and social norms and customs about women and how they should act in society can lead to stigmatisation by family members and the community who may blame the victim for what had happened.
- Social myths and stereotypes: Society tends to view characteristics of women as pure and innocent. Such perceptions are shattered when they fall victim to sexual violence.
- Sense of betrayal: In some cases such as domestic violence, the offenders are predominantly men who are known to the victims. There is therefore a sense of betrayal

from those men such as husbands, fathers, uncles, brothers, caregivers, friends and acquaintances.

- **Self-blame:** Due to the personal and intimate nature of the offence, victims may feel ashamed, guilty and worthless. This can undermine self-confidence with serious consequences.
- **Health consequences:** Victims of sexual and gender-based violence are prone to sexually transmitted diseases such as HIV/AIDs.
- **High potential for re-victimisation:** Recounting what had happened can be felt by victims as re-living the crime. Therefore reporting the crime to the police and providing testimony at a court can be a traumatising experience for victims and can be experienced as a form of re-victimisation.
- **Sense of insecurity:** If the location of violence is the home or in familiar places, the victim's sense of security is destroyed in such places where one should feel the most in safety.

Number of cases reported to police

According to a study by the World Health Organization, data on sexual violence typically come from police, clinical settings, non-governmental organisations and survey research. As shown in the diagram³⁵, a large number of cases are not reported to the police.

Barriers to police investigation

Myths related to SGBV and CRSV can affect the attitude of police officers and create barriers which hinder efficient practices when investigating cases.

³⁵ WHO: 2002

Magnitude of the problem of sexual violence

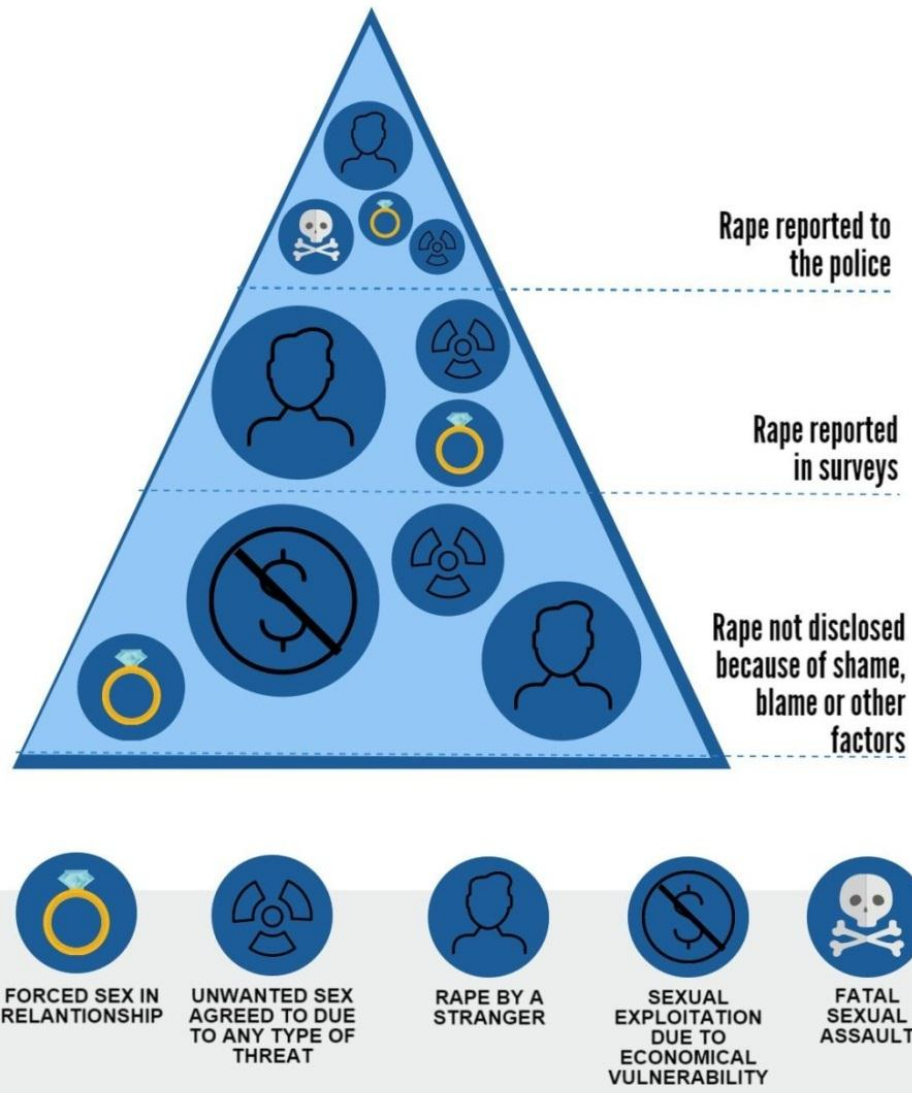


Figure 40 Magnitude of SGBV

Myths about rape

Myth: Sex is the primary motivation for rape.

- Fact: Power, anger, dominance and control are the main motivating factors for rape not sex.

Myth: Only certain types of women are raped.

- Fact: Any woman can be a victim of rape. However, many people believe women who are of high moral character (“good girls”) don’t get raped and that females of low moral character (“bad girls”) do get raped.

Myth: Women falsely report rape.

- Fact: Only a very small percentage of reported rapes are thought to be false reports.

Myth: Rape is perpetrated by a stranger.

- Fact: The vast majority of rapes are perpetrated by a known assailant.

Myth: Rape involves a great deal of physical violence and the use of a weapon.

- Fact: Most rapes do not involve a great deal of physical force. The majority of victims report that they were afraid of receiving serious injuries or of being killed and so offered little resistance to the attack. This may also explain why little force or weapons are needed to subdue victims.

Myth: Rape leaves obvious signs of injury.

- Fact: Because most rapes do not involve a significant amount of force there may be no physical injuries. Just because a person has no physical injuries does not mean they were not raped. Only approximately one-third of rape victims sustain visible physical injuries.

Myth: When women say “no” to sex, they actually mean “yes”.

- Fact: “No” means no; a woman’s wishes in this regard should be respected at all times.

Myths about rape

Myth: Sex workers cannot be raped.

- Fact: Any man or woman, regardless of his or her involvement in the commercial sex industry, can be raped. Studies show that a significant proportion of male and female sex workers have been raped by their clients, the police or their partners.

Myth: A man cannot rape his wife.

- Fact: Any forced sex or forced sexual activity constitutes rape, regardless of whether or not the woman is married to the perpetrator. Unfortunately, many jurisdictions have marital rape exemptions in their laws; although married women are subject to rape by their husbands, the law does not recognise it as such.

Myth: Rape is reported immediately to the police.

- Fact: The majority of rapes are never reported to the police. Of those that are reported, most are done so more than 24 hours after the incident. Victims may not file a report at all or delay reporting because they think nothing will be done, the perpetrator may have made threats against them or their families, they are afraid of family or community responses or they are ashamed; some victims simply feel that it is a private matter or do not know where to report the incident.

Based on these myths a police officer may think that if women do not want to have sex they will say no or resist. As a result, questions such as “did you fight the suspect” or “why didn't you try to run or escape” will imply that victims of ‘real rape’ try to run, scream, or fight their assailant. Victims, however, react differently to rape. Some freeze and prioritise their survival and therefore do not resist when threatened or experience force from the attacker. Moreover, for victims who demonstrate little or no physical resistance, this type of question can make them feel that they are being judged or that their claim is viewed with suspicion. Therefore, understanding that lack of resistance by the victim does not mean consent, open-ended questions, such as “what did you do next?” would be more efficient and respectful to the victim.

Police officers might blame victims, believing they provoked an attack by how they dressed or behaved. If a victim had invited a person for coffee, it might be interpreted as an implicit permission for sex. However, such signs can be misunderstood especially in different cultural contexts. However, a person has the right to say no to sex at any time.

Remember that SGBV in any setting – whether public or private – is a crime and the police officer has the duty to thoroughly investigate, to record and to file cases, as well as arrest the offenders.

Good Practices

According to a study in the United States, prosecutors made their decisions to charge in a sexual assault case based on the victim's perceived character and behaviour at the time of the assault. Prosecutors were over five times more likely to file charges if there were no questions about the victim's moral character; more than twice as likely to charge if the victim did not engage in any risky behaviour at the time of the assault and were almost four times as likely to file charges if the victim reported the sexual assault to police within one hour. The study shows the importance of good police investigation and the crucial role that police play in corroborating the victim's allegation.

Adapted from The National Center for Women and Policing, *Successfully Investigating Acquaintance Sexual Assault: A National Training Manual for Law Enforcement*, 2001

Section Two: Identifying and Applying the United Nations Policy Framework on the Prevention of SGBV and CRSV



This section will explain the United Nations policy framework on the prevention of sexual and gender-based violence.



What you will find in section two

- International Human Rights Law
- International Humanitarian Law
- International Criminal Law
- Security Council Resolutions
 - Women, Peace and Security
 - Child Protection
 - Protection of Civilians
- DPKO/DFS Policy on Gender Equality
- DPKO/DFS United Nations Police Gender Guidelines
- United Nations Police Curriculum on Investigating SGBV

International Human Rights Law

SGBV is a breach of the dignity and worth of the human person. International human rights law recognised SGBV as a violation of individual rights and freedoms.

The Committee on the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) recognised that violence against women is a form of discrimination and was defined as ‘violence directed against a woman because she is a woman or that affects women disproportionately.’ Refer to the Committee on the Convention on the Elimination of all Forms of

Discrimination against Women, General Recommendation No. 19, Violence against women (Eleventh session, 1992).

'[G]ender-based violence and all forms of sexual harassment and exploitation, including those resulting from cultural prejudice and international trafficking, are incompatible with the dignity and worth of the human person, and must be eliminated.'

General Assembly, Vienna Declaration and Programme of Action, A/CONF.157/23, 12 July 1993.

The international community affirmed the promotion and respect of women's rights and elimination of all forms of sexual and gender-based violence as priority objectives of the United Nations during the World Conference on Human Rights in 1993.

Similarly, the Convention on the Rights of the Child (CRC) (1989) safeguards children from sexual exploitation and abuse. It outlines the fundamental rights of children, including the right to special protection in times of war and protection from abuse in the criminal justice system. The CRC is supplemented by two Optional Protocols, one on the sale of children, child prostitution and child pornography, and the other on the involvement of children in armed conflict.

The four core principles of the Convention are non-discrimination; commitment to the best interests of the child; the right to life, survival and development; and respect for the views of the child.

Definition of a child

"[E]very human being below the age of eighteen years, unless under the law applicable to the child majority is attained earlier". - Article 1 of the Convention on the Rights of Children (1989)

Good Practices

As a mentor, you first need to learn about existing women and children's rights treaties. Find out which of these human rights instruments have been acceded to by the host State. Ask for a list from the Training Section or Gender, Child Protection, Human Rights Section of the peace operation.

International Humanitarian Law

International humanitarian law (IHL) is a set of rules which seek, for humanitarian reasons, to reduce suffering and limit the effects of armed conflict³⁶. IHL ensures the personal safety of women in situations of armed conflict in two principal ways: by regulating methods and means of warfare in order to protect civilians from the effects of hostilities; and by prohibiting specific acts or threats of violence against civilians or persons who are not or are no longer taking an active part in hostilities, such as murder, torture and rape, by parties to armed conflict³⁷.

Rape, enforced prostitution and any form of indecent assault are expressly prohibited by the Fourth Geneva Convention and implicitly prohibited by the prohibitions on torture, cruel, inhuman and degrading treatment and outrages against personal dignity.

Sexual violence also falls within the scope of "wilfully causing great suffering or serious injury to body or health", which is a grave breach of the Fourth Geneva Convention. Slavery, in any form, is also proscribed. Relevant articles are summarised on the next page.

³⁶ The major part of international humanitarian law is contained in the four Geneva Conventions of 1949 which, in times of armed conflict, protect wounded, sick and shipwrecked members of the armed forces, prisoners of war and civilians. Nearly every State in the world has agreed to be bound by them. Find out who are the Member States of the Geneva Conventions:

http://www.icrc.org/applic/ihl/ihl.nsf/States.xsp?xp_viewStates=XPages_NORMStatesParties&xp_treatySelected=380

In 1977, two Protocols were added to the Conventions. Protocol I protects the victims of international armed conflicts, Protocol II the victims of non-international armed conflicts. In particular, these treaties have codified the rules protecting the civilian population against the effects of hostilities. Other international conventions prohibit the use of certain weapons and military tactics and protect certain categories of people and goods. See ICRC, Advisory Service on International Humanitarian Law, 2004

³⁷ Lindsey-Curtet, Charlotte, Florence Tercier Holst-Roness, and Letitia Anderson. "Addressing the needs of women affected by armed conflict: an ICRC guidance document." (2004).

Relevant articles	Main contributions
Geneval Convention I (wounded and sick), II (wounded, sick and shipwrecked at sea) , III (prisoners of war), common Article 12	<i>Women shall be treated with all regard due to their sex</i>
Geneva Convention IV (protection of civilians) and Article 27) and Article 76(1) of the Additional Protocol I (victims of international conflict)	Prohibition of rape, enforced prostitution or any form of indecent assault.
Additional Protocol II (victims of non-international conflict) Article 4(2) (a)(e)	Prohibition on outrages upon personal dignity, in particular humiliating and degrading treatment, rape
Geneva Conventions I, II, III, IV, common Article 3	Prohibition of violence to life and person, in particular murder of all kinds, mutilation, cruel treatment and torture and outrages upon personal dignity, in particular humiliating and degrading treatment.

Figure 41 Relevant gender-related articles in International Humanitarian Law

Good Practices

Assist the host State police in investigating and recording cases on sexual violence as a violation of international humanitarian law, in particular as grave breaches and to bring perpetrators to account for the crimes.

International Criminal Law

Definitions of international crimes

Genocide: 'the intent to destroy, in whole or in part, a national, ethnical, racial or religious group' (Convention on Genocide 1947). Genocide 'may include acts of torture, rape, sexual violence or inhuman or degrading treatment' (the ICC Elements of Crime)

War crimes: 'rape, sexual slavery, enforced prostitution, forced pregnancy...enforced sterilization, or any other form of sexual violence' constitutes a grave breach of the Geneva Conventions (ICC Statute Art. 8 (2) (b) explicitly mentions under paragraph (xxii))

Crimes against humanity are crimes that can take place in times of war and peace. These crimes include 'rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization, or any other form of sexual violence of comparable gravity' as a crime against humanity if perpetrated in a widespread and systematic manner (ICC Statute, Art. 7 (g))

International criminal law penalises crimes that, due to their gravity, cruelty and widespread nature affect international peace and security. These crimes can occur in conflict situations, such as war crimes, genocide, crimes against humanity and peacetime, such as crimes against humanity.

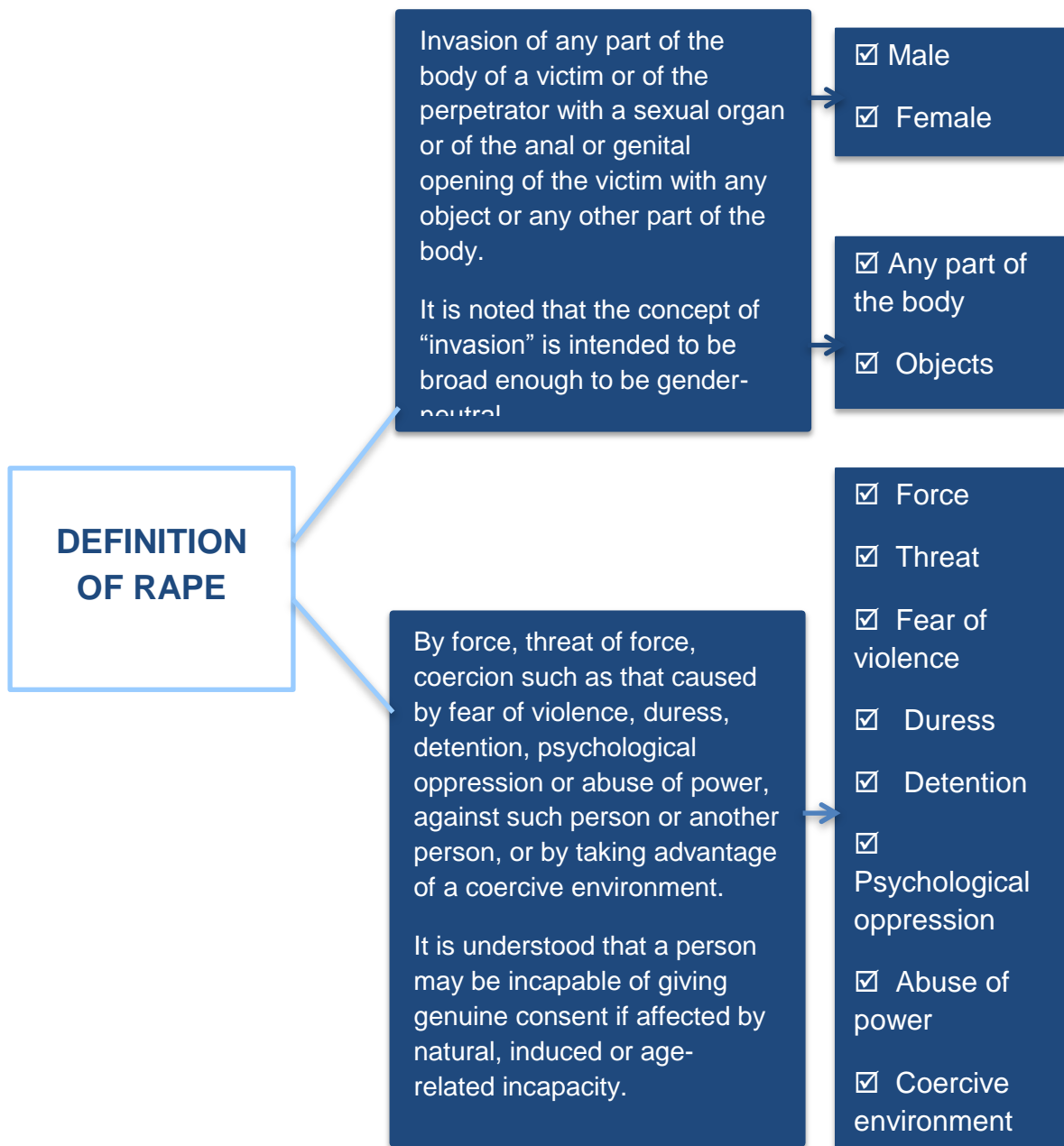
Due to the threat international crimes pose to peace, they are placed under universal jurisdiction. This means that any state may, individually or collectively, via international organs, deliver judgment and define the punishment of these crimes. Owing to the gravity of these crimes, the immunity of State officials, including military and the police, is lifted. State officials are called upon to account individually for crimes that were committed under their command. They can be tried in their own domestic court, in another State's court or an ad-hoc or permanent international court.

The experience of temporary International Criminal Tribunals for Rwanda (ICTR) and the former Yugoslavia (ICTY) in the 1990s have provided important international criminal law standards on rape and other forms of sexual violence in conflict. These standards have been included in the Rome Statute of the International Criminal Court (ICC) establishing the first permanent treaty based court in 1998. Through the ICC, the international community reached a consensus on definitions of genocide, crimes against humanity and war crimes that include rape and other forms of sexual violence. For the first time, rape and other forms of sexual and gender-based violence became part of the most serious crimes of international concern. Thus, an international standard on the definition of rape, sexual slavery, forced prostitution, forced pregnancy, enforced sterilisation and any other form of sexual violence of comparable gravity were agreed upon in the ICC Elements of Crime.

Definition of rape in the ICC

The ICC provides an international definition of rape that:

- is applicable to both male and female
- includes acts that involve penetration of any part of the body of either victim or perpetrator
- includes the use of objects and any part of the body
- focuses on the coercive circumstances, not on the lack of consent of the victim
- includes an open-ended and non-exhaustive list of the various forms and ways in which coercion can be applied crimes and crimes against humanity according to the definition which includes various forms of sexual violence.



The ICTR, ICTY and the ICC have also applied special procedures for the presentation of evidence that take into account the specific nature of sexual violence. These procedures try to avoid the trauma that survivors may feel in facing their aggressor and during questioning.

- Corroboration of the testimony of a victim of sexual violence is not required. This shows a realistic understanding that sexual violence often takes place with no witnesses or only witnesses acting in collaboration with the perpetrator. (Rule 63, ICC)
- Evidence of consent is not admissible when rape occurs within a coercive environment (e.g. use of force, threat of force, coercion or taking advantage of a coercive environment). Where rape has occurred as part of an ongoing genocide campaign or detention of the victim, a trial chamber can infer the absence of consent. (Rule 70, ICC)
- The silence or lack of resistance of the victim does not mean consent. (Rule 70, ICC)
- Prior sexual conduct of the victim will not be admitted into evidence. This rule aims to protect victims from harassment, embarrassment and humiliation and avoid a confusion of issues and unfair proceedings. (Rule 71, ICC)
- Evidence that the victim consented to sexual violence shall be considered in camera, meaning in a closed session- and needs to be proven as relevant and credible by the accused before it is accepted into evidence. This provides a protective measure for the victim, as private or distressing details are not discussed in open court and can only be pursued by the defence if there is a valid basis.
- Evidence can be presented through an audio or video technology. (Rule 67, ICC)
- Creation of a Victims and Witnesses Section (VWS) staffed with skilled professionals who are tasked to preserve the safety of victims and witnesses and provide counselling and support.

Good Practices

Find out if the international crimes – genocide, war crimes and crimes against humanity – are penalised in the host State's criminal code and if so, if they include rape and other forms of sexual violence. Check if the host government has acceded to the ICC. Is there a national strategy on processing these crimes in the domestic courts?

Extract from the International Criminal Tribunal of Rwanda (ICTR) and Jean-Paul Akayesu case on sexual violence and genocide



In the Jean-Paul Akayesu, Case No. ICTR-96-4-T trial judgment, the International Criminal Tribunal of Rwanda (ICTR) ruled that “rape and other forms of sexual violence constitute genocide in the same way as any other act as long as they were committed with the specific intent to destroy, in whole or in part, a particular group, targeted as such. Indeed, rape and sexual violence certainly constitute infliction of serious bodily and mental harm on the victims and are even, according to the Chamber, one of the worst ways to inflict harm on the victim as he or she suffers both bodily and mental harm. In light of all the evidence before it, the Chamber is satisfied that the acts of rape and sexual violence [. . .] were committed solely against Tutsi women, many of whom were subjected to the worst public humiliation, mutilated, and raped several times, often in public, in the Bureau Communal premises or in other public places, and often by more than one assailant. These rapes resulted in physical and psychological destruction of Tutsi women, their families and their communities. Sexual violence was an integral part of the process of destruction, specifically targeting Tutsi women and specifically contributing to their destruction and to the destruction of the Tutsi group as a whole. [. . .] The rape of Tutsi women was systematic and was perpetrated against all Tutsi women and solely against them. A Tutsi woman, married to a Hutu, testified before the Chamber that she was not raped because her ethnic background was unknown. As part of the propaganda campaign geared to mobilising the Hutu against the Tutsi, the Tutsi women were presented as sexual objects. [. . .] Sexual violence was a step in the process of destruction of the Tutsi [sic] group – destruction of the spirit, of the will to live, and of life itself.”

SGBV in national law

In national law, the types of SGBV and CRSV recognised in the criminal code differ from country to country. While rape is criminalised in almost all countries, the definition of the crime varies. For instance, according to some laws, rape takes place if force has been used and in other laws if consent is not given. Some laws recognise rape for female victims alone therefore excluding men and boys from protection by the law. In others, the use of objects or other body parts than the genitals are not recognised. Moreover, rape within an intimate relationship, or marital rape is not universally accepted. In fact, only 52 countries have criminalised marital rape. In addition, some laws require a minimum number of witnesses to corroborate the facts.

Courts can also exempt offenders from punishment if they marry the victim. When examining the criminal law regarding rape in the host State, consider the aspects below.

Definition of rape	
Aspect	Examples
How it happens	Use of force or consent Use of objects
Who is protected	Women? Girls? Men? Boys?
The types of relationship between victim and offender that are included	Are husbands / intimate partners included
The type of evidence required	Minimum number of witnesses (i.e. 4 witnesses)
Type of penalties	Fine Years of imprisonment Exemption for marrying victim

Figure 42 Definitions and legal repercussions of rape

These aspects have an effect on the types of evidence police officers are required to obtain, who can be identified as victims and offenders and whether a crime of rape can be confirmed to have occurred or not.

In some countries, other types of SGBV, such as 'domestic violence', 'honour killing' and 'female genital mutilation' have not been specifically criminalised in the penal code. However, such acts can fall under general types of crimes for example as 'minor assault', 'aggravated assault' or 'homicide'. Remember that domestic violence covers a wide range of crimes from threatening behaviour or intimidation, to wilful damage, trespass, assaults, sexual offences and murder. This can sometimes be challenging for police officers who are enforcing the law. Due to discrimination against vulnerable groups these acts may not be treated as crimes.

Good Practices

Find out the definition of crimes of rape, domestic violence, human trafficking, forced marriage, harmful traditional practices such as female genital mutilation in the host State.

Security Council Resolutions

SGBV in post-conflict environments is addressed in three sets of Security Council resolutions and DPKO/DFS policies focusing on women, peace and security, child protection and protection of civilians.

The United Nations Charter draws a distinction between matters that fall within the exclusive domestic jurisdiction of the State, and matters that constitute a threat to the peace, breach of the peace, or act of aggression. Sexual violence that may amount to a crime under international and national jurisdiction, and is linked with the conduct of parties to armed conflict, falls within the latter category, and can therefore be considered to be CRSV.

Security Council Resolutions on Women, Peace and Security

For the first time in 2008, the Security Council confirmed that sexual violence is a threat to international peace and security when used as a tactic of war to target civilians in a widespread or systematic manner. According to the Security Council Resolution 1820, 1888, 1960, the international community is required to act to stop sexual violence and protect vulnerable communities.

The resolutions call on countries to end impunity by upholding command responsibility and vetting their security forces. It emphasises prohibiting sexual violence in security sector codes of conduct and manuals, training law enforcement officers and investigating cases on time. The resolutions highlight the need to bring perpetrators of sexual violence in conflicts to justice and to ensure that survivors have access to justice, are treated with dignity and are protected and receive redress for their suffering, such as increased access to health care, psychosocial support, legal assistance and socio economic reintegration services. The resolutions require United Nations peacekeeping to develop effective mechanisms to respond to SGBV.



Project Tool 82:
Checklist Security Council Resolutions on sexual violence



Project Tool 83:
Checklist for implementation of Security Council and UN Police resolutions related to sexual and

The resolutions have strengthened mechanisms at the United Nations to prevent, protect and respond to SGBV and CRSV through the appointment of a Special Representative of the Secretary-General (SRSG) on Sexual Violence and the creation of a team of experts on rule of law at the headquarters; the appointment of women’s protection advisors (WPAs) in peace operations³⁸; a detailed list of parties to armed conflict that are credibly suspected of committing rape included in the Secretary-General’s annual reports; and the systematic reporting on incidents of trends, emerging patterns of attack, and early warning indicators through a monitoring, analysis and reporting arrangement (MARA). This ensures a systematic gathering of timely, accurate, reliable and objective information on conflict-related sexual violence against women, men, boys and girls.

UNPOL Gender, Child and Vulnerable Persons Protection officers (GCVPP) in South Sudan



In the United Nations Mission in South Sudan (UNMISS), UNPOL Gender, Child and Vulnerable Persons Protection officers (GCVPP) are appointed under the section of Reform, Restructuring and Rebuilding Department in the United Nations Police (UNPOL) component. They are co-located with the Sudanese police in camps for internally displaced persons (IDPs) and police stations. They mentor, assist and advice their host State

³⁸ WPAs assist in mainstreaming issues on CRSV across the peace operation to ensure it is addressed at all levels including at the political and operational levels. They set up the MARA and build the capacity of peacekeepers to prevent and respond to incidents of CRSV.

counterparts on cases related to sexual and gender-based violence. They provide training to the host State police as well as accompany them on outreach activities to IDP camps, such as sensitisation sessions on sexual and gender-based violence, women and children’s rights and HIV/AIDs awareness. GCVPPs, in collaboration with United Nations agencies, have helped establish six South Sudan Police Service (SSPS) Special Protection Units (SPU) in 2010. These units are designed to tackle issues regarding the rights of women, children and vulnerable persons in the criminal justice system including those that are internally displaced, refugees and the elderly, through improving the investigation of sexual and gender-based violence, reducing unlawful arrest, proper handling of criminal matters involving juveniles and increasing police responsiveness to the concerns of the community.

Security Council Resolution 1325 on the empowerment of women in peacekeeping can be read in conjunction with Security Council Resolution 1820 on CRSV. Both are under the heading of Women, Peace and Security and constitute a whole. They work together to promote the empowerment of women and the protection of their rights in conflict and post-conflict situations. The collective implementation of these resolutions is essential: without protection women will be unable to participate fully in all aspects of society undermining empowerment and without empowerment women will constantly be at risk of all forms of violence.



Figure 43 The importance of SCR 1325 and 1820

Security Council Resolutions on Child Protection

Protecting children from SGBV in conflict and post-conflict environment is one of the crucial duties the Security Council has entrusted to United Nations peacekeeping operations.

The resolutions call for the integration of child protection concerns into the work of peacekeeping. For the police it means ensuring that child protection issues are covered fully in the course of community policing, investigations, and mentoring of the host State police.

Member States are called upon to:

- Eliminate practices that target children in armed conflict in particular sexual violence
- Undertake special measures needed to protect children, in particular girls from sexual and gender-based violence.
- Rehabilitate children affected by armed conflict, particularly their counselling, education and appropriate vocational opportunities, as a preventive measure and

The international community recognised for the first time that conflicts disproportionately affect children and rape had been one of the types of violence that have been highlighted along with abductions, military recruitment and other forms of exploitation.

Child Protection Unit in UNMISS



In 2013, the Security Council called for fighting groups in South Sudan 'to stop gender-based violence, including rape and other forms of sexual violence as well as all violations and abuses against children and the establishment of specific and time-bound commitments to combat sexual violence'(S/RES/2109 (2013)). It further requested the Secretary-General 'to strengthen child protection in United Nations system activities in the Republic of South Sudan including through the continued deployment of child protection advisors within UNMISS. It also commended the United Nations country task force on the establishment of the 'monitoring and reporting mechanism on the situation of children established in September 2011.' UNMISS child protection advisers, along with UNICEF have worked hard to put in place comprehensive legislation protecting children including the criminalisation of child recruitment. The parties to the conflict continue to build on these foundations to further strengthen the protective environment for children.

Security Council Resolutions on Protection of Civilians

Civilians have increasingly become the victims of armed conflict. In response, the Security Council has mandated the protection of civilians (POC) including against SGBV in a number of peacekeeping operations. Responsibility for the protection of civilians rests first and foremost with host State security institutions. However, the Security Council authorises peacekeepers to support protection efforts of the host State, especially if the latter is unable or unwilling to fulfil its responsibility.

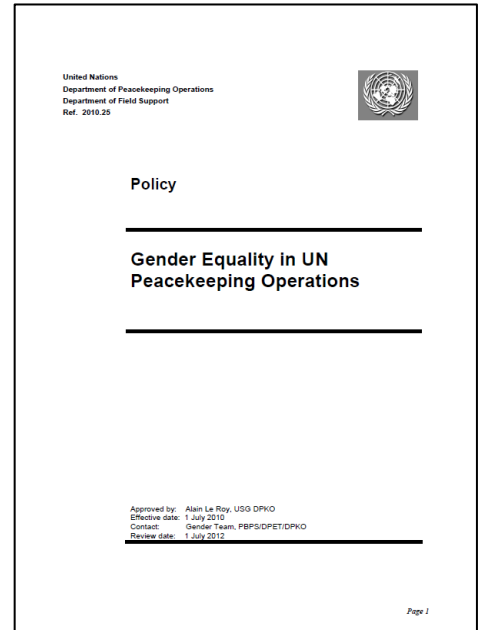
The DPKO/DFS Operational Concept on the Protection of Civilians in United Nations Peacekeeping Operations (2010) provides the conceptual framework for the implementation of POC mandates. Accordingly, peacekeepers operating under a POC mandate are obliged to protect civilians who are targeted with sexual violence whether on the basis of opportunity, meaning indiscriminate violence resulting from the lack of law and order that is prevalent in conflict, and early post-conflict situations, or on the basis of furthering the strategic aims of the conflict by the perpetrator, like with CRSV.

The Operational Concept describes three “tiers” of protection activities that should be deployed simultaneously: 1) protection through political process, 2) protection from physical violence and 3) establishment of a protective environment.

Mandates that authorise the mission to take “necessary action” (or, as with some mandates, to “use all necessary means” or “all necessary measures”) give the mission authority to take all steps, up to and including the use of deadly force as a last resort to protect civilians under “imminent threat.” This includes threats involving SGBV from any source including the host State authorities. “Necessary actions” are not only military actions. They include a full range of civilian, police and military actions. An “imminent threat” is considered a threat of violence against a civilian from the time it is identified as a threat, until such a time that mission analysis, which is a combination of military intelligence, police criminal information analysis, human rights and humanitarian findings, and political analysis can determine that the threat no longer exists. Peacekeepers with a POC mandate are authorised to use force in any circumstance in which they believe that a threat of violence against civilians exists. The determination of “imminence” is not bound by time or geographic proximity.

DPKO/DFS Policy on Gender Equality in United Nations Peace Operations

The DPKO policy provides guidance to UNPOL officers on their duties related to the restoration of stability and order that includes an effective security presence that incorporates protection for women, including from SGBV. It also describes the requirements for ensuring the equal participation of women, men, boys and girls in all peacekeeping activities. It outlines the key principles underlying DPKO/DFS' work for gender equality and embraces gender mainstreaming as a strategy to advance the goal of gender equality in post-conflict societies³⁹.

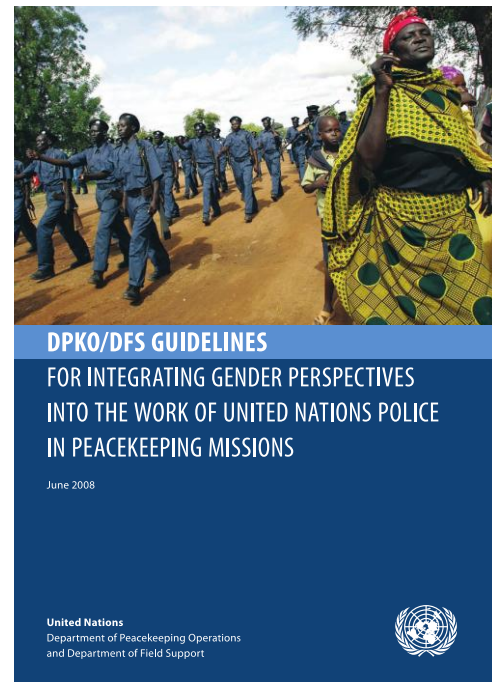


United Nations Police Gender Guidelines (2008)

The DPKO/DFS Guidelines on Integrating a Gender Perspective into the Work of the UN Police (2008) covers prevention and response to SGBV. It provides three key points:

- To assist in training all police on SGBV as first responders;
- To assist in setting up specialised units trained and equipped to investigate SGBV crimes and facilitate referrals for victim support;
- To assist in coordinating procedures with the prosecution services of the justice system.

Available materials to assist are the United Nations Police Standardised Training Curriculum on Preventing and Investigating Sexual and Gender-Based Violence in Post-Conflict Environment, as well as the United Nations Police Gender Toolkit, which provides training on how to set up specialised SGBV units and coordinate with victim support services.



³⁹ Directive, DPKO/DFS Policy. "Gender Equality in UN Peacekeeping Operations." (2006).

To operationalise the United Nations policy framework, the following checklist has been developed.

- Assist in setting up mechanisms to encourage the reporting of SGBV such as specialised investigative police structures, the presence of female police officers, awareness raising in communities and victim support services.
- Ensure that the vetting and certification process of police officers in the host State police include mechanisms that check for SGBV crimes.
- Assist in setting up preventive measures and strategies in the host State police through problem solving approaches.
- Ensure that United Nations Police policies, standard operating procedures and activities include the concerns of women, men, girls and boys affected by sexual and gender-based violence in armed conflicts.
- Implement prevention mechanisms and strict disciplinary actions on sexual exploitation and sexual abuse by peacekeepers.
- Enhance data collection within UNPOL and host State police on trends, patterns of attack, and early warning indicators including developing a gender- and age-disaggregated crimes analysis database. This can be used for crimes and monitoring analyses.
- Promote coordination and cooperation with all relevant international and national stakeholders and partners by sharing analysis and assessments regarding SGBV and CRSV with: 1) other mission components (JMAC, JOC, Gender and Child Protection components, and Women Protection Advisors (WPAs), SRSG on Children in Armed Conflict, Child Protection Advisors (CPAs)), working groups addressing the MARA (monitoring, analysis and reporting arrangement on CRSV); and 2) with external partners including host government through for example National Comprehensive Strategies, protection cluster, GBV sub-cluster, ministries on education and relevant areas on child welfare, and services providing health care, psychosocial support, legal assistance, and socio-economic reintegration for child victims of violence.
- Work closely and in strong collaboration with the Human Rights, Women Protection and Child Protection components to establish a harmonised understanding of the definitional aspects of SGBV and CRSV within the host country, in order to document and address SGBV and CRSV with the United

Nations and with the host government in a coherent manner⁴⁰.

- Record allegations of human rights violations including SGBV and CRSV and share with the human rights component for verification, investigation and follow up. In this regard, the two components are expected to establish procedures to ensure that referral of cases or situations, be prompt and respect confidentiality.
- The Human Rights and UNPOL components may be required to support human rights investigations into SGBV and CRSV incidents or engage in joint follow up and advocacy with local police counterparts.
- Develop scenario-based training materials on investigating sexual and gender-based violence for United Nations police peacekeepers and host State police officers, and assist in integrating the materials in the basic and advanced curricula in the Police Academy.
- Undertake regular training for UNPOL (i.e. pre-deployment, induction and specialised in-mission training) and host State police officers (including refresher courses).
- Include in UNPOL technical assessment missions gender expertise, including sexual and gender-based violence.
- Appoint and co-locate UNPOL SGBV investigators to mentor and assist host State police officers.

⁴⁰ The Human Rights components in peacekeeping operations monitor document and verify incidents of CRSV and take the lead in providing information to be used by the Security Council for targeted action such as sanctions through the MARA (monitoring, analysis, reporting arrangement). The Child Protection component in peacekeeping operations take the lead in reporting to the Security Council on monitoring and reporting mechanisms (MRM) on grave violations against children, which includes sexual violence against children.

Lesson 2 Conducting SGBV-Related Needs Assessments



What you will find in Lesson 2

- Step 1: Create an Assessment Team
- Step 2: Agree on the Assessment Methodology
- Step 3: Develop the Assessment Questionnaire
- Step 4: Conduct the Assessment
- Step 5: Write the Assessment Report

Introduction

This lesson consists of five basic steps to assessing police institutional capacity in addressing sexual and gender-based violence (SGBV). This includes examining the facilities of the police, its guidance documents, the level of skills and competencies of staff, victim support and prevention efforts. This is the first lesson of a series of five lessons on SGBV. These five lessons will each deal with different components of the necessary SGBV structure of any police organisation. It is important to consider all these SGBV components as parts of an SGBV “package” that all police organisations must develop, build and maintain for optimal handling of and response to SGBV crimes.



Why is it important to conduct assessments?

A needs assessment is the process for determining the needs or gaps between current and desired conditions.

An SGBV needs assessment aims to identify the specific gaps within the host State police organisation so that efforts to improve them can be strategically targeted and effective. In addition, it helps prioritise the areas that need rapid attention and direct development efforts. Furthermore, it increases efficiency by avoiding doubling up on projects around the same areas.

In this lesson, UNPOL officers will learn how to:

- Outline the process for conducting an assessment
- Identify the types of information to be assessed
- Select the sources of information
- Decide on the questions to be asked
- Define the components of an Assessment Report

Project Tools included in this lesson

Project Tool 84: Relevant documents to consider during desk research

Project Tool 85: Sample questionnaire for an assessment on police SGBV policies and guidelines

Project Tool 86: Sample questionnaire for a training assessment

Project Tool 87: Sample questionnaire for a needs assessment on training for police investigators

Project Tool 88: Sample questionnaire for an assessment on police facilities in receiving SGBV cases

Project Tool 89: Sample questionnaire for specialised SGBV units

Project Tool 90: Sample questionnaire for a victim support assessment

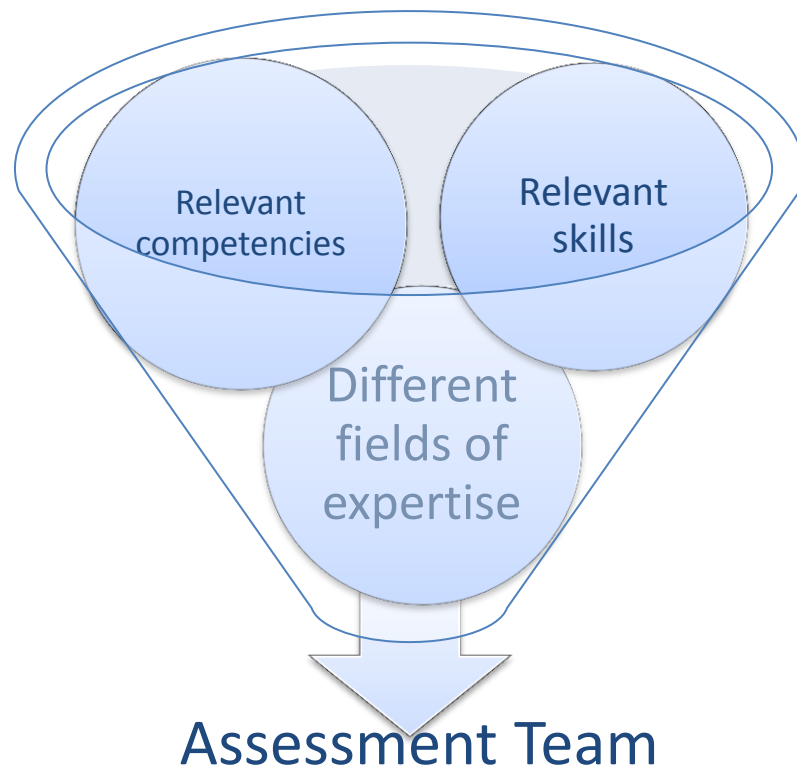
Project Tool 91: Checklist for conducting a SGBV needs assessment in the host State

Project Tool 92: Template of the Assessment Report

Step 1: Create an Assessment Team

The first step is to form a team consisting of members who possess the relevant skills and competencies required to plan and conduct the assessment. The team can consist of members of the host State police, such as criminal investigators, criminal law experts, and gender dynamics and SGBV experts.

It is useful to gather team members with a wide variety of backgrounds and expertise because a multidisciplinary team can provide a broad analysis of the issues and problems and they can provide useful insights from every angle of SGBV issues. It also situates the assessment across various entities, including the police, and strengthens collaboration within the criminal justice system and social services.



Step 2: Agree on the Assessment Methodology

Before beginning the assessment, preliminary planning is required. The team should discuss and agree on the way forward. The Assessment Team has to decide:

- The amount and scope of preparation work and desk research that is required;
- The type of information they wish to gather for the assessment and method of collection most appropriate in order to gather this type of information;
- Relevant people to interview and places to visit.

Desk research


Before you can assess the situation in the field, you need to be aware of the relevant information that is already available. It is essential to be prepared before any action is taken. Therefore, it is highly recommended that the Assessment Team be knowledgeable about SGBV-related statistics, existing human and structural capabilities, available resources, relevant international and national laws, conventions and resolutions, previous assessment reports, stakeholder networks and related projects by other United Nations organisations and NGOs.

All of this information does not require field work and can be gathered by conducting desk research, such as collecting relevant documents including national legal and political documents, government papers, host State police policies, SOPs and strategies, and existing assessment reports and research. To find these documents, address the team members and the networks they provide who have knowledge and expertise on the various subjects.

In the Compendium of Project Tools you will find examples of relevant resources and documents on international conventions, definitions and laws that form the framework to keep in mind when conducting a needs assessment.

Type of information

The type of information that is relevant to an SGBV needs assessment can range from cultural beliefs to capacity-building needs. It is important to understand the local opinions and cultural beliefs concerning SGBV in order to assess the challenges that will be faced when new policies are introduced or when rolling out educational programmes in the community.



Project Tool 84:
Relevant
Documents to
Consider During
Desk Research

You can also assess the capacity-building needs of host State police organisations to investigate and handle crimes related to SGBV. These needs include adequately staffed police stations with SGBV-trained officers. If there is a specialised SGBV unit already in place you could assess the logistical support and availability of facilities necessary in a specialised SGBV unit, such as private interview rooms for victims.

Further, you can assess the availability and efficiency of any victim support services and the relationship between the police and medical, legal and social services that can help victims during and after the police investigation. You should also assess the presence of community awareness programmes.

People and places

After determining the type of information you are after, it is then necessary to decide who will be interviewed and what areas should be visited so that the interviews can be scheduled. People likely to be interviewed are police station commanders, host State police investigators, prosecutors, judges, lawyers, local community groups, women in the community, and UNPOL officers.

It is recommended that the team takes into consideration the areas with a high rate of sexual and gender-based violence, the location of existing specialised police units dealing with crimes related to SGBV, and the areas where international and national partners are involved in related projects.

Step 3: Develop the Assessment Questionnaire

In this step we will outline what elements to take into consideration when assessing police institutional capacity in addressing SGBV. This includes developing questionnaires assessing police guidance documents, the facilities of the police, the level of skills and competencies of police officers, victim support and prevention efforts.

Policy assessment

The policy assessment aims to identify gaps in the guidance documents of the police regarding SGBV investigation and prevention.

First, you need to examine the criminal code of the host State police and laws and regulations related to women and children's rights to ascertain the extent to which SGBV is criminalised. Note



Project Tool 85:
Sample
Questionnaire for an
Assessment on
Police SGBV Policies
and Guidelines

however that while many types of SGBV may not be specifically recognised as a crime, such as domestic violence, these acts can be considered under general types of crimes, such as assault or aggravated assault.

Second, you need to identify gaps in the definition of the crimes. Is the definition of the crime thorough, precise and comprehensive enough to encapsulate the many different forms of the crime?

Third, you need to consider the existence and scope of national strategies, action plans, policies and standard operating procedures (SOPs) for the prevention and investigation of SGBV generally in the host State and specifically in the police.

Finally, the policy assessment should determine the obstacles to investigations, prosecutions and convictions. These obstacles are unique to SGBV crimes and might be unique to the local culture.

Training assessment

The training assessment aims to identify gaps in the skills and competencies of police officers dealing with SGBV prevention and investigation, as well as, the existence and scope of basic and specialised training within the police training academy.

Police officers must have appropriate knowledge concerning three areas - basic principles of SGBV, key skills and competencies on prevention and investigation and the particularities of SGBV crimes.

The training needs assessment should identify knowledge gaps in the legal framework, the social dynamics of SGBV including its roots and consequences, the concept of victimisation and how to support victim-centred strategies and techniques, investigation techniques, evidence collection, interviewing of victims, witnesses and suspects including children, victim after care, and responding to cases of domestic violence, rape, sexual assault and human trafficking in a sensitive and effective way.

Facilities assessment

The assessment of police facilities aims to identify gaps in the infrastructure of the police station to effectively receive and respond to reports of SGBV crimes. Therefore, you need to assess the existence of specialised SGBV investigative structures such as specialised SGBV police desks, units or offices, private interviewing rooms for victims of SGBV, the working environment and the availability of police equipment, materials and logistical



Project Tool 86:
Sample
Questionnaire for a
Training
Assessment



Project Tool 87:
Sample
Questionnaire for a
Needs Assessment
on Training for
Police Investigators



Project Tool 88:
Sample
Questionnaire for
an Assessment on
Police Facilities in
Receiving SGBV
cases



Project Tool 89:
Sample
Questionnaire for
Specialised SGBV
Units

arrangements. If a specialised SGBV investigative structure exists, you must establish the extent to which it is functioning. Does it have an SOP? Is it appropriately staffed with trained police officers? Is there a criminal database in place where cases are recorded and tracked? Is it linked to a network of referral services that ensures victim after care?

Victim support assessment

The assessment of victim support aims to identify gaps on services required for victim after care. One of the most unique aspects of SGBV crimes is the sensitive handling that is required when dealing with the victim. Survivors of SGBV have gone through painful ordeals and are extremely vulnerable when they come into contact with the police. It is therefore essential that police officers know how to interact with victims in order to secure their trust and offer them the support and help that they need.

The victim support assessment should explore the various risk and threat factors that victims are exposed to and how these factors can be minimised by the police. The assessment should also explore the extent to which the police officers are aware of victim's rights and needs, and the rights and needs of their families. The assessment must also estimate the existence and viability of referral services for victims, including medical, social, psychological, legal and housing services and coordination mechanisms with the police.

Prevention assessment

The assessment on prevention efforts aims to identify gaps in the outreach to communities. The assessment should explore the existence or availability of awareness raising sessions within the community in order to sensitise people to the realities of SGBV.

Furthermore, the assessment must examine the situation in the community, particularly whether it is safe and secure for vulnerable groups, such as women and children. The questions should assess the specific victim risk factors in that area, such as when the crimes take place, where they take place, any environmental conditions that play a role, and then how to minimise the risk using the knowledge gathered. Prevention efforts are tightly linked to community engagement and utilising problem solving techniques. The prevention assessment should look into the level of engagement between police and the community. There should ideally be a high level of collaboration between the police and the community in order to curb SGBV trends.



Project Tool 90:
Sample
Questionnaire for a
Victim Support
Assessment

Step 4: Conduct the Assessment

Conducting the assessment involves deciding on a method for collection of information, a timeframe for the assessment, and a schedule of visits and interviews.

Method of collection

Assessment can be undertaken in a number of ways and you can combine different methods to achieve more accurate results. The three most common methods of collection are questionnaires, observations and interviews. For example, you can make use of individual skills assessment surveys, observations through co-location with host State police officers, and interviews and group discussions.

Questionnaires

Questionnaires or surveys are documents that can be distributed to a large number of people at a low cost with generic questions to try to gauge the situation of a specific area. The advantage of questionnaires is that you can get a large number of responses with relatively little time since many people respond to the questions simultaneously. Due to the low need for financial or human resources this could be an excellent option in order to get a general overview of needs.

The disadvantage is that it may be difficult to get people to answer the survey. In addition, it is easy for people to misinterpret the questions so answers may be confusing or irrelevant. Furthermore, it does not allow for the questions to narrow in on specific problems because there is no possibility to follow up on answers.

Observations

Another way to collect information for assessment is through observation. This means that the assessment can be conducted by observing the current SGBV practices. For example, observe the interaction between a host State police officer and an SGBV victim to assess gaps in applying an SOP. In this scenario you will also be able to assess the level of training and knowledge that the officer has and the availability of victim support services according to what is offered to the victim by the officer.

The advantage of the observation method is that the information collected is usually very reliable because it comes straight from the source and that the experts are able to observe the gaps directly. However, this is both labour and time demanding work as



Project Tool 91:
Checklist for
Conducting a SGBV
Needs Assessment
in the Host State

schedules need to align and several hours have to be dedicated to simply observing day-to-day interactions.

Interviews and group discussion

It is also possible to perform needs assessment through interviews and group discussions. This method allows you to sit down with officers to ask direct questions and delve deeper into areas of interest. Conducting interviews has the advantage of being able to ask follow-up questions and to get a better understanding of the problems within the police organisation and the areas that need improvement. Time and effort spent will depend on the number of people being interviewed at a time.



Project Tool 92:
Template of the
Assessment Report

Step 5: Write the Assessment Report

Once you have assessed and collected enough information, you are then ready to write an assessment report. The assessment report can be used to elicit support from supervisors and donors.

Title, names and dates

Provide the title of the assessment report, the names of the persons writing the report, including the institution(s) under which the report is undertaken and the date of submission.

List of Abbreviations

Provide a list of acronyms or abbreviations used in the document for easy reference. Note that all acronyms need to be spelled out the first time they are mentioned in the text.

Acknowledgements

Provide a note of acknowledgement to institutions and individuals who facilitated the assessment study, persons interviewed, and donors, others who supported, provided comments, advised and reviewed the findings of the assessment.

Executive Summary

Provide a short summary of a maximum of two pages containing the most important findings in the assessment study and recommendations for future action.

Introduction

Provide the context in which the assessment report is taking place. Provide a background on sexual and gender-based violence in the country. A short overview of the political, economic, social and cultural context might be useful to situate the assessment study. Include brief information on the structure of the report.

Purpose and objectives

Provide the aim of the document. Include what the assessment report intends to achieve and why the assessment was undertaken. Briefly provide the range and scope of the report, such as how many people were interviewed in what communities or areas.

Methodology

Provide the methodology used during the assessment study, such as questionnaires, observations or questionnaires, and in what way these were conducted, whether in focus groups or one-on-one. Include information on how and why the specific methods were chosen.

Timeframe

Provide the dates in which the assessment study took place.

Places visited and people interviewed

Provide the list of places visited and groups of persons interviewed. If a selection has been made, provide reasons why those places or specific groups of persons were chosen for the study. Remember to provide the dates and times of each interview.

Findings

Provide the findings of the assessment study. Include a systematic analysis of the results of questionnaires and focus group discussions if those have been used during the study. Incorporate the challenges, constraints and obstacles.

Recommendations

Provide a conclusion from the outcome of the assessment study and recommendations for future action.

Annexes

Provide supplementary documents if necessary. This may include the list of names of persons interviewed and organisations, the terms of reference for the assessment study, the questionnaires used, a tabulation of the results of written surveys, transcripts of key interviews, bibliographical references, and so on.

The assessment report template can be found in the Compendium of Project Tools and offers standardised headings for the report: introduction, purpose, definitions, legal framework, methodology, places visited and people interviewed, descriptions of units, duties and responsibilities, findings, recommendations, and annexes.

Lesson 3 Developing SGBV Policies and Standard Operating Procedures



What you will find in Lesson 3

- Policy on SGBV
- Standard operating procedure on SGBV
- Training curriculum on SGBV
- Mentoring on SGBV

Introduction

This lesson is divided into three sections that outline the development of a policy, standard operating procedure, and a training curriculum on the prevention and investigation of sexual and gender-based violence (SGBV). It also examines mentoring on SGBV through a specialised United Nations Police (UNPOL) SGBV Team.

The structure of this lesson



Developing a policy and SOP



Designing a training curriculum



Mentoring on SGBV

Project Tools included in this lesson

Project Tool 93: Stakeholder analysis questionnaire

Project Tool 94: Terms of Reference for the Policy Committee

Project Tool 95: Model Gender Equality Policy

Project Tool 96: Model standardised training curriculum plan

Project Tool 97: Training preparation checklist

Project Tool 98: Remote training preparation checklist

Project Tool 99: Standardised training evaluation

Why are policies and SOPs important?

A policy is a position or direction agreed upon by an authority on an issue or activity and a standard operating procedure, or SOP, is a guidance document that outlines the best practices for operations. A policy on SGBV allows police officers to understand their responsibilities while an SOP provides them with the essential steps to take in any investigation and ensures that there is no discrepancy in terms of knowledge of these steps. A policy and SOP on SGBV are important since these guidance documents outline issues that are considered essential to the police organisation and take away individual understanding, stereotypes and perceptions on these issues in favour of an institutional standard. Furthermore, they provide accountability for the officers involved and their supervisors.

In this lesson, UNPOL officers will learn how to:

- Identify the content of a policy and SOP on SGBV investigations
- Outline the steps in a process to develop a policy and SOP on SGBV investigations
- Recognise key experts in the development and implementation of the policy and SOP on SGBV investigations
- Determine the steps for the development and implementation of a training curriculum on SGBV prevention and investigation
- Select the content for a training curriculum on SGBV prevention and investigation
- Identify key questions for a training evaluation
- Identify the content of an information package for a Specialised UNPOL SGBV Team

Section One: Developing a Standardised Policy and SOP on SGBV



This section provides four basic steps to developing a standardised policy and SOP on police investigation of SGBV crimes. It will provide the tools for developing similar policies and SOPs in collaboration with host State police.



What you will find in section one

- Four basic steps to developing a standardised policy and SOP on SGBV crimes investigation
- Standardised policy on SGBV crimes investigation
- SOP on SGBV crimes investigation

Step 1: Assess the guidance documents

The first step is to assess the existing guidance documents and practices in the host State police with regards to investigating SGBV cases. There are several elements to assess when considering the guidance documents on SGBV. Examine the official terms and definitions of various SGBV terms as well as the statutory definitions of SGBV crimes in the penal code, including the various elements of the crimes. These definitions could expose the strengths and weaknesses of the national framework for handling SGBV cases. The assessment should also delve into the scope of SGBV and the extent to which it is criminalised. It is also useful to look at national laws related to women's rights and the rights of the child.

The existence of policies and SOPs within the police is also of interest. Assess the existence of SOPs for coordinated response with different national and international partners. Assess any existing obstacles that may exist in the process of investigations, prosecutions and convictions.

Step 2: Map stakeholders and hold consultations

The second step entails mapping stakeholders. Stakeholders are the people that will affect or be affected positively or negatively by a police policy or SOP on SGBV investigations. When mapping your stakeholders, consider the relevant actors involved in preventing and responding to SGBV within the United Nations mission and the host State. The Project Tool on stakeholder analysis provides a set of questions to help identify such actors.

First, identify internal United Nations actors that are working on related issues such as gender affairs, human rights, security sector reform, and criminal justice and corrections. Your first point of contact is the section dealing with gender affairs in the United Nations Mission. Join coordination mechanisms with working groups on gender or SGBV, such as the Gender Task Force, where focal points from various sections, United Nations agencies, host State agencies, and local and international non-governmental organisations (NGOs) meet regularly to discuss issues and on-going activities.

Second, identify actors external to the United Nations, such as the host State Ministry of Interior, Women's Affairs, Justice, Health, Social Affairs, and local NGOs, and women's groups.

Third, build a comprehensive directory of the stakeholders identified including names and details of contact persons and a summary of their area of work.

Fourth, analyse the position and influence of the stakeholder with regards to developing a policy or SOP on SGBV crimes for the police. Tailor your strategy in engaging with the stakeholder according to their position – either positive or negative and their level of influence - either strong or weak. Partner with stakeholders who hold a positive position and have a high level of influence. Persuade stakeholders who have a negative position and have a high level of influence on the benefits of a policy and SOP. Empower stakeholders who have a positive position but have a low level of influence and monitor stakeholders who have a negative position and low level of influence.



Project Tool 93:
Stakeholder
analysis
questionnaire

Step 3: Form a Policy Committee

You need to ensure that you have the confidence and support of the decision makers in the police organisation. Furthermore, you need to have the experts on developing the policy and those approving and implementing the policy involved. You can do this by forming a policy committee.

A policy committee is a diverse group of police officers, civilian staff and representatives of agencies that have influence, expertise and critical views on police operations on SGBV. Its role is to establish a strategy and action plan on developing the policy and SOP and draft the content of the documents. The committee should be led by a policy project coordinator who has the authority, knowledge and motivation to draft policies and SOPs on investigating SGBV, coordinate meetings and complete the process of policy development.

To form the policy committee, you need to select the members. First, identify who needs to approve the policy. You need to aim for the representatives of decision makers within the host State police. Second, ascertain who has influence over those decision makers. You need to involve people of authority who can persuade the decision makers. Think for example of representatives of host State ministries in charge of the police. This can also include international actors such as the representative of the UNPOL Head of Police component. Third, decide on the type of expertise needed. You should include experts within the host State police and from other relevant national or international entities.

Once the Policy Committee is formed, it should develop a terms of reference. Sample terms of reference for such a policy committee can be found in the Compendium of Project Tools.



Project Tool 94:
Terms of
Reference for the
Policy Committee

Step 4: Develop the content for the policy and SOP

Based on your assessment and consultations within the Policy Committee, you are now ready to draft the policy and SOP.

Standardised process for policy development

There are eight basic steps for a standardised process for policy development.

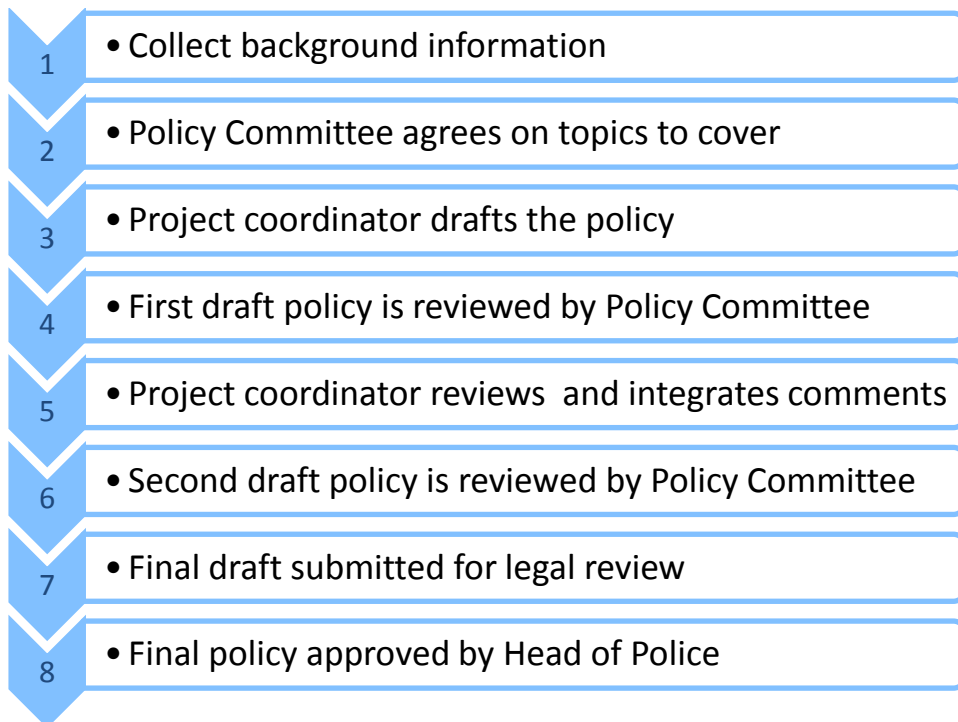


Figure 44 Standardised process for policy development

Standardised Policy on SGBV crimes

A model policy for the handling of crimes related to SGBV should include the following components:

- Purpose
This section provides a concise, clearly written articulation of the police organisation's institutional expectations, parameters and broad methods for handling crimes related to SGBV.

For example, the purpose of an SGBV policy is to hold the perpetrators accountable for their actions, stop the violence, and ensure the safety of victims.

- **Scope**
This section provides the name of entities and types of personnel covered by the policy, such as officers working on criminal investigations, child abuse, human trafficking, and intelligence.
- **Rationale**
This section provides the justification for developing the policy.

Underline that crimes related to SGBV present unique and complex challenges to the police due to their sensitive and deeply personal nature and due to the severe trauma suffered by the victims. Therefore criminal investigations should be treated with sensitivity, compassion, understanding, and non-judgment.

- **Policy**
This provides the institutional approach for handling SGBV crimes. It should focus on clear and concise statements of authority.

Provide a comprehensive approach such as investigating the offence and identifying and arresting the perpetrator. Should a criminal prosecution of a perpetrator be deemed unfeasible, the police should identify and pursue alternative courses of action in consultation with partner agencies to stop the violence and make victims and their families safer. Underscore the following fundamental principles that police must adhere to when investigating SGBV crimes.

1. Emergency

The police shall treat any report on crimes related to SGBV as an emergency and provide urgent response. This means that when an SGBV crime is first reported, the case is responded to immediately.

2. Serious crime

The police shall respond to crimes related to SGBV as a serious crime that should be given utmost priority.

3. Truth

The police shall always believe the victim until the possibility that evidence says otherwise.

4. Obligation of arrest

Officers shall be obliged to arrest the suspect when there are reasonable grounds of their involvement in the crime and conditions are met. Failure to do so may result in a neglect of duty or other failure of standards. Officers must fully justify any decision not to arrest and clearly document their decision.

5. Thorough investigation

The police shall conduct every investigation with diligence and thoroughness.

6. Respect

The police shall behave with professionalism and respect toward the victim and witnesses. Improper police treatment of the victim can lead to re-victimisation and could cause the victim to cease cooperating. Treating the victim with dignity, sensitivity and respect will increase the likelihood of other victims coming forward in the future.

7. Protection

The police shall prioritise the protection and the confidentiality of the victim. Victims might become targets as a result of reporting the crime and so it is critical to ensure the protection of the victim and of witnesses so that the community deems it safe to report crimes of SGBV.

8. Partnership

The police shall cultivate partnerships within the community in order to provide a holistic response to the victim's needs.

- Roles and responsibilities
This section provides staff roles and responsibilities relevant to the implementation of the SGBV policy.
- Terms and definitions
This section contains a list of terms and their definitions for words and phrases that are required to understand the policy such as SGBV, sexual assault, rape etc.
- References
This section should include a list of any normative references (e.g. national legislation, criminal code, rules and regulations, international standards or other legal



Project Tool 95:
Template Policy on
the prevention and
investigation of
crimes related
SGBV

requirements) from which the SGBV policy derives its authority.

- **Monitoring and compliance**
This should include a statement of roles and responsibilities for oversight and monitoring.
- **Contact**
This section provides the contact information of the office that developed the SGBV policy.
- **History**
This section contains the dates of any reviews and modifications to the SGBV policy.

A model SGBV policy is provided in the Compendium of Project Tools. Every police organisation should develop comprehensive policies for their approach to SGBV such as rape, sexual assault and domestic violence.

The Standard Operating Procedure (SOP)

A model SOP for the handling of crimes related to SGBV should include the following five components:

- First Response
- Crime Scene Investigation
- Investigation
- Case File Management
- Victim After Care

First response

The first response of police to a report of an SGBV crime consists of the dispatcher response, which is the officer who receives the report, and the initial response, which is the officer who responds to the report.

Dispatcher response

The dispatcher response focuses on compiling the necessary information to locate the victim and possibly begin pursuit of the suspect. Every SGBV report that the dispatch officer receives, whether over phone or face-to-face, must be treated as an emergency. The dispatcher should determine the location and immediate needs of the victim, which includes assessing the victim's medical condition. The dispatcher should also advise the victim not to shower or go to the bathroom and to not change or wash their clothing.



Project Tool 96:
Model policy on
Police Investigation
of crimes related to
sexual and gender-
based violence



Project Tool 97:
Model Standard
Operating
Procedures on
Police Investigation
of rape and sexual
offences

Next, the dispatch officer must attempt to outline what has happened, when and where the incident occurred. The dispatch officer should also determine if the suspect is known to the victim, if their location can be pinpointed and whether the suspect is armed and dangerous.

Initial response

The initial response focuses on the well-being of the victim and collecting information that will facilitate the identification and arrest of the suspect.

First, the initial responder must secure the crime scene and preserve the evidence as much as possible until the crime scene investigators arrive. Next, the initial responder should make contact with the victim and record their personal information and re-evaluate any immediate need for medical attention. It is necessary to show understanding, patience and respect to gain the victim's confidence and cooperation.

Accompany the victim to the hospital in order to gather medical and forensic evidence. Help the victim locate friends and family for emotional support. Consider the need to refer the victim to a safe shelter and child care. Contact victim advocates and special victim support mechanisms, such as legal help and counselling.

Crime Scene Investigation

Evidence gathering

Evidence gathering at the crime scene involves examining the location where a crime took place or person where evidence from a criminal act may exist.

Upon arrival at a crime scene, it is crucial to protect and secure evidence, particularly forensic and biological evidence.

Photographs are essential, especially to see the overall state of the scene and the placement of evidence. Remember to photograph the victim's injuries, but be careful to not make them feel violated or uncomfortable with the evidence collection process. Take detailed notes of everything discovered at the crime scene. Attempt to sketch the crime scene giving approximate distances between objects. Record the process of evidence collected and record the chain of evidence in detail.

Suspect preliminary interview

Any SGBV investigation should be focused on the suspect rather than the victim. If the suspect is still at the scene, make sure they do not leave before they can be questioned and potentially arrested. Conduct a preliminary interview and note what is being said as well as the appearance and behaviour of the suspect. Make sure to pat down the suspect and find any weapons that may have been used during the incident.

Victim preliminary interview

When interviewing a victim of sexual and gender-based violence, the wording, the tone, and the body language of the investigator can greatly influence the victim's sense of security and their willingness to cooperate.

Find out what happened, who was involved and how the incident occurred. Conduct these interviews in private and comfortable settings and preferably with only one detective rather than a team of detectives. Make sure to ask the victim if they would prefer speaking to a man or a woman. Studies have found that both male and female victims prefer speaking to a female police officer.

Avoid detailed, intimate questions regarding the assault as this might exacerbate the trauma that the victim has experienced. These questions can be revisited in later interviews. Obtain the victim's consent to undergo a medical examination, emphasising its importance to investigative and apprehension efforts.



Figure 45 Standardised SOP on investigating SGBV crimes

Investigation

Victim interview

Compile the basic investigative information contained in the preliminary interview. Build a rapport with the victim; gain their trust by showing respect, recognising their survival and bravery, remaining non-judgmental, being considerate, sensitive and attending to their needs, giving them control, and providing a safe, comfortable and private interview room.

Identify a description of the offence and detailed description of the suspect. Identify elements of force used, threats made, intimidation, coercion and exploitation, inability to consent by reason of force, age, and incapacitation or as a result of being kept hostage. It is important for police officers who interview victims of SGBV to be trained to recognise the impact of trauma and how this affects an individual's behaviour. Often, victims have not been believed by police because signs of trauma have been misunderstood or misconstrued as inconsistencies in the victim's story. For example, victims with trauma can have missing or spotty memory, their body language can be fidgety or insecure, and they may become too upset to continue the interview.

Medical examination

Convey the importance of the medical examination to the victim. Obtain the victim's consent to undergo a medical examination and make sure the victim is escorted to the hospital by the initial responder. The victim should be offered the choice between a male and female medical examiner.

The medical examination should conduct a rape kit to establish sexual assault and it should gather as much physical evidence as possible that can connect a suspect to the victim and establish a violent incident.

Suspect interview

Respect the rights of the suspect. Anyone has the right to legal representation and an interpreter or translator. They have the right to presumed innocence until proven guilty. Conduct a non-accusatory interview to gain as much information as possible from the suspect before proceeding with adding pressure on the suspect. Hold an interrogation or accusatory interview if you are able to confront the suspect with provable lies, implausible accounts or partial admissions.

Case File Management

File the complaint

The official police complaint should be filed at earliest possible opportunity.

The case file

The following items should be included in the case file:

- Standardised cover sheet
- Initial incidence report, including medical report, the filed complaint and the initial police report
- Crime scene report, including photographic evidence, a diagram of the crime scene and any evidence collected from the scene
- A detailed chain of evidence
- Statements of the victim, the suspect, the witnesses and any experts consulted
- Medical report
- Forensic report
- Preliminary investigation report
- Final investigation report

Standardise case coding and clearance practices

Create a sexual assault database where all cases are documented.

Report writing

Notes should be taken throughout the investigative process and always be marked with the date and time. Report writing should be accurate, thorough, brief, complete, clear, concise, objective and well formulated. Statements should be recorded in the exact words they were uttered.

The Final Investigative Report should include the following:

- The standardised title page
- The executive summary that should outline the 5 W's and the H: what, who, where, when, why and how.
- The methodology of the investigation, which explains why investigators made decisions and how they came to their conclusions.
- Investigative details, such as the evidence that can be deemed as proof of the conclusion, other clues that were investigated
- Any issues that occurred during the investigation and how these were overcome
- A conclusion with a justification of findings

Victim After Care

Victim support

Guide the victim and the witnesses regarding the court process. Give victims a sense of control over the process by providing them with as much information as possible and allowing them control over their own part in the proceedings.

Guarantee the safety of the victim and the witnesses and place them in contact with longer term support networks and counselling opportunities. The counselling and rehabilitation of the victim should include physical, mental, psychological and social support.

Handling of media

The identity of the victim is not to be disclosed to the public as this could severely threaten the safety of the victim and could create problems in the victim's social rehabilitation. Victims should not be produced before the media and only authorised officers should brief the media.

Trial support

During the trial, the safety and security of the victim and witnesses must be ensured. Keep the victim informed and conduct debriefings with the victim after the trial procedures have ended. Devise an exit strategy with the victim when that time comes.

Follow-up

Remain alert to similar incident statistics in the area and compare rape and sexual assault cases to older cases. Remember to remain vigilant in recording all cases in a database for more efficient comparison of cases. Implement preventative measures, such as community meetings, frequent patrols, educational material, etc.

A model SOP on SGBV crimes is provided in the Compendium of Project Tools. Every police organisation should develop comprehensive SOPs for their approach to SGBV such as rape, sexual assault and domestic violence.

Section Two: Designing a Training Curriculum



The second section outlines six basic steps in developing, delivering, monitoring and evaluating a training curriculum on the prevention and investigation of SGBV.



What you will find in section two

- Six basic steps to curriculum development
- Content outline of a training curriculum
- Monitoring and evaluation of training outcomes

Step 1: Establish a curriculum development committee

A committee should be in charge of developing a training curriculum on SGBV prevention and investigation. Identify subject matter experts who have the requisite knowledge and experience on SGBV police investigations, social dynamics of SGBV and gender roles, legal and policy framework and curriculum development. Include decision-makers from the host State police and their training academy.

Step 2: Analyse performance gaps

Performance gaps can be analysed in three ways: interviews, observations and reports.

Interviews and surveys

Interviews and surveys include written questionnaires and focus group discussions that are distributed to host State police officers.

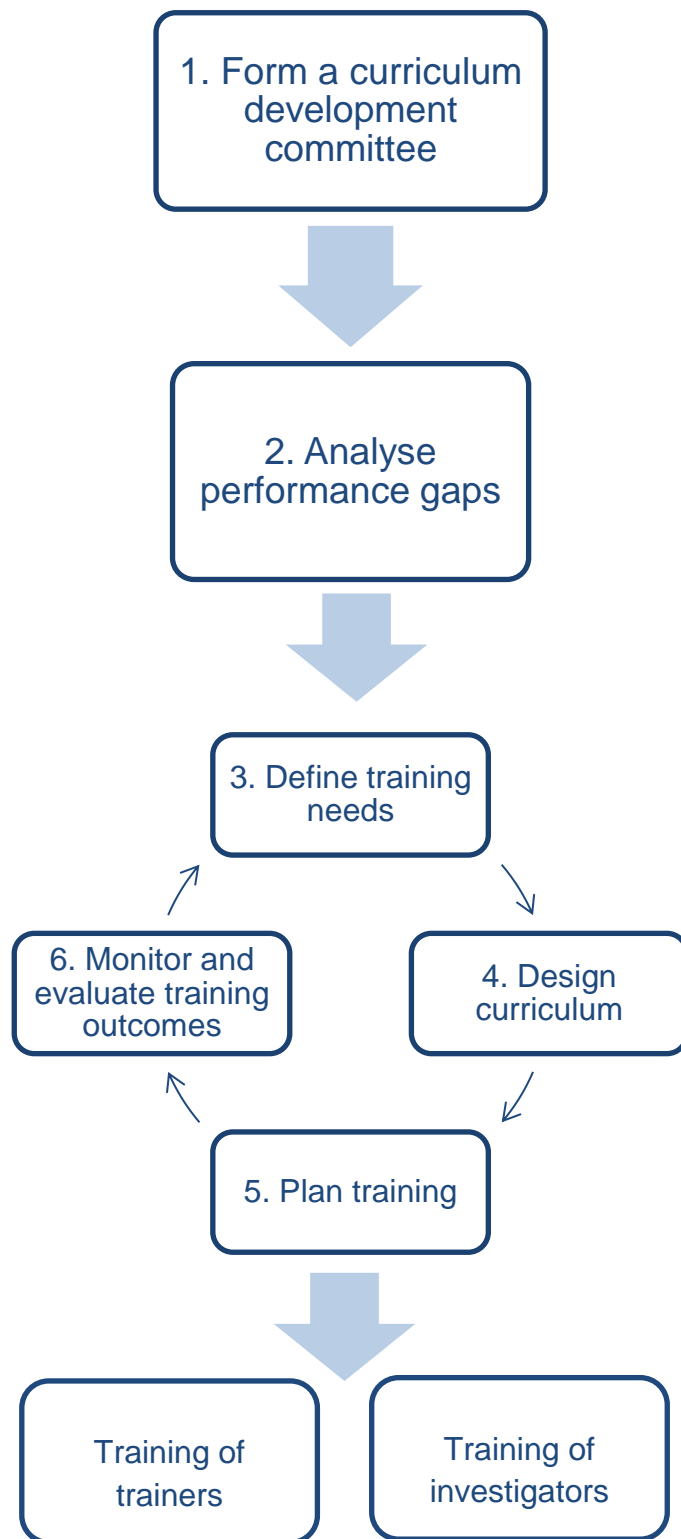


Figure 46 The six steps to curriculum development

Observations and inputs

Observations include visiting host State police officers in their work place and monitoring their work in practice.

The inputs of subject matter experts on the performance of the police can also be used as a resource in identifying training needs.

Reports

UNPOL reports such as End of Assignment Reports (EoAR), After Action Reviews (AAR) and other reports may provide information on training needs for the host State police.

Step 3: Define training needs

You need to identify the target audience and their background to determine training needs.

The target audience could be UNPOL officers, UNPOL commanders, host State police criminal investigators, host State trainers or community members. The type of audience will determine the specific training that is required, such as training for trainers, training for front line officers or training at strategic level.

The background of the target audience, such as rank and level of education will determine the level and scope of training required. Other factors to consider are the level of responsibilities the audience has, as well as, the geographical location the training is occurring in.

Step 4: Design the content for the curriculum

Designing the content for a training curriculum involves four main processes: identifying SMART objectives, developing learning outcomes, selecting content and learning activities and deciding on the assessment method. All these processes need to be perfectly aligned. Constructive alignment means that the learning activities directly support the outcomes you want to achieve and that the assessment method is able to adequately measure the achievement of the learning outcomes.

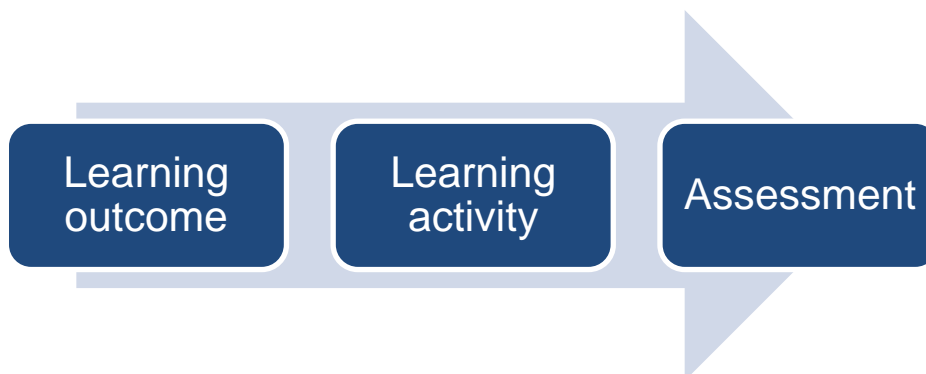


Figure 47 Constructive alignment

SMART training objectives

Recall that a SMART objective means objectives that are specific, measurable, achievable, relevant and time-bound. The training objectives need to be formulated in a way that addresses the identified performance gaps. Therefore, if the SMART training objectives are met, the performance gaps should be reduced after the training.

For example, if the performance gap is in gathering evidence for SGBV cases, the SMART objective could be formulated accordingly: "Training of [x number] police officers on improved evidence gathering techniques for SGBV crimes by [x date]".

S pecific	What exactly do you want to achieve?
M easurable	Can you measure what you are doing?
A chievable	Are objectives set and attainable?
R ealistic	Do you have the necessary resources?
T ime-bound	When should the objectives be reached?

Learning outcomes

The learning outcomes should be carefully considered as they pertain directly to what you are trying to achieve. The learning outcomes guide the development of the learning material. Ask yourself how the learning outcomes relate to the SMART objectives. If the objective is to improve evidence gathering techniques, the learning outcome could be to "Apply appropriate techniques in lifting finger prints". The course content can then be designed according to the learning outcomes.

A useful resource when writing learning outcomes is Bloom's Taxonomy of Cognitive Skills⁴¹. According to educational psychologist Dr Benjamin Bloom, there are three domains of educational activities:

- Cognitive: mental skills (knowledge)
- Affective: growth in feelings or emotional areas (attitude)
- Psychomotor: manual or physical skills (skills).

Each domain has five to six levels that reflect a progression in the level of learning. For each level there are special action words that should be used to properly formulate a learning outcome. See the table on the next page for examples.

⁴¹ Bloom, B. S., et al. "Taxonomy of educational objectives: The classification of education goals. Handbook I: Cognitive domain (Vol. 1). New York, NY: David McKay Company." (1956).

The next thing to consider when developing the course content is how you would like to teach the material. Teaching adults often requires interactive teaching methods such as scenario-based activities and practical exercises.

Cognitive (knowledge)	Affective (attitude)	Psychomotor (skills)
<ul style="list-style-type: none"> • Remember (memorise , define, list, repeat) • Understand (describe, explain, identify) • Applying (use, illustrate, write, solve) • Analyse (compare, criticise, differentiate) • Evaluate (argue, support, assess) • Create (design, develop, formulate) 	<ul style="list-style-type: none"> • Receive (be aware, acknowledge, understand) • Respond (react, comply, present) • Value (appreciate, respect) • Organise personal value system (compare relate, synthesise) • Internalise value system (adopt behaviour, act, display) 	<ul style="list-style-type: none"> • Perception (initiate, detect, adjust) • Mindset (preparation to follow instructions, proceed) • Imitation (copy) • Familiarisation (combine, integrate related skills) • Naturalisation (automate, become proficient)

Figure 48 Dr Bloom's three domains of educational activities

Identifying training material

It is important for the instructors to arrive prepared with the necessary training material, such as course handbooks, exercise sheets, and flip charts.

The standardised United Nations training curriculum

As part of the Gender Toolkit the United Nations Police Division has developed a standardised training curriculum on the prevention and investigation of SGBV in post-conflict settings that can be used and adapted to the host State police.

The curriculum develops skills in three areas: basic principles and foundational theoretical knowledge, cores skills related to SGBV investigation and specific knowledge areas on crimes related to SGBV.

Project Tool 98:
Model standardised
training curriculum
plan



Adapt and integrate the curriculum into the host State police training academy's basic and advanced courses and assist in rolling out the course to police commanders and investigators. When co-locating and mentoring, you should undertake a needs assessment and performance gaps analysis. Select the topics responding to the needs of the host State context. A standardised United Nations training plan can be found in the Compendium of Project Tools.

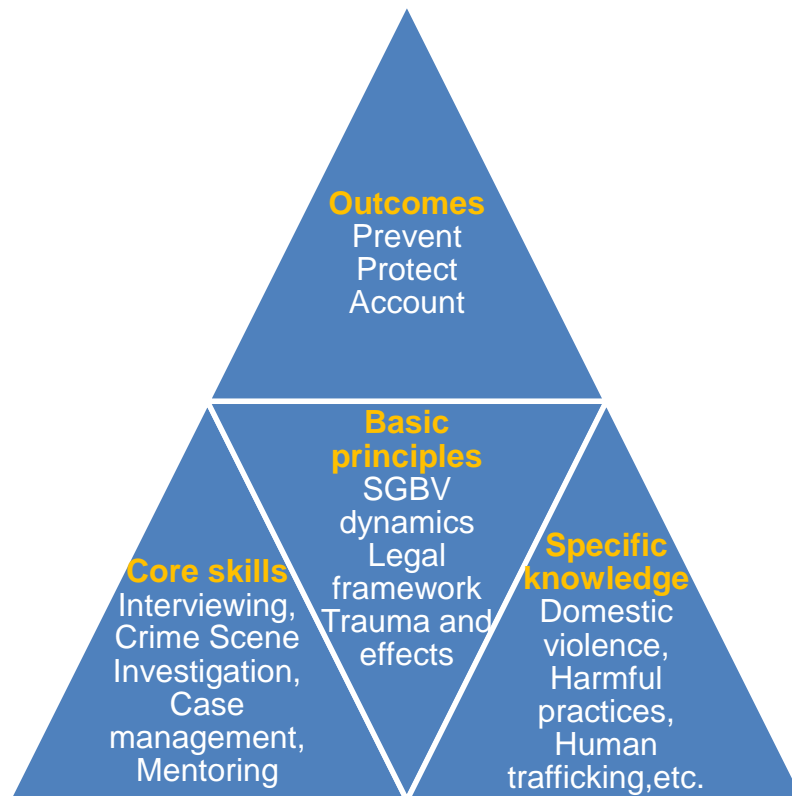


Figure 49 The content of the standardised United Nations training curriculum

Step 5: Plan the training

Planning the training involves several decisions. First, choosing the method of delivery, whether in person, on-line or at a workshop. Next, it involves selecting the training provider or the instructor with the right expertise. Finally, it involves raising the necessary funds and arranging the logistics.

Most importantly, planning the training involves choosing whether the aim is to train trainers or train the investigators directly.

Training of trainers

To strengthen national ownership, courses must be developed and delivered with host State police instructors for host State police officers. Therefore, it is important to train trainers from the host

State police. UNPOLs need to facilitate and assure quality in the development of the training curriculum and the delivery of the courses. This includes ensuring that the curriculum reflects international standards.

Training of investigators

Roll out the standardised training curriculum to police investigators in the host State police. You can do this by integrating the standardised training curriculum as part of the basic and advanced courses in the host State police training academy. Furthermore, arrange that certified trainers roll out the training course to specialised investigators in their departments.

Arranging the logistics

Here are some helpful tips on how to arrange the logistics for conducting training courses.

Venue training

Depending on where you are located, you may allocate a venue so that everyone can meet there. If the venue is away from your normal area of work, communicate early the details of the location.

Remote training

In certain environments it may be more cost effective to send trainers to remote areas. However these areas may not have adequate facilities or operating equipment, so it is necessary to be prepared for improvising and using creativity.

Double check

Don't assume everything will be provided and will work. Prior to conducting the training, you must physically check the venue or assure someone has done it so that the trainer can focus on conducting the training. See related project tools on checklists for training preparation and remote training in the Compendium of Project Tools.



Project Tool 99:
Training preparation
checklist



Project Tool 100:
Remote training
preparation checklist

Step 6: Monitor and evaluate the training outcomes

Monitoring and evaluating training outcomes provides critical feedback to improve future training efforts. It also provides a foundation for positive reception of future training proposals, it validates the training programme and provides justification for resource expenditure. Most importantly, monitoring and evaluation creates accountability for the success of the training.

Evaluation

The evaluation of a training programme should focus on four main areas: the reactions of the participants, the knowledge gained by the participants, how the training affected their behaviour and the beneficial results obtained. To measure the effectiveness of your training, here is a list of principal questions:

- What are the reactions of the participants with regards to their expectations for the course? To what extent were the identified training needs and objectives achieved by the course?
- What specifically did the participants learn? Was it relevant to their job?
- What commitment have the participants made about the learning that they are going to implement back on the work? How did their learning change their behaviour?
- How successful were the learners in implementing their newly acquired skills?

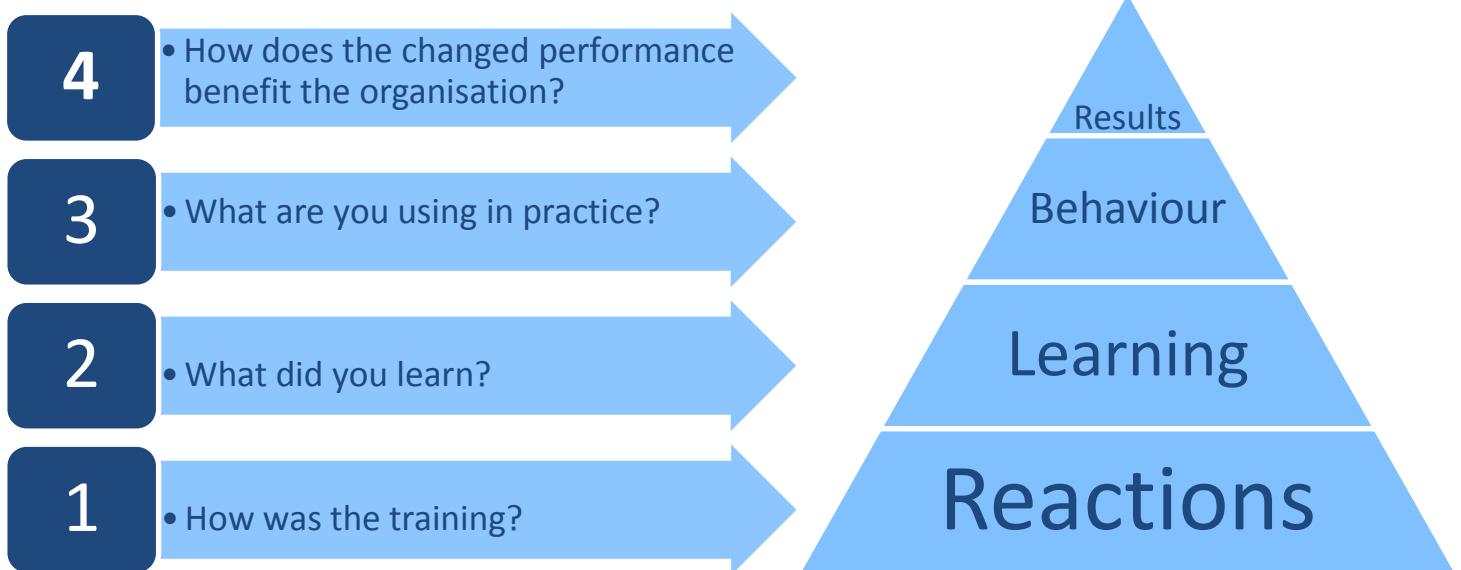


Figure 50 Training evaluation



Project Tool 101:
Standardised
training evaluation

Training evaluation methods

Feedback can be extracted from the trainees formally or informally with questionnaires, surveys or interviews and this can be done individually or in groups. Informal feedback usually comes from observations, conversations and individual or group discussions. Formal feedback comes from surveys, questionnaires and structured individual or group interviews. You will find a standardised training evaluation questionnaire in the Compendium of Project Tools.

Section Three: Mentoring on SGBV - The UNPOL Specialised SGBV Team



This section focuses on the UNPOL Specialised SGBV Team and its function of mentoring host State police. This section outlines the process of selecting and training members of the team and how it operates.



What you will find in section three

- Members of the team
- Pre-deployment and specialised in-mission training for the team
- Functioning of the team

UNPOL Specialised SGBV Team

To assist in developing and implementing a policy and SOP on SGBV investigations and providing training to the host State police, Police Contributing Countries (PCCs) have sent six to seven police officers to form an UNPOL Specialised SGBV Team.

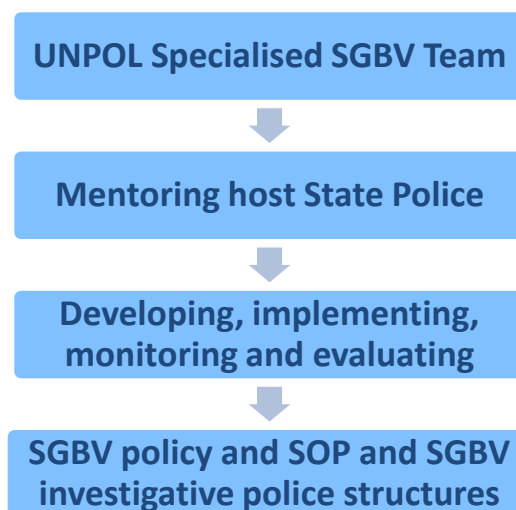


Figure 51 Purpose of a specialised SGBV team

Step 1: Selecting members

Deploying a specialised team provides highly qualified police officers with the required expertise to mentor and assist the host State on SGBV-related issues.

It is important to develop standardised job descriptions for the UNPOL SGBV Team that outlines duties and responsibilities and requirements for educational background and work experience. In case the UNPOL SGBV Team is expected to implement specific projects, tailor the skills and competencies required accordingly. The SGBV Team members should then be recruited following the job description.

Step 2: Training members

To prepare the members of the UNPOL Specialised SGBV Team for their tasks, provide them with specialised training. Ideally, this training should be given prior to deployment. It can also be provided as specialised in-mission training.

Training content

Members of the Team should be certified on the United Nations Standardised Training Curriculum on the Prevention and Investigation of Sexual and Gender-based Violence in post-conflict environment. Members should be briefed on the mission they are deployed to and are provided general information about the host State history and social dynamics of SGBV and laws regarding SGBV.

In addition, the members of the Team should be provided a thorough explanation of their tasks and duties, such as project documents they are expected to implement and deliverables. If projects extend over a certain period of time, include a summary of the actions undertaken on the project activities, the tasks to be completed and relevant procedures on how to execute the tasks in the field mission. Lastly, members should be provided with standardised project management methodology and tools used by the Team.

Information package

Members of the Specialised SGBV Team will receive a detailed information package, which should include the project information complete with the project proposal, up to date terms of reference,

job descriptions, project activity assessment reports and end of mission reports.

The information package should also include a complete list of stakeholders involved in the project and their roles. These stakeholders include UNPOL actors, host State entities and international and national actors. Members should also be provided with a contact list of implementing partners for the project activities. Finally, the information package should include relevant documents, including applicable laws, reports and studies.

Step 3: Functioning of the team

The SGBV Team should develop several key documents on the operations of the team. First of all, the team should develop an SGBV Team Terms of Reference that outlines the goals, objectives, methodology and activities of the team. It should include a clear identification of reporting lines, procedures and roles.

One of the most important operational duties of the Team is to develop the overall SGBV project strategy and action plan that are updated throughout the implementation of project activities. The action plan needs to identify overall goals, objectives, activities, indicators and a monitoring and evaluation system. Overall goals should be set up for the entire duration of the project and include specific objectives per year. The Team should work closely with the host State police organisation and as such should develop co-location guidelines in cooperation with the host State police.

The Team must develop the managing guidelines of the project:

- How project activities are monitored and evaluated
- How project activities are reported, including templates
- How decisions are tracked on project activities, for example through a diary or logbook for each project activity
- How information is managed through
 - an explanation of the system for filing electronic documents in the shared drive including a list of names of folders and documents
 - an explanation of the system for filing hardcopy documents including a list of names of folders
- How to contact relevant stakeholders including a list of contacts and an explanation of their roles.

Lesson 4 Adopting a Victim-Centred Approach



What you will find in Lesson 4

- The ideology behind a victim-centred approach
- The guiding principles of a victim-centred approach
- The steps to set up a referral network
- The service providers included in a referral network

Introduction

This lesson is divided into two sections. The first section outlines the rationale behind a victim-centred approach and explains the benefits of a victim-centred approach when handling sexual and gender-based violence (SGBV) crimes. The second section outlines how to coordinate with victim support services, including medical services, social services, child services, and legal services.

The structure of this lesson



Recruiting female police officers



Retaining female police officers

Why is a victim-centred approach important?

Project Tools included in this lesson

Project Tool 100: Checklist on guiding principles for a victim-centred approach

Project Tool 101: Checklist on do's and don'ts for victim sensitive communication

Project Tool 102: Five basic steps to establish a referral network

Project Tool 103: Terms of Reference template for a referral network

Project Tool 104: Referral Pathway Guide

Project Tool 105: Service Provider Contact Sheet template

Project Tool 106: Service Provider Form

Providing support services for victims of SGBV are essential to ensure the dignity and rights of victims are respected and fulfilled. Therefore, it is important that police uphold the rights and needs of victims, witnesses and families, when investigating these crimes. If victims are provided with all necessary assistance, support, and information without discrimination, the risk of re-victimisation is minimised.

SGBV victims experience crimes at a deeply personal level especially when offenders are known to the victim. Reporting the crime to the police is an action that makes the incident public and therefore can be very difficult for victims. Victim-centred skills help build the confidence of victims and empower them to deal with their experience. The victim-centred approach protects the victim from further harm and victimisation. It helps them cope with fears of negative reactions due to stigma and it provides the opportunity to talk without pressure and judgment. It empowers survivors, their families and the witnesses and it can assist in making choices and seeking help.

In this lesson, United Nations Police (UNPOL) officers will learn how to:

- Understand the benefits of adopting a victim-centred approach to SGBV investigations
- Identify the guiding principles of a victim-centred approach
- Outline the standardised referral pathway for police action in cases of SGBV
- Identify the coordination required with the medical, social, legal and child-protection service network

Section One: The Victim-Centred Approach



This section outlines the rational and guiding principles of a victim-centred approach to police investigation of SGBV crimes.



What you will find in section one

- The guiding principles of a victim-centred approach, including:
 - Physical safety
 - Confidentiality
 - Victim rights
 - Non-discrimination

The Guiding Principles

There are four guiding principles for a victim-centred approach. These principles are related to assuring the physical safety and confidentiality of the victim, respecting of the victim's rights, and non-discrimination that all lead to victim empowerment. Since government officials from security institutions may be among perpetrators of SGBV, especially of conflict-related sexual violence (CRSV), victims tend to have low levels of trust when encountering the police. Therefore, it is important to implement these principles with due diligence and professionalism.



Figure 52 The guiding principles of a victim-centred approach

Physical safety of victim

Always be aware of the security risks a victim might be exposed to. Hold all conversations, assessments and interviews in a safe setting. Here are possible questions to ask yourself while speaking to the victim:

- Does the victim have a safe place to go?
- Is the victim at risk of being confronted by the offender?
- What support systems are available?
- Does the victim have children that also need protection?

Confidentiality of the victim

Refrain from sharing the story of the victim with others. If you need to share information with professionals, for instance to organize a referral, you can only do so if the victim understands what this implies and has given consent beforehand. Restrict access to medical information to authorised officers and medical professionals. Safeguard all investigation information to ensure the safety of the victim and to avoid the victim from being threatened or ostracised by their community. Most importantly, ensure that the victim does not experience further violence, insecurity, or re-victimisation as a result of reporting the crime. Successful maintenance of confidentiality by police can lead to more crimes being reported and more confidence in the police in general.

There are possible exceptions to the principle of confidentiality, such as a suspicion of child abuse or neglect, life-threatening situations, suspicion of suicidal tendencies or a serious threat of harm to others. In such cases, police can act if there are reasonable grounds to prove these situations and seek advice from health care workers and counsellors.

Respect the rights of the victim

Respect the wishes, the rights and the dignity of the victims and consider the best interests of any children involved. Ensure attention for all needs of the victim including medical, psychological, social and legal requirements.

Due to the various rights of victims as outlined below, certain attitudes are recommended as a reflection of these rights. Victims must be treated with dignity and they must be met with a supportive attitude.



Project Tool 102:
Checklist on guiding
principles for a
victim-centred
approach

Victims have a right to information.

The victim should receive appropriate information and updates on their case to allow informed decision-making and risk assessment. By involving the victim in decision-making, they become empowered and in control of their own lives.

Giving a victim advice is not part of a victim-centred approach. Advising means telling someone what you think they should do and how they should do it, which means inserting your own personal opinion. You cannot know whether a personal opinion is right for the victim, so it is better to give the victim the information they need to make their own decisions. It also shows that you respect and trust the victim's own opinions and judgment.

Victims have a right to choose.

Respect the strength and capacities of victims to cope with what happened. After they have been informed about all options for support and referral, they have the right to make the choices they want.

Victims have a right not to undergo treatment or intervention.

Victims should not be forced to undergo any treatment, examination, or other intervention against their will. Decisions for health care, counselling, legal aid, social aid etc. are personal and can only be made by the victim.

The victim however, must be given appropriate information to make sound decisions. For example, if a victim refuses a medical examination, police must be clear that the decision could hinder their ability to convict a suspect.

Victims have a right to be accompanied.

Victims should be accompanied by a police officer or counsellor throughout the investigation, but this should be decided by the victim. Victims have the right to decide whether, and by whom, they want to be accompanied when they receive information, are examined or receive other services.

Children have rights.

Where children are concerned, either as victims or witnesses, extra precautions should be taken to ask for consent and to consult their legal guardian.



Project Tool 103:
Checklist on do's and
don'ts for victim
sensitive
communication

Non-discrimination

It is important for a victim-centred approach to treat all victims equally. It is the officer's responsibility to treat every victim with respect and dignity, independent of sex, background, race, ethnicity, sexual orientation or the circumstances of the incident. As an officer, you must never make assumptions about the history or background of the victim.

It is useful to be aware of your own prejudices and assumptions about SGBV in order to not discriminate against victims. Manage these personal opinions by monitoring your own behaviour and not letting personal beliefs influence your work. It is also important to be aware of your language, body language and general attitude toward the victim. The language used by an officer may affect the victim's willingness to pursue justice.



Section Two: Coordination with Victim Support Services



The second section of this lesson outlines how to establish a referral network and make it sustainable. This includes coordinating with victim support services such as medical, social, child, and legal services.



What you will find in section two

- Referral system
- Establishment of a referral system
- Types of services needed in a referral network
- Sustainability of a referral network

Referral system

A referral system aims to promote a complete approach to supporting victims of SGBV through a range of services. According to the United Nations Population Fund (UNFPA), a referral system can be defined as a “comprehensive institutional framework that connects various entities with well-defined and delineated mandates, responsibilities and powers into a network of cooperation, with the overall aim of ensuring the protection and assistance of survivors, to aid in their full recovery and empowerment, the prevention of [S]GBV and the prosecution of perpetrators. Referral mechanisms work on the basis of efficient lines of communication and establish clearly outlined referral pathways and procedures, with clear and simple sequential steps.”⁴²


⁴² UNFPA and Wave, *Strengthening Health System Responses to Gender-based Violence in Eastern Europe and Central Asia: A Resource Package*, (2014).

Referral systems include various actors such as governmental, non-governmental and international organisations. Referral mechanisms may operate at national, regional and community levels. The operation of referral systems and mechanisms should be based on international human rights standards and national legislation and procedures.

Establishing a referral system is important as it provides victims with the appropriate services that mitigate the long-term consequences of SGBV. With a well-functioning referral system, police can diminish victim reluctance to report cases and can increase confidence in the police organisation.

Establishing a Referral Network

There are three steps to establishing a sustainable network of victim support services. First, map existing service providers. Second, establish a referral network. Third, agree on a terms of reference of the network. Finally, develop a memorandum of understanding (MOU) and/or standard operation procedures (SOP) for a coordinated approach among the actors involved in the network.




Project Tool 104:
Five basic steps to
establish a referral
network

Mapping existing service providers

Mapping begins with identifying the existing service providers. Find relevant and helpful existing institutions within health care, protection, social and justice services. Next, acknowledge existing referral mechanisms that exist within the community and include them in the network. Then, establish a relationship with the identified service providers. Explain the police's intentions and create partnerships.

Establish a referral network

With the assistance of various actors in the United Nations field mission and donors, establish a referral network and mechanism consisting of government, civil society and donor organisations to address the coordination needs of service providers and develop advocacy strategies, such as lobbying government agencies, such as the Ministry of Social Services, the Ministry of Interior, Ministry of Justice, Ministry of Health, Ministry for Women's Affairs, Ministry of Children and other relevant. These government agencies could be instrumental for support in the establishment of shelters, free medical examination, and victim and witness protection programmes.



Project Tool 105:
Terms of Reference
template for a
referral network

Agree on a terms of reference

Establish the referral network by developing a terms of reference agreed to by all members. A committee within the network should draft the terms of reference so that each actor understands their individual role in the network. A template for terms of reference can be found in the Compendium of Project Tools. The template provides headings and content that can be adapted according to the purpose, objectives, structure and members of the referral network to be established. Always remember that the development of the terms of reference needs to be a consultative process.

Ensure that the host State police and service providers are part of the team drafting the terms of reference.

Develop an MOU and SOPs on referrals

To ensure a coordinated approach, the police should develop an MOU that outline an agreement between the service provider and the police concerning referrals. For example, the police may have an MOU with hospitals to provide free medical examination and certificates. Furthermore, it is important to develop a multi-sectoral SOP, which helps determine and guide the role, responsibilities and task of each entity. The SOP should provide detailed step-by-step procedures to undertake during referrals and be based on international standards and good practices.

Child Protection Referral Guidelines from Timor-Leste



These referral guidelines were developed by the Timor-Leste Secretariat of State for the Promotion of Equality, Ministry of Social Solidarity, UNICEF, UNFPA, the East Timor Justice Sector Support Facility and UNPOL/PNTL. As of 2010 all of the national police Vulnerable Persons Units have been trained in the use of the guidelines, as have all of the Ministry of Social Solidarity's Child Protection Officers.

Referral pathway

A referral pathway provides the process of how a victim gets in touch with an individual professional or institution about their case and how professionals and institutions communicate and work together to provide victims with comprehensive support.



For example, a person may report an incident of SGBV either to a medical facility, an NGO or the police. Depending on the type of violence that the person has suffered, the person should be referred to the following services. For sexual violence, ensure immediate (within 72 hours) access to medical attention. For physical violence, seek a medical care entry point. For emotional violence, seek a psychosocial support entry point. For immediate security or safety risk, seek assistance from the police.

The standardised referral pathway can be seen in the below diagramme. This also illustrates what should be the police's priorities when dealing with victims of SGBV crimes and when investigating these crimes.

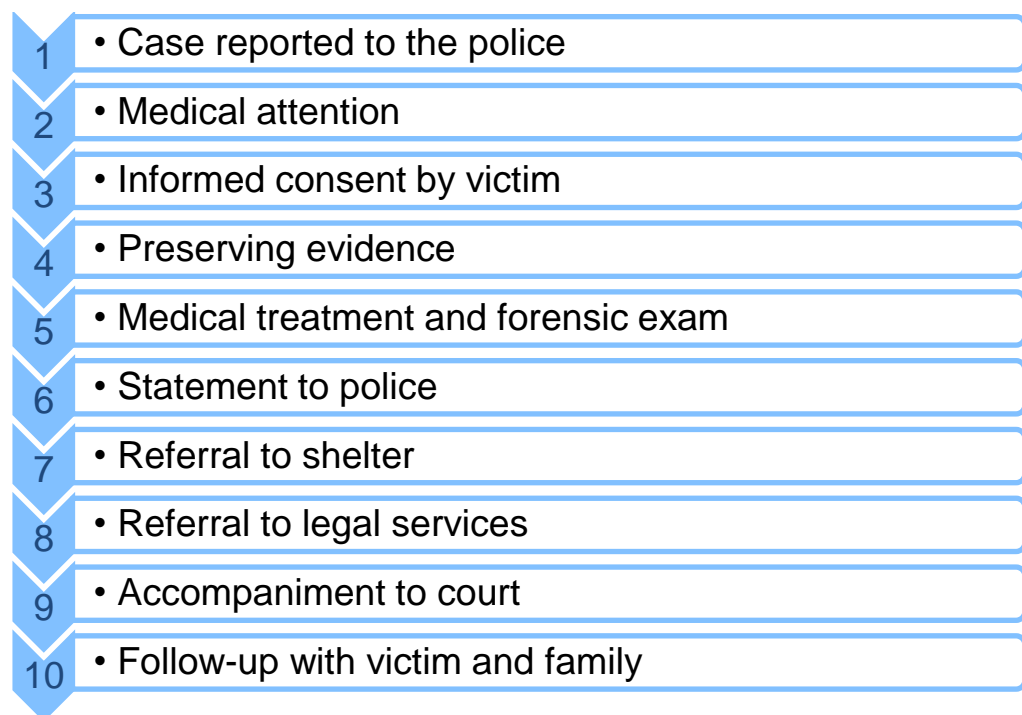


Figure 53 Standardised referral pathway



Ensuring Sustainability of the Referral Network

Police organisations should develop a directory of contacts for their victim support services network. A directory of contacts includes a contact sheet for each entity or organisation in a referral network. It also includes an index by category and area that provides an easy reference in finding the relevant entity. Make sure to have the name of the organisation, the services they provide, the type of client they accept, general contact information and the locations. Make sure an updated list is shared with individual service providers within the referral network. A

template entry for a directory of contacts can be found in the Compendium of Project Tools.

The police organisation should also work to strengthen communication between service providers to provide better information and service to victims of SGBV crimes. Strengthening partnerships between service providers can be achieved by developing multi-sectoral SOPs, as previously mentioned, sustaining regular meetings facilitated by the police and sharing of information and best practice.

Services within the Referral Network

Medical services

SGBV crimes are often associated with serious health consequences, such as unwanted pregnancies, unsafe abortions, exposure to HIV and other STIs, as well as cuts, concussions and other injuries. Therefore, it is important to provide victims with medical assistance as soon as possible to ensure the physical safety of the victim and also to ensure vital evidence is not lost during the SGBV investigation. The diagram below provides for efficient and effective coordination with medical services.



Project Tool 108:
Service Provider
Form

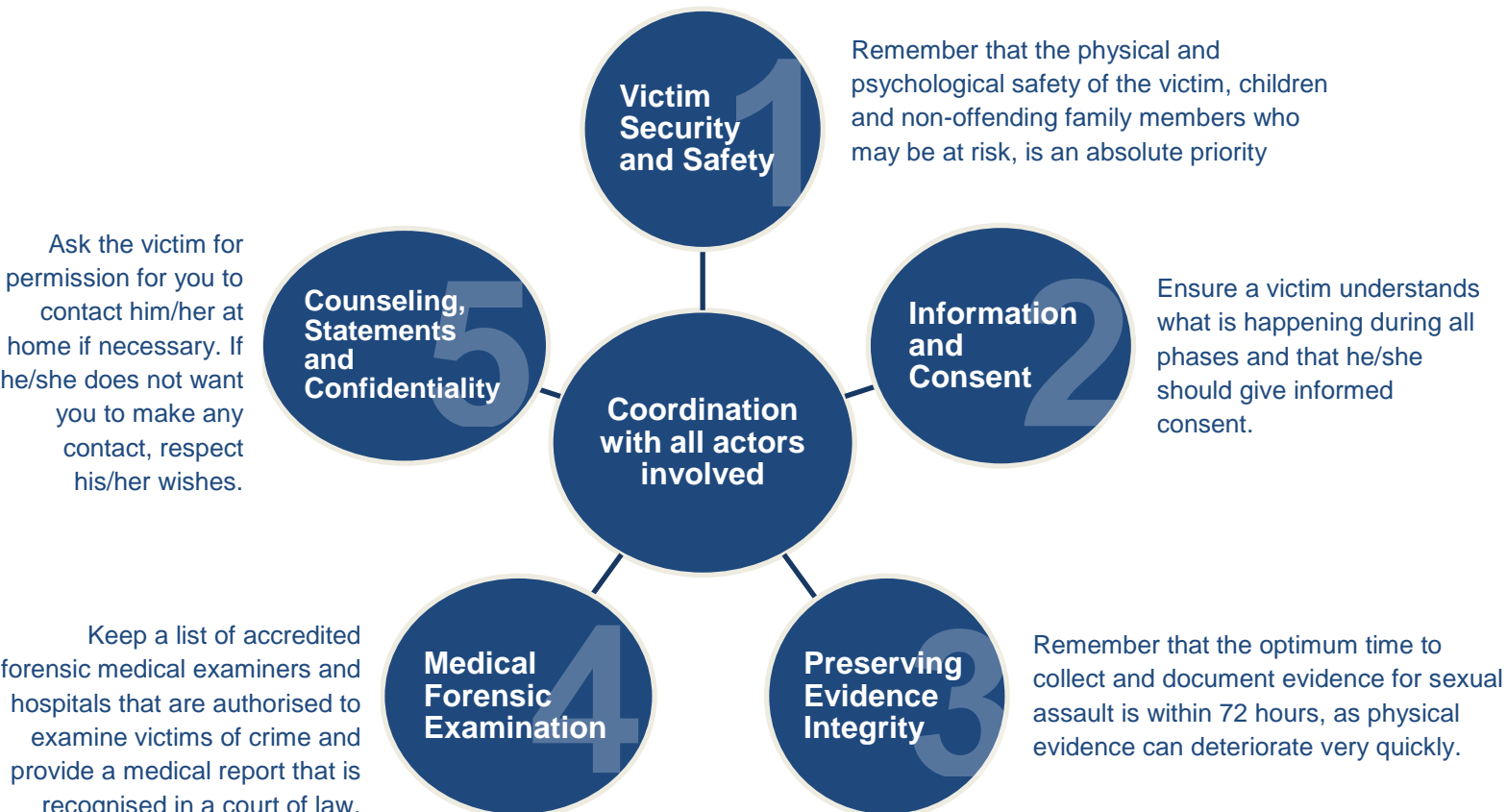


Figure 54 Medical service processing

Social services

Victims and witnesses of SGBV, especially in post-conflict environments, face specific challenges. They are often exposed to retaliations and threats from assailants, especially if the perpetrators are known to them. They may also be economically, emotionally and socially dependent on someone who poses a threat, either the offender or an authority figure. While some countries have domestic violence laws, this is not the case for others, which is why the safety of the victim needs to be ensured and alternative places to stay need to be provided.

Social assistance programmes, safe homes, shelters and orphanages either through government agencies or NGOs, religious institutions and civil society groups can provide these types of services that can make the victim feel safe and cared for. These programmes may provide short, medium and long-term care for victims, including skills vocational training to enable them to gain independence and reintegrate in the society.

Social services are necessary in most reported cases of SGBV crimes. First, identify possible shelters and criteria for admission. The location of the shelter should be strictly confidential, with only those directly involved in the investigation aware of the location, in order to ensure the safety of the victim in addition to the shelter staff. To be admitted to a shelter, a victim has to be evaluated by shelter staff. Depending on the circumstances, victims may be accepted on a walk-in basis under emergency conditions.

Second, accompany a victim to a shelter. Ensure the victim has received medical care. See checklist in the Compendium of Project Tools for a set of questions for the police investigator.

Third, coordinate with all actors involved. Ensure coordination with other sections within the United Nations mission, United Nations agencies, governmental entities and other stakeholders working on social welfare.

Social services for children

Children react differently than adults to SGBV depending on the developmental stage of the child, the identity of the perpetrator, as well as the duration and type of violence. To assist in such a delicate process, a checklist is provided in the Compendium of Project Tools to ensure effective coordination of the police with child victim social services.

First, ensure medical treatment. If a child needs urgent medical assistance, the need for medical examination should be explained

to the victim and parents or guardians, consent must be obtained, as well as documentation from the doctor.

Second, inform specialised services dealing with children. The relevant host State authority on handling child abuse cases must be contacted for relevant expertise. Likewise, they should inform the police for new cases brought to their attention.

Third, determine if parents or guardians are able and suitable to provide adequate care. If they are willing but lack support or resources, entrust the child to their care and refer the case for appropriate psychosocial and economic assistance. If the child is abused, abandoned, neglected, or parents or guardians are considered unfit, immediately contact specialised child protection services.

Fourth, obtain written permission prior to removing a child. A child may be temporarily entrusted to the care of a close family member or a child-focused organisation, including a safe house or shelter. Police should ensure that the child is safe and secure in the new location.

Fifth, accompany the child. Police may be called upon to accompany staff from the host State's specialised child protection services when removing a child from the safe house or shelter. Police should also ensure the child's safety during the process of integration into a new home.

Finally, provide regular updates. During criminal proceedings, police need to monitor the progress of the case and provide information to the child victim and their family. Police should also monitor the child's progress through regular visits to their home or safe house and report to the court and specialised child protection services.

Legal services

The weaknesses in the investigative capacities of the police and lack of coordination between the police and the courts are often obstacles in a successful prosecution of crimes related to SGBV. It is the duty of UNPOL officers to follow host State due process and laws, as they enhance collaboration between police and prosecutors.

Below are the steps to assure effective coordination with the legal network.

1. Acquire the contacts and location.

Carry a list of contact numbers of legal support services at all times. Inform victims of their rights to legal support. Provide assistance to contact desired services.

2. Respond to requests from the Public Prosecutor.

For example, when asked to provide additional witness testimony or a full report from the accredited medical forensic examiner. Provide evidence to the Public Prosecutor as well, upon request.

3. Collaborate with prosecutors to assure safety.

Victims and witnesses should be provided protection measures, irrespective of whether the threat comes from the alleged perpetrators or others. Ensure that victims, their families and witnesses are placed in a safe location.

4. Enforce protective or restraining orders.

Ensure prompt and effective intervention against any violations committed by the perpetrator.

5. Collaborate with the legal system to avoid re-victimization.

Enquire whether there are separate waiting rooms for victims at the court. If not, have the victim remain at the police station or in a safe area nearby and only come to court when evidence is about to be heard. Check availability of court proceedings conducted in camera or by providing screens.

6. Provide regular information to victims, family members, and witnesses on case status.

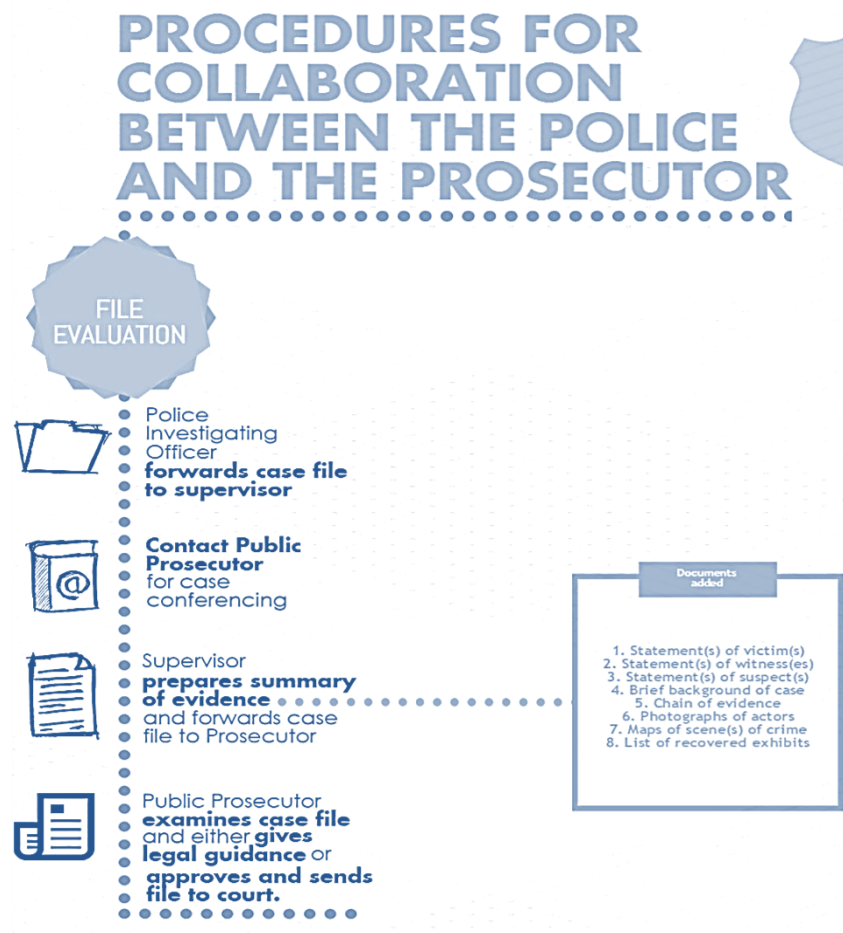
Collaboration between police and prosecutor

Finally, there are procedures which facilitate the collaboration between the police and the prosecutor. Initially, the Police Investigating Officer (I.O.) forwards the case file to the supervisor for perusal and advice.

On receiving the case file, the supervisor should follow the legal procedures in the host State, which may include immediately contacting the Public Prosecutor for a discussion about the facts and progress of the case. This is called case conferencing.

The supervisor then prepares the summary of evidence and forwards the case file to the Prosecutor, and appends the following: statements of the victim, statements of witnesses, statements of suspects, a brief background of the facts of the case, the chain of evidence, photographs of the victim(s) and suspects, maps of the scene of the crime and list of recovered exhibits.

The Public Prosecutor examines the case file and gives a legal opinion on the case, which could either be a recommendation to conduct further investigation, close the case, or an approval for the court process to commence.



Lesson 5 Establishing SGBV Investigative Police Structures



What you will find in Lesson 5

- Five basic steps in preparing a project to establish specialised SGBV police units
- Four basic steps in implementing a project to establish specialised SGBV police units
- Five basic steps in operationalising a specialised SGBV police unit
- Four basic steps monitoring and evaluating specialised SGBV police units

Introduction

This lesson consists of four sections that outline a project on establishing specialised sexual and gender-based violence (SGBV) investigative police structures or SGBV police units. The sections represent the phases in project development, implementation, operationalisation and monitoring and evaluation.

Structure of this lesson



Preparation



Operationalisation



Construction



Monitoring and evaluation

Why is it important to have SGBV investigative police structures?

The primary goal of a specialized SGBV police unit is to create a secure, safe and protected place for the community to report cases with an emphasis on the particular needs of women, men, boys, and girls. Specialised SGBV units allow the police to respond in an appropriate, sensitive and effective ways to SGBV crimes.

Having a separated SGBV police unit can be vital to the success of police handling of the case. SGBV crimes need unique resources and competencies on the part of the police, such as private and comfortable interview rooms for adult victims, separate and comfortable interview rooms for child victims, a comprehensive data collection system to store DNA samples, fingerprints and profiles, and access to a wide network of victim referral services, including medical, legal and social.

The primary goal of a specialised SGBV police unit is to create a secure, safe and protected place for the community to report cases with an emphasis on the particular needs of women, men, boys, and girls.

There are many advantages to a separate SGBV police unit. First, it increases the confidence of victims in reporting SGBV crimes. Victims start perceiving a systematic approach to SGBV and feel supported in pursuing justice. Second, victims receive better quality of service. With especially trained officers and coordination with support services, the well-being of victims becomes the focus. Third, it reduces the chances of re-victimisation when going through the judicial system. Comprehensive services such as a one-stop centre decrease the number of times victims have to tell their story, thus reducing the need to relive the trauma of their experience. Lastly, it may change the public opinion on SGBV. An institutionalised approach to SGBV transmits the message that SGBV is a crime that will not be tolerated.

In this lesson, United Nations Police (UNPOL) officers will learn how to:

- Enumerate the benefits of a specialised SGBV unit
- Identify the steps for preparing, constructing, operationalising, monitoring and evaluating a project to establish a specialised SGBV police unit
- Recognise the components of a concept note
- Outline the content of a project proposal
- Classify different types of specialised SGBV police unit structures
- Select the content for the terms of reference of the SGBV police unit
- Determine the tasks and responsibilities of staff officers in the specialised SGBV police unit
- Define the content of a strategy and action plan to construct a specialised SGBV police unit
- Outline the methods for creating a data collection system
- Indicate the content of a monitoring and evaluation framework for a specialised SGBV police unit
- Identify the indicators for measuring progress toward establishing a specialised SGBV police unit
- Select reporting formats according to target audience
- Outline challenges and solutions in the different processes

Project Tools included in this lesson

Project Tool 107: Concept Note Template

Project Tool 108: Project Proposal Template

Project Tool 109: Sample detailed costing table

Project Tool 110: Terms of Reference Template

Project Tool 111: Overview of Duties and Responsibilities within the SGBV Unit

Project Tool 112: Sample Organigramme of the SGBV Unit

Project Tool 113: Structure of the SGBV units at the central, regional and station level.

Project Tool 114: Organigramme of the Headquarters Specialised SGBV unit

Project Tool 115: Sample strategy on SGBV Prevention and Investigation

Project Tool 116: Sample Action Plan on SGBV Prevention and Investigation

Project Tool 117: Matrix on expected outcomes, outputs and activities

Project Tool 118: Template for UNPOL incident report on SGBV

Project Tool 119: Template for a weekly/monthly tally of SGBV cases

Project Tool 120: Monitoring and Evaluation Template

Project Tool 121: Sample indicative timetable

Section One: Preparation



This section provides five basic steps to preparing a project for the establishment of specialised SGBV police units. Preparation requires assessing the investigative capacities of the host State police, developing a project proposal, identifying partners, obtaining approval and raising funds in order to realise the project.



What you will find in section one

- Step 1: Assess Investigative Capacities and Needs
- Step 2: Identify Partners within the Host State Police
- Step 3: Identify Structures
- Step 4: Obtain Approval
- Step 5: Obtain Funding

Step 1: Assess Investigative Capacities and Needs

The first step is to assess the facilities of host State police stations and their investigative capacity with regards to SGBV crimes.

The assessment should focus on the status of host State police stations and the extent to which facilities are suitable for victims of SGBV to report cases. The environment must provide a safe and secure place for victims and witnesses. Therefore, the police station should have separate and confidential interview rooms for victims, witnesses and suspects. It should also have separate areas for the detention of offenders.

Furthermore, the police station should have proper investigative procedures in place for SGBV cases. The assessment should look into whether the police have an established standard operating procedure (SOP), which includes detailed steps for the collection, handling and reporting on the chain-of-evidence.

It should also have specially trained police officers on SGBV, including female officers. Police officers must be assessed in their knowledge on the specificities of SGBV investigation and capacity in case recording, case tracking, case file management and maintaining a database.

In addition, the police station should acquire of proper equipment, such as cameras, recording devices for interviews, equipment for gathering fingerprints and logistical arrangements for investigations.

Lastly, the police station must have access to a wide network of victim support services. The assessment must explore the partnerships that the police station has forged with various medical, psychological, social and legal service providers.

Step 2: Identify Partners within the Host State Police

The second step involves identifying a partner from the host State police. The partner should be ready and able to take the lead in establishing the specialised unit.

At the national level, you can approach the Head of host State police and the police department that deals with criminal investigations. You can also contact the police department that deals with women, children or vulnerable groups, such as a gender office or a vulnerable person's office.

At the regional level, you can approach the Head of the regional police departments. You may also find police gender focal points deployed in the regional offices. It is also useful to involve UNPOL officers, as they will have a special interest in the project. Partner with the UNPOL Regional Commander and the UNPOL Gender Focal Point.

Step 3: Identify Structures

Various structures can be adopted when constructing an SGBV police unit. You need to identify the one that is best suited to the host State environment in the region or area in question. We have identified four different types of police structures.

1. Specialised SGBV police unit inside a police station

A specialised SGBV police unit can be established within a police station, also called specialised desks. Whereas this is relatively easy to establish, victims and witnesses may feel uncomfortable in reporting to the police station due to social stigma.

2. Specialised SGBV police unit beside a police station

A specialised SGBV police unit is set up adjacent to a police station. While this setting provides the victim with a direct access to specialised SGBV services, victims may feel uneasy to come forward since the location is still within police premises and in addition, is visible for pedestrians.

3. A specialised SGBV police unit in different locations

A specialised SGBV police unit is set up in different locations in the country outside police premises. In some countries, this can be composed of all female units that offer services related particularly to violence against women and referrals to social and health-related services. A disadvantage is that the location may be distant from other services and victims may avoid coming forward due to the time and money involved. The quality of services may also be variable as police officers may be deployed to the unit for being female, instead of their interest in working on SGBV-related issues.

4. A one-stop centre

A one-stop centre is set up that offers comprehensive services including protective (police), medical (doctors, nurses), social, and legal assistance. This can be located within or adjacent to a hospital or clinic or by itself. This setting allows victims to tell their story only once and receive all services at one place in one visit that reduces re-victimisation. If, however, further police services are required, one of the officers may have to contact the police station and verify availability, which may delay delivery of such specific services.

Step 4: Obtain Approval

Once you have selected the police structure that should be created, together with your host State police partner, you need to obtain approval. You have to find out and implement the procedures within the host State police to ensure that the specialised unit is formally institutionalised within the structures and the police organigramme.

To present your project and obtain approval, you need to develop a concept note.

A concept note is a brief outline of the project. It provides a description of the specialised SGBV unit. It outlines the project, why it is important, and how it will be carried out. The concept note helps clarify ideas and the objectives to be pursued. It also serves to communicate the project to obtain approval from authorities, find partners and get support from donors. The concept note should have the following headings:

- Introduction
- Purpose and scope
- Definition of terms
- Legal framework
- Objectives
- Description of the specialised SGBV police unit
- Recommendations
- Annexes

You will find a model concept note in the Compendium of Project Tools.

Step 5: Obtain Funding

Most often, post-conflict environments lack the funds required to rebuild institutions and the infrastructure of the country. Therefore, the fifth step involves raising the funds required for establishing specialised SGBV police units.

Project proposal

A project proposal is a request for financial assistance to implement a project. The project proposal must outline the objectives, the activities to be undertaken, the expected outcome, the method to be used for monitoring and evaluating the activities and a detailed budget.

A convincing and credible project proposal shows professionalism and commitment to its implementation. Below are some useful tips when writing a project proposal:

- Conduct a comprehensive assessment in order to ensure that the objectives and activities of the project proposal adequately respond to the realities on the ground.
- Develop the project in collaboration with the host State police and other relevant partners. Informal consultations are important to be able to properly identify partners for



Project Tool 109:
Concept Note
Template



Project Tool 110:
Project Proposal
Template

implementation and potential donors. Therefore, avoid developing the project on your own but rather consult and involve relevant stakeholders.

- Actively listen to the desires of the beneficiaries, in particular to the needs of victims and the capacities of the host State police. For example, some donors may prefer projects that only support the training of the host State police. This may, however, not be sustainable with the lack of minimum police equipment. So project proposals need to be flexible to take into account the concrete demands on the ground. Communication and negotiation skills are very important in being able to match the needs of the host State and the conditions of donors.
- Use the SMART guidelines – specific, measurable, achievable, realistic and time-bound – in elaborating the objectives and indicators in your project proposal.
- Provide all relevant details and costing such as a list of equipment, engineering plans, action plan for the roll out of activities, risk management and monitoring and evaluation plans.
- Establish a solid dialogue with donors and relevant partners to foster trust, confidence and credibility throughout the development, management and delivery of the project outputs.
- Identify donors who are supporting gender-related activities, police reform and peacekeeping. Find out from colleagues who will be able to advise you.
- Obtain donor project proposal templates before writing your proposal as donors may have their own format that they use for approving project funding.
- Do not be discouraged if your proposal is not accepted. Fully understand the problem and solutions that need to be addressed and develop strong relationships with the beneficiaries, the host State police, partners and donors. This may take some time, so make sure you do not forget your goal and set a reasonable deadline in the implementation of your project proposal.

You can find a model project proposal in the Compendium of Project Tools.

Section Two: Construction



This section provides four basic steps required to construct a specialised SGBV police unit. This involves negotiation, procurement, formalisation and staffing processes.



What you will find in section one

- Step 1: Negotiation Process at the Local Level
- Step 2: Procurement Process
- Step 3: Formalisation
- Step 4: Staffing, Duties and Responsibilities of Officers

Step 1: Negotiation Process at the Local Level

The first step is to ensure that you have acquired the authorisation at all levels. This includes approval from the Head of Police at the national level to the regional director and the command level at the specific police station where the unit is to be built.

If you are setting up a one-stop centre, ensure the agreement of all the service providers involved through their own chain of approvals, as well as the permission for the location. For example, develop a memorandum of understanding with a hospital if it is located on its premises.

Step 2: Procurement Process

The second step involves contacting an engineer or architect to provide the technical specification of the specialised SGBV police unit that includes presenting a detailed list of required materials and a blueprint. You need to ensure that the specialised unit has a

confidential room where victims can be interviewed and a separate section for offenders.



Project Tool 111:
Sample detailed
costing table

You then need to procure materials and hire contractors. This can be done through a Quick Impact Project (QIP), a partner United Nations agency that will construct the unit, such as United Nations Development Fund (UNDP), or a bilateral cooperation between the host State and another country.

The procurement process most often involves a bidding procedure for contractors. This process may be different from one field mission to another so make sure you know what is required, who needs to be involved, what forms should be completed and how long the process takes.

Include the time required for the procurement process in the planning of your project.



Project Tool 112:
Terms of
Reference
Template

Step 3: Formalisation

The host State police should adopt a directive that formally creates the specialised SGBV police unit as part of the organisation. The directive needs to clearly outline the reporting lines and include a Terms of Reference of the unit. The Terms of Reference defines the vision and mission of the unit, its core functions and the duties and responsibilities of staff. A model Terms of Reference is included in the Compendium of Project Tools.

Step 4: Staffing

The fourth step involves recruiting appropriate staff. This step focuses on how UNPOL can assist host State police in recruiting and selecting officers to the specialised units and training them in their duties and responsibilities.

Duties and Responsibilities

Identify the staff requirements for the SGBV unit and develop an organigramme and standardised job descriptions. Depending on the size of the unit, the staff should include a Chief, a Deputy Chief and Investigators. Find a sample organigramme and standardised duties and responsibilities of staff in the Compendium of Project Tools.



Project Tool 113:
Overview of Duties
and Responsibilities
within the SGBV
Unit

The Chief

The person in this position should be a highly trained senior-ranking police officer with good character, qualifications and experience in crimes related to SGBV investigations.

The Chief is responsible for the overall planning and management of the functions of the unit such as budgeting, capacity building, including recruitment, training, and procurement of equipment, and deployment. The Chief should have a proven ability to motivate and lead a team.

The Deputy Chief

The Deputy Chief is a highly trained officer with good character, qualifications and experience in crimes related to SGBV investigations. The Deputy Chief is responsible for assisting in directing and building the capacity of personnel in the team.

The Investigators

The investigators are tasked with investigating all crimes related to SGBV in accordance with the host State's Criminal Code. They should be trained in a victim-centred approach and have exceptional investigative skills.

Investigators conduct crime scene examinations, record statements, write up the charge sheets, arrest suspects, provide referrals to support victims with necessary social, medical and legal services, and testify to their investigations in the court of law. Investigators are also responsible for ensuring the proper chain of custody of evidence and exhibits, and maintain an updated database of SGBV crimes. Investigators also design and participate in prevention activities related to SGBV. There should be a balanced number of male and female officers in the unit, including in leadership roles.



Project Tool 114:
Sample
Organigramme of
the SGBV Unit



Project Tool 115:
Structure of the
SGBV units at the
central, regional
and station level.



Project Tool 116:
Organigramme of
the Headquarters
Specialised SGBV
unit

Examples of SGBV Units:

1. Vulnerable Persons Unit in Timor-Leste
2. Women and Children Protection Unit in Chad
3. Vulnerable Persons Unit in Guinea-Bissau
4. Domestic Violence Unit and Human Trafficking Unit in Kosovo

Section Three: Operationalisation



This section provides five basic steps to operationalise the specialised SGBV police unit. This includes developing a policy, a Standard Operating Procedure (SOP), a strategy and action plan. It also involves setting up the necessary operational structures, such as a data collection system and a victim referral system.



What you will find in section three

- Step 1: Developing a Standard Operating Procedure (SOP) and Training Officers
- Step 2: Formulate a Strategy and Action Plan
- Step 3: Create a Data Collection System
- Step 4: Establish a Victim Referral Network
- Step 5: Disseminate Information on the SGBV Police Unit

Step 1: Develop a Standard Operating Procedure (SOP) and Train Officers

Ensure that the specialised SGBV police unit has an SOP for the investigation of SGBV crimes and that officers are trained accordingly. Refer to the lesson on SGBV Policy and SOP, which provides model templates and a training plan.

Step 2: Formulate a Strategy and Action Plan

Devise a strategy and action plan to prevent and investigate SGBV crimes. The strategy should include the following elements: background, policy framework, situation analysis, strategic priorities, implementation and coordination, monitoring and evaluation, risk factors and review. Strategic priorities should

include strengthening preventive and investigative mechanisms of SGBV crimes and support to victims.

The action plan is an outline of how the unit intends to realise its strategic priorities by outlining goals and objectives as well as clear activities in order to reach these goals. The action plan should include the following elements: goal, objectives, activities, outputs, outcomes, human resources required, financial resources required, expected date of completion, indicators of achievement and a framework for monitoring and evaluation. A model strategy and action plan is included in the Compendium of Project Tools.

Step 3: Create a Data Collection System

Create a data collection system for SGBV crimes to understand the nature and scale of SGBV.

Data collection refers to the practice of gathering and organizing information so that analysis can be conducted later on. This includes victim and perpetrator profiles and SGBV crime trends. Data collection enables police to adequately tailor their response and improve prevention strategies.

Below are some concrete measures to create a data collection system.

- Recruit police experts on crime data management and analysis.
- Standardise incident report forms to include crimes related to SGBV.
- Develop a standardised method to record SGBV cases, either manually or electronically depending on available infrastructure.
- Create a gender-disaggregated crimes analysis database that includes crimes related to SGBV in all police stations.
- Develop a national crime statistics database that links all police stations nationwide.
- Improve police data gathering methods, such as confidence building and outreach activities with the community.
- Strengthen coordination and information sharing with stakeholders and service providers on reporting of crimes related to SGBV, including developing multi-sectoral SOPs that outline the different responsibilities of governmental and non-governmental agencies.



Project Tool 117:
Sample strategy on
SGBV Prevention
and Investigation



Project Tool 118:
Sample Action Plan
on SGBV Prevention
and Investigation



Project Tool 119:
Matrix on expected
outcomes, outputs
and activities



Project Tool 120:
Template for UNPOL
incident report on
SGBV



Project Tool 121:
Template for a
weekly/monthly tally
of SGBV cases

Step 4: Establish a Victim Referral Network

Ensure that the specialised SGBV police unit is connected to a victim referral network. Refer to the lesson on Victim Support.

Step 5: Disseminate Information on the SGBV Police Unit

Once the specialised SGBV police unit is established and operational, it is important that the community know about it and the services it provides. The aim is to encourage community members to report cases to the police through the SGBV unit. There are many ways to do this.

Organise an inauguration event or launch of the SGBV police unit with the public. Make it accessible to anyone who wants to attend and invite high-level speakers from the host State police to show its commitment to stopping SGBV crimes. Invite donors, as this would be an opportunity to showcase the completion of the project.

In addition, schedule briefing sessions for the public to explain services provided in the specialised unit and how to report cases. Inform them of the police SOP to showcase police professionalism in dealing with SGBV cases. Ask victim support services within the referral system to put up stands so they can also provide information on how the police work together with them to ensure the safety and security of victims.

Further disseminate information about the new SGBV unit by partnering with a mobile telephone company so that a text message is sent to all subscribers, doing a public service announcement on the radio and an advertisement on television, and organising community forums. You can also put up posters and distribute brochures with a telephone hotline or contact details of the SGBV unit in areas where people gather such as markets, public transportation areas, schools and other common areas.

Section Four: Monitoring and Evaluation



This section provides four basic steps to monitor and evaluate the implementation of the action plan of the SGBV police unit. First, we need to understand and develop the evaluation framework. Then, we need to select the indicators and adopt the reporting formats to its intended audience.



What you will find in section four

- Step 1: Understand Monitoring and Evaluation
- Step 2: Develop a Monitoring and Evaluation Framework
- Step 3: Select Indicators
- Step 4: Report

Step 1: Understand Monitoring and Evaluation

The first step involves understanding monitoring and evaluation and its benefits.

Evaluation is a systematic and objective process to determine the efficiency, effectiveness, and impact of the strategy and action plan according to their goals and objectives. Monitoring is an on-going and systematic collection of data and analysis of information on specific indicators to track progress against the set action plan and check compliance to established standards. Monitoring determines whether the implementation of the action plan is on track towards its intended results.

Three areas of monitoring and evaluation

Monitoring and evaluation is focused on learning from what you are doing and how you are doing it. We focus on three areas:

Efficiency

Monitoring and evaluating efficiency is concerned with whether the inputs, such as money, time, and materials, are appropriate for the outputs, such as trained officers, and new policies.

Measuring efficiency

Were there enough resources to train the target number of officers on the training curriculum on SGBV?

Where there too many resources allocated toward the project?

Effectiveness

Monitoring and evaluating effectiveness looks at whether you have achieved the objectives you have set.

Measuring effectiveness

Have you achieved the set target of number of SGBV offices to be constructed?

Has the reporting of SGBV cases increased, reflecting an increased confidence of victims to report to the police?

Impact

Monitoring and evaluating the impact of the project examines whether you have made a difference to the problem of SGBV in the community.

Measuring impact

Has training investigators contributed to resolving cases of SGBV and higher rates of convictions?

Has providing accountability for committing SGBV crimes brought the overall crime levels down?

Purpose and benefits

Monitoring and evaluation provides critical information on the achievement of the objectives set, lessons learned and good practices. This saves valuable time and resources, allowing subsequent officers to build upon established good practices.

Monitoring and evaluation provides authentic progress information, which can tell you what works and what does not work. In this way,

expertise is built over time, which can be used by others in similar projects. By following the progress over time, monitoring and evaluation creates improvements and problem prevention practices. Furthermore, monitoring and evaluating projects increase transparency and accountability. Lastly, the results of monitoring and evaluation reports can be used for partnership building and advocacy and enable sharing and learning from past experiences.

Step 2: Develop a Monitoring and Evaluation Framework

The second step outlines how to develop a monitoring and evaluation framework. This framework helps you identify what you need to monitor and evaluate and how. Here is a set of questions that can help you think about the information you need. A template is provided in the Compendium of Project Tools.



Project Tool 122:
Monitoring and
Evaluation
Template

Template heading	Guidance question
Expected Results	What do you want to achieve?
Indicators	What are you measuring?
Baseline Data	What is the current value?
Targets	What is the target value?
Data Sources	What is the source of data?
Data collection methods	How is data to be obtained?
Frequency	How often will data be measured?
Responsibility	Who will measure the data and what resources are required?
Reporting	How will information be reported?

Figure 55 Contents of a Monitoring and Evaluation Framework

Step 3: Select Indicators

The third step involves selecting indicators through the following steps.



Project Tool 123:
Sample indicative
timetable

- Consult stakeholders and involve them in developing the indicators. This creates buy in and support for the evaluation results.
- Conduct desk research and look up relevant resources to help identify indicators.
- Use the monitoring and evaluation framework to ensure your indicator is in line with your expected outcome or output and that you are systematically measuring change with a baseline study and target.
- Ensure that the indicators are SMART.

Specific	What exactly do you want to achieve?
Measurable	Can you measure what you are doing?
Achievable	Are objectives set and attainable?
Realistic	Do you have the necessary resources?
Time-bound	When should the objectives be reached?

Step 4: Report

Reporting can be internal or external to the police organisation. Internally, the police section, units and departments should provide implementation reports on SGBV activities to the Criminal Investigations Department every six to twelve months. Externally, a report can be provided to stakeholders outside of the police organisation such as donors, community members, partner organisations, international entities and governmental bodies.

A Monitoring and Evaluation framework with a set of sample indicators is provided in the Compendium of Project Tools.

Lesson 6 Applying Problem Solving Techniques to Sexual and Gender-Based Violence



What you will find in Lesson 6

- Community engagement
- Women as a sub-group in the community
- Problem identification technique through CHEERS
- Problem resolution techniques through PIERS and SARA

Introduction

This chapter aims to provide an understanding of how to apply problem solving techniques with communities in preventing sexual and gender-based violence (SGBV). First, this chapter will outline the benefits of community engagement, particularly concerning effective communication with women in communities. Second, this chapter will explain the various problem solving techniques that adopts community engagement as a prevention tactic.

The structure of this lesson



Community Engagement



SGBV Problem Identification and Resolution Using the CHEERS, PIERS and SARA Methods

Why are problem solving techniques important?

Problem solving is useful to increase the number of resources available to solve problems related to SGBV. Since the police have limited resources, they must work together with the community, especially with vulnerable groups, to identify and prioritise security problems and find solutions.

The benefits of a problem solving approach include: a clear understanding of the causes of community problems on SGBV; the development of medium to long-term strategies for reducing SGBV crimes; better working relationships with vulnerable groups; less fear of SGBV crimes and improvement of quality of life; and increased trust to the police within the community.

The core competencies acquired from this lesson are related to a specific skills set for a problem solving approach to policing in peacekeeping.

Project Tools included in this lesson

Project Tool 122: Mentoring host State police

Project Tool 123: Building trust with women and children's groups

Project Tool 124: Foot patrols

Project Tool 125: Checklist on effective and ineffective partnerships

Project Tool 126: Checklist on problem identification using the CHEERS method

Project Tool 127: Checklist on problem resolution using the PIERS method

Project Tool 128: Checklist on problem resolution using the SARA method

In this lesson, United Nations Police (UNPOL) officers will learn how to:

- Outline strategies for community engagement
- Understand the importance of partnerships with women and children's groups for solving SGBV problems
- Understand and apply the CHEERS method for SGBV problem identification
- Understand and apply the PIERS method for SGBV problem resolution
- Understand and apply the SARA method for SGBV problem resolution

Section One: Community Engagement



This section explains the concept of community engagement. It identifies women as a sub-group in a community and ensures that the different concerns, needs and vulnerabilities of women, men, boys and girls are included in police community engagement.



What you will find in section one

- Community engagement
- Women as a sub-group in a community
- Building trust and partnership with the community
- The role of female police officers

Community Engagement

Police community engagement is a way for the police to work in effective partnerships with the community to solve community issues and problems together. It recognises that the police cannot impose order on the community from the outside but must work with the community to achieve peace and order. The aim is to reduce crime and enhance public safety and reassurance.

Effective police engagement identifies all community groups, in particular women and children, and provides the opportunity for feedback through representation on advisory groups, community surveys, forums and meetings.

Only through representative engagement that includes the concerns of women, men, boys and girls can a true picture of society's problems be formed. Community engagement is important in post-conflict communities where sexual violence remains a major threat. As a result of frequent SGBV, survivors may lack trust and confidence in the integrity and efficiency of the host State police especially if officers have been involved in or complicit with this abuse.

Police community engagement rebuilds trust at all levels. The process of restoring trust in the police requires close engagement between the police and women and children to address gender-related challenges, such as responding to SGBV and addressing their specific security concerns in the post-conflict environment. Engaging with women in the community helps police do their job better by finding solutions that are adapted to women's needs.

Police community engagement supports gender equality, as it empowers women by soliciting community representation from all parts of a community. Gender issues become particularly important for community engagement in order to gain information, meet expectations, manage priorities, improve coordination, uphold law enforcement and enhance ownership.

Information

Engagement with female members of the community allows for the community to become a valuable source of information on problems that affect them.

Female members of the community can identify important issues and problems before they come to the attention of police. By identifying them at the beginning and addressing them with early interventions, the impact on the community and police resources can be significantly reduced, enhancing community safety and making efficient use of resources.

Expectations

Engagement with female members of the community establishes clear expectations between them and the police. Without engagement, the police and female members of the community can have differing expectations based on their own needs which can adversely affect the relationship. Effective engagement allows for concerns to be discussed and addressed in a timely manner, improving trust and confidence. With each successful intervention, confidence increases, creating a cycle of improvement and cooperation.

Prioritisation

Engagement with female members of the community allows their priorities to be aligned with those of the police. Discussion allows for mutual understanding that enables both parties to identify common goals and work toward these together. Working together means a higher likelihood of success.

Coordination

Community engagement on SGBV-related issues, allows for better coordination among different groups in the community. As a force multiplier, engagement maximises the efforts made by the government, non-governmental organisations (NGOs) and the community.

Enforcement

Community engagement on SGBV-related issues is one part of an effective policing approach. Law enforcement remains an important part of policing, meaning accountability for those who break the law is still very important. Through engagement, the community is likely to have a greater understanding of police reasoning and objectives, which in turn will increase trust and cooperation.

Ownership

Community engagement on SGBV-related issues, improves community ownership of problems. Often community members are in the best position to resolve their problems. They simply require leadership and guidance that can be provided by the police. This gives community members the confidence to address the problem and contribute to solutions.

Engagement with Women's Groups

There are five steps that UNPOL can follow to assist host State police in engaging with female groups in communities so that issues affecting them can be identified and resolved with their help.

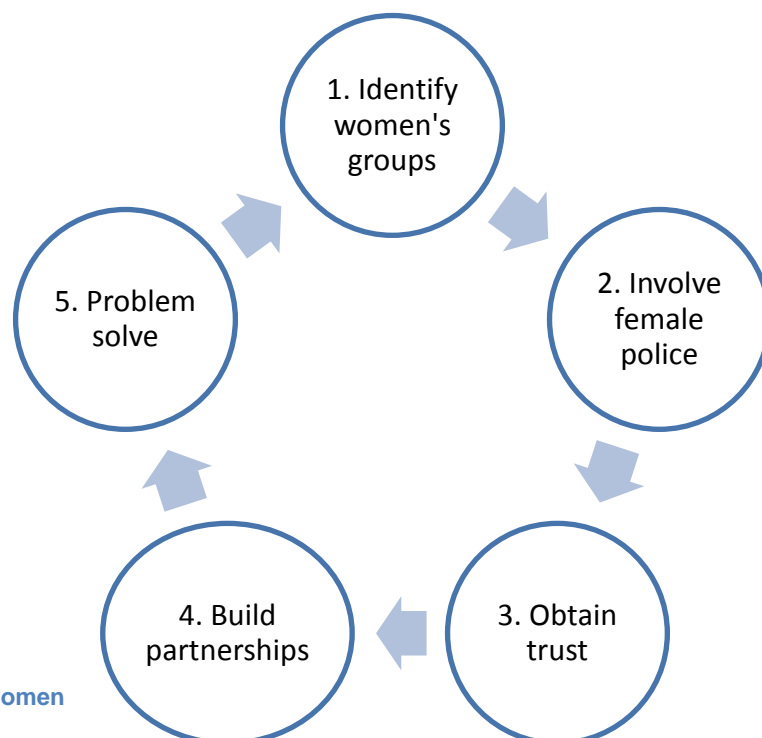


Figure 56 How to engage with women

Step 1: Identify Women's Groups

In peacekeeping environments, people have often fled their homes and villages have been destroyed. These communities often re-emerge in refugee and IDP camps composed of a majority of women and children.

A community can be defined as a group of people who live in a certain area. Within communities there are sub-communities that can have very defining or unique characteristics. Sub-communities within communities can be based, for example, on gender, ethnicity, religion, age, sexual orientation, homelessness, disability, and poverty. Women and children form their own sub-community, and women with disabilities, lesbians, or certain minorities form their own communities within the sub-community.

Women and girls, as a group, often suffer from discrimination within a community that may be rooted in social, religious and traditional practices. They often lack access to education, rights to land and resources. They are also exposed to various practices of violence that may be tolerated by the community, such as female genital mutilation, early marriage, infanticide, and domestic violence.

Furthermore, women may be segregated and isolated without any representation among community leaders and at community discussion forums. Therefore, when assessing protection needs, it is important to take into account that women may have distinct protection issues due to multiple layers of discrimination.

Needs

When dealing with groups in a community there is often a lack of understanding as to what their needs are. When identifying the needs, it is important to differentiate what members 'want' and what they 'need'.

A 'want' can be defined as something specific such as an object or desired action that is often socially or culturally influenced. A 'need' can be defined as to why the want exists. By listening to the 'wants' you may be able to identify the 'needs' as the 'wants' tend to be the immediate expressions of a need for a long-term solution.



Figure 57 The link between wants and needs

Common protection needs of women and children include safety from violence, including SGBV, while in camps for internally displaced persons (IDPs) or refugees, collecting firewood, fetching water, going to market, returning to their homes, or voting during elections; protection against domestic violence; protection against harmful traditional practices, such as female genital mutilation, and early marriages.

See the Checklist for integrating gender perspectives into community engagement in the Compendium of Project Tools.

Challenges

There are many challenges specific to women in post-conflict areas that peacekeepers are faced with when engaging with the community.

Fear

Community members, particularly on issues regarding SGBV, may be afraid to talk to the police due to pressure from society, stigma and reprisals. They may distrust the police if officers or former combatants integrated in the service were involved in perpetrating sexual violence during conflict.

Police need to create a safe environment where victims of SGBV can discuss these issues. Specific community forums especially dedicated to women's and children's groups can be set up together with female police officers. Support mechanisms should be provided to avoid stigmatisation and reprisals of community members who speak up. Police officers need to demonstrate their sincerity by acting with integrity and professionalism.

Lack of interest

SGBV may be tolerated or condoned in the society as part of the culture or social norms and therefore can be considered by

community members as 'normal' or that there is nothing that can be done about it. Some community members may be disinterested because they do not understand SGBV, they may not see how they can help, or they may simply want to ignore the issues.

It is important to raise awareness that SGBV is a violation of human rights and is a crime in international and national laws. Community members need to know how they can report cases, what the police can do to bring justice to victims and prevent crimes. Remember that while specific types of sexual violence may not be included as such in national laws, such as domestic violence, female genital mutilation and honour killing, these can be included in general types of offences such as 'assault', 'aggravated assault' or 'homicide'.

Lack of motivation

SGBV may take time to resolve and if there is little or no progress some women and children's groups can lose interest believing the problem is just "too big".

By using a problem-solving method and reviewing progress, police can provide leadership and feedback to overcome this obstacle.

Feel that their input is not considered

Community members may come with ideas on addressing women and children's issues, particularly SGBV that may not be possible due to legal, resource, or political constraints. They may feel that their inputs are not considered if the police do not respond to their concerns.

When community members offer ideas on addressing women and children's issues, particularly SGBV, it is important to consider them fully. If there are legal, resource, or political obstacles that prevent realising their requests, police must explain why they cannot do what the community wants. Community members will respect the honesty and feedback they receive, but police should not ignore their suggestions or they are likely to give up on trying to help and contribute.

Family Support Units in the Sierra Leone Police



In Sierra Leone, Family Support Units were set up in the police as a response to the high rate of offending against children. A child, parent or concerned adult will state that they want the offending to stop in response to a particular offender and want that particular offender punished. This is of course true. However, the real need is for total safety and protection of children. The Family Support Units were therefore set up together with UNICEF which help towards meeting this need by educating the children on how to protect themselves and look out for predators.

Step 2: Involve Female Police

To fully engage with all members of the community, the police need to ensure that they have the means and capacity to reach out to women and children. An essential strategy is to involve female police officers in activities for community engagement.

It can be easy to categorise sub-communities, such as women as being vulnerable. This in turn can create a perception that women's groups are weaker than men's groups thus further marginalising women's sub-communities. An attitude must be adopted that empowers women to recognise the strengths they possess. Therefore, a female police officer in a position of power is a valuable role model to the women and girls in the communities.

Here is a six-step strategy to effectively involve female police officers in community engagement.

1. Make female police officers accessible to the public

Female officers working in patrol and fixed posts in high population areas improve visibility and reassurance for persons, particularly women and children, within those areas.

2. Female officers' participation in high result operations

Female police officers participating in high result operations send an important message that they have a critical role to play as

security providers. Furthermore, female officers conducting public arrests show that women are strong and capable.

The role of female officers is particularly important in interviewing victims, witnesses and suspects, especially with women and children.



Figure 58 UNITED NATIONS Photo/Marco Dormino, Port au-Prince, Haiti, 24 April 2009

3. Assign female officers to frontline roles

Female officers involved in quick response to emergency incidents, particularly incidents of disorder, can demonstrate the role of women as a lead role in policing units.

4. Specialised units with female officers

It is important to establish police units that are particularly dedicated to cases of SGBV that include female police officers. The ability for a victim to speak to a person of their own gender will ensure that the best evidence is obtained and victims are supported.

5. Leadership roles

In meetings with victims, affected groups, NGOs and government agencies, it is important to constantly demonstrate the role of women in a lead role in policing units that deal with problem solving and issue resolving. This provides an opportunity to highlight the role of women in police.



Project Tool 124:
Mentoring host
State police

6. Male supporters

The active support of male officers to the role of female officers is essential. This also includes working alongside host State police officers to promote the role of equal member teams where all members actively support and encourage each other.

Mentoring

Mentoring is an effective way for UNPOL to help involve female police officers from the host State police in community engagement is through mentoring.

Identifying female officers

An important aspect to identifying female police officers is to understand their context. In some countries there may be barriers, often embedded within the structure of the police organisation that prevent officers from being able to develop to their full potential. Determining and acknowledging those barriers will further aid the UNPOL officer in identifying committed female officers. Some of these barriers include poor pay, poor working conditions, lack of training and opportunities, sexual harassment and lack of support. You will be able to select suitable officers for community engagement if, despite those barriers, the officers show commitment to their job.

Determining career aspirations

After identifying the most suitable officers and spending some time working with them and getting to know them, ask them about their career goals. Expected answers will involve aspirations such as receiving promotions, respect, acknowledgement, control over their career and self-fulfilment. Some officers may be embarrassed to answer as these may seem personal. It is important that host State police officers get to know and trust you so they will answer honestly.

Obtaining commitment

If host State police officers participate in an effective way, they will be able to work towards the goals they have identified but it is up to them to make a commitment. Explain that they will improve their skills through effective practices on community engagement. This will then increase their value within the police organisation.

Host State police officers are more likely to follow you in your advice if you demonstrate a commitment to your role as a police peacekeeper. UNPOL officers must demonstrate qualities, such as professionalism, commitment, patience, understanding, honesty, and willingness to listen to colleagues.

Mentoring in Timor-Leste



In 2008, Agente Cecelia Amaril was a member of the Polícia Nacional de Timor-Leste (PNTL). After collocating to her office, an UNPOL officer identified Cecelia as hard working and committed to her role. The UNPOL officer had a conversation to identify what Cecelia wanted within her role, which was a promotion. Cecelia agreed to participate in the community policing activities that were being coordinated by UNPOL. Cecelia became a lead voice within her community. In 2009, Cecelia received a promotion. In 2010, when there were reported community fears about gangs, the PNTL Commissioner selected Cecelia to represent the face of community engagement for the PNTL and speak with the community at large. This happened because Cecelia was identified as the best person for the job as she was committed and in taking this on she was able to fulfill her own needs for recognition and self-actualization. She was able to do this because she received support through encouragement and empowerment by UNPOL.

UNPOL officers are expected to demonstrate effective commitment to the full participation of women in policing. The case illustrates that it was not a case of randomly selecting an officer because she is female. Cecelia was selected because she represented potential and in doing so she became an example of what can be achieved by women when they are supported in the right way. It was important that Cecelia was consulted which enabled her to be part of the process.


Cecelia's UNPOL mentor was a male. His endorsement added the weight of acknowledgement that people should be sought on potential and not be ignored due to gender.

Step 3: Establish Trust

Trust, confidence and integrity are three essential components of community engagement. Trust and confidence is the key to open communication. Without it, women and children in the community are likely to be guarded and unwilling to share information.

In addition, integrity, or how you conduct yourself, such as doing what you say you will and keeping promises, are equally as important.

See the Project Tool for building trust, confidence and integrity between the host State police and the community in the Compendium of Project Tools.



Project Tool 125:
Building trust with
women and
children's groups

Communication

Effective communication with women and children's groups is crucial in building trust. Police can communicate and gather information from formal and informal sources. Formal ways can be meetings or training forums, written statements, documentary evidence, and reports from other government agencies. Informal ways can include spending time with people within a community such as through activities to strengthen relationships and build trust.

Remember to practice active listening. This means focusing on the speaker and trying to understand, interpret and evaluate what is being said. It is important to pay attention by understanding body language, avoiding distraction such as noise, setting aside any prejudices and one's own judgement on the issue, asking questions to clarify information and paraphrasing or restating to check if the information was correctly understood.

Keep in mind that women and men have the same capacity to communicate effectively and be motivated to work with people. A number of factors such as personality, motivation, socialisation and education play an important role in determining the capacity of officers in being effective in engaging with communities.

Note that community members will react differently to male and female police officers, especially depending on the types of crimes they have suffered. It is therefore important to have gender balance within the team. Some trust building police activities include foot patrols, regular meetings, seeking feedback, conducting surveys, hosting community forums, obtaining high ranking support, and tailored responses.



Project Tool 126:
Foot patrols

Foot patrols

When walking in foot patrols ask the women what the problems are in their communities. The approach that needs to be taken depends on the culture of the host State. For example, in some areas, only female officers on patrol may be allowed to interact with female members of the community.

Regular meetings

Police officers should meet regularly to discuss among themselves what they have heard, to either help confirm or create a better picture of what is happening in their communities. Within these meetings, issues related to women and children should be highlighted and officers are requested for their inputs and observations.

Feedback from women

Police officers should confirm the solutions by asking women in the community if the actions proposed are what they expected the police to do.

Independent surveys

Surveys conducted by independent organisations can identify what the women within the community want the police to do. These surveys can represent a formal census as to the particular needs of women.

Community forums

Institutionalise regular community forums where women are represented, for example through a mandatory quota. Be aware that in large gatherings only people from particular groups may speak, while others, particularly vulnerable groups, such as women and children, may remain silent. Different approaches depending on the environment may be required. Consider creating a special community forum for women only to ensure their voice is being heard. This specialised forum can also be broken down into specific groups that may have distinct issues such as disabled women, elderly women, and women with HIV/AIDS.

High rank UNPOLs

High-level UNPOL officers should support and attend women's forums, which are important in gathering support and endorsement for women's issues.

Tailor responses

Tailor responses to the protection needs of women and children in the community. UNPOL must respond and define approaches in a way that meets the needs of women and children in the community. Having female officers within operational groups provides a wider response on tailoring approaches to community needs and ensures effective outreach to the female members of the community.

Sharing Information

A problem solving approach maintains open communications where information is shared with the stakeholders and partners in the community in all stages of the process.

Police must ensure that women are provided with information that is timely, relevant, reliable, and honest. Information related in this way can help reduce crime. Conversely, if the community or the police do not share information, crime reduction can be adversely affected.

Women and children's groups in the community will only share information if police are trusted and police deal with information ethically. This means that if a police officer is asked to keep an informant's identity confidential then that officer must comply. This is critically important, failing to do so may endanger that person and it will certainly result in that person refusing to give information in the future. Remember that information about SGBV problems gathered from the community needs to be dealt with confidentially.

Step 4: Build partnerships

Partnerships are a commitment by individuals and organisations to work together to obtain a common goal. All parties or groups involved benefit from the relationship.

There are many advantages to forming partnerships. Partners within the community can provide important insight into the specific crimes that affect women and children, in particular SGBV. Partners can help increase awareness and the information sharing between community and police on such crimes.

Healthy partnerships can improve the involvement of the community in the 'policing' of their community and increase the efficient use of police resources that builds respect and confidence. Partnerships can also help release the burden of a problem.

“A problem shared is a problem halved.”

It is important to work in partnership with agencies dealing with the protection of women and children. The host government, national and international NGOs and regional and international agencies represent a potential source of support and assistance for UNPOL goals in working within the community. See the figure below for possible sources for partnerships.



Figure 59 Sources for partnerships

When establishing partnerships, remember to:

- Identify UNPOL goals and objectives related to the security of women and children such as the prevention of SGBV.
- Clearly communicate these goals and objectives to the other parties.
- Clearly identify goals and objectives of partners. Some organisations may aim to provide victim support services such as shelters, medical, legal and social assistance while others provide funding for specific programmes and initiatives.
- Seek realistic consensus on how the parties can support each other in partnership.
- Ensure that the host State police are included in these deliberations.

Consider these aspects that may affect the outcomes of partnerships:

- Resources: encourage all partners to contribute to both financial and human resources (time and effort).
- Leadership: share opportunities for leadership that encourage people to take responsibility.
- Encourage diversity: addressing diversity builds trust and encourages differing thoughts, which when combined may provide the most creative and successful solution.
- Engage youth: involving youth encourages them to share responsibility and can offer a view that adults may not consider.
- Timeframes: ensure they are realistic and can be achieved.

Partnership in Timor-Leste: UNPOL, host State police and an NGO



In Timor-Leste, UNPOL and host State police officers successfully worked with an NGO 'The Asia Foundation' in building community forums for problem solving. The Asia Foundation had initially offered to help provide community engagement training to host State officers. However this was already being provided as part of a community pilot project being United Nations within UNPOL. Through negotiations, a common understanding was reached on the comparative advantage of each entity.

During the community forums, it was acknowledged that there would be recognition of Security Council resolutions 1325, 1820 and other related resolutions with regard to an awareness of women playing a role in peace and security and improving their participation. In all these forums women's groups participated and host State female police officers were given an opportunity to represent their police service. This matched a goal of the United Nations.

Although the local environment meant that initially elders and chiefs – mostly male – were involved there became a gradual change through democratic consultation. More women have become actively involved and were allowed a voice in these forums.

It became the role of the UNPOL officer to ensure and facilitate attendance at these forums by host State police.

Building partnerships with women's groups

Follow these nine guidelines for building partnerships with women and children's groups.

1. Determine if the partnership is needed

- Does the SGBV issue require a partnership?
- Is the partnership supported by the community and the people who will most benefit from it?
- How would the partnership benefit the community?
- What sort of resistance to the partnership might exist?
- Is the political climate favourable for this partnership?
- From the community's perspective, what is the most successful outcome of the partnership?

2. Determine who should be involved

- Who does the SGBV problem affect?
- Who could help solve the SGBV problem?
- Who has knowledge about the SGBV issue and skills to deal with it?
- Who will benefit if the SGBV problem is solved?
- Who would bring a diverse viewpoint to the partnership?

3. Establish a shared vision and common goals

A shared vision:

- Provides a common ground and defuses disagreements.
- Serves as a basis for planning, such as developing the goals, objectives and tasks of an action plan.
- Provides direction for resource allocation.
- Directs discussions about alternative approaches.
- Serves as a public relations tool. The vision can be publicised throughout the community to attract new partners to support the initiative.
- Keeps the motivation for the partnership alive.

4. Identify expertise

- What are the knowledge and skills needed?
- What are the gaps in knowledge and skills?
- Where can we find these skills?

5. Develop teamwork strategies

Team members must be informed, feel included, and have a sense of ownership of the entire effort. They must share responsibility and decision making to create a sense of commitment. All partners should have a part in developing the shared vision and common goals. They should also be involved in determining the roles and responsibilities.

All partners must be involved in project activities, meetings and discussions. Therefore, it is important to seek commitment from partners and acknowledging team members who contribute to healthy and constructive partnerships.

6. Open communication

Successful partnerships rely on open communication in order to enhance teamwork. Open communication also enables partners to address potential problems before they turn into conflicts.

7. Secure adequate resources

A successful partnership must have sufficient means to conduct the required tasks, including financial and human resources.

8. Develop an Action Plan to keep partners on track and accountable

An action plan needs to include the following elements:

- Vision statement
- Goals for achieving the vision statement
- Specific objectives to accomplish those goals
- Who is responsible for each task and the timeline associated with each task?
- Who will be notified when a task has been completed?
- What resources are needed to complete the task?
- Sources of funding and support
- Who will seek, collect, compile, and oversee the resources?
- How will the project be evaluated?

9. Measure progress and success

Assess the outcome of the activities in the partnership. Identify quantitative and qualitative indicators to measure progress.

Sample quantitative indicators:

- Number of SGBV cases reported to the police.
- Number of referrals made by the police for victims of SGBV.

Sample qualitative indicators:

- Perception of women and children on their safety.
- Quality of investigations of SGBV cases made by the police.

See the Project Tool for effective and ineffective partnerships for further understanding on how to establish healthy and successful partnerships.



Project Tool 127:
Checklist on
effective and
ineffective
partnerships

Community Partnership in Sudan



A case study in the Al Baraka IDP camp in Sudan shows what community partnership looks like. There were concerns expressed about unlawfulness, including in areas where women were being attacked at night. In a security committee, community members were asked if they would participate. A partnership with the community in the Al Baraka camp for IDPs in Sudan led to an initiative wherein men within the community - brothers, fathers and husbands of female victims - participated in patrolling their own environment helping to keep their own community safe. The potential benefits were clear in everyone's minds when they started. Ensuring that men within the community participated for a gender related issue created a whole community approach and demonstrated a unity of purpose underlining that the attacks on the women are not endorsed by the men. It became the role of the UNPOL officer to ensure and facilitate attendance at these forums by host State police.

Step 5: Implement Problem Solving

This step concerns the problem solving techniques on CHEERS, PIERS and SARA, which is explained in detail in Section Two.

Section Two: Problem Solving Techniques



This section explains problem identification and problem solving techniques using the CHEERS, PIERS and SARA methods. This section also shows how these techniques can be applied to SGBV problems.



What you will find in section two

- Problem identification through the CHEERS method
- Problem resolution through the PIERS and SARA methods

What is problem solving?

Problem solving is about eliminating the source of a problem or reducing the incidents and effects resulting from a problem. Problem solving involves obtaining and using information to make decisions. It is the role of the police officer to be aware of issues that can become potential problems for the community. This means becoming aware of what is happening at a grass roots level so issues can be addressed before they become larger problems.

The CHEERS Method

A police officer can use the CHEERS method to help define if a series of events or factors could become a community problem or already is a community problem. The CHEERS method involves analysing a problem according to the following six elements:



Project Tool 128:
Checklist on
problem
identification using
the CHEERS
method


C ommunity	The problem affects the community
H armful	The problem is harmful to the community
E xpectations	People expect the police to solve the problem
E vents	There has been more than one event
R ecurring	The problem is recurring over time
S imilarity	There is similarity between events

Always use the CHEERS test before dealing with a community problem and ask if it has all six elements. If it does not, it is probably not suitable for a problem-oriented policing project. This is why it is important to have officers speaking with the communities and sub-communities, as they will provide the best information to make decisions.

The PIERS Model

After identifying a problem, one way to bring a comprehensive police response to a problem is through the PIERS method. PIERS is a generic approach which we can apply to SGBV crimes.

P revention	Prevent and reduce SGBV crimes
I ntelligence	Improve knowledge on SGBV
E nforcement	Investigate SGBV crimes
R eassurance	Improve public confidence to report SGBV crimes
S upport	Improve non-operational police actions, such as training



Project Tool 129:
Checklist on
problem response
using the PIERS
method

The PIERS Model in Chad



In the Republic of Chad, a local specialised police unit called Detachement Integre de Securite (DIS) was set up to deal exclusively with IDP camps and their surrounding towns. The civil unrest increased reported crime rates against vulnerable communities such as women and children in particular on cases of SGBV (**Intelligence**).

The host State police received training and support through the United Nations mission in Chad (MINURCAT) learning how to investigate and treat victims of SGBV. Specialised police units in twelve posts in the IDP and refugee camps were set up to protect the rights of women and children, participate in foot patrols and receive victims of SGBV in a non-threatening environment and respectful of the survivors' confidentiality. The police officers refer survivors for medical, psychosocial, and legal assistance, investigate cases and participate in sensitisation campaigns on SGBV. This in turn meant the best evidence could be obtained to prosecute offenders holding them to account (**Enforcement**) and sending a message to other potential offenders that there is accountability (**Prevention**).

This meets the safety needs of women and children within the community (**Reassurance**). Learning how to treat victims of SGBV is part of a process to ensure the victims are recognized within their own community, building on the need to belong to a community (**Support**).

The SARA Model

After having identified a problem, the SARA model can be used to resolve the problem. SARA is a form of analysing while looking for solutions. The SARA model has four steps:

Scanning

In IDP camps in Al Baraka, Sudan, problems had been identified when it was observed that women within the camps were brewing beer to provide a source of income. As this was illegal, women were arrested that led to other problems such as unattended children. This in turn caused further problems with vagrant children.

Analysis

It was determined that these women had limited skills to provide other ways of income within the IDP camp.

Response

Based on the abilities and resources within the camp, a training program was given to the women to help learn dying skills to be able to make and sell clothing.

Assessment

Since then the cases of women being prosecuted brewing local beer have been reduced. The numbers of unattended children who caused problems due to vagrancy and boredom have also been reduced. Another benefit is the improved relationship between the host State police and the IDP community.

This showed a very simple but effective solution. The problem was approached by using techniques not normally used by police. It was resource and cost effective using what could be found in the local environment. Most importantly the affected women's groups were involved all throughout the process thus empowering them.

Using the SARA model

SARA is a method to use in approaching a problem and thinking through it to find a solution. It helps determine the steps to get to a solution. It can be used on small or large problems. If you cannot complete one of the steps due to an issue, you can then use the same method to work on that issue until it is resolved. Then continue to work on the main problem.

Scanning

Analysis

Response

Assessment



Project Tool 130:
Checklist on
problem resolution
using the SARA
model

Step 1: Scanning

Identify and prioritise the problem. Some questions that can be asked during scanning are:

- Who does the problem affect?
- How did it start?
- When does the problem occur?
- Where does the problem happen?
- What are the consequences or effects of the problem?
- Who can help with the problem?
- What has been tried in the past to deal with the problem?
- Who was previously involved in dealing with the problem?
- What are police doing to deal with the problem?

It is important that assumptions are not made about information that is collected. Identify SGBV problems that happen regularly by searching based on crime type and location. Gather information from many sources, such as surveys, crime statistics, information from other agencies, partners, NGO's and community meetings. Looking only at police information may lead to ignoring other important problems.

Define the exact nature of the problem and its cause:

- Behaviour: What are the actions associated with the problem?
- Location: Where does it occur?
- Time: When does it happen? (Specific hour of the day, specific days of the month, specific seasons, etc.)
- People: Who are involved?
- Item: What property is being targeted?

Develop objectives to solve the problem:

- Identify the problem owner that is not the police
- Decide whether the goal is to eliminate the problem, reduce the harm, or reduce the number of incidents caused by the problem.

Step 2: Analysis

Understand the underlying cause of the problem. Questions to ask when analysing are:

- Why does the problem occur at that time?
- Why does it happen in that place?
- Why do people behave that way?

- Why do these people become a part of the problem? This includes offenders, victims, witnesses and owners of the problem.
- Why does a certain type of property become involved?
- Why should police get involved to help deal with the problem?

The analysis phase involves examining information to make deductions and identify the cause. Note that the questions asked in analysing all begin with 'why'. This is because analysing is about looking for reasons behind events. Use crime triangles to consider the range of issues involved in the problem.

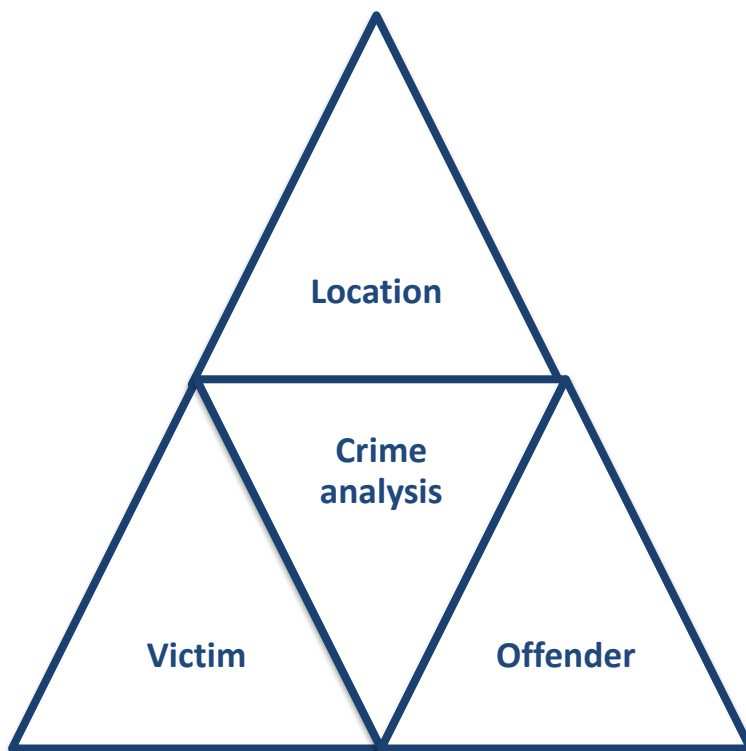


Figure 60 Crime analysis triangle

Victims

- Who are they?
- What do they have in common?
- Why are the victims vulnerable at certain times?
- Can they protect themselves better?

Offenders

- Who are they?
- How many?
- How old are they?
- Access to vehicles?

- Do they have gang associations?
- What are their weaknesses?
- What risk do they pose?
- Do they use weapons?

Locations

- Why this particular location? (Consider a visit to look for yourself at the time the offences are occurring)
- Why do offenders choose this location?
- Where do they go after committing the offence?
- Why are victims there?
- Are there environmental features that cause the problem (lighting, vegetation, remote location)?

Identify possible 'guardians' that can deter criminals from committing the SGBV crime. Offenders generally do not commit crime where other people are as they may get caught or be recognised. If there are people nearby, such as neighbours, security guards or cameras, they can deter criminals committing crime.

Link the analysing phase with the Al Baraka IDP camp case study. The problem happens in IDP camps because women there have lost their jobs and livelihoods. The women decided to brew beer since they did not have other skills. Police should get involved because it is illegal and it leads to instability in the community.

Crime analysis

Crime triangles are often used to understand and visualise crime and disorder problems. We can use it to analyse SGBV crime. For a crime to occur, three elements must be present – the victim, the offender and a location.

The location indicates the law and procedures that are applicable in that country for law enforcement officials. The internet has made it more difficult to identify the location of certain types of crimes. For example, the act of circulating pornographic materials via internet may involve the sexual abuse of victims in one country and the person administering the website in another country.

A crime needs to be penalised in the various legal systems where it took place. In the case of human trafficking, for example, there are a series of crimes that begin in the victim's country of origin, such as issuing fake passports or fraud, and continue with the victim's exploitation in either the transit or destination country or both. This includes for example, forced prostitution or forced labour.

The different crimes must be penalised in the location in which they occurred. This would necessitate cross-border police cooperation, which can be slow and inefficient, thus making prosecution at every level difficult.

The offender

By understanding the offender we can understand why SGBV crime occurs. For an SGBV offence to occur the offender must have the desire, the ability and the opportunity to commit the crime.

The desire to commit SGBV crimes can be driven by power to control others, to keep others in a subordinate position, societal trends or other motivations, such as honour or revenge.

The ability to commit SGBV can be learned, generally the more experienced the person is at committing crime, the more skilful they become. SGBV offenders will have the skills or tools necessary to commit the offence.

The opportunity for SGBV crimes can range from a culture that tolerates SGBV to the breakdown of law and order in a society due to conflict, natural catastrophe or other disturbance. In societies where women remain in a subordinate role, SGBV may not be considered a crime in the penal code. Even when such crimes are part of the penal code, community members including law enforcement and judicial officers can condone or overlook SGBV. Therefore, offenders are rarely brought to the court, resulting in impunity for SGBV crimes.

Step 3: Response

Determining an appropriate response to a problem involves identifying different ways of approaching the issue, planning how best to deal with the problem, and finally, implementing the plan.

The response phase involves action from various groups involved in solving the problem. A fundamental step is to identify how to fix a problem. This should involve the concerned groups that are affected by the problem.

The best solutions are usually those that combine criminal and non-criminal justice actions focused on the particular problem and those that allow the community to better handle similar crime problems in the future. Thus, solutions should focus on the long-term and on underlying causes to ensure effectiveness and permanence.

When developing solutions to problems, it is important to ensure that as many aspects of the problem as possible are addressed. Focusing only on the offender side, for example, often leaves room for new offenders to replace the old ones, because nothing has been done to change the danger of a location or the vulnerability of the victims.

Avoid sole use of resource intensive responses, such as police patrols and security guards. They may deter the problem but do not fix the underlying cause. They are expensive and cannot be sustained over long periods of time.

Generate responses together with your partners; strengthen partnerships and use the community. Educate SGBV victims; prevent them from becoming a victim. Stop SGBV offenders; prevent them committing crime through education. For matters affecting women within the community, such as domestic violence, the police must ensure that the persons affected are represented in community forums.

Consider environmental factors that may stop the problem occurring: better lighting, vegetation, design, or location. Aim to increase visibility. Prioritize responses, as some solutions are easier to implement and some will take time and organisation.

Brainstorming – SWOT Analysis

Sharing ideas is an important step. The diagram on the next page offers a guide on the steps used in developing ideas that will form an action plan. Because every group member will have different experience and expertise, it is important that during the response phase all members have the opportunity to suggest ideas on how a problem may be resolved.

Another step is to undertake an analysis of the strengths, weaknesses of the group and the opportunities and threats in its environment. This is known as a SWOT analysis and it highlights information as to how the group can later implement their plan. Strengths and weaknesses are the characteristics of the group. For example, a strength in a group may be diversity such as women from different ethnic groups. This can be an advantage because the many different social and cultural views will give a wider perspective. A weakness may be that because of their differences there could be communication barriers due to lack of fluency in a language, resulting in confusion and misunderstandings. The group needs to acknowledge the weaknesses and seek ways to resolve them.

<p>Strengths</p> <p>Women from different ethnic groups involved, giving a wider perspective.</p>	<p>Weaknesses</p> <p>Because of their differences there could be communication barriers, resulting in some confusion and lack of understanding</p>
<p>Opportunities</p> <p>An NGO has recently arrived in the area has resources that can be used such as transportation.</p>	<p>Threats</p> <p>Other groups wish to compete for those resources.</p>

Figure 61 SWOT analysis matrix

Opportunities and threats are about factors that affect the group and plan implementation from the outside environment. An example might be that an NGO in the area that has resources can be used, such as transportation. This represents an opportunity. A threat might be that other groups wish to compete for those resources. This knowledge helps frame a course of action that could be taken in planning.

The SWOT analysis is a type of scanning that can also be used in the scanning and response phases of the SARA method.

Planning how to deal with the problem

Planning how to deal with a problem involves brainstorming with the community. Brainstorming with the community is where groups generate ideas about ways to tackle problems or issues associated with the problem. Be sure to follow the guidelines below when planning an efficient response:

- Ensure a safe environment. Remember that any idea is better than no ideas. In some societies, women may not be comfortable to speak about SGBV in the presence of men.
- Ensure availability of a moderator to ensure that everyone gets to speak. The moderator needs to be sensitive about

issues of SGBV and capable to reach out to the women in the community and inspire trust and confidence.

- Develop a method to record ideas.
- Ensure representation of all parts of the community including the different groups of women such as the elderly, and disabled.

A recorded plan is important since it creates structure around ideas, facilitates information-sharing and communication with all actors involved, including stakeholders, and it ensures that tasks can be clearly understood.

There are five phases of planning:

- Phase 1: Define the plan's objectives
- Phase 2: Determine where you stand
- Phase 3: Define the future
- Phase 4: Choose options after evaluation
- Phase 5: Implement the plan and evaluate the results

Phase 1: SMART Objectives

The first phase involves defining objectives using the SMART criteria. In other words, the plan's objectives must be specific, measurable, achievable, realistic, and time-bound.

S pecific	What exactly do you want to achieve?
M easurable	Can you measure what you are doing?
A chievable	Are objectives set and attainable?
R ealistic	Do you have the necessary resources?
T ime-bound	When should the objectives be reached?

Phase 2: Determine where you stand

The second phase involves recording information that you have obtained through the scanning, analysing and SWOT phases. It gives information about what has happened and the resources available. It helps people to understand why the action needs to be taken and what approaches can be used to tackle the problem.

Organise your thoughts by following the figure below.

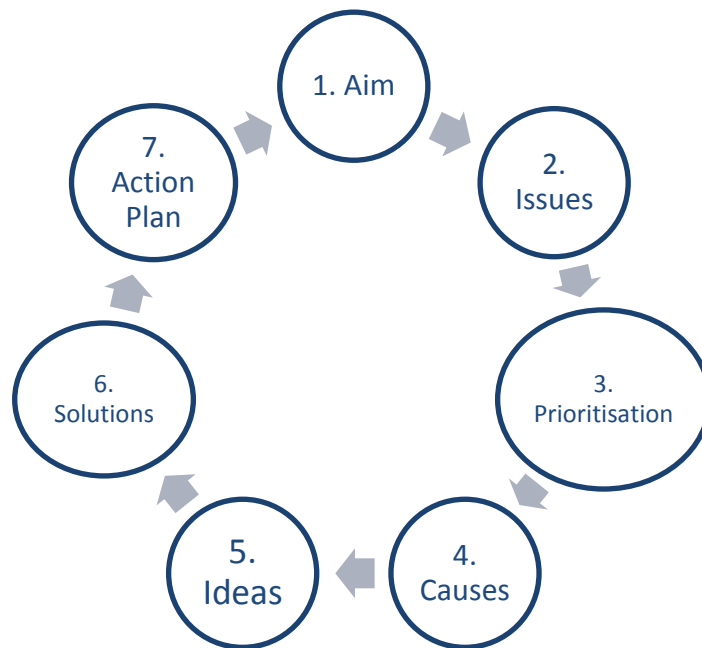


Figure 62 Process for determining where you stand on a problem

First, identify the aim or what you would like to achieve (e.g. increased protection of vulnerable groups from domestic violence). The second and third steps include determining the issues involved and prioritising them (e.g. vulnerability of women, vulnerability of children, and vulnerability of men). Fourth identify the causes of the problem (e.g. lack of awareness of domestic violence as a crime, discrimination against women and children in the community). The fifth and sixth steps involve enumerating ideas to solve the problem (e.g. awareness raising in the community, establishing specialised domestic violence police units) and selecting from them. The last step involves writing an action plan that outlines the solutions and actions to be undertaken.

Phase 3: Define the future

The third phase considers possible scenarios about what could happen and how to deal with different scenarios. A question matrix is useful in narrowing down what could happen and help determine the course of action.

See the question matrix below⁴³.

	Event	Situation	Choice	Person	Reason	Means
Present	What is?	Where/When is?	Which is?	Who is?	Why is?	How is?
Past	What did?	Where when did?	Which did?	Who did?	Why did?	How did?
Possibility	What can?	Where/When can?	Which can?	Who can?	Why can?	How can?
Probability	What would?	Where/When would?	Which would?	Who would?	Why would?	How would?
Prediction	What will?	Where/When will?	Which will?	Who will?	Why will?	How will?
Imagination	What might?	Where/When might?	Which might?	Who might?	Why might?	How might?

Figure 63 Question matrix for defining the future

Phase 4: Choose options after evaluation

The fourth phase involves determining the best course of action to take after evaluating the alternatives.

Action Plans are used as a record of the decisions made by the group on expected actions and outcomes. It is important that all discussions and agreed actions are documented and distributed to all partners. Action Plans provide:

- The opportunity to share responsibility.
- A reference point for all partners to ensure understanding, reduce confusion about who is responsible for what actions, and provide a date for expected completion.
- The opportunity to review actions and remember successful tactics for future use.

Note that Action Plans can be modified by mutual agreement, particularly if a task is going to take longer than expected but this must be recorded including the reasons for the change.

⁴³ New Zealand Police, Screening, Risk Assessment and Intervention for Family Violence Including Child Abuse and Neglect. New Zealand Standard, (2006).

Steps to developing an Action Plan

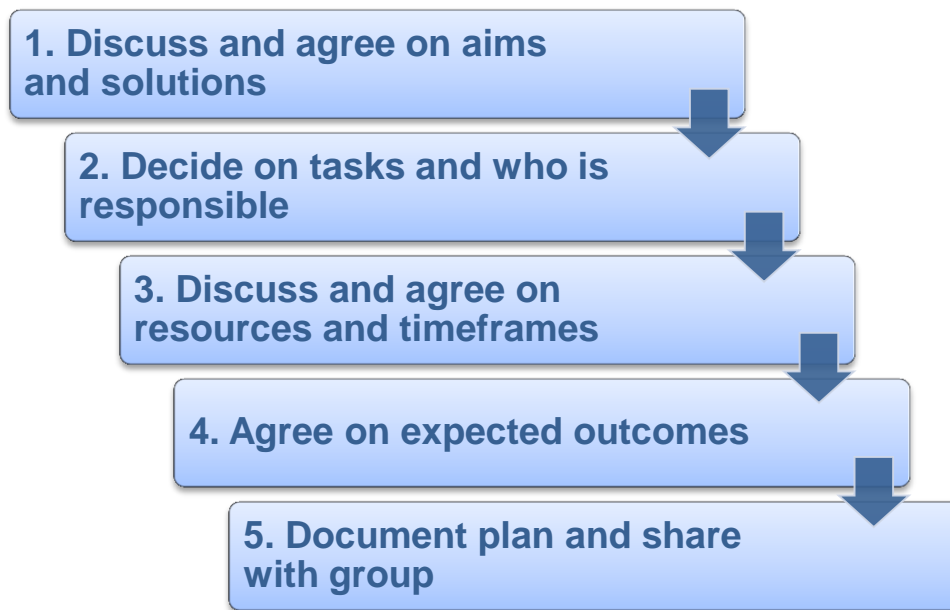


Figure 64 Steps to developing an action plan

Phase 5: Implement the plan and evaluate the results

The fifth phase involves determining progress and taking courses of action necessary to enable the plan to meet its objective. It is vital that regular meetings are held to ensure the plan is implemented.

Step 4: Assessment

The assessment is the final part of the SARA method where the reactions or responses to a problem are examined to understand their effect on the desired objectives and to establish whether any further responses are required.

Assessment includes regular communication among the plan's participants to ensure issues are resolved early so that the plan stays within its timeframe. Projects or plans often fail because not enough consideration was given to this part of the SARA method.

During the assessment, discuss and record the WHAT, HOW, and WHEN you will use measurements to assess the progress and success of your response.

- 'WHAT' will measure our success e.g. a reduction in number of certain offences?
- 'HOW' will information be gathered, particularly around qualitative measures, which can often be subjective. Assessment can be recorded through quantitative and/or qualitative indicators.

- A quantitative indicator is purely numerical where an action can be measured through a number, for example, the number of SGBV cases reported to the police, number of awareness raising and sensitisation forums on SGBV held with community members.
- A qualitative indicator relates to the improvement in the quality of life, for example, the perception of safety and security of vulnerable groups such as women and children from SGBV.
- ‘WHEN’ should an assessment of progress be made? It is important to shed light on on-going assessment not just at the end, as a new approach can be required if results are not going as expected.

Assessment also applies to the people involved in the ‘Response’ phase. Their performance of assigned tasks affects overall success rates, which need to be included in any review of achievements.

Consider the following questions during the discussion with the community:

- Has the SGBV problem been eliminated, frequency decreased or harm reduced?
- What actions were taken to resolve the SGBV problem?
- Were they completed as agreed?
- Were they effective? Why? Why not?

Remember successful tactics; improve those that were not successful. Publicly reward good work, as this will encourage future participation.

The SARA method used in Timor-Leste



In Timor-Leste, the SARA method was used to good effect at a project in the Suai Market. The market stall owners and the market manager complained that the community could not properly use the market place due to fighting and disorder.

Women, who were selling local produce, ran the majority of the market stalls. The disorder prevented them from selling their products which had a detrimental effect on families at home.

A scanning phase was undertaken and information was collected about the area and the groups within it.

The information was analysed and it was determined that uncollected rubbish, illegal street vendors and bad vehicle parking created tensions that often erupted into fighting. The area was undervalued by the community due to large amounts of graffiti.

In response, the stall owners' market manager council met with UNPOL and the host State police. A coordinated approach was taken and a plan drawn up in which each party agreed to contribute time and effort to reducing the problem. At one stage UNPOL and host State police were able to go to the capital Dili and collect some donated paint (an Opportunity). They then participated in helping paint out the graffiti. Some stall owners were so committed that they in turn went out and purchased more paint transforming the entire area.

The assessment revealed that with rubbish bin installation, graffiti removal, and traffic education and enforcement, the Suai Market became a place where the community wanted to go. Sometimes traffic violators or graffiti reappear, in which case the police, market manager or stall owners deal with these issues. This was required to stop the disorder problems from recurring.

Case Study: SARA model in Timor-Leste (cont.)

Objective: To have eliminated disorder in the Suai Market place by March 2009

Course of action	Completed by	Responsible	Updates	Issues
Build rubbish bins to remove rubbish	By 14 January 2009	Council	20 Dec. 2008. Council have had funding approved	Bricks have been hard to buy
Foot patrols as security and to suppress likelihood of disorder.	Once a day	UNPOL and PNTL community section	20 December 2008 Foot patrols are occurring	UNPOL officer due to leave mission on 3rd Jan. 2009

Traffic patrols to move traffic violators, educate then enforce	Once a day	UNPOL and PNTL traffic section	20 December 2008 Traffic patrol clears bus bay	No issues
Report disruptions to police straight away to allow a faster police response	Immediately	Market Manager	20 December 2008 2 reports in two weeks	On one occasion no police staff were available due to other business
Remove graffiti to reduce bad image of area	By 14 Jan. 2009	Market stall owners	20 Dec. 2008 all graffiti removed	Some youths have on occasion repainted graffiti

Planning is best recorded on an action plan template, as it is often the best way to communicate responsibilities, roles and to provide coordination and information to the other groups. The Suai market case study shows how an action plan can be easily understood and applied by all persons involved.

As a result, issues that later appear can be dealt with more efficiently.

The courses of action or tasks must be ethically sound. Ask yourself:

- Do the solutions abide by the laws of the country?
- Do they fall within the United Nations resolutions and mandates?
- Do they acknowledge human rights?

Remember that the outcomes may not always be what are expected. With any outcome for community problem solving, you should ask yourself:

- Is the community happy with the outcome?
- Was there representation with affected groups?
- Did the host State police participate?
- Did community and host State police work together?

Effective problem solving

Being effective in problem solving includes identifying your persons of influence within the community and persuading them to help.

Time spent with these people is time well spent. People of influence such as elders or political figures can encourage or make communities come together and work, saving the UNPOL officer valuable time.

Be inclusive. Although targeting persons of influence is very important, do not forget about other groups, particularly women's groups that often have a great deal of influence, especially in the home away from the public eye where they can persuade their families.

For problem solving, small groups or communities are the most successful. This is because the participants value ownership of the problem and can communicate easily.

Only work on one or two problems at a time. Do not get confused with too many issues, as it may decrease the likelihood for success.

Always ensure you have a positive attitude to your work and a sense of satisfaction. When people see that you are committed and satisfied with your role, they too become committed.

Never assume that you know the answer or jump to conclusions. Remember to always ask:

- What is the problem?
- Who created it or owns it?
- Who does it affect?
- Why did it happen?
- Where is the problem?
- How shall we fix it?

The best responses are also community-oriented. When community members come up with the solution, the community owns the issue rather than expecting a consistent police response that cannot be sustained.

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