

Training Resources on Police Reform and Gender

**Gender and Security Sector Reform
Training Resource Package**



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

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The Gender and Security Sector Reform Training Resource Package

The Gender and Security Sector Reform Training Resource Package is a companion to the *Gender and SSR Toolkit* (DCAF, OSCE/ODIHR and UN-INSTRAW, 2008). Copies of the *Gender and SSR Toolkit* can be downloaded or ordered at <http://www.dcaf.ch/gssrtoolkit>

The *Gender and SSR Training Resource Package* is a series of practical training materials to help trainers integrate gender in SSR training, and to deliver effective gender training to SSR audiences.

The first part of the Training Package is a "Guide to Integrating Gender in SSR Training", which provides useful information on how to take into account gender issues throughout the SSR training cycle.

The rest of the Training Resource Package is focused on particular SSR topics:

- Security Sector Reform and Gender
- **Police Reform and Gender**
- Defence Reform and Gender
- Parliamentary Oversight of the Security Sector and Gender
- Civil Society Oversight of the Security Sector and Gender
- National Security Policy-Making and Gender
- Justice Reform and Gender
- SSR Assessment, Monitoring and Evaluation and Gender
- Border Management and Gender
- Penal Reform and Gender

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DCAF

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Using the Gender and SSR Training Resource Package

A gender-responsive police reform process seeks to:

- » Prevent and respond to the different forms of crime and insecurity faced by men, women, girls and boys, including gender-based violence
- » Promote the equal participation of men and women in the police service—for more effective policing
- » Ensure equal access of men and women to police services
- » End any discrimination or human rights violations by police
- » Comply with international and regional laws, instruments and norms concerning security and gender, such as the Convention on the Elimination of All Forms of Discrimination Against Women, the Beijing Platform for Action, and UN Security Council Resolutions 1325 and 1820

Security sector reform (SSR) transforms security policies, institutions and programmes. The integration of gender issues in SSR—by taking into consideration the different security and justice needs of women, men, boys and girls and strengthening the participation of women and men in security decision-making—is increasingly being recognised as key to operational effectiveness, local ownership and oversight. As a result, countries undergoing SSR, as well as donor nations and international organisations supporting SSR processes, have committed to implementing SSR in a gender-responsive way.

In order to support gender-responsive SSR, DCAF, OSCE/ODIHR and UN-INSTRAW published, in 2008, the **Gender and Security Sector Reform Toolkit**.^{*} The Toolkit is a practical introduction to gender and SSR issues for policymakers and practitioners. It sets out why gender is important to SSR processes and gives concrete recommendations and examples. The Toolkit is composed of 12 Tools and 12 Practice Notes on different SSR topics, such as police reform, defence reform, parliamentary oversight and civil society oversight.

The publication of the *Gender and SSR Toolkit* prompted a strong demand for materials to support training on gender and SSR issues. This **Gender and SSR Training Resource Package** has thus been developed as a companion to the *Gender and SSR Toolkit*. The *Training Resource Package* is a series of practical training materials to help trainers integrate gender in SSR training, and deliver effective gender training to SSR audiences.

The Training Resource Package

The first part of the *Gender and SSR Training Resource Package* is the **Guide to Integrating Gender in SSR Training**. This Guide provides useful information on how to take into account gender issues throughout the SSR training cycle: in training needs assessment, learning objectives, design and development of training, implementation, monitoring, evaluation and follow up.

The rest of the *Gender and SSR Training Resource Package* is divided into sets of resources focused on particular SSR topics:

- **Security Sector Reform and Gender**
- **Police Reform and Gender**
- **Defence Reform and Gender**
- **Parliamentary Oversight of the Security Sector and Gender**
- **Civil Society Oversight of the Security Sector and Gender**
- **National Security Policy-Making and Gender**
- **Justice Reform and Gender**
- **Border Management and Gender**
- **SSR Assessment, Monitoring and Evaluation and Gender**

Copies of the *Gender and SSR Toolkit* can be downloaded or ordered, on CD ROM or in print, at: <http://www.dcaf.ch/gssrtoolkit>

^{*} DCAF is the Geneva Centre for the Democratic Control of Armed Forces

^{*} OSCE/ODIHR is the Organization for Security and Co-operation in Europe Office for Democratic Institutions and Human Rights

^{*} UN-INSTRAW is the United Nations International Research and Training Institution for the Advancement of Women

Using the Gender and SSR Training Resource Package

Each set of training resources contains the following:

Key messages: taken from the companion tool in the *Gender and SSR Toolkit*.

Training exercises: 10–19 exercises covering a range of possible subjects, methodologies, audiences and durations. Each exercise is organised under the following headings:

- *Type of exercise*
- *Audience*
- *Time required*
- *Intended group size*
- *Supplies*
- *Guidance to trainers*
- *Learning objectives*
- *Exercise instructions*
- *Handouts, worksheets and trainer's cheat sheets (if applicable)*
- *Possible variations (if applicable)*

Examples from the ground: short case studies that can be used as a resource for training.

Discussions: possible gender and SSR discussion topics, and tips on how to make discussions effective.

Training challenges to consider: additional challenges to those discussed in the Guide to Integrating Gender in SSR Training.

Additional training resources.

The trainees

These training resources take into account the many different types of audiences for SSR training. Your trainees might be from a country undergoing SSR or a donor country supporting SSR, or from different countries. They may be from the same institution or from many. They may be experienced in SSR or not.

Your SSR trainees might include, for example, representatives of:

- Ministries of Defence, Justice, Interior or Foreign Affairs
- Security sector institutions, e.g., police services, armed forces, border management services, justice and penal institutions
- Parliaments, including both parliamentarians and parliamentary staff
- Security sector oversight bodies, e.g., office of the ombudsperson and national security advisory bodies
- Civil society organisations (CSOs), including international, national and local organisations and research institutions that focus on security sector oversight and/or gender, including women's organisations
- Donors, international and regional organisations such as the United Nations, Organization for Security and Co-operation in Europe, European Union or African Union

Each set of training resources contains exercises suitable for different types of audience. Many of the training exercises can also be adapted to fit your specific group of trainees.

Using the training exercises

The greater part of the *Gender and SSR Training Resource Package* is made up of training exercises. These exercises are designed to help you to deliver training on gender and SSR issues in an engaging and interactive manner. You will find exercises in the form of action planning, role plays, stakeholder analysis, SWOT analysis, case studies, gaps

Using the Gender and SSR Training Resource Package

identification, mapping, and many other formats. Icebreakers, energisers and introductory exercises on gender are in the *Training Resources on SSR and Gender*.

The exercises focus on either one or a number of SSR issues. Some focus on particular gender issues (such as recruitment of women or addressing gender-based violence). Others are on general SSR issues in which skills to integrate gender are needed (such as consultation or project planning). The exercises can therefore be used either in a:

- Gender and SSR training session, e.g., Police Reform & Gender, Parliamentary Oversight of the Security Sector & Gender; or
- SSR training session not explicitly focused on gender.

A sample outline of a gender and SSR session and a sample schedule for a two day gender and SSR training are included in the *Guide to Integrating Gender in SSR Training*.

The exercise formats are not designed to be prescriptive but to spark your creativity as a trainer. We encourage you to adapt them to meet your training objectives, audience, subject matter emphasis, available time and your own needs. You can use the *Gender and SSR Toolkit* to provide background information on a wide range of gender and SSR-related topics.

The exercises are not designed to be used "in order" or as a "module." Instead, the *Training Resource Package* is designed to provide you with a diverse set of exercises that you can combine and adapt to suit the particular needs of your training.

When selecting an exercise, keep in mind:

- What are your learning objectives? Which exercise best meets these objectives?
- Who are your trainees? How many are there? Is this exercise appropriate for their level of experience?
- Does this exercise fit your timeframe?
- How could you modify the exercise to better fit your learning objectives, trainees and available time?

The exercises are organised in three categories: (1) application-in-context, (2) conceptual and (3) topic-specific.

- *Application-in-context exercises* are designed to allow trainees to apply the principles of SSR and gender to their own real world organisations, or to real or simulated cases that are used as learning aids. In general, these exercises are best suited to audiences with broad policy-level responsibilities and experience; however, depending on the subject matter and training needs and objectives, any audience could benefit from participation in these exercise formats. From a pedagogical viewpoint they are probably the most effective exercises (fastest learning), as the primary goal of each exercise is to allow trainees to explore and internalise key concepts by applying them to their own contexts.
- *Conceptual exercises* focus on wider concepts and theories, aiming for a broad understanding of the key message being pursued. These exercises are best suited to audiences with detailed programme-level responsibilities and experience (in order to broaden their perspective), or those with more senior-level policy responsibilities.
- *Topic-specific exercises* focus on a particular key point which requires training. These types of exercises would be best suited to an audience that has a specific training need or is composed largely of trainees who are new to the concepts of gender and SSR.

The point of this *Training Resource Package* is to help you to improve your gender and SSR training while being creative with the materials presented. Used together with the *Gender and SSR Toolkit*, we hope that it will encourage you to include gender as a key aspect of all your SSR training.

Key messages

As a trainer you must consider how best to provide essential content to your audience. Any training exercise will generally need to be preceded by a brief lecture conveying key points and ensuring that all in your audience share the required knowledge base. Refer to the sample session outlines in the *Guide to Integrating Gender in SSR Training*.

The following key messages are drawn from the *Police Reform and Gender Tool*. In planning your session, consider selecting a few key messages and re-phrasing and shortening them to PowerPoint slides or some other form of learning aid.

These key messages are designed to help you formulate training content. They do not substitute for reading the companion tool itself. Each trainee must be encouraged to read the *Police Reform and Gender Tool* and/or *Practice Note* before undergoing the training in question.

General

- Integrating gender issues into police reform assessments is a first step for gender-responsive police reform. One can also conduct assessments on specific gender issues—such as sexual harassment, response to reports of domestic violence or representation of women within operational units.

Effective provision of security to all

- Police services have a duty to address all of the security threats facing the communities they serve—including those security threats primarily faced by men and boys (such as gun violence) and those primarily faced by women and girls (such as domestic and sexual violence). In many countries, women and men report that the police fail adequately to investigate gender-based crimes.
- Mainstreaming gender issues into police training can improve the capacity of police to respond to the different security needs of men, women, girls and boys.
- High rates of gender-based violence (GBV)—including domestic violence, rape and human trafficking—threaten public security. Policing strategies to respond to GBV include:
 - Operating procedures and skills training for GBV cases ensure that investigations are carried out in a manner that respects the dignity of the victims.
 - Cases are recorded and fed into national crime statistics, and investigations result in actual prosecutions.
 - Units focusing on GBV, domestic violence or crimes against women, made up of specially trained police officers and linked to NGOs and other service providers.
 - Collaboration between police services, health, justice and education sectors, and civil society organisations through, for example, taskforces, referral systems or joint action plans.
- Collaboration between police and women's organisations (e.g., through community-based policing) can strengthen:
 - Crime prevention and investigation
 - Provision of services to victims
 - Community relations
 - Accountability of police services to communities.
- Civilian oversight mechanisms can increase public trust. In any oversight mechanism—ombudspersons, parliamentary committees, community police boards, etc.—women, women's organisations and gender experts should be included.

See: *Police Reform and Gender Tool*, page 3.

See: *Police Reform and Gender Tool*, page 5.

See: *Police Reform and Gender Tool*, pages 8–10.

See: *Police Reform and Gender Tool*, pages 10–11.

See: *Police Reform and Gender Tool*, pages 15–16.

Key messages

Representation of men and women in police services

- Creating a police service that is representative of the population it seeks to serve—including of women and men—increases:
 - Credibility, trust and legitimacy in the eyes of the public
 - Operational effectiveness, through access to a broad range of skills and experience
- Women often bring particular skills and strengths to police work, such as good communication skills, and abilities to defuse potentially violent situations and minimise the use of force.
- In most countries, men are over-represented in police services, and initiatives are needed to increase the recruitment, retention and advancement of women.
- Measures to increase female recruitment include:
 - Setting strategic targets for female recruitment
 - Re-evaluating recruitment policies and selection criteria
 - Public information campaigns
- Female recruits often have higher drop-out rates, facing barriers such as inadequate uniforms, equipment and barracks facilities; sexual harassment; and poor human resource policies. Measures to increase female retention include:
 - Mentoring programmes
 - Mandatory sexual harassment training
 - Gender assessment of equipment and logistics
 - Mechanisms in case of pregnancy and breastfeeding
 - Female staff associations
- Measures to promote the equitable advancement of female police from lower, entry-level and non-operational positions may be required. Measures to increase female advancement include:
 - Objective and non-discriminatory promotion criteria
 - Performance-based job assessments
 - Independent review boards

Non-discrimination and respect for human rights

- Reform of policing to more effectively guarantee women's rights is necessary to conform with international, regional and national human rights legislation and standards, including the Convention on the Elimination of Discrimination Against Women and United Nations Security Council Resolution 1325.
- Gender-responsive policies, operating procedures and incentive structures, and gender-focused capacity building can increase police professionalism and improve access to police services.
- Monitoring and accountability mechanisms should make sure that non-discrimination, sexual harassment and other gender-related policies are being implemented.

See: *Police Reform and Gender Tool*, pages 4–5.

See: *Police Reform and Gender Tool*, page 11–14.

See: *Police Reform and Gender Tool*, page 3.

See: *Police Reform and Gender Tool*, page 14–15.

See: *Police Reform and Gender Tool*, pages 16–18.

Key messages

In post-conflict contexts

- Post-conflict contexts are generally characterised by widespread insecurity. Police services may be close to total collapse or lack legitimacy. There is often an urgent need for systematic reform of the police. International attention and financial support should encourage the reform process to be sensitive to the needs of men and women.
- Extensive reform of the police services can provide the opportunity to set targets for female recruitment, vet recruits for GBV, and integrate gender issues into new policies and protocols, operational programming and training.
- In peacekeeping missions, female police officers are needed to perform the cordon and search of women, widen the net of intelligence gathering and assist victims of GBV. This last aspect is of particular significance given the high levels of sexual violence in many post-conflict settings (which at times involve male security forces as perpetrators) and the reporting challenges of sexual violence related crimes. Female participation in international civilian police forces sends a powerful signal to the wider population about gender equality and the role of women in public service.
- Specialised units to address violence against women and children can be helpful in addressing high levels of GBV, as has been the case in Afghanistan, Liberia, Rwanda, Sierra Leone, South Sudan and Timor Leste.

1

Icebreaker: Women and men in
police services

Type of exercise:	Topic-specific
Audience:	Audiences not yet very familiar with the subject matter
Time required:	About 10 minutes

Intended group size	Any group size (works best with fairly large groups)
Supplies	A pack of playing cards
Guidance to trainers	This exercise makes a strong visual impression.
Learning objectives	<p>After completing this exercise, trainees will be able to:</p> <ul style="list-style-type: none"> Argue that women are hugely under-represented in many police services around the world
Exercise instructions	<p>Distribute playing cards to trainees and inform them that, for the purposes of this exercise, those with red cards represent women and those with black cards represent men. Trainees with red cards should move to one side of the room, trainees with black cards to the other. Explain that the purpose of this exercise is to illustrate the percentages of men and women in police services around the world.</p> <p>Choose a country from the list below (from page 4 of the <i>Police Reform and Gender Tool</i>) or use data from other countries. Ask for a volunteer to estimate the percentages of men and women in the police services of that country. The volunteer will estimate the percentage and the trainer will ask a corresponding number of “red” or “black” trainees to sit down in order to roughly reflect the estimation. Ask all trainees to look around and discuss briefly whether they agree with the estimation. Ask the group whether, assuming the estimation is correct, this is an appropriate state of affairs.</p> <p>After the discussion, ask the appropriate number of “red” or “black” trainees to sit down in order to reflect the correct percentages of men and women in the chosen police service. Many more “black” than “red” trainees will now be standing (if they were not previously). Ask everyone to look around to consider this reality, then allow everyone to return to their seats.</p>

Percentage of female and male police officers in selected countries			
Country	Year	Female police officers	Male police officers
Post-Conflict			
South Africa	2006	29%	71%
Cyprus	2006	16%	84%
Sierra Leone	2006	15%	85%
Kosovo	2006	14%	86%
Transitional and Developing			
Jamaica	2001	18%	82%
Czech Republic	2001	12%	88%
Venezuela	2002	10%	90%
Romania	2005	8%	92%
India	2006	2%	98%
Developed			
Australia	2002	29%	71%
Canada	2006	18%	82%
Sweden	2001	18%	82%
United States	2006	12-14%	88-86%
Finland	2004	10%	90%

2

Debating the advantages of gender-responsive policing

Type of exercise:	Conceptual
Audience:	Any (including audiences not yet very familiar with the subject matter)
Time required:	About 40 minutes

Intended group size	Any group size
Supplies	Two chairs <i>Police Reform and Gender Tool</i> PowerPoint slides (optional)
Guidance to trainers	This is an introductory exercise that allows trainees to sum up their knowledge of the <i>Police Reform and Gender Tool</i> , to put forth their point of view and hear opposing views. It is great for testing training needs, as it will become apparent how much the audience has internalised the messages of the tool. In addition, because of its lively format, this exercise is good in raising energy levels.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Identify key arguments for implementing gender-responsiveness within the police force • Name the obstacles to implementation and consider ways of overcoming them
Exercise instructions	<p>Split the group into two teams, representing:</p> <ul style="list-style-type: none"> • Supervisees in a police agency who are convinced of the need for gender-responsive reform • Supervisors in the same police agency who are hesitant and unconvinced that anything has to change <p>Allow each team 10 minutes to prepare their arguments. Tell the teams to consider as many aspects as possible, i.e., operational, legal, and results-oriented aspects.</p> <p>Place two chairs opposite each other in the middle of the room. After the preparation time is over, invite each team to select one representative to start off the debate. These two people will sit on the chairs, while everyone else listens. When the first arguments have been made by each chair holder or when another person feels ready to speak up, the new person taps the person sitting on the chair lightly on the shoulder and takes over his or her place to continue the debate. Explain that the changeover of people has to happen fast and quietly, so that the flow of the debate isn't lost, and that nobody should hold the chair for too long.</p> <p>After 20 minutes, cut off the debate, if it hasn't been exhausted already. Ask the whole group whether they have conclusions to offer.</p> <p>Should the group be in a position where the supervisor with his or her resistance to change seems to have "won" the debate, you will yourself have to provide more convincing or additional arguments for why reform would be beneficial. You might wish to prepare a few PowerPoint slides that sum up these arguments beforehand. If your audience found it easy to convince the supervisor that reform is needed, conclude the exercise by asking whether anything new was learned by juxtaposing a pro- and anti-reform stance. In such a case, focus more on what can be done to overcome resistance.</p>
Possible variations	This exercise format can be used to debate any subject matter.

3

Best practices in gender-responsive police reform

Type of exercise:	Application-in-context
Audience:	Programme staff
Time required:	60–90 minutes

Intended group size	Any group size if broken down into smaller groups (4–6 trainees) by organisation or agency
Supplies	Flipchart and markers Trainees' handouts <i>Police Reform and Gender Tool</i> (Break-out rooms required)
Guidance to trainers	This exercise is an excellent discussion starter, as it challenges trainees to consider the key recommendations from the <i>Police Reform and Gender Tool</i> in the context of their own organisation. Before you start the exercise itself, ensure that trainees understand the key recommendations. If your trainee group is quite familiar with the content of the tool, quickly check their understanding of each key recommendation. Otherwise, explain each recommendation by giving an example for each or showing their significance in another way that is meaningful to your trainees. During the exercise, gaps in trainees' understanding of the recommendations may be discovered. Appropriate additional exercises can then be selected to close these knowledge gaps.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Demonstrate understanding of the <i>Police Reform and Gender Tool's</i> key recommendations in the fields of SSR planning, implementation, monitoring and evaluation. • Identify gaps in the integration of gender in their own policing context. • Recognise the benefits and challenges of each recommendation as applied to their own organisation.
Exercise instructions	<p>Provide all trainees with the attached handout, which includes the “Key recommendations” from page 21 of the <i>Police Reform and Gender Tool</i>. Divide trainees into small groups, according to their organisational affiliation (e.g., their police service, police academy, ministry, etc.). Trainees should then discuss each recommendation as applied in their own context. Each group will first determine whether the recommendation can be turned into an objective for its organisation (i.e., “does it fit?”). Secondly, the group will decide whether the objective would be achievable (i.e., “what are the odds of getting it implemented in our organisation?”).</p> <p>Ask each group to designate a facilitator to lead group discussions and a rapporteur to record the group findings on the attached handout. Allow 45 minutes for filling out the handout.</p> <p>Facilitate a full group discussion to explore the findings of each group and any implications.</p>
Possible variations	<p>To modify for group where trainees are from many different organisations, or your group is too small or too large for small group work to be appropriate, ask all trainees to work independently and produce individual findings on the attached handout. In this case, determine the range and spread of the full group's findings on each item by a show of hands or other tallying method. Facilitate a discussion on the three most difficult challenges, find out why they were chosen and focus on some ideas for how to overcome them.</p> <p>This “best practices” exercise format can be easily applied to any existing set of tips, recommendations or plans of action in order to prompt discussion or reinforce learning material through application-in-context. Potential “best practices” exercises include:</p>

Best practices in gender-responsive police reform

- *Reforms to make a police organisation more operationally effective* (using “Box 1: Operational effectiveness of the police” in the *Police Reform and Gender Tool*)
- *International laws and instruments relevant to the integration of gender with police reform* (using “Compliance with obligations under international laws and instruments” on page 3 of the *Police Reform and Gender Tool* and the “Annex on International and Regional Laws and Instruments”)
- *Good practices for addressing GBV* (using “Procedures and initiatives on gender-based violence” on pages 8–9 of the *Police Reform and Gender Tool*)

HANDOUT

Best practices in gender-responsive police reform

The following are “Key recommendations” from page 21 of the *Police Reform and Gender Tool*:

Planning

1. **Senior-level commitment and support:** any initiative needs to have senior level support if it is to have a long-lasting impact on changing the institutional culture of the police, including the identification of senior-level “gender champions.”
2. **Gender assessment:** police reform programmes need to understand gender and security issues at the ground level, including the capacity of the police and the community to implement changes.
3. **Action plans:** based on an assessment, a clear action plan and framework need to be developed and implemented to ensure the reform is in line with broader institutional and systemic goals.

Implementation

4. **Gender-responsive policies and procedures:** Review, revise and create new policies and procedures that take into account the needs of men, women, girls and boys, including sexual harassment policies and codes of conduct.
5. **Procedures and initiatives on gender-based violence:** Institute procedural, structural and programmatic initiatives, such as the creation of women’s police stations or telephone hotlines that improve the prevention and response to GBV.
6. **Training:** Implement training programmes at all levels to mainstream gender issues and provide specific training to increase GBV-related skills and to create non-discriminatory police organisations respectful of human rights.
7. **Recruitment, retention and promotion of women:** Review recruitment, retention and promotion of women and other underrepresented groups, and initiate the reforms and new initiatives needed to target them.
8. **Female police associations:** Support associations for under-represented groups, as a venue for advocacy, support, sharing of experiences and the learning of lessons on how to cope and excel in a police environment.
9. **Vetting processes:** Screen police recruits for GBV, including domestic violence.
10. **Multi-sectoral collaboration:** Work with the health, justice and education sector, as well as with civil society organisations—including women’s organisations; lesbian, gay, bisexual and transgender groups; and children’s rights advocates—to ensure that reforms are participatory and meet the needs of all communities.

Monitoring and evaluation

11. **Information campaigns:** Develop internal and external communication plans to ensure police and community members are aware of the gender-responsive police reform process and how to file complaints against the police.
12. **Accountability:** Establish internal and external mechanisms to monitor and hold accountable individuals or groups who are not in line with broader institutional reform. Special attention should be paid to accountability for human rights violations, including GBV.
13. **Civilian oversight:** Establish structures, such as liaison boards and ombudspersons’ offices to facilitate oversight. Community groups and NGOs may need support and training in order to effectively monitor police organisations.

HANDOUT**Best practices in gender-responsive police reform****Group members:****Organisation name:****Date:****Instructions**

Consider each police reform and gender action item in the context of your organisation.

If an item is a fitting objective for your organisation, mark the corresponding checkmark.

If an item is an achievable objective for your organisation, mark the corresponding checkmark.

On a scale of 1–5, assess your organisation's current level of implementation for each item. (1 = Objective is both fitting and achievable, but no decisive action has yet been taken; 5 = Objective has been completely and successfully implemented). Circle the corresponding number for each item.

In the space provided, identify potential benefits and challenges each item would produce if implemented.

If a recommendation is not fitting or not achievable in your organisation, talk about why and, if applicable, note any challenges to implementation.

HANDOUT

Best practices in gender-responsive police reform

PLANNING

1. Senior-level commitment and support for the integration of gender issues:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

2. Gender assessment:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

3. Action plans concerning improved gender-responsiveness:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

HANDOUT

Best practices in gender-responsive police reform

IMPLEMENTATION

4. Gender-responsive policies and procedures:

Fitting

Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

5. Procedures and initiatives on gender-based violence:

Fitting

Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

6. Training on gender-responsiveness:

Fitting

Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

HANDOUT

Best practices in gender-responsive police reform

7. Recruitment, retention and promotion of women:

Fitting

Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

8. Female police associations:

Fitting

Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

9. Vetting processes concerning female recruitment:

Fitting

Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

10. Multi-sectoral collaboration on gender-responsiveness:

Fitting

Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

HANDOUT

Best practices in gender-responsive police reform

MONITORING AND EVALUATION

11. Information campaigns on gender-responsiveness:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

12. More gender-equity in accountability:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

13. More gender-equity in civilian oversight:

- Fitting
- Achievable

Current level of implementation:

1 2 3 4 5

Benefits

Challenges

4 Supporting gender-responsive police reform

Type of exercise:	Application-in-context
Audience:	External agency programme or project staff
Time required:	90 minutes

Intended group size	A group of 20 trainees would be ideal. 30 trainees could be accommodated at maximum.
Supplies	Flipchart and markers Trainees' handouts <i>Police Reform and Gender Tool</i> (Break-out rooms required)
Guidance to trainers	This exercise is fairly comprehensive, pulling together concepts and principles, enumerating strategies and relating these to project proposals. Trainees are challenged to grapple with the first stages of designing an effective and actionable project to support gender-responsive reform in a post-conflict country. The format of trainee's outputs is intentionally quite open, as the objective of this exercise is to encourage broad discussion rather than focus on project detail. If your audience is largely external and you have only one training slot during a workshop, this exercise might serve you well.
Learning objectives	After completing this exercise, trainees will be able to: <ul style="list-style-type: none"> • Describe the main features of a project to support gender-responsive police reform • Outline the specific contribution external actors can make in post-conflict police reform • Appreciate the urgency of police reform after violent conflict • Realise the importance of addressing gender issues in police activity
Exercise instructions	<p>The trainer explains that this exercise is focused on identifying key aspects of an international development agency's project to support police reform in the (hypothetical) post-conflict country of Rembukan.</p> <p>Trainees work in four groups. The trainer distributes the handout containing the situation outline and questions to be addressed to all four groups. Each group should elect a group facilitator and a rapporteur. The group facilitator is responsible for organising the group discussion, keeping track of time and ensuring the participation of all group members. The rapporteur takes notes and presents results to the plenary.</p> <p>Group work lasts 50 minutes. It could be suggested that groups structure their time as follows:</p> <ul style="list-style-type: none"> • Group organisation (5 minutes) • Group discussion (40 minutes) • Rapporteur's confirmation of conclusions with the group (5 minutes) <p>In plenary, each rapporteur has five minutes to present the key aspects of the group's proposal to support gender-responsive police reform and answer questions (20 minutes for four groups).</p> <p>The trainer guides the discussion by pointing out similarities and differences between project proposals and inviting reactions. The trainer then summarises by highlighting key features from all proposals (20 minutes).</p>
Possible variations	<p>This exercise can be adapted to suit an audience of people working on reform issues at a national level (rather than of external agency staff). In this case, the question at the end would be the following:</p> <p>"You are representing [name of agency/ministry/organisation] invited to make proposals to</p>

Supporting gender-responsive police reform

the Police Reform Commission in Rembukan. On the basis of the above outline, you are requested to sketch out key aspects of a proposal by answering the following questions:

- What might be your agency's key concerns for activities in this field (name two or three)?
- What might be key features of an activity you foresee for your agency in this field should you be invited to take an active role?"

This exercise format could also be used with a real-life police reform scenario, if you have a case study appropriate for your audience.

HANDOUT

Supporting gender-responsive police reform

Context

Rembukan's Police Reform Commission has been tasked to undertake a wide-ranging police reform to improve efficiency and effectiveness. The Police Reform Commission has come to the conclusion that reform should include changing attitudes, policies and practices concerning gender within the police service. The Police Reform Commission believes that gender-responsive police reform is called for, in particular because sexual violence was widely used during Rembukan's recent violent conflict and has continued at high levels since the conflict ended.

Key problems with the Rembukan Police Service include:

- It is ineffective in combating serious crime, such as domestic violence, sexual assault and gun violence on the streets.
- Police resources are mainly located in the capital, and so there are very few police services provided outside the capital.
- Public confidence in the police service is low, in part because it is ineffective, and also because the reputation of the police service remains tainted by its involvement in human rights abuses during the war.
- There is no functioning system of police ranks and salaries.
- Corruption is rife, in part because salaries are exceedingly low.
- There is no equitable promotions structure and nepotism and corruption in promotion is common.
- Women are largely excluded from recruitment. The ratio of male to female officers is 9:1.
- There is no training or operational guidelines to address gender based violence.
- Oversight of the police service by parliament and the judiciary is weak.
- There are no links between the police service and citizens, and no mechanisms for community input into the operations and functioning of the police.

Future vision

The Police Reform Commission has identified five guiding principles for reform of the police service. The Rembukan Police Service is to be:

1. Effective
2. Efficient
3. Non-discriminatory
4. Gender-responsive
5. Accountable

Further, the Police Reform Commission has agreed upon five Strategic Objectives relating to gender:

1. Create capacity to effectively prevent, investigate and prosecute gender-based violence
2. Recruit and retain women police officers from different parts of the community
3. Embed a culture of non-discrimination and respect for human rights within the police service
4. Ensure linkages between the police service and local communities, including women's groups
5. Establish mechanisms that hold the police service accountable for being gender-responsive.

HANDOUT

Supporting gender-responsive police reform

Exercise instructions



You are representing an international development agency working in Rembukan. The Rembukan Government has asked your agency to support its efforts for gender-responsive reform of the police service.

On the basis of the above outline, you are asked to sketch out key aspects of an assistance proposal by answering the following questions:

- What might be your agency's key objectives for activities in this field (name two or three)?
- What might be key activities you foresee for your agency in this field? Identify two or three potential activities for each objective and discuss how you would undertake them.

5 Operational aspects of gender-responsive policing

Type of exercise:	Conceptual
Audience:	Policy staff and operational programme-level staff
Time required:	About 50 minutes

Intended group size 15–30 trainees

Supplies Flipchart and markers
Trainees' handouts
Police Reform and Gender Tool
(Break-out rooms required)

Guidance to trainers This exercise is suited to policy-oriented audiences for whom police reform and gender represents just one of many competing priorities. Concrete benefits of a gender-responsive police reform will become obvious. It is also useful as an introductory exercise for more detail-oriented audiences as part of a comprehensive workshop plan.

This is a discussion exercise that will encourage trainees to share their concerns about the parameters for planning gender-responsive police reform and brainstorm ways to overcome constraints. It challenges trainees to translate principles into concrete ideas for practice. Deeper understanding of operational aspects of gender-responsive policing could also lay the basis for other planning, design and implementation exercises. Thus, this exercise can be paired with, for example, Exercise 3 and Exercise 6.

Learning objectives After completing this exercise, trainees will be able to:

- Enumerate the practical benefits of more effective, representative, rights-respecting and accountable police reform.

Exercise instructions Trainees should form four groups. Each group should be assigned one operational attribute of gender-responsive policing: effective, representative, rights-respecting or accountable.

Each group will be given a (different) worksheet, which enumerates a set of questions to be answered. Allow 20 minutes for group work. The groups may use flip charts to write down their presentations or work directly on the worksheets.

During the remaining 30 minutes in plenary allow approximately four to five minutes for each group to present as regards their attribute, and two to three minutes for interactive discussion. Allow others to add to the discussion on each of the four points. Bring up any other issues (e.g., those discussed on pages 2–5 of the *Police Reform and Gender Tool*) and encourage trainees to share examples of gender-responsive policing from their own experience.

The timing of the exercise is therefore:

- 5 minutes—form groups, divide attributes, read through worksheet
- 15 minutes—discussion and writing results on a flip chart
- 30 minutes—presentations and interactive discussion

Total = 50 minutes

HANDOUT

Operational aspects of gender-responsive policing

This exercise explores four operational aspects of gender-responsive policing. You will work in four groups, each group considering one operational aspect. These groups are:

- Group 1: effective
- Group 2: representative
- Group 3: rights-respecting
- Group 4: accountable

1. Effective

In your group, define what it means to be effective and develop a rationale for effectiveness. How could a gender-responsive approach be particularly effective in view of other police reform goals? Use your own experience and cases in the tool to justify the rationale.

What are the typical constraints to effectiveness? Use your own experience to describe constraints.

Make suggestions as to how the constraints can be overcome or minimised.

What unanticipated consequences should be cautioned against?

Write down two or three lessons or best practices from your discussion.

HANDOUT

Operational aspects of gender-responsive policing

This exercise explores four operational aspects of gender-responsive policing. You will work in four groups, each group considering one operational aspect. These groups are:

- Group 1: effective
- Group 2: representative
- Group 3: rights-respecting
- Group 4: accountable

2. Representative

In your group, define what representative policing means and develop a rationale for the long term perspective. Identify three objective indicators for determining what is or is not “representative.”

What are the typical constraints to representative policing? Use your own experience to describe constraints.

Make suggestions as to how the constraints can be overcome or minimised.

What unanticipated consequences should be cautioned against?

Write down two or three lessons or best practices from your discussion.

HANDOUT

Operational aspects of gender-responsive policing

This exercise explores four operational aspects of gender-responsive policing. You will work in four groups, each group considering one operational aspect. These groups are:

- Group 1: effective
- Group 2: representative
- Group 3: rights-respecting
- Group 4: accountable

3. Rights-respecting

In your group, define what “rights-respecting” means in terms of gender-responsive policing and develop a rationale for respecting rights. How would a rights-respecting approach be paying off in view of other typical police reform goals? Use your own experience and cases in the tool to justify the rationale.

What are the typical constraints to developing a rights-respecting operational culture? Use your own experience to describe constraints.

Make suggestions as to how the constraints can be overcome or minimised.

What unanticipated consequences should be cautioned against?

Write down two or three lessons or best practices from your discussion.

HANDOUT

Operational aspects of gender-responsive policing

This exercise explores four operational aspects of gender-responsive policing. You will work in four groups, each group considering one operational aspect. These groups are:

- Group 1: effective
- Group 2: representative
- Group 3: rights-respecting
- Group 4: accountable

4. Accountable

In your group, define what “accountable” means in terms of gender-responsive police reform and develop a rationale for making accountability a desired trait of police reform. Identify three objective indicators for what constitutes sufficient “accountability.”

What are the typical constraints to establishing accountability? Use your own experience to describe constraints.

Make suggestions as to how the constraints can be overcome or minimised.

What unanticipated consequences should be cautioned against?

Write down two or three lessons or best practices from your discussion.

6

SWOT analysis: Establishing women's police stations

Type of exercise:	Application-in-context
Audience:	Policy and programme staff
Time required:	About 90 minutes

Intended group size	Any group size if broken down to smaller groups (four to six trainees) by organisation or agency
Supplies	Flipchart and markers Trainees' handouts <i>Police Reform and Gender Tool</i>
Guidance to trainers	<p>This exercise is an excellent way to test comprehension of a particular subject area—in this case, women's police stations, discussed on pages 9–10 of the <i>Police Reform and Gender Tool</i>—and to challenge trainees to explore factors that may affect policy options.</p> <p>SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis is most useful for policy-oriented audiences and can be a good activity to lead into the development of police reform and gender action plans for specific organisations and objectives. Based on the results of a SWOT analysis, trainees could then develop plans to utilise an organisation's Strengths to counter and develop Weaknesses, capitalise on Opportunities and address Threats, for example using the action plan format described in Exercise 7.</p>
Learning objectives	<p>After completing this exercise, trainees will be able to:</p> <ul style="list-style-type: none"> • Demonstrate understanding of women's police stations as a method of providing more effective security for women and girls • Produce a balanced assessment of forces helping and limiting the establishment of women's police stations in a local police service • Identify potential inter-organisation collaborations that may address internal organisational weaknesses regarding the establishment of women's police stations
Exercise instructions	<p>The policy option upon which this exercise is based is "Establishing women's police stations" in the police service of a real-world city. Select a city and local police service. Trainees should either be directly affiliated with the chosen police service, or affiliated with an organisation that might provide assistance to the selected police service in achieving the objective.</p> <p>Provide the attached handout to trainees. Explain, if necessary, what a SWOT analysis is. In small groups composed of trainees from the same organisation (or agency, country or other relevant affiliation) trainees will conduct SWOT analyses of their own organisations to determine whether establishing women's police stations is appropriate and viable in their context. Ask each group to designate a rapporteur to record the group's findings on the attached handout.</p> <p>Facilitate a full group discussion to explore the findings of each group and any implications. Compare and contrast each group's SWOT findings to explore potential overlaps and determine if different organisations can help address each other's limiting forces; if so, explore whether this affects the viability/appropriateness of women's police stations in the context. Key discussion trends to keep in mind include:</p> <p>Skewed internal forces: Be aware of the potential for trainees to minimise or overlook the Weaknesses (internal limiting forces) within their own organisations. It is important for trainees to recognise and acknowledge the very real obstacles to any reform process, and to be able to apply those obstacles in a real-world context. If appropriate in the training setting, encourage trainees to identify organisational Weaknesses in the specific context of "Establishing women's police stations." Alternatively, trainees may focus too much on</p>

SWOT analysis: Establishing women's police stations

Weaknesses while neglecting Strengths, suggesting a feeling of hopelessness for the prospects of successful reform. In this case, it is important to help trainees identify potential Strengths, especially those that may be contributed by other organisations.

Unrealistic assessments of helpful/limiting forces: In any context, the objective of “Establishing women’s police stations” does suggest a complex and numerous assortment of limiting forces. Implicit in this exercise is the mandate for trainees to consider whether the objective can be achieved well, not just whether it can be achieved at all. Trainees should take the list of challenges/risks supplied in the attached handout into consideration in their SWOT analyses. If, for instance, in their contexts it is unlikely that women’s police stations or family support units would be treated as an equal component to the police service and receive full linkages to the judiciary, this should be addressed in the SWOT chart and in discussion. If trainees systematically identify helpful forces that are unrealistic within the context under discussion, this may suggest a need for guided discussion on obstacles to gender reform (see “Integrating gender into police reform in specific contexts” on pages 16–20 of the *Police Reform and Gender Tool*).

Difficulty identifying external forces: The number of potential external forces relevant in a SWOT analysis is limitless. If trainees are unable to identify either Opportunities or Threats, this may indicate they are not sufficiently familiar with the local context or that they are not used to conceptualising the local context in this manner. In this case, it may be necessary to brainstorm with trainees to identify as many events as possible that produced change in the local context (many such change-producing events could be identified simply by examining a copy of the local newspaper); these events can then be analysed and applied to the exercise objective as either current or potential Opportunities and Threats. Alternatively, difficulty recognising relevant external forces may simply reflect confusion about the goals of and rationale behind gender-responsive policing. This could suggest that the trainees need further instruction in the core concepts of the *Police Reform and Gender Tool*, such as “Why is gender important to police reform?”, pages 3–7.

Possible variations

The SWOT analysis exercise format can be used to analyse any objective or policy option in any specific context in order to reinforce learning through application-in-context and to explore potential areas of collaboration between trainees’ organisations. Potential objectives to be analysed in-context discussed in the *Police Reform and Gender Tool* include:

- *Develop lateral entry schemes to encourage qualified individuals from under-represented groups to enter at higher positions as a means of increasing recruitment of female police officers within your department* (from “Box 8: Strategies to recruit and retain women”, page 12)
- *Use independent review boards and external interviewers as a measure to increase advancement of female officers within the police service* (from “Measures to increase advancement”, page 13)
- *Submit to civilian oversight in the form of local-level liaison boards* (from “Forms of civilian oversight”, page 15)
- *Establish domestic violence units* (from Box 6, page 9)
- *Develop strategic targets for female recruitment* (from “Measures to increase female recruitment”, page 13)

HANDOUT

SWOT analysis: Establishing women's police stations

Background information

Adapted from *Police Reform and Gender Tool*, pages 9-10.

Women are often reluctant to file complaints with the police for various reasons: cultural practices limiting interactions between men and women, social norms disallowing women to speak of violence within the home, and the overall inability of the police to process complaints. In addition, they often feel fear, shame, embarrassment and an unwillingness to become involved in the police and judicial systems.

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

The following is a list of some of the identified challenges/risks in establishing women's police stations:

- WPS that are separate from the central police structure, not linked to investigations units or not sufficiently linked to the judiciary/prosecutions can lead to further marginalisation of sexual violence and victim support services, including pressing charges to go to trial.
- WPS often function with only minimal specialised procedures, leading to varying means of addressing complaints or dealing with various issues, even within a given station or national police structure.
- WPS officer training has assumed that "being a good listener" and the ability to handle GBV cases comes naturally to women, resulting in inadequate training. Clear policies and procedures must be established first to provide the basis for adequate training for officers staffing such units.
- WPS are often not equipped with basic infrastructure to carry out their duty; often suffer from high turnover of staff due to lack of political support and consequently a low reputation within the service, insufficiently trained staff etc.—all of which seriously undermine the unit's effectiveness.

Exercise instructions

As part of its security sector reform efforts, the Ministry of Public Security is considering whether establishing women's police stations is an appropriate method of increasing the effectiveness of security provision to all segments of society. In order to better understand the viability and appropriateness of this policy option in context, all relevant stakeholders are being asked to complete a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis from their own perspectives within their own organisation/agency. The results of these analyses will be collated and analysed to inform the policymaking process.

Consider the policy option of "Establishing women's police stations" as you see it from your own position. If you are directly affiliated with the police service in your country, use your own organisation as the basis for SWOT analysis. If you are affiliated with any other organisation, you could do a SWOT analysis of your organisation in relation to the policy goal of assisting the police service in your country to establish women's police stations.

HANDOUT

SWOT analysis: Establishing women's police stations

Exercise instructions

On the attached chart, identify *helpful* forces (capacities/resources/leadership/ etc.) *internal* to the organisation as Strengths; identify *limiting* forces *internal* to the organisation as Weaknesses; identify *helpful* forces (local trends/stakeholder interest/public opinion/etc.) *external* to the organisation as Opportunities; identify *limiting* forces *external* to the organisation as Threats.

Discuss your findings to determine whether women's police stations are an appropriate policy option considering all of the internal and external helpful and limiting forces you have identified.

HANDOUT

SWOT analysis: Establishing women's police stations

	HELPFUL FORCES to establishing women's police stations	LIMITING FORCES to establishing women's police stations
INTERNAL (features of the organisation)	S trengths	W eaknesses
EXTERNAL (features of the environment)	O pportunities	T hreats

7 Action planning: Recruitment and retention of female officers

Type of exercise:	Application-in-context
Audience:	Any; this could also be a specialised audience of human resources staff
Time required:	About 90 minutes

Intended group size Any group size if broken down to smaller groups (four to six trainees) by organisation/agency

Supplies Flipchart and markers
Trainees' handouts
Police Reform and Gender Tool

Guidance to trainers The development of an action plan is a good open-ended exercise for any audience and can be used to illustrate/explore policy and implementation issues related to police reform and gender. Action plans produced by policy staff will be more broad-based, likely referencing types of actions and actors; whereas action plans produced by programme-level staff will be more specific, likely referencing detailed actions and actors by name.

This exercise can be paired with other relevant exercises (such as SWOT and/or “Best Practices”) so that trainees can develop more complex and realistic action plans by building upon the findings of prior application-in-context exercises. For instance, trainees could evaluate the *Police Reform and Gender Tool's* recommendations on increasing recruitment and retention of female officers using the “Best Practices” exercise format to determine appropriate strategies for their own organisations; then conduct SWOT analyses for their own organisations in a specific context to determine relevant helpful and limiting forces; and finally develop an action plan (using the strategies identified in “Best Practices”) that utilises the organisation’s and external context’s helpful forces (identified in SWOT analyses) to accomplish the objectives and address identified limiting forces.

If it is feasible in your training context to treat this as a “real life” activity, you might ask all participants to sign the action plan they worked on as a sign of commitment to implement it.

Learning objectives After completing this exercise, trainees will be able to:

- Demonstrate understanding of issues related to recruitment and retention of female police officers
- Develop context-appropriate strategies for advancing recruitment and retention of female officers (demonstrated in action plans)

Exercise instructions Explain that this exercise will be carried out in the following manner: in small groups composed of trainees from the same organisation/agency/country and using the goal of “Recruiting and retaining more female officers”, trainees will develop simple action plans addressing “what” will be done, “who” is responsible for it, and “when” it will happen. The action plans should be context-specific using real-world organisations and locations.

Before you split your audience into subgroups, invite all trainees to engage in a short brainstorming exercise listing good practices in recruiting and retaining female police officers. Use the trainer’s cheat sheet for ideas and/or refer to page 12 in the *Police Reform and Gender Tool*. Write the resulting ideas on a large flipchart paper for all to see. After 10 minutes, split into subgroups. Allow 40 minutes of group work and 40 minutes for a plenary debriefing.

Facilitate a full group discussion to explore the findings of each group and any implications. Key discussion trends to keep in mind include:

Action planning: Recruitment and retention of female officers

Unrealistic timelines: Reform takes a great deal of time and effort. If trainees produce action plans with timelines that greatly underestimate the amount of time it will take to accomplish the specified tasks, this could indicate a need for greater understanding of the local context or even of their own organisation's functioning. If you yourself are unsure how to assess timelines, get support from a resource person familiar with the context in question. In general, attempt to explore the level of detail evident in the action plans; if specified tasks appear overly broad, work with trainees to break them down into realistic components.

Failure to consider stakeholders: No plan is implemented in a vacuum. As such, well-developed action plans should demonstrate in-depth consideration of relevant stakeholders and other helpful and limiting factors. In particular, since the action plan must focus on a gender objective, watch out for an indication that stakeholders should include women and men in the community, and that women's civil society groups might be partners.

If trainees seem to be basing their plans on policy goals in isolation of contextual factors, it may be necessary to facilitate brainstorming on these issues or conduct a mini-SWOT analysis (see Exercise 6—SWOT analysis: Establishing women's police stations) to help trainees consider contextual issues in their plans.

Non-specific tasks: If trainees are unable to develop sufficiently detailed strategies and tasks to accomplish their goals, this may suggest lack of familiarity with the content of the *Police Reform and Gender Tool*. Consider reviewing the appropriate material with trainees.

Possible variations

Other topics described in the *Police Reform and Gender Tool* that lend themselves to action planning include:

- *Conducting gender assessments and audits* (see pages 10–11)
- *Reforming advancement policies* (see page 13)
- *Revising procedures and initiatives on gender-based violence* (see pages 8–9)
- *Comprehensive action plan for police reform* (see Box 4 on page 6)

TRAINER'S CHEAT SHEET

Adapted from *Police Reform and Gender Tool*, page 12.

Action planning: Recruitment and retention of female officers

Recruitment policies and practices need to be updated to ensure they attract a full range of qualified individuals, including people from under-represented groups, such as women and ethnic minorities. Police need to identify what barriers exist to attracting individuals from specific groups and how to refine recruitment processes.

Suggested strategies to recruit and retain women:

Recruitment campaign

- Recruitment policies and selection criteria regularly evaluated to eliminate bias.
- Develop targets accompanied with clear strategies for recruitment—Beijing Platform: 30 per cent female representation.
- Develop gender-sensitive materials—brochures and posters depicting women and men carrying out various tasks.
- Distribute information on job opportunities in places that women congregate, such as grocery stores, gyms, etc.
- Training programmes for certain groups to ensure they meet entry requirements (e.g., physical training for women).
- Survey current officers from the target population to learn how they were recruited, what they find most satisfying as a police officer, and use this information in recruitment campaigns.
- Incentive programmes for serving police officers who attract new qualified recruits from target communities.
- Lateral entry schemes to encourage qualified individuals from under-represented groups to enter at higher positions.
- Public information campaigns targeting under-represented groups, including career fairs.

Recruitment team

- Select individuals who understand and support new recruitment policies.
- Train officers on gender and diversity issues.
- Ensure team has male and female officers.
- Team members are friendly and easy to talk to.
- Ensure team is able to answer questions on family-friendly policies.
- Include appropriately skilled members from the community and female officers on interview panels.
- Establish set questions and rating system for interview panels reflective of new job description, and monitor team members to see if one member consistently rates certain groups lower.

TRAINER'S CHEAT SHEET

Action planning: Recruitment and retention of female officers

Training academies

- Male and female instructors.
- Specialised training for instructors on addressing gender issues and training male and female recruits.
- Joint training of male and female recruits but female only training where culturally appropriate.
- Ensure that training is compatible with family responsibilities.
- Specific facilities for women in training venues.
- Physical tests reflective of actual police duties.
- Ensure women are not isolated in live-in academies, which increase drop-out rates.
- Focus on building confidence of recruits on how to deal with physical confrontations rather than just physical strength.
- Increase confidence in training areas that certain groups are not traditionally familiar with (e.g., women's firearms training).
- Move away from culture of "tear them down; build them up" which is based on humiliation and shunning as it may lead to sexual harassment and fear of reporting these incidents.
- Establish training committees to review all training material and ensure it is gender-responsive.

HANDOUT

Action planning: Recruitment and retention of female officers

Exercise instructions

Develop an action plan for achieving the objective of “Increasing recruitment and retention of female officers”; make sure to include the following information for each item in your plan: “who” (is responsible), “what” (needs to be done), and “when” (it will happen). Use the attached chart or develop your own.

Consider issues such as the organisation’s current level of achievement on the objective or related goals, relative priorities and appropriateness of different strategies for achieving the objective, helpful and limiting forces broadly as well as specific internal and external forces, and relevant stakeholders.

You have 40 minutes to carry out this work and approximately 10 minutes to present your plan to the plenary, discuss implementation issues and answer questions.

HANDOUT

Action planning: Recruitment and retention of female officers

<p>GOAL</p>	<p>STRATEGIES (How?) (List a maximum of three strategies)</p>	<p>TIMELINE (When?)</p>	
		<p>RESPONSIBILITY (Who?)</p>	
		<p>TASKS (What?)</p>	

8

Problem/objective tree analyses: Retention of female police officers

Type of exercise:	Conceptual
Audience:	Any
Time required:	30–90 minutes (dependent on group size and desired extent of analysis)

Intended group size	Any group size (trainees can complete this exercise individually, in small groups or in a large group with facilitation and direction)
Supplies	Flipchart and markers Trainees' handouts
Guidance to trainers	<p>Problem/objective tree analysis is effective as a method of illustrating abstract concepts that underlie specific recommendations on police reform and gender. If your audience wants better clarification of the rationale behind a given recommendation or set of “best practices”, this is an excellent open-ended exercise.</p> <p>This particular exercise is useful in facilitating systematic exploration and analysis of recommended retention and human resource policies related to police reform and gender. Specifically, this exercise can help demonstrate why existing retention and human resource policies are not appropriate for a diverse and representative workforce, even if they were perceived as adequate for an entirely or mostly male police service.</p>
Learning objectives	<p>After completing this exercise, trainees will be able to:</p> <ul style="list-style-type: none"> • Demonstrate understanding of root causes of and practical solutions to low retention rates of female police officers by producing a detailed problem tree • Outline positive measures for retaining and advancing female officers
Exercise instructions	<p>Provide the attached handout to trainees. If necessary, provide explanation of the conceptual process reflected by problem/objective tree analyses.</p> <p>Problem trees are used to explore complex issues and identify their root causes. Once the central problem has been analysed and the various contributing factors and root causes have been identified, it is possible to determine which factors are actionable and which are not. Similarly, objective trees are used to devise solutions to complex problems.</p> <p>Consider any problem or objective. For any given problem, ask yourself “Why?”; for an objective, ask yourself “How?” Most problems or objectives have many interrelated causes or contributing factors. Those causes and contributing factors in turn have their own causes and contributing factors. Understanding these complex factors and relationships can help us develop better policies and programmes. For instance, in order to address the problem of high female drop-out rates in the police service, one obvious solution might be to contractually require female recruits to serve for a certain number of years in exchange for receiving training. While this may “solve” the problem (on the surface at least) this solution will likely be resented by female officers, because it is not also applied to male officers. A better approach is to ask “Why?” female officers drop out more than male officers one cause might be low female morale on your police service. Why else? What other factors might contribute? For each factor you can identify, again ask “Why?” For instance, why is female morale low? What specific reasons/factors contribute to the low morale and what can be done about them? Through this process, we can identify root causes to any problem and then target new policies or programmes to address those casual issues rather than simply addressing the problem head-on but without enough reflection.</p> <p>The trainer can use the attached problem/objective tree example to demonstrate the process. Be sure to emphasise that the attached example only represents the early stages of a complete analysis; a more comprehensive problem/objective tree would have many layers and branches identifying multiple causal factors for each problem/objective.</p>

Problem/objective tree analyses: Retention of female police officers

Trainees will conduct problem/objective tree analyses based on the central problem of low retention rates for female police officers. The background information in the handout provides many policy recommendations from which trainees could identify potential causal issues.

Facilitate a full group discussion to explore the findings of the problem/objective tree analyses and any implications. Key discussion trends to keep in mind include:

Difficulty linking contributing factors to policy recommendations: The background information provided in the handout contains many specific and actionable recommendations related to retention policies. If asked, trainees should be able to identify the specific problem or deficiency each recommendation addresses and work backwards to identify the larger issue to which each problem contributes, until they link the chain of contributing factors to the central problem of low female retention rates. This process alone should provide more branches than time would permit for analysis; if trainees demonstrate difficulty with the exercise, consider walking them through a few examples using listed policy recommendations.

Excessive focus on female-specific problems/objectives: Many policies that could increase retention of women are likely to also be applicable to men and are beneficial to the police service overall. For example, more flexible working schedules are likely to be appreciated by all police officers and thereby increase overall effectiveness while addressing specific issues that affect female retention rates. Ensure that trainees recognise this point in discussion, and keep watch for problem/objective trees that unnecessarily limit analysis to “female” issues.

Possible variations

The problem/objective tree analysis exercise format can be readily applied to explain any recommendation or explore a specific problem related to police reform and gender. For instance, for any problem listed or implied in the *Police Reform and Gender Tool*, there are numerous recommendations and objectives suggested as ways to address it. These problems and recommendations can be used as the basis for new problem/objective trees, so that the tree demonstrates the linkages between the problem and the implementable actions. Potential root problems and correlated recommendations/objectives include:

- *Problem: High rates of gender-based violence not currently being addressed; Recommendation/objective: Create hotlines to receive calls on gender-based violence (from “Procedures and initiatives on gender-based violence”, pages 8–9)*
- *Problem: Low recruitment rates for female police officers; Recommendation/objective: Revise job descriptions for police officers (from “Recruitment”, page 11)*
- *Problem: Existing institutional culture not appropriate according to concepts of police reform and gender; Recommendation/objective: Implement regular gender training for police at all levels (from “Gender training”, page 15)*

The problem/objective tree example given in this exercise is simple enough that both a problem tree and an objectives tree can be completed within a reasonable timeframe. A methodological adaptation would be to design the trees to focus not only upon root causes and contributing factors (the roots of your tree) and the definition of the core problem (the stem of your tree), but also on the *effects* (the crown of your tree).

See Overseas Development Institute, “Problem Tree Analysis,” ODI, http://www.odi.org.uk/RAPID/Tools/Toolkits/Communication/Problem_tree.html (accessed April 14, 2009) or The World Bank Group, “Positioning Issues: The Problem Tree,” MIT, <http://web.mit.edu/urbanupgrading/upgrading/issues-tools/tools/problem-tree.html> (accessed April 14, 2009) for ideas.

HANDOUT

Problem/objective tree analyses: Retention of female police

Background information

Adapted from *Police Reform and Gender Tool*, pages 11–13.

Targeted recruitment campaigns are only as effective as the ability of the police to retain new recruits. Due to the high cost of conducting recruitment campaigns and training officers, police executives need to improve retention rates, particularly of women and under-represented groups.

Suggested measures for increasing retention rates:

- Institute targets or quotas in training courses and position levels.
- Ensure equipment and logistics meet the needs of all officers, specifically sanitation facilities, living quarters, childcare facilities, specialised uniforms and other materials for female officers. Allocate relevant budgetary resources for this.
- Ensure policies related to pay, benefits, pensions or other remuneration methods are based on equity for male and female officers.
- Enforce policies and establish initiatives to prevent and respond to discrimination, sexual harassment and GBV—including mandatory sexual harassment and gender-awareness training; codes of conduct; and disciplinary measures and regimes. Strengthen internal and external accountability mechanisms to enable victims within the police to report and receive redress.
- Reward gender-sensitive policing and include it as a factor in career and ranking regimes.
- Institute mentoring programmes.
- Establish staff associations, such as an association of female staff, to support officers from underrepresented groups to advocate for their rights, suggest improvements to police executives, provide training to individual officers and contribute to a reduction in discrimination levels.
- Ensure target groups are not over-represented in entry-level, low-status or low-paid jobs.
- Provide accelerated programmes for target groups, accompanied by required training.
- Monitor retention rates to identify obstacles or areas where targets are not being reached.
- Use high-ranking officers from target groups as role models and to illustrate possibilities for career advancement.
- Promote changes in organisational culture that help create a gender-responsive climate.

Human resources policies and practices in the police have traditionally responded to the needs of men. Policies regarding hours worked, time off and other issues often focus on officers demonstrating their commitment through working long hours and taking shifts. It was also assumed that male officers had wives to take care of the household and children, or were single and independent. As women were introduced into the workforce, these assumptions were challenged and reforms had to be made to ensure that human resource policies are not discriminatory. Revisions will not only benefit women, but can improve the work-life balance for male personnel as well, which in turn can increase retention and efficiency.

HANDOUT

Problem/objective tree analyses: Retention of female police officers

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

- Flexible work hours for shift work and leave options
- Part-time and job-sharing opportunities for men and women
- Clearly defined pregnancy policies that are flexible, fair and safe—including light work or modification of current duties and appropriate pregnancy and maternity cover
- Adequate maternity and paternity leave
- Day care facilities
- Nursing facilities
- Access to psychological support
- Appropriate uniforms—including during pregnancy

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

Exercise instructions

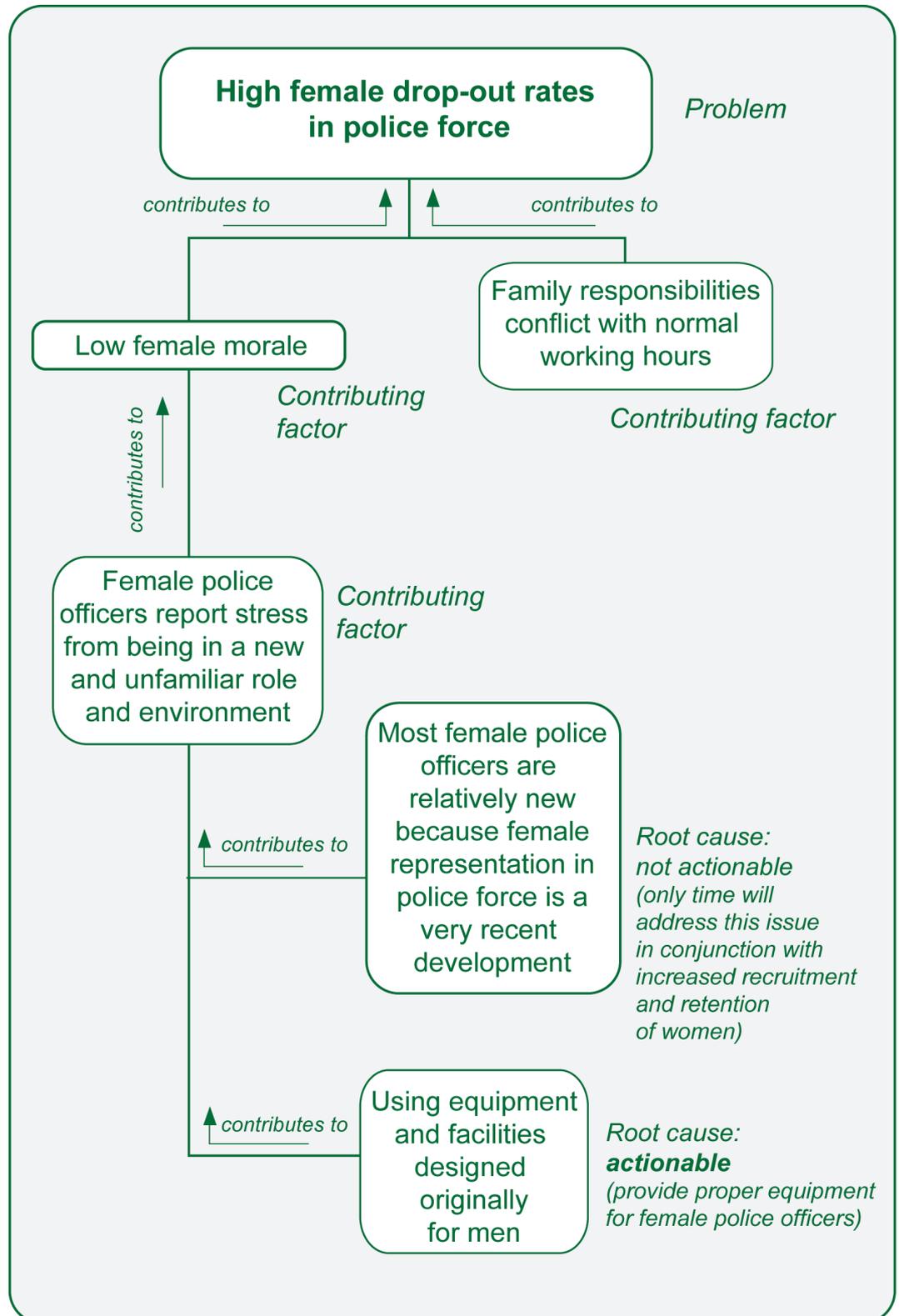
Using the formats of the attached problem/objective tree examples as guides, develop problem/objective trees to analyse and form objectives to address the problem of low retention rates for female police officers. Keep in mind that each item in the attached examples could (and should) be broken down further to identify multiple causal factors and explore the complex relationships therein.

Identify as many contributing factors as possible at all levels to develop a complex network of branches ending with actionable and non-actionable root causes/objectives. Actionable problems/objectives are specific and implementable in the near term; non-actionable items do not necessarily mean that the problems are insurmountable but simply that there is nothing that can be specifically done in your current contextual environment to address them. Be creative! Try to identify as many causal issues as you can.

HANDOUT

Problem/objective tree analyses: Retention of female police officers

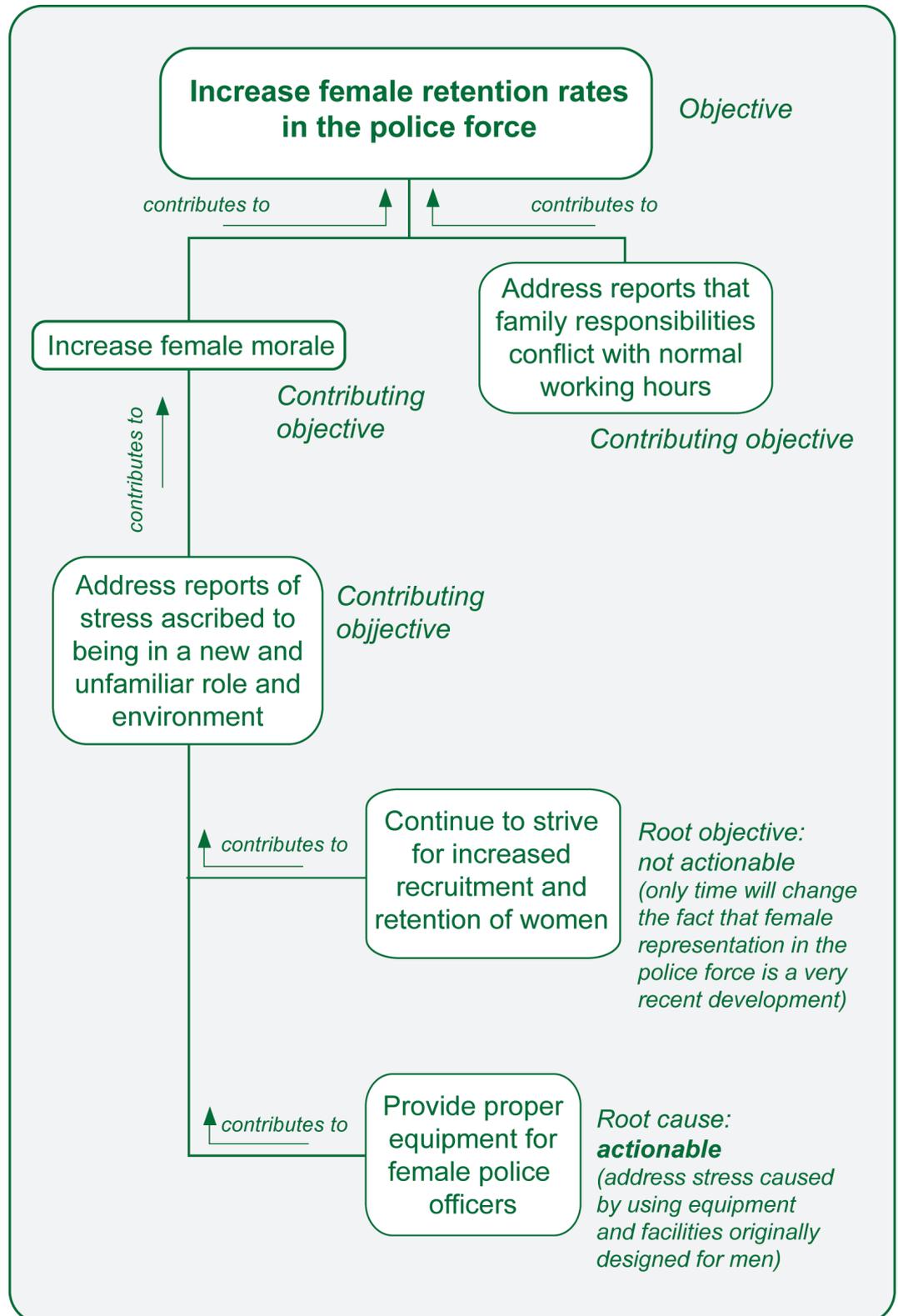
Problem tree (example)



HANDOUT

Objective tree (example)

Problem/objective tree analyses: Retention of female police officers



9 Addressing security needs after conflict

Type of exercise:	Topic-specific
Audience:	Operational programme staff and staff fairly new to the subject matter
Time required:	About 45 minutes

Intended group size 10–30 trainees

Supplies *Police Reform and Gender Tool*
Trainees' handouts
Large flipchart paper

Guidance to trainers This exercise is useful as an introductory exercise for audiences that consider gender as one aspect of many competing policy issues needing attention.

Learning objectives After completing this exercise, trainees will be able to:

- Identify different security threats that women, men, boys and girls face after conflict
- Enumerate different strategies to counter gender-based security threats from the perspective of a police agency

Exercise instructions Trainees will split up into pairs, and work together on the hypothetical exercise provided in the handout. Each pair will spend 20 minutes analysing and discussing the gender situation in Rembu (a made-up village) as presented by 10 “voices”, and on thinking about how the police could best (gender-responsively) address some of these security threats, using the five questions on the handout as a guide.

In a 25 minute plenary debriefing discuss question 1 first, inviting comments from each pair, then question 2, then question 3 and so on. Spend a substantial part of the time on question 5, possibly listing each suggestion on a large flipchart for all to see.

HANDOUT

Addressing security needs after conflict

Voices in the village of Rembu

The village is currently composed of about 85 per cent women and children, as many men are still in army barracks, detention camps or missing. Some men have made it back to the community but there is very little for them to do. Many of the ex-combatants hang out at the village café. Some Rembu women were serving in the Rembukan Patriotic Army (RPA), and have not yet been demobilised. The existing police service is not trusted. Levels of corruption are high.

Before the civil war, the division of labour between men and women was fairly strict, with men fishing, herding cattle, working on coffee or tea plantations, or working in factories and women running households, caring for children and working in subsistence farming.

Below are 10 statements from local men and women:

- a. “My friend Nadia has disappeared and I worry so much. She told me just a week ago that she was ready to travel to the capital to talk to her brother about working there to earn more money.”
- b. “I don’t know how my wife can be so changed—she now thinks she is my boss! I return from long months of fighting, I am tired and long for my home, and she thinks she can tell me to go look for work. She sometimes needs a good slap to find her place again.”
- c. “I am worried about my sons, who are 12, 14 and 16. They have nothing to do and the two older ones just meet their friends in the village and then get into trouble with the others. The other day a friend was shot and died. I want this to stop. I want the police to do something. I want my kids to be able to go to school and university. I want to have some peace finally. We have gone demonstrating and I like meeting other women but does it really help?”
- d. “Who can we trust now? Every time the police are called they don’t seem to do anything until we pay them something.”
- e. “I don’t feel I can go out of my house anymore. Every time I go to the market, I find that someone has come in to take something away. It’s these street boys, I am sure. And the police are nowhere to be seen.”
- f. “My daughters behave so strangely, especially the eldest, who is 19. I have brought her news from her fiancé who was in the same army unit as I was but she only stares blankly at me. She just lies on her bed most of the day. Has my wife not taken care of her? My wife says I should leave her in peace but our honour is at stake if she doesn’t marry the fellow.”
- g. “I have now met other mothers, and we don’t care whether we are Rembu or Burta or what, we are just mothers and we want the violence to stop so that our children can go to schools and have food and clean water and medicine. We will go to the police to make them do something useful.”
- h. “The world is not how it used to be anymore. How can a woman be an elder? She cannot. This is men’s business. Women take care of the children and the household and the fields. It is not right that this woman from the capital is coming to the village to be the police chief.”
- i. “My sons are playing with these disposed arms all the time. They like digging for bullets and have already a collection of them under their beds. My girls still play with the rag-dolls. I worry about the boys. Aren’t the police supposed to investigate why so many arms are still around or is that the job of the military?”

HANDOUT

Addressing security needs after conflict

Voices in the village of Rembu

- j. “I think we have to send our daughters away. We can’t feed them anymore. I heard of a man in the capital who can find them good work on the coast in our neighbouring country. Then they can finally help provide for the family.”

Exercise instructions

Working in pairs, analyse gender issues in Rembu on the basis of the ten statements above. Use these five questions to guide your discussion:

1. What are the different security needs and interests of women and men in this community?
2. How is access to resources, including power and decision-making, different for men and women?
3. Is there evidence of gender-based violence and violations of human rights?
4. Do state institutions have the capacity to deal appropriately with gender-based violence and violations of human rights?
5. If you were the new police chief in Rembu and you were convinced that a gender-responsive police force could make a difference to the security needs of the Rembu villagers, what are three possible strategies that might help counter these gender-based security threats?

You have 20 minutes to analyse and discuss. A debriefing and discussion will then follow in plenary.

10

Gender-responsive police reform in practice: the case of Kosovo

Type of exercise:	Application-in-context
Audience:	Any
Time required:	50 to 75 minutes

Intended group size Up to 30, broken down into three groups

Supplies *Police Reform and Gender Tool*
A ball
Trainees' handouts
Flip charts
PowerPoint slides (optional)

Guidance to trainers This exercise is in a case study format which allows trainees to discuss and apply what they know about gender and police reform. Therefore, it is a good exercise to use towards the end of a training period.

Be careful that your audience understands that the point of this exercise is not to analyse, discuss, criticise or praise what happened in Kosovo, but to use the Kosovo situation as an illustration of how one could move forward with implementing gender-responsive police reform in several contexts. If you get drawn into a discussion about the details of Kosovo, reiterate this point. Another risk is that you will be asked for much more detail about how it really worked in Kosovo than you can offer. If you have resource persons at hand who could answer such questions, this could be useful, but ensure that the exercise is not diverted only into a discussion of what happened in Kosovo.

Learning objectives After completing this exercise, trainees will be able to:

- Apply theoretical knowledge on gender and police reform to an actual post-conflict context.
- Identify specific actions in pursuit of the goal of integrating gender into police reform, name some obstacles and outline strategies to overcome these obstacles.
- Use the Kosovo “good practice” examples as arguments for integrating gender into police reform in other contexts.

Exercise instructions Briefly describe the Kosovo context before giving trainees Handout 1 to read. Explain that:

- The goal of this exercise is not to gain an in-depth understanding of the intricacies of police reform in Kosovo but to allow trainees to apply conceptual knowledge on gender and police reform to a real case study. You might ask if any of the trainees have expertise on Kosovo and, if so, give them an opportunity to add to the general overview.
- Against the backdrop of Kosovo, trainees will be asked to identify specific actions in pursuit of the goal of integrating gender into police reform, name some obstacles and outline strategies to overcome these obstacles.
- Trainees will be split up into three groups and look at gender-responsive police reform from the viewpoints of:
 - Recruitment and retention of women
 - Prevention and response to domestic violence
 - Prevention, response and penalisation of gender-based violence perpetrated by police personnel

Depending on your audience's level of understanding, it might be helpful to engage in a brief brainstorming exercise on these three issues. You could have titled flipcharts up on the wall, throw a ball from trainee to trainee, and each time a trainee catches the ball he or she has to name one issue for inclusion on the flipcharts. Take at most 10 minutes to do this. You can also highlight relevant parts of the *Police Reform and Gender Tool* (pages 8, 11, 12 and 14).

Gender-responsive police reform in practice: the case of Kosovo

Exercise instructions

Then, divide the trainees into three groups and provide each group with a copy of either Handout 2A, 2B or 2C. Ask each group to designate a facilitator to lead group discussions and a rapporteur to report back to the large group. Warn the rapporteurs that they will only be given five minutes to report back. Allow 20–30 minutes for small group discussion of the questions on the respective handouts. Explain that the groups do not have to know exactly how the issues were handled in Kosovo and that there won't be a right or wrong answer. Instead, trainees are asked to creatively develop their own ideas against the backdrop of Kosovo. Group findings can be recorded on the handouts or on flip-charts (prepared beforehand) or typed into a PowerPoint slide.

Ask the rapporteurs to report the small group findings. Allow questions and discussion from the other groups. Affirm key points that are made and bring up additional suggestions, which you might take from the attached *Trainer's information* (or other research). Introduce these points either after each group has presented or after all the groups have presented and ensure once more that trainees understand that your information is only intended to provide examples and does not contain the "right" answers. You might wish to prepare PowerPoint slides of some key points in advance.

Suggested allocation of time:

10–15 minutes introduction
20–30 minutes small group discussion
20–30 minute's plenary discussion

= 50–75 minutes total

HANDOUT 1

Background on Kosovo

Gender-responsive police reform in practice: the case of Kosovo

- The relationship between the previous Serbian police and the Albanian majority population was characterised by fear, mistrust and violence.
- In August 1999, when the Belgrade government surrendered to NATO, virtually all of the police fled.
- UN Security Council Resolution 1244 (1999) set up an international interim administration for Kosovo led by the UN Peacekeeping Mission (UNMIK). Tasks included the creation of a new police force (together with the Organization for Security and Co-operation in Europe, OSCE), a customs service, a new prisons service and reform of the judicial system.
- Insecurity, violence and inter-ethnic tensions led to the number one security priority being the establishment of a functioning police service.
- There were virtually no women in the previous police force. Police work was viewed as a “man’s job.”
- High rates of domestic violence, along with property disputes, constituted one of the most dangerous situations for police officers.
- There was an upsurge of trafficking in human beings after 1999—including of women from former Soviet bloc countries trafficked into sex work.
- Cultural attitudes in Kosovar society inhibited the reporting of domestic and sexual violence to the police and discouraged women from participating in the police services. Domestic violence was perceived as a private family affair and not a public concern that should be addressed by the state.
- Unemployment rates were high, educational standards poor and job opportunities were limited, especially for women.

HANDOUT 2A

Gender-responsive police reform in practice: the case of Kosovo

GROUP A

Exercise instructions

This exercise is focused on identifying key actions to increase the integration of gender into post-conflict police reform, naming a potential obstacle and outlining a strategy to overcome such an obstacle.

Your group works on recruitment and retention issues. Elect a group facilitator and a rapporteur. The group facilitator is responsible for organising the group discussion, keeping track of time and ensuring the participation of all group members. The rapporteur takes notes and presents results to the plenary.

Exercise



You are a team of UNMIK and OSCE staff responsible for the recruitment process of the new police force, the Kosovo Police Service (KPS). There is strong pressure from UN and OSCE officials that the police force should be both multi-ethnic and include women.

What **three actions** do you propose to increase the number of female recruits?

1.

2.

3.

What might be **one key obstacle/challenge** to implementing these actions?

1.

What might be **one strategy** for overcoming this obstacle/challenge?

1.

HANDOUT 2B

Gender-responsive police reform in practice: the case of Kosovo

GROUP B

Exercise instructions

This exercise is focused on identifying key actions to increase the integration of gender into post-conflict police reform, naming a potential obstacle and outlining a strategy to overcome such an obstacle.

Your group works on domestic violence prevention and response. Elect a group facilitator and a rapporteur. The group facilitator is responsible for organising the group discussion, keeping track of time and ensuring the participation of all group members. The rapporteur takes notes and presents results to the plenary.

Exercise



You are a team of UNMIK and OSCE staff responsible for the development of the new police force, the Kosovo Police Service (KPS). It has come to your attention that domestic violence prevention and response should be prioritised due to its high levels within society.

What **three actions** do you propose to improve KPS prevention and response to domestic violence?

1.

2.

3.

What might be **one key obstacle/challenge** to implementing these actions?

1.

What might be **one strategy** for overcoming this obstacle/challenge?

1.

HANDOUT 2C

Gender-responsive police reform in practice: the case of Kosovo

GROUP C

Exercise instructions

This exercise is focused on identifying key actions to increase the integration of gender into post-conflict police reform, naming a potential obstacle and outlining a strategy to overcome such an obstacle.

Your group works on prevention, response and penalisation of sexual harassment and assault perpetrated by police personnel. Elect a group facilitator and a rapporteur. The group facilitator is responsible for organising the group discussion, keeping track of time and ensuring the participation of all group members. The rapporteur takes notes and presents results to the plenary.

Exercise



You are a group of UNMIK and OSCE staff responsible for advising on police and human rights issues. It has come to your attention that specific initiatives are needed to ensure prevention, response and penalisation of sexual harassment and assault perpetrated by police personnel against civilians and colleagues.

What **three actions** do you propose to address gender-based violence, including sexual harassment and assault, by police officers?

1.

2.

3.

What might be **one key obstacle/challenge** to implementing these actions?

1.

What might be **one strategy** for overcoming this obstacle/challenge?

1.

TRAINER'S INFORMATION

Kosovo police reform

Gender-responsive police reform in practice: the case of Kosovo

In May 2008, the Kosovo Police Service (KPS) had a very high public approval rating of 89 per cent, according to a UNDP public opinion survey.¹

KPS implemented concrete policies aimed at increasing the number of female recruits:

- In June 2008, KPS averaged 15.6 per cent female officers, a very high percentage for the region.²
- Recruiters specifically targeted women across ethnic lines, by going to schools, hospitals and women's centres.
- Promotion and evaluation procedures were based on transparent and objective criteria, subject to approval by a review board.
- Progressive human resource policies were established—including maternity leave. Women in the KPS are given three months maternity leave with pay and then another three months if they desire, but at a reduced pay. They are guaranteed the same jobs on return. On application and a demonstration of special circumstances, male police officers can get paternity leave. Women have two hours off each day to nurse their infants and pregnant officers may wear civilian clothes in the latter stages of pregnancy, when their uniforms may no longer fit comfortably.³
- In general terms, female officers proved to be the best in their classes.
- The progressive integration of women in the KPS resulted in a higher reporting rate of GBV episodes, including trafficking.

KPS undertook activities to prevent and respond to domestic violence:

- UNMIK Regulation 2003/12 criminalised domestic violence, which represented a crucial development for the police and prosecutors.
- Establishment of a KPS Domestic Violence Unit in 2001, emphasising prevention, prosecution and victim protection.
- Joint awareness-raising with ministry of education and NGOs including media campaigns featuring domestic violence and the community's role in prevention and assisting in prosecutions.
- Training on domestic violence is mandatory within all KPS units. KPS Domestic Violence Officers receive one week of specialized training at the Kosovo Police School. This course covers how to protect victims and officers in often volatile situations, investigations, interview techniques, the special needs and situation of children, reporting, and detailed information about the referral network of governmental and non-governmental organisations providing shelter, food, medical care, counseling and education or employment opportunities.⁴
- The police service has been provided with the capability to issue protection orders.
- Referral networks and collaboration with courts have been established.
- In order to address gender-based violence, other measures have been adopted by the Kosovo Government. In June 2004, it adopted the National Action Plan on the Achievement of Gender Equality in Kosovo, as well as a new Gender Equality law.⁵

1 Faton Bislimi, Iris Duri, and Mytaher Haskuka, *Early Warning Report: Kosovo* (Pristina: UNDP and USAID, January–June 2008), 17.

2 UNMIK, *UNMIK Factsheet, Kosovo* (Pristina: UNMIK, June 2008), http://www.unmikonline.org/docs/2008/Fact_Sheet_July_2008.pdf (accessed April 14, 2009).

3 See William G. O'Neill, "Kosovo Field Notes" (unpublished paper prepared for UNIFEM/UNDP, November 21, 2006).

4 Idem.

5 UNFPA, *Gender-based Violence in Kosovo: A Case Study*, (New York: UNFPA, March 2004), 11.

TRAINER'S INFORMATION

Gender-responsive police reform in practice: the case of Kosovo

KPS undertook activities to address gender-based violence, including sexual harassment and assault, by police officers:

- Establishment of a Gender Unit within the KPS in 2004: led by a senior commander in the KPS, which emphasised that the police leadership supports gender mainstreaming.⁶
- The Gender Unit uses Security Council Resolution 1325 as a baseline to plan and gauge its actions with regard to mainstreaming gender.
- The Gender Unit has a network established in all stations.
- Training on gender issues has been institutionalised in all departments, including community policing, trafficking of human beings and domestic violence.
- The Gender Unit has worked to improve the gathering and analysis of gender-disaggregated statistics on crimes, in order to create checklists on which issues need further attention.
- Collaboration with civil society has occurred through the Kosovo Women's Network, a group of 85 NGOs focusing on women's issues.⁷
- The KPS has adopted Policies and Procedures on Sexual Harassment (January 2001, revised February 2003) concerning allegations of harassment, proper reporting procedures for instances of harassment, and guidelines on how to define instances, happenings and occurrences of sexual harassment.
- The Gender Unit has set up an International Police Gender Mainstreaming Action Plan, aimed at integrating gender components and perspectives in planning areas of the international police CIVPOL, and at providing equal opportunities to all its members.⁸
- In general terms, these activities have led to an increased rate of reporting and reduced taboos around gender-based violence.

Many international advisers and police officers feel that the significant percentage of female officers in the KPS and its high degree of "gender-sensitivity" have been mainly due to international pressure, and may revert once this is gone. In other words, the open question is still whether or not gender mainstreaming within KPS is a locally-owned process.

6 O'Neill, "Kosovo Field Notes".

7 Idem.

8 UNMIK, UNPOL, KPS Gender Unit. *International Police Gender Mainstreaming Action Plan 2005/2006* (Pristina: UNMIK, September 2005), http://www.unmikonline.org/civpol/gender/doc/Gender_Mainstreaming_civpol.pdf (accessed April 14, 2009).

11

Gender-responsive policing in practice: the case of Afghanistan

Type of exercise:	Application-in-context
Audience:	All audiences (but, since the trainees have to slip into the role of an international agency staff member, it would be good to have some amongst the trainees)
Time required:	About 80 minutes

Intended group size Up to 30, broken down into smaller groups

Supplies *Police Reform and Gender Tool*
Trainees' handouts

Guidance to trainers This exercise is more effective when preceded by a set of more introductory exercises. It is not necessary to know a lot about Afghanistan. In fact, if your audience knows very little, there will be less risk of a derailed discussion on the precise Afghani circumstances.

Learning objectives After completing this exercise, trainees will be able to:

- Identify and make suggestions to overcome real-world obstacles to female recruitment
- Recognise missing information in the situation report in order to sensibly propose a response and equip themselves with strategies to overcome these gaps

Exercise instructions Hand out the situation report on Afghanistan and request trainees to read the provided material in 10 minutes. You will then provide the following (sobering) information:

As of June 2007, 71,147 male and female police had been recruited and trained. Taking into consideration the measures that were taken to increase female recruitment, how many of the 71,147 do you think are women?

ANSWER: 118 women (total number of female police in Afghanistan = 232)

Trainees will then split into small groups of four to six people and carry out the task described on the handout, using the worksheets.

The Trainer's Cheat Sheet includes a number of strategies that you might contribute to the plenary discussion.

Suggested timing is as follows:

- Organisational deliberations (5 minutes)
- Group discussion (45 minutes)
- Plenary debriefing (30 minutes)

HANDOUT

Gender-responsive policing in practice: the case of Afghanistan

Situation report on police reform in Afghanistan

Context

The last national police service in Afghanistan existed in the 1960s and 1970s, with a twin-track system of career officers and conscripts. Many of today's officers who are considered "professional" received Soviet-style training under the People's Democratic Party of Afghanistan governments during the 1980s, which emphasised order over individual rights. One of the profound legacies of this era was the extent to which secret police and intelligence agencies took over everyday criminal investigations and civilian police procedure. Another legacy is communities fearful and distrustful of the state security organs, the bureaucracy of which had proved remarkably persistent during different regimes.

In 1989, a Police Academy was established in Kabul to train new recruits to the police service. It closed after three years, when the northern Mujahideen alliance took power in Kabul. In the absence of effective governance during the Mujahideen era in the early 1990s, lawlessness and fighting spread across most Afghanistan, subjecting civilians to widespread human rights violations. This lack of security and abuse by authorities facilitated the rise of the Taliban, under whom policing was included under the Ministry of Enforcement of Virtue and Suppression of Vice, which violently enforced adherence to a rigid interpretation of ultra-orthodox Islamic/Pashtun tribal norms. With the Taliban's overthrow in 2001, the international community stepped in to try to rebuild legitimate police and judicial systems almost from scratch.

The reform of the Afghanistan National Police was taken over by Germany in May 2002, with increasing United States involvement since 2003. Police officers were involved from the German Federal Border Police, the Federal Criminal Police Office and the German federal states. Apart from reconstructing and equipping some police buildings and advising on institutional change, Germany's reform program largely centred on the Kabul Police Academy, which was reopened in August 2002, offering three-year courses for officers and one-year courses for non-commissioned officers. However, by 2003 it became apparent that urgently needed rank-and-file policing was being neglected. This is when the United States became increasingly involved, committing \$24 million for the Central Training Centre to train police rapidly. Seven Regional Training Centres were established soon after, the first in November 2003, with training provided largely through DynCorp, a private contractor. United States support for policing amounted to \$2.1 billion between 2002 and 2006. In the same period, the German Police Project Office had some 40 officers in Kabul and northern Afghanistan and spent €70 million on police reform. Some 20 other countries have also been involved in policing projects in smaller ways, often with civilian police advisers and military police working out of their own national-led Provincial Reconstruction Teams.

In February 2007, the European Union Council created a European Security and Defence Policy mission focused on policing but with linkages to an enlarged European Commission justice program. Having officially taken over the "key partner" role in police reform from Germany on June 17, 2007, the European Police Mission to Afghanistan, with around 160 police officers, is meant to draw under one umbrella nearly all non-United States actors, including 16 EU member states and 7 others.

Women

With the overthrow of the Taliban regime in 2001, Afghanistan seems to have embarked upon a new beginning. At least on paper, the vital contribution of women to Afghan society is recognised. Women's rights are legitimised by Articles 22, 44 and 54 of the Afghan Constitution and the Bonn Agreement established the Ministry of Women's Affairs. Afghanistan is a party to international instruments on the equal rights of women, including CEDAW and the Beijing Declaration and Platform for Action.

HANDOUT

Gender-responsive policing in practice: the case of Afghanistan

However, discrimination against women in Afghanistan is pervasive, and Afghanistan's customs and traditions give women very little decision-making power and often enforce a strict segregation of the sexes. Once married, women are often regarded as the property of the husband and subject to male authority and protection. Women in Afghanistan have one of the highest mortality rates in the world (including maternal mortality). 86 per cent of women between 15 and 49 years are illiterate.

Violence against women remains pervasive, both privately (in the home) and publicly. In 2007, for example, the United Nations Assistance Mission in Afghanistan received over 2000 complaints of gender-based violence. Violence against women and girls ranges from physical violence and brutality to sexual and psychological violence: 82 per cent of cases of violence are perpetrated by family members. Abductions, violence and threats are also used to intimidate female political activists, thus effectively limiting women's participation in civil society and the public sphere. Women and girls are routinely abducted and sexually abused by soldiers from different militia factions, the police, and former warlords. Given the weaknesses of Afghanistan's legal system, women are reluctant to report violence, rape or sexual abuse. Sexual violence is a politically and culturally charged and contested area.

Since 1960, small numbers of women have served in the police service. However, the Taliban authorities effectively banned women from employment, with a few exceptions in the health sector. Since the establishment of the Afghan Interim Administration, women have returned to work, but their lack of education has had a severe impact on their employment opportunities. Currently, only 38.2 per cent of women in Afghanistan are economically active, and on average they receive three times less in wages than men. One third of them are occupied in the agricultural sector.

Integrating women into police organisations

In February 2003, the Police Academy initiated a recruitment drive targeting women from every province in Afghanistan, with assistance from the German policing project. \$475,000 was allocated to the recruitment drive. Measures included:

- In recognition of the prohibition of education for women during Taliban rule, women were given remedial education in an attempt to ensure that women recruits meet the same standards as men
- A women's only dormitory was built at the Police Academy
- Training for women entering the middle ranks of the police was instituted in the provinces to encourage recruitment of women who are deterred by having to leave home to train in Kabul
- Human rights training was provided to the police, including modules on gender sensitivity
- A conference entitled "Islamic Police Women Contributing to a Secure Future" was held in October 2007 to provide role models for Afghan policewomen

However, some of these actions met obstacles. For example:

- Considerable difficulties for women in joining the police because of pressures to conform to religious, social and behavioural codes which restrict women's employment and participation in public life
- Practical difficulties in attending training far away from home, such as at the Police Academy in Kabul. Often women would not be allowed to travel or live alone
- Technical difficulties. For example, the uniform reveals some of the policewomen's hair, making it difficult for them to go on the street without offending religious sensibilities
- Lack of information and statistics for a clear understanding of the role of women within policing

HANDOUT

Gender-responsive policing in practice: the
case of AfghanistanSources for situation
report:

- Amnesty International, “Afghanistan: Police Reconstruction Essential for the Protection of Human Rights” (March 2003), <http://www.amnesty.org/en/library/asset/ASA11/003/2003/en/dom-ASA110032003en.pdf> (accessed April 14, 2009).
- International Crisis Group, “Reforming Afghanistan’s Police,” *ICG Asia Report*, no.138 (August 30, 2007), <http://www.crisisgroup.org/home/index.cfm?id=5052> (accessed April 14, 2009).
- Julie Lafreniere, *Uncounted and Discounted. A Secondary Data Research Project on Violence Against Women in Afghanistan* (New York: UNIFEM, May 2006).
- Tonita Murray, Report on the status of women in the Afghan National Police (Kabul: Ministry of Interior Affairs, Afghanistan and CANADEM, 2007), <http://www.iipwc.af/images/pdf/Survey%20Report%20in%20PDF.pdf> (accessed April 14, 2009).
- UNAMA, “Afghan Update,” no.13 (September 2007), http://www.unama-afg.org/news/_publications/Afghan%20Update/2007/Afghan-update-september-2007.pdf (accessed April 20, 2009).
- UNDP, *Afghanistan Human Development Report. Bridging Modernity and Transition: Rule of Law and the Search for Justice* (Kabul: UNDP and the Centre for Policy and Human Development. Kabul University, 2007), <http://hdr.undp.org/en/reports/nationalreports/asiathepacific/afghanistan/nhdr2007.pdf> (accessed April 14, 2009).
- UNODC, *Afghanistan: Female Prisoners and their Social Reintegration—UNODC Project: AFG/S47, Developing Post-Release Opportunities for Women and Girl Prisoners* (Vienna: UNODC, March 2007), http://www.unodc.org/pdf/criminal_justice/Afghan_women_prison_web.pdf (accessed April 14, 2009).

See also:

- UNAMA: Gender Unit. http://www.unama-afg.org/about/_gender/Gender.htm.
- UNIFEM, Fact Sheet 2007. http://www.unama-afg.org/docs/_UN-Docs/_fact-sheets/07mayUNIFEM-fact-sheet.pdf.
- International Muslim Police Women Conference web-site: <http://www.iipwc.af/index.php>.

HANDOUT

Gender-responsive policing in practice: the case of Afghanistan

Exercise instructions

You are a staff member of an international agency charged with making a proposal for recruiting female staff into the police service as a strategy to implement gender-responsive police reform. You must take into account the obstacles to female recruitment mentioned in the situation report.

Using the worksheets:

- Formulate a list of strategies that help overcome the obstacles.
- Identify what information is missing at this stage for the effective implementation of your project and propose concrete steps for how to obtain this information.

Each group will elect a group facilitator and a rapporteur. The group facilitator is responsible for organising the group discussion, keeping track of time and ensuring the participation of all group members. The rapporteur takes notes and presents results to the plenary.

WORKSHEET
1

Gender-responsive policing in practice: the case of Afghanistan

Obstacles	Strategies to overcome obstacles
•	•
•	•
•	•
•	•
•	•
•	•
•	•
•	•

WORKSHEET
2

Gender-responsive policing in practice: the case of Afghanistan

What information might be missing?	Steps to obtain information
•	•
•	•
•	•
•	•
•	•
•	•
•	•
•	•

**TRAINER'S
CHEAT
SHEET**

Gender-responsive policing in practice: the case of Afghanistan

It would be useful to discuss the following possible strategies in response to the task at hand:

- Increasing political will among donor countries engaged in police reform and within the Ministry of Interior.
- Cooperation and joint decision-making to optimize the international support for police reform, so as to eliminate fragmentation and promote synergy. Although this is very difficult to achieve, given the political nature of any SSR process and the difficulties surrounding donor assistance to police reform efforts in Afghanistan.
- Developing a strategic plan with clear objectives on which all the Afghan and international stakeholders can agree.
- Creation of a gender unit reporting to the highest level of the organisation.
- The development of a reliable statistical database for planning and evaluation purposes, including statistics on gender-based crime, and the identification and elimination of systemic barriers that militate against gender equality.
- Dedicating financial resources.
- Selection and intensive training and development of police officers with high-performance potential in order to raise the leadership and management competencies of both male and female senior police officers.
- Bridging the cultural divide between international gender advisors and police, including mechanisms for understanding each other and working together.
- Creating a Police Liaison Board, which includes academics, civil society representatives, human rights activists, and lawyers, and with a meaningful number of women. Moreover, provincial police liaison boards, with civil society representatives, similar to that at the central level, could be formed to facilitate dialogue with local police and up the chain of command on unresolved issues and to report on local trends to the Kabul board.

Discussions

Suggested discussion procedures

Certain training events might involve facilitated discussion, either as a part of and/or instead of exercises. Here are a few examples of ways to get your audience to engage well in a discussion.

- Each trainee brainstorms individually on sticky notes, which are later posted to a large flipchart and discussed.
- Split the audience into “buzz groups” of two to three people. Most often used for introductory exercises, a buzz group is a small discussion group formed for a specific task, such as generating ideas or reaching a common viewpoint on a topic within a specific period of time. Hence, you would use the buzz group to discuss the chosen topic during a pre-defined timeframe and then have them report back to the plenary.
- Write four different answers to a question on four large sheets of paper and post one in each corner of the room. Each trainee is asked to go to the answer s/he most agrees with, and each group is asked to present their point of view most persuasively.
- Write four quotations that sum up particular aspects of the question you are discussing on large flipchart paper, then post one in each corner of the room. Assign trainees numbers from one to four. Ask trainees to move to the flipchart paper on which their number is written. Have trainees discuss their group’s quotation and write down responses on the flipchart. Stop discussion after a few minutes. Ask trainees to move to the next piece of flipchart paper, so that each group will be facing a new quotation. Repeat the process until all groups have discussed and responded to all quotations—then have the groups move back to their original quotation. Ask each group to read the responses of the other groups and to compare those responses with their initial answers.
- List four to six statements relating to a theme you are discussing on a large sheet of paper or whiteboard. Pass out note cards to the trainees, on which they write ideas or reflections on each statement. Collect these cards and sort them according to the statement they relate to. Assign groups to each stack of cards. Request that trainees (a) make a presentation to the plenary, (b) organise the cards into challenges and opportunities, or (c) find another way of creatively reporting back on what the group read on the cards.

Discussions

Topics for discussion

The following are suggestions loosely organised around key themes elaborated in the *Police Reform and Gender Tool*.

1. Why should police reform entail gender-responsiveness?
2. Discuss three examples of gender discrimination in your society, and suggest policies and guidelines for police to follow which demonstrate sensitivity to the concerns and needs of victims of gender discrimination.
3. What positive effects for the prevention of sexual and gender-based violence (SGBV) arise out of the police providing greater support and assistance to victims of SGBV?
4. Why might women and men report crimes to the police differently? Why might some groups not report at all?
5. What are the essential qualities of a police officer specialised in the investigation of gender-based crime?
6. What are the potential benefits of representing different population groups, including men and women, in the police service?
7. Describe briefly the guidance you would give a newly appointed police officer on how to carry out an investigation on sexual, gender-based and domestic violence.
8. Describe briefly the challenges to the achievement of gender-responsive policing by using female recruitment as your only response strategy. What other strategies are needed?
9. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) requires states parties to ensure that women have the same employment opportunities as men, including the application of the same criteria for selection in matters of employment. What challenges does this create for recruitment in a police agency? How can these challenges be overcome?
10. How can respect between male and female police officers and between them and the communities they serve be fostered?
11. In what ways could a code of conduct setting out rules of behaviour on discrimination and harassment assist police?
12. In what ways do police assist people in achieving their right to human security?
13. Discuss the advantages and disadvantages in having specially trained police units whose only function is to deal with gender-based violence.
14. What organisations, other than the police service, are involved in providing assistance to victims of sexual and gender-based violence in your country? Discuss the relationship between these organisations and the police service. What channels of communication exist between these organisations and the police and how can they be improved?
15. Discuss the various ways in which police could assist with research programmes on security threats against men, women, boys and girls. Which aspects of this topic would you like to see researched? How could research into those aspects be initiated and how could your agency assist in the initiation of, and contribute to, such work?

SIERRA LEONE

Family Support Units

Sexual and gender-based violence (SGBV) was used as a method of warfare by various parties during Sierra Leone's 11-year civil conflict. Post-conflict, it has turned into a major social and security challenge. Family Support Units (FSUs) were created in 2001 in order to address what was seen as a "plague" of SGBV.

FSUs are part of the Criminal Investigation Department of the Sierra Leone Police and are tasked to deal primarily with physical and sexual assault, and cruelty to children.¹ Special training was provided to police officers on how to handle domestic and sexual violence. The FSUs work together with the Ministry of Social Welfare, Gender and Children's Affairs to monitor and report SGBV and child abuse, and work with a number of international organisations on service delivery.² The services offered by the FSUs include:

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

The FSU have established a referral service for victims of SGBV, whereby they are referred to "Rainbow Centres" in Freetown, Kenema and Koidu. There, victims are treated for free and their medical certificate is sent to the competent FSU for use in the police investigation and any subsequent court action. In addition, the Rainbow Centres offer psycho-social and legal counselling.

The FSU engages in extensive public awareness-raising, especially on the topics of sexual violence, domestic violence, HIV/AIDS, trafficking and female genital mutilation. FSU officers attend monthly meetings of the Local Policing Partnership Boards, which aim to give local communities a voice in how they want to be policed. Since community leaders chair the Boards, FSU officers use these opportunities to convince influential leaders of the importance of spreading the message among their communities that domestic and sexual violence are crimes that must be reported to the police.

By 2005, there were 19 FSUs in the Police Local Command Units. 178 FSU officers were deployed throughout the country, of whom 71 were women. 105 staff (including police and social workers) had been trained in awareness-raising, human rights, media and communication skills, record-keeping, sexual investigation and in how to conduct joint police/social worker investigations of sexual offences. While the FSUs have been praised, there continues to be evidence that women find officers reluctant to intervene in domestic assault unless they are considered serious, i.e., involve maiming, wounding, or disabling.³

In the broader context of reform of the Sierra Leonean Police, positive results in integrating gender include:

- Adoption of a formal quota system to increase the number of female officers to 30 per cent of the service. As of 2006, 1,411 women served as part of an 8,881 strong force (16 per cent).⁴
- Creation a database of all reported crimes, including SGBV (although getting accurate figures on rape and sexual violence remains difficult).
- Training of over 9,000 police officers on the main topics of general policing, and modules on human rights, gender and community policing (through the UK Department for International Development's Commonwealth Community Safety and Security Project).

1 William G. O'Neill. "Field-notes: Sierra Leone". Prepared for UNIFEM, UNDP, DPKO. October 24, 2006.

2 UNFPA. *Gender-based Violence in Sierra Leone: A Case Study* (Geneva: UNFPA, 2005), http://www.unfpa.org/women/docs/gbv_sierraleone.pdf (accessed April 27, 2009).

3 Ibid., 9, 18; O'Neill. "Field-notes."

4 O'Neill. "Field-notes," 2.

SIERRA LEONE

Family Support Units

- ▶ Family support units and women's police stations are further discussed on pages 9–10 of the *Police Reform and Gender Tool*.
- ▶ Other procedures and initiatives to address gender-based violence are discussed on pages 8–9 of the *Police Reform and Gender Tool*.
- ▶ The integration of gender into police reform in post-conflict countries is discussed on pages 16–18 of the *Police Reform and Gender Tool*.

LIBERIA

The Liberian National Police's female recruitment programme

The rebuilding of the Liberian National Police (LNP) commenced in 2005, after the end of Liberia's fourteen-year-long, devastating war. During the war, the LNP had committed serious human rights violations and thus acquired a poor reputation among the population. The United Nations Mission in Liberia (UNMIL) designed a "vetting/de-activation programme" to purge the LNP of its most brutal elements, which led to the enrolment of a new crop of police recruits. In addition, UNMIL developed a Gender Policy as part of the reform and restructuring of the LNP, the first such policy in UN peace operations.¹

UNMIL set a 20 per cent quota for women's inclusion in the police and armed forces, and the LNP established a Female Recruitment Programme. The lack of educational qualifications among potential female recruits posed a challenge. The Programme selected 150 women to attend classes to receive their high school diplomas. These women, in return, promised to join and serve in the LNP for a minimum number of years.² Affirmative action of this kind expanded the pool of female police recruits without having to lower essential qualifications.

Caravans of LNP officers, including female officers, and representatives from the Ministry of Gender and Development periodically visit markets, churches and schools to recruit women into the LNP. Using music, short speeches and the distribution of posters and t-shirts, they describe the roles that women can play as police officers. These recruitment campaigns attempt to dispel the myth that women lack the physical strength to do police work, focusing on police duties requiring different abilities, such as performing community service and providing help and assistance to citizens. The LNP also holds regular "Community Forums" with community leaders in each district, during which they describe the career opportunities for women police officers and distribute material on the application process.

A boost to recruitment of women in the Liberian police has come from India. In January 2007, the UN's first all-female peacekeeping contingent, made up of 103 Indian policewomen, was deployed in Liberia. During the month following their deployment, the LNP received three times the usual number of female applicants.³

Despite these positive developments, important challenges still remain to be addressed. For example:

- The 29-week long LNP training package includes only four hours of training related to gender issues. Thus, instructors can raise certain gender issues but do not have the time to explore the issues in depth
- Because the LNP is severely under-resourced, the police academy's facilities are extremely rudimentary. Participants live in tents and women are not usually provided with separate dormitories. Such conditions can be a disincentive for women to join the police service
- Officers do not have vehicles, phones, computers, elementary rape kits and other forensic tools needed to investigate sexual abuse cases

Successes from Liberia include:

- In April 2005, the Women and Child Protection Section was created within the LNP, tasked with, inter alia, training selected police officers to address crimes against women and children. Within three years there was a Women and Child Protection Section of

1 William G. O'Neill, "Field-notes: Liberia" (prepared for UNIFEM, UNDP, DPKO, January 4, 2007), 4.

2 Office of the Gender Advisor, Gender Mainstreaming fact sheet, http://unmil.org/documents/Gender_Background_and_mainstreaming.pdf (accessed October 1, 2009); O'Neill, "Field-notes: Liberia"; See also: UNMIL Press Release, "Launching of Special Education Programme for Potential Female Recruits of Liberia National Police," January 22, 2007, <http://unmil.org/article.asp?id=1951>.

3 Guéhenno, J.M., "Statement to the UN Security Council, Debate on Women, Peace and Security," UN Document S/PV.5766, October 23, 2007, 5.

LIBERIA

The Liberian National Police's female recruitment programme

the LNP located in every county capital in Liberia (fifteen in total)⁴

- On 17 January 2009, at the graduation ceremony of the Liberia National Police Academy, 150 recruits were women, almost 40 more than in 2005. The LNP's female representation has grown exponentially and as of January 2009 stood at 449 officers, or 12.6% of the LNP's strength⁵
- As of January 2009, more than 2,887 of the 3,800 LNP officers had been trained in the protection of women and children, criminal investigations, traffic investigations, media relations and firearms. This represents great strides in creating a service able to meet the policing needs of all communities⁶

► The importance of integrating gender into police reform is discussed in section 3 of the *Police Reform and Gender Tool*.

► Gender-sensitive recruitment policies and practices are discussed in section 4.7 of the *Police Reform and Gender Tool*.

► The challenges of integrating gender into police reform in post-conflict countries are discussed in section 5.1 of the *Police Reform and Gender Tool*.

4 Benjamin de Carvalho and Niels Nagelhus Schia, "The Protection of Women and Children in Liberia," Policy Brief, Norwegian Institute of International Affairs, No.1, 2009, http://www.nupi.no/publikasjoner/policy_briefs/policy_briefs (accessed October 1, 2009).

5 African Press Organization, Liberia National Police graduate record number of women in revamped force, January 20, 2009, <http://appablog.wordpress.com/2009/01/20/liberia-national-police-graduate-record-number-of-women-in-revamped-force/> (accessed October 1, 2009).

6 Ibid.

NICARAGUA

Gender initiatives in the National Police

Women are often reluctant to file complaints of abuse with the police for different reasons, including cultural practices that limit interactions between men and women, social norms that inhibit women to speak about violence in the home and failure of the police to process complaints. To address these challenges, women's police stations have been established in a number of countries. These stations are often staffed primarily with specially trained female officers in order to create an environment where women feel comfortable reporting violations and reassured that their reports will be properly handled.¹

In a number of Latin American countries (Argentina, Brazil, Colombia, Costa Rica, Ecuador, Nicaragua, Peru and Uruguay), women's police stations have become a popular and successful instrument for fighting violence against women.² Although the types of women's police stations vary and serve different segments of the population, depending on each country's criminal and other legislation, they have characteristics in common: they deal with domestic, family, and sexual violence against women, boys and girls. Women's police stations aim to:

- Protect women against threats to their security, including implementing protection orders
- Provide access to justice
- Provide access to services that users, most often the poor, may not otherwise have access to
- Contribute to a gendered focus on security in general
- Collect data on the crimes they address.³

The development of women's police stations in Nicaragua

Nicaragua's first *Comisariás de la Mujer y de la Niñez* (Women's and Children's Police Station, or CMN) was established in 1993 in response to pressure from policewomen and the women's movement. The then head of the National Police of Nicaragua Secretariat, Aminta Granera, noted that rape had increased disproportionately to other kinds of crimes over the previous few years. After participating in gatherings of the Nicaraguan women's movement and visiting women's police stations in Argentina and Brazil, Ms. Granera developed strong convictions and a proposal that later became the basis for the CMNs. In 1996, CMNs become nationally institutionalised through inclusion in the new Police Code, although it was not until 1999 that a national office for CMNs was established, staffed and funded.⁴

The development and establishment of CMNs resulted from collaborative efforts among the National Police of Nicaragua, the Nicaraguan Women's Institute, and the NGO Women's Network against Violence, with the support of a number of international and regional donors. The Nicaraguan Women's Institute, representing the government's public policy institutions for women, performed functions that were necessary for institutionalising the CMNs, such as their monitoring at the national level and the creation of protocols that defined technical quality of service standards.

By 2008 there were a total of 32 CMNs in Nicaragua: one in each departmental/regional

1 Tara Denham, "Police Reform and Gender," in *Gender and SSR Toolkit* (Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008), 9, <http://www.dcaf.ch/gssrtoolkit>.

2 Nadine Jubb and Wania Pasinato Izumino, "Women and Policing in Latin America: A Revised Background Paper" (paper prepared for the 2003 meeting of the Latin American Studies Association, Dallas, Texas, March 27-29, 2003), 1.

3 Tara Denham, "Police Reform and Gender," in *Gender and SSR Toolkit* (Geneva: DCAF, OSCE/ODIHR, UN-INSTRAW, 2008), 9, <http://www.dcaf.ch/gssrtoolkit>.

4 Nadine Jubb, "Gender, Funding, and the Social Order: Contradictions among the State, the Women's Movement, and Donors regarding the Nicaragua Women's and Children's Police Stations" (paper prepared for the 2006 Congress of the Canadian Political Science Association, Toronto, June 1-3, 2006), <http://www.cpsa-acsp.ca/papers-2006/Jubb.pdf> (accessed: December 2, 2009); Nadine Jubb, "Enforcing Gendered Meanings and Social Order: The Participation of The National Police in the Nicaraguan Women's and Children's Police Stations" (document presented at the XXIII Congress of the Latin American Study Association (LASA), Washington, DC, 6-8 September, 2001).

NICARAGUA

Gender initiatives in the National Police

capital, one in each district of Managua and two in other cities.⁵ The CMNs have a mandate to address sexual and domestic violence against adult women, children and adolescents. Cooperation with women's NGOs and other non-governmental and state actors (e.g. children's and human rights organisations, public health clinics and the prosecuting attorney) allows the CMNs to combine policing, medical, psychological, legal and other services, including emergency shelter. CMNs provide specialised services at two levels. On the one hand, they provide professional services to victims of violence, such as helping them gain access to legal processes and/or get psycho-social care. On the other hand, they engage in a variety of prevention activities such as training, visiting schools, organising door-to-door campaigns and maintaining a database that tracks the cases of domestic and sexual violence. CMNs are staffed by female police officers with specialised training, female forensic doctors and social workers who provide follow-up and referral services.⁶

Awareness-raising on intra-family violence

In September 2006, Police Commissioner Granera announced a "Break the Silence" campaign which aimed to raise public awareness of intra-family violence and help victims of domestic abuse identify themselves as crime victims and denounce perpetrators. With the assistance of the police, civil society and educational institutions, the campaign undertook approximately 1,400 awareness-raising media information and educational activities which encouraged women to speak out against situations of abuse. A total of 5,914 persons were trained to provide victim support, including 2,080 students, teachers and police who were trained by the CMNs to identify and handle domestic violence situations through 60 workshops. The CMNs also facilitated 129 discussions on related topics involving more than 4,500 persons. There was a significant increase in the number of recorded gender-based and domestic violence complaints.⁷ Nonetheless, despite greater public willingness to report crimes to the authorities, impunity for the perpetrators of violence against women remains a problem in Nicaragua, as is the case in so many countries.

Gender mainstreaming and women in the Nicaraguan Police Force

The development of CMNs resulted and benefited from the internal gender-responsive reforms that had been initiated in the National Police of Nicaragua in the 1990s. A gender mainstreaming strategy was adopted as part of a broader commitment within the service to address human rights and social justice. Gender mainstreaming has been a gradual process aimed at including gender equity in the institution's policies, plans and strategies. A key factor accounting for the success of the National Police of Nicaragua in its undertaking of gender mainstreaming has been the involvement of the highest ranks of police forces in leading the changes, as well as the successful guidance and commitment of female leaders.⁸

Since its founding in 1979, women have constituted a relatively large proportion of the National Police of Nicaragua, reaching a high of 35% during the 1980s. In 2005, half of the senior ranks in the National Police Headquarters were held by women, 57 per cent of the Commissioners, 60 per cent of the Assistant Commissioners and 17 per cent of the Captains were women.⁹

5 Nadine Jubb, et al., "Regional Mapping Study of Women's Police Stations in Latin America," International Development Research Centre (IDRC), Quito, Ecuador, 2008, <http://www.peacewomen.org/resources/SSR/MAPEO%20Regional-English.pdf> (accessed: December 1, 2009).

6 Nadine Jubb, "Enforcing Gendered Meanings and Social Order: The Participation of The National Police in the Nicaraguan Women's and Children's Police Stations"; Nadine Jubb, "Gender, Funding, and the Social Order: Contradictions among the State, the Women's Movement, and Donors regarding the Nicaragua Women's and Children's Police Stations."

7 US Department of State, *Country Reports on Human Rights Practices: Nicaragua*, released on February 25, 2009, <http://www.state.gov/g/drl/rls/hrrpt/2008/wha/119167.htm> (accessed: December 2, 2009).

8 Carola Mittrany, "Women in Charge: Interview with Elizabeth Rodriguez Obando," *Comunidad Segura*, released on February 4, 2008, <http://www.comunidadsegura.org/?q=en/node/38108> (accessed: December 15, 2009).

9 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), "Consideration of reports submitted by States parties under article 18 of the Convention on the Elimination of All Forms of Discrimination against Women; Sixth periodic report of States parties: Nicaragua," CEDAW/C/NIC/6, 5 July 2005, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N05/409/10/PDF/N0540910.pdf?OpenElement> (accessed: December 3, 2009).

NICARAGUA

Gender initiatives in the National Police

- ▶ The importance of integrating gender into police reform is discussed in section 3 of the *Police Reform and Gender Tool*.
- ▶ Women's police stations/specialised units are discussed in section 4.4 of the *Police Reform and Gender Tool*.

TIMOR-
LESTEGender dimensions of
establishing the PNTL

The *Policia Nacional de Timor-Leste* (PNTL) was established by the United Nations on 10 August 2001. The United Nations Transitional Administration in East Timor (UNTAET) was initially given the mandate to “develop a credible, professional and impartial police service”. UNTAET focused largely on personnel recruitment and training.¹ Following the UNTAET phase, the UN extended the scope of the reform to include capacity building in human resources management, finances, community relations and field training.

After the 2006 crisis involving the police service and armed forces, the United Nations Integrated Mission in Timor-Leste (UNMIT) was given the responsibility for internal security and “reforming, restructuring and rebuilding the PNTL”.² Not until May 2009, with the improved security situation, did UNMIT and the Government of Timor-Leste agree to hand the responsibility for internal security back to the PNTL one district at a time.

Measures to incorporate gender issues in the development of the PNTL

From the outset, gender concerns were on the agenda in developing the PNTL. One of the first requirements established, for example, was that at least 20 percent of PNTL recruits were to be women.³ Addressing gender-based violence was identified early on as an urgent need. UN police statistics in December 2001 counted gender-based violence as the most commonly recorded crime in Timor-Leste:

*... in December 2001 alone, a record 40 percent of all reported crimes were offences against women. They included crimes such as domestic abuse, rape, attempted rape and sexual assault, making violence against women being the number one reported crime in that month. CivPol further says that while 382 cases of domestic violence were reported last year, it was just the tip of the iceberg as the figure is believed to represent only 15 percent of total cases.*⁴

During the initial period of the development of the PNTL, UNTAET elaborated standard operating procedures for domestic and gender-based violence cases. Building the capacity of police officers to interview victims of sexual abuse received priority attention.

The PNTL training program lasts for three months (in the Police Academy) and is followed by a three to six month long Field Training Program.⁵ UN agencies (including UNIFEM, UNDP and the Gender Affairs Unit of the UN mission) and external trainers conduct training on human rights, gender, children’s rights and gender based violence.

UNTAET set up a Vulnerable Persons Unit (VPU) in March 2001, which eventually became a network of VPUs, one in each of the 13 districts. The VPUs are part of the PNTL Criminal Investigations Unit and mandated to deal with issues of rape, attempted rape, domestic abuse (emotional, verbal and physical), child abuse, child neglect, missing persons, paternity and sexual harassment. The VPUs represent an effort to bring such crimes into the realm of the formal justice system rather than the traditional justice system. VPUs are staffed by both PNTL and UN police. VPU officers receive 17 days of additional training to fulfil their special role.⁶ Sustained efforts have been made to include female police officers in all VPUs to interview female victims, as well as female UN police officers to support the VPUs. The VPUs have also received support from the respective Gender Affairs Units

1 W. G. O’Neill, *Police Reform and Human Rights* (New York: HURIST, July 20, 2004), 20.

2 Y. Funaki, *The UN and Security Sector Reform in Timor-Leste: A Widening Credibility Gap* (New York: Centre on International Cooperation, 2009), 7-8.

3 UNFPA, “Gender-based Violence in Timor-Leste. A Case Study” (paper prepared for UNFPA Consultative Meeting, UNFPA: Bucharest, Romania, 17-20 October, 2005), 45, http://www.unfpa.org/women/docs/gbv_timorleste.pdf.

4 UNTAET, *Gender Equality Programme*, 3, cited in: Henri Myrtilinen, “Poster Boys No More: Gender and Security Sector Reform in Timor-Leste,” Geneva Center for the Democratic Control of Armed Forces (DCAF) Policy Paper No.31: Geneva, 2009, 19.

5 Judicial System Monitoring Programme, “Police Treatment of Women in Timor-Leste,” January 2005, 7-8.

6 *Ibid.*, 7-8.

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of the UN missions and other UN agencies, and have co-operated with East Timorese women's organisations and the Association of Men Against Violence.⁷

Challenges

Barriers to women's full participation in the PNTL continue to exist. As of November 2009, the force had 608 female officers, which amounted to eighteen percent. Whilst this is a comparatively high proportion of women, the institution remains heavily male-dominated, especially in the leadership positions. A recent UN assessment mission identified the lack of career prospects for female officers as a major impediment to increasing the recruitment and retention of female police officers. Female officers have complained about the short maternity leave period of three months (as compared to six months in the armed forces), which makes it difficult for female officers to combine child-raising with their police career. Furthermore, cases of discrimination and sexual harassment in the force have not been adequately addressed. According to UNMIT, sexual harassment is a serious concern and a deterrent for women assigned to the field in the districts, especially if they are assigned as the only woman among male counterparts.⁸

Whilst the VPUs' work is useful, it has been hampered by inadequate staffing levels and lack of technical and financial resources. In addition, female officers tend to be over-represented within the VPUs (although only three are headed by women), perpetuating the notion that working with gender issues is 'women's work' and therefore inherently seen as 'low status' work by male officers. An independent evaluation of the VPUs highlighted the need to deploy additional officers to UNMIT with the necessary training and experience to deal with gender based crimes.⁹

The PNTL continues to lack a proper system for recording crimes of gender-based violence. In its statistics, many crimes which should be classified as gender-based violence are classified in other categories, such as assault and battery and murder. There is no central database for gender-based violence, only a few, if any, sex disaggregated statistics and a range of different methodologies used to track cases of gender-based violence.¹⁰

Despite these shortcomings, the PNTL is attempting to develop its capacity to address gender-based violence with support from UNMIT, including through ongoing training. In 2008, PNTL and UNMIT collaborated to deliver a specialised "Train the Trainer" course on gender-based violence investigations.¹¹ In March 2009, a joint initiative of UNIFEM, the East Timorese government and the PNTL led to the organisation of a consultation between the national police and the different stakeholders from the community. The consultation brought together the heads of villages, civil society members and victims of gender-based violence in an effort to inform and improve law enforcement services.¹² Despite the many problems that persist, these are encouraging examples of measures taken to address gender issues in the provision of police services.

► The importance of integrating gender into police reform is discussed in section 3 of the *Police Reform and Gender Tool*.

► Measures to incorporate gender into police reform are discussed in section 4 of the *Police Reform and Gender Tool*.

► The challenges of integrating gender into police reform in post-conflict countries are discussed in section 5.1 of the *Police Reform and Gender Tool*.

7 H. Myrntinen, "Poster Boys No More: Gender and Security Sector Reform in Timor-Leste," 26.

8 Ibid., 32.

9 Ibid., 26-27, 32.

10 Ibid., 20.

11 UNMIT, *Gender Quarterly Report*, 5-8 cited in: Myrntinen, "Poster Boys No More: Gender and Security Sector Reform in Timor-Leste," 32.

12 UNMIT Press Releases, "Female police officers work to end gender-based violence," 20 March 2009, <http://unmit.unmissions.org/Default.aspx?tabid=214&ctl=Details&mid=627&Itemid=3230> (accessed: November 25, 2009).

KOSOVO

Measures to counter human trafficking

Human trafficking and prostitution exploded in Kosovo after the 1999 war. Women primarily from the former Soviet bloc countries of Moldova, Romania, Ukraine, Bulgaria and Russia were tricked and/or forced into becoming sex slaves in brothels run by various organised crime families.¹ The presence of international peacekeeping forces, as well as other international personnel, contributed to the demand for trafficked women. Some international personnel were directly implicated in trafficking rings.²

The Kosovo Police Service (KPS), which was formed with the support of the UN and the OSCE, has been characterised by a high degree of gender-sensitivity. The KPS targeted women and ethnic minority applicants for recruitment. As of January 2010 women comprised 14.77 percent of the KPS. In 2009, 75 sergeants, 27 lieutenants, five captains, four majors, two lieutenant colonels, two colonels and one departmental general director were women.³

NATO and UN police were initially responsible for anti-trafficking, but the KPS gradually took over this responsibility. KPS officers, who received specialised training from UN counterparts, started to participate in intelligence gathering, investigations, raids and counter-trafficking operations. An Anti-Trafficking Unit was established in the KPS in 2004. The Unit focuses on prevention, protection and prosecution, and has officers in all six regional headquarters and at headquarters. The Anti-Trafficking Unit, in collaboration with the Domestic Violence Unit, has created proactive mechanisms to combat trafficking and has ensured that anti-trafficking is a priority item on police and political agendas.⁴

Specialised training in interviewing, investigations, victim and witness protection, and preparation for prosecution is given to members of the Anti-Trafficking Unit at the Kosovo Centre for Public Safety Education and Development. These courses use scenarios and role-plays to teach officers how to recognize trafficking, to adapt their responses to the evolving environment and to support the victim. The International Organisation for Migration (IOM) has provided “training of trainers” courses for the KPS and the Border Police, and has helped to draft standard operating procedures to help police identify the victims of trafficking.⁵ Furthermore, the KPS Gender Unit has organised training for all KPS departments on gender issues, including human trafficking.

The procedure for dealing with victims of trafficking is as follows: after a suspected case is brought to its attention, the KPS immediately informs the prosecutor, and as soon as is feasible interviews the suspected victim and witnesses. The Victim’s Assistance Unit in the Ministry of Justice and the Centre for Social Welfare in the Ministry of Labour are also informed of the case. These two entities, together with IOM’s Counter-Trafficking Unit and various local NGOs, form the “Direct Assistance to Victims of Trafficking Working Group”. Once victims are identified, the KPS transports them to a designated shelter where they are fed, housed and given free medical care and counselling if needed. The Anti-Trafficking Unit provides secure escorts for court proceedings and medical appointments.

The KPS has elaborated a prevention strategy, with the growing involvement and support of local women’s organisations, which focuses on warning at-risk women of the lies, tricks and other methods employed by traffickers. In 2007, 33 victims of trafficking were assisted. In the first quarter of 2008, the KPS managed

1 UNIFEM, *No Safe Place: An Assessment of Violence Against Women in Kosovo* (Prishtina: 2000), http://www.unifem.org/materials/item_detail.php?ProductID=74 (accessed October 1, 2009).

2 Ibid.

3 Personal correspondence from OSCE Mission, 20 January 2010; Kosova Women’s Network, *Monitoring Implementation of United Nations Security Council Resolution 1325 in Kosova, Second Edition* (Prishtina, Kosova: 2009), http://www.peace-women.org/resources/Kosovo/KWNKosova1325_2009.pdf (accessed October 15, 2009).

4 Sarah Maquire, “Implementation of Security Council Resolution 1325 in Kosovo – Lessons learned to inform EULEX Kosovo” (paper presented for UNIFEM Brussels, September 2008), http://www.isis-europe.org/pdf/2008_artrel_213_esr41-gender-esdp-kosovo.pdf.

5 OSCE Mission in Kosovo, “Background Report. Combating Trafficking in Kosovo,” June 5, 2001, section 3.b. <http://www.osce.org/item/15736.html>.

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Measures to counter human trafficking

to close 27 brothels that were suspected of trafficking.⁶

Despite these positive efforts, problems still remain in the fight against human trafficking:

- The long chain of command is impeding quick action.
- Vehicles and covert tools needed for investigations are lacking.
- The lack of funds to support anti-trafficking is reducing the efficiency of police operations. For example, in bars under surveillance for trafficking, undercover officers who cannot afford to buy alcoholic drinks will buy a coffee instead, tipping the owners off immediately that the “customer” is a police officer.⁷

► The importance of integrating gender into police reform is discussed in section 3 of the *Police Reform and Gender Tool*.

► Procedures and initiatives to address gender-based violence are discussed in section 4.3 of the *Police Reform and Gender Tool*.

► The creation of specialised units in police forces is discussed in section 4.4 of the *Police Reform and Gender Tool*.

► The challenges of integrating gender into police reform in post-conflict countries, including in peacekeeping operations, are discussed in section 5.1 of the *Police Reform and Gender Tool*.

6 US State Department, “Trafficking in Persons Report,” June 2008.

7 William G. O’Neill, “Kosovo. Field Notes” (prepared for UNIFEM, UNDP, DPKO, November 21, 2006), 8.

Additional training resources

The Advocates for Human Rights' Stop Violence Against Women Project, *Guidelines for Developing a Training Program, Tips for Facilitators and Model Sessions*:
<http://www1.umn.edu/humanrts/svaw/advocacy/whrtraining/index.htm>

Centre for Children and Families in the Justice System, *Handbook for Police Responding to Domestic Violence*, London (Ontario): Centre for Children and Families in the Justice System, 2004.
http://www.lfcc.on.ca/handbook_police.html

Center for Domestic Violence Prevention, *Responding to Domestic Violence: A Handbook for the Uganda Police Force*, Kampala: CEDOVIP, 2007.
<http://www.preventgbv africa.org/content/police-handbook>

The Commonwealth Secretariat, *Guidelines for Police Training on Violence Against Women and Child Abuse*, London: The Commonwealth Secretariat, 2000.

The Commonwealth Secretariat, *Commonwealth Manual on Human Rights Training for Police*, London: The Commonwealth Secretariat, 2006.
<http://www.thecommonwealth.org/Templates/Internal.asp?NodeID=152764>

Liz Kelly, *VIP Guide: Vision, Innovation and Professionalism in Policing Violence Against Women and Children*, Strasbourg: Council of Europe, 2001.
http://www.coe.int/t/e/human_rights/police/2._publications/2.2_vip_guide/PDF_VIP%20Guide-December%202001.pdf

United Nations High Commissioner for Human Rights, *Human Rights and Law Enforcement: A Manual on Human Rights Training for the Police*, Geneva: UNHCR, 1997.
<http://www.ohchr.org/Documents/Publications/training5en.pdf>